

RECOMMENDATIONS FOR CITY INTERESTS IN UC PROPERTIES

Adopted as Individual Items (see below) on April 18, 2007

OVERVIEW

The following recommendations were adopted by DAPAC on April 18, 2007. They were based on (and amended) recommendations made by a DAPAC Subcommittee on “City Interests in UC Properties” (CIUP). The Subcommittee was charged by DAPAC with identifying:

- UC properties that might be appropriate for non-UC uses
- City or private properties that might be appropriate for UC uses
- The appropriate development potential of sites above
- How any advantageous land exchanges could be achieved and equity assured.
- Other areas for City/University collaboration.

Possible use of Department of Health Services site for major retail was a significant issue in establishing the Subcommittee, as this is the largest developable site under single ownership in the Downtown and has frontage along Shattuck -- one of the city’s major corridors.

To carry out this charge, City and University representatives and staff worked collaboratively at 6 meetings. At the initial meeting, Subcommittee members and University representatives reviewed the language of the agreement between the City and the University that is the basis for the current plan process. Key points in that agreement that guided the work of the Subcommittee are:

1. that the new Downtown Area Plan is a joint plan to guide both private and University development in a comprehensive way;
2. that there are potential University uses and improvements that could enhance the Downtown and appear to be consistent with the University’s long-range development plans;
3. that the DAP will establish development envelopes and design guidelines by areas, not parcel-specific sites, and consistent criteria should apply to UC and non-UC sites;
4. that the University wishes to plan investments to not only meet its needs but to enhance the image, experiential quality and economic and cultural vitality of Downtown

With this understanding, the Subcommittee, University representatives and DAPAC Chair Travis agreed that the work of the Subcommittee would try to address the planning issues that relate to the University that would become part of the joint plan and these issues should be considered within the context of the mutual goals in the agreement of a sustainable, livable and economically vital Downtown. As the agreement required that City criteria for development of UC properties be the same as for non-UC properties, the Subcommittee also considered the development of some of the surrounding properties.

Because of the particular interest in retail uses of UC properties, a significant amount of the work of the committee was focused around retail issues, needs and possibilities.

COMMITTEE RESEARCH AND INFORMATION GATHERING

The Subcommittee utilized the expertise and findings of several members of the DAPAC technical advisory committee and City planning and economic development staff for information regarding possibilities for retail/commercial development. The recommendations below regarding retail, commercial, office and housing development are based upon the information provided by these experts, information from the DAPAC symposium on What Makes a Great Downtown?, information from the panel on cultural resources and the arts, other presentations to DAPAC, and on the deliberations of the Subcommittee.

In regard to economic vitality, the expert opinions about the desirability of having many more people living and working Downtown and the need to attract the University population to use and shop Downtown were of particular importance.

The Subcommittee also heard from University ex officio members and planning staff regarding the current status of campus plans for all UC properties in the Downtown. Using the information provided by the economic experts and in dialog with campus representatives, the Subcommittee considered whether some of these properties might be used for retail/commercial tax paying uses and how the various UC properties might best be used to serve the interests of the City as well as the University.

Many of the recommendations are based upon strong expert opinions that the vitality of Downtown must build on two existing major economic strengths:

1. Berkeley as a center of arts, culture and entertainment
2. Berkeley as the home of the University and a City of learning.

A number of the suggested land uses and recommendations regarding University properties, University Avenue, Oxford Street, Addison Street, and the campus West Crescent, were developed to focus on these two existing strengths. If adopted, we believe these recommendations would expand the role of the arts and education Downtown and would help integrate the campus and its population into the life of Downtown.

FINDINGS AND RECOMMENDATIONS

The Subcommittee presented DAPAC with findings and recommendations. The following recommendations were adopted by DAPAC, and reflect DAPAC discussion and amendments (which can be viewed within the Minutes adopted for the April 18 DAPAC meeting)..

1.1 While the Department of Health Services site is the largest parcel under single ownership in the Downtown, it is very poorly suited for major retail (i.e. department stores). Major retailers demand regional access and visibility, and free or low-cost parking – attributes that the DHS site cannot offer. Extensive discussions on retail by the Subcommittee have led it to conclude that retail will not be the anchor for Downtown. Cultural uses and specialty retail will continue to draw people to Berkeley’s Downtown. DAPAC recommends that the DAP land use and economic policies recognize the importance of cultural uses and specialty retail.

1.2 Healthy and more diverse retail will follow and respond to other positive changes, including more people working and living Downtown, more intensive arts uses, better linkage to the campus, pro-active programs to cluster and concentrate retail, and safe, attractive, well-designed and maintained streets and public spaces.

(Paragraphs 1.1-2 adopted unanimously.)

2.1 The Downtown is too large to define as one area in regard to retail and strategies for retail should deal with sub-areas. The width and traffic and transit functions of Shattuck Avenue make it difficult for the Avenue to function as the main spine for retail. The east west streets should play a key role in retail.

2.2 The core subarea for retail is bounded by Milvia, Oxford, University and Kittredge. The areas north and south of this core are secondary areas for retail. In the short term, the area for focused retail includes the west leg of Shattuck Avenue from Center to University and the east-west streets of University Avenue, Addison and Center Streets from Shattuck to Oxford. Special consideration should also be given to the Barnes & Nobles site, which lies outside of this core area. DAPAC understands that other areas are important but are not near-term priorities.

2.3 DAPAC recommends that the City work diligently with the Downtown Berkeley Association, the merchants and property owners on specific programs and actions that focus initially on this core area to promote retail mix, concentrate retail uses and provide clean, safe and attractive streets.

(Paragraphs 2.1-3 adopted with amendment 19-1-0.)

2.4 DAPAC recommends that the east west streets each have a special character. The east leg of Shattuck might become an important retail street longer term with changes in its traffic function and character.

(Paragraph 2.4 adopted unanimously.)

3.1 There are some retailers currently missing in Downtown’s retail mix, such as electronics, computers, appliances, men’s clothing. These kinds of uses could be attracted now if there were larger sites of 10,000 ft or more. DAPAC recommends that, in its preliminary planning for the

DHS site, the University be requested to reserve at least 100 ft depth of the Shattuck Avenue frontage for retail uses. Similarly, DAPAC recommends that at least 100 ft depth along the University Avenue frontage of the Purcell Paint site be reserved if the University acquires this site. Prior to the time the University proceeds with site development, the amount of space needed for retail at these two sites should be reevaluated based upon the market for retail(see related recommendation for private sector sites in #10 below).

3.2 University retailing activities, such as the Optometry Clinic and the Scholars Workstation, could contribute positively to retail mix if located Downtown and open to the public. DAPAC recommends similar uses be considered for the DHS or other University properties on University Avenue.

3.3 UC developments should attempt to integrate on the ground floor, private retail and public outreach elements to best meet the needs of the Downtown.

(Paragraphs 3.1-3 adopted unanimously.)

[Note: DAPAC consensus is that Downtown Area Plan should contain a policy calling for UC compensation to City for any property taken off of tax roles because of UC development or activities.]

4.1 There are 2 major economic strengths that provide the anchors, the image, and potentially some of the customers to create an economically vital Downtown. These are the University and Berkeley as a city of learning, and Arts/Culture/Entertainment activities.

4.2 To build on these strengths, DAPAC recommends that the DAP encourage the University to develop a long range plan to move other museums and/or parts of collections, such as the Lawrence Hall of Science and the Hearst Anthropology Museum, and their affiliated retail stores, into the Downtown.

4.3 DAPAC recommends that the DAP encourage the University to expand its work with other Downtown educational institutions, such as the library, Berkeley High School, Berkeley City College, to create joint programs that will enhance Downtown as a center of learning.

4.4 DAPAC recommends the City inform the University that it would be advantageous to have the Executive Program the Haas School now proposes for Bowles Hall located Downtown.

4.5 The strength of movie theatres as an entertainment draw is at risk because of consumer demand for stadium seating, better sound, convenient parking. DAPAC recommends that the City work with owners to upgrade existing theatre facilities.

(Paragraphs 4.1-4 adopted unanimously.)

5.1 Attracting the University population to use and shop in the Downtown is a key component to economic revitalization because of its proximity. Berkeley residents living outside the Downtown, particularly high income residents, will be more difficult to attract, but may be attracted as change occurs.

5.2 DAPAC recommends that the University develop an overall plan for all types of UC housing in the Downtown.

5.3 Faculty housing and student housing, including undergraduate and graduate housing, staff housing, family housing, UC retirement housing would be of mutual benefit, bringing new kinds of people to live Downtown. DAPAC recommends that the plan encourage such housing.

(Paragraphs 5.1-3 adopted 17-3-0.)

6.1 The current University planning for the Department of Health Services site would accommodate 400-450,000 sq ft of buildings framing the streets around a public courtyard that would be aligned with Walnut Street at Berkeley Way and at Hearst and would have multiple entry points. Most buildings would be 5 stories, similar to the Shattuck Hotel and consistent with building heights presently allowed just one block south along University Avenue. One concept under consideration by University planners is a Community Health campus with functions that would interact with the general public, accommodate interdisciplinary research, and contain facilities – such as an auditorium – that might be used for community events.

6.2 DAPAC recommends that the DAP support the concept of the Community Health campus development.

6.3 DAPAC recommends that development at the DHS site and all other new UC buildings in the Downtown meet the highest possible standards for green, sustainable, Leed certified buildings.

6.4 DAPAC recommends that the University be allowed to build taller buildings at the corners of Oxford/Hearst and/or Shattuck/Berkeley Way in exchange for allowing at least 100 foot depth of the frontage along the Shattuck Avenue to be used for tax generating retail development, with the understanding that uses that complement the Downtown will be brought to this location.

6.5 No building should be taller than Barker Hall and shadowing on the adjacent residential area should be considered.

6.6 A portion of the Shattuck Avenue frontage should be developed as a small public plaza, and the Oxford Street frontage should incorporate green space that relates to the green edge across the street on the campus and to the overall redesign of Oxford Street

6.7 The timetable for UC redevelopment of the DHS site is possibly 10 years. DAPAC recommends that, if possible, the University accelerate this development, especially along the Shattuck frontage.

(Paragraphs 6.1-7 adopted 16-1-3.)

7.1 DAPAC recommends that University Hall and the adjacent UC property to the west be designed and developed to provide a new sense of arrival and gateway at the east end of University Avenue and to help transform Oxford Street.

7.2 DAPAC recommends that this site have a high priority for development as part of revitalization of Downtown.

New development west of or in University Hall could contain: a joint Visitor Center, a commute store, a Multicultural Center, UC offices, and other University museums that would be relocated from the main campus and would contribute to Addison Street as a cultural destination.

(Paragraphs 7.1-.2 adopted 19-1-0.)

8.1 Development of the block bounded by Oxford, Walnut, Berkeley Way and University (aka the Purcell Paint site) can play a pivotal role in transforming the end of University from an area of relatively low activity to a fitting and vibrant gateway to UC Berkeley and the Downtown. UC development paired with major streetscape improvements on University Avenue could dramatically transform this “gateway” area in the near-term. UC planners are considering the construction of a “surge” building somewhere in the Downtown (see item 14) to house functions now in campus academic buildings when they undergo seismic repair -- later to be used for administrative offices. DAPAC recommends that development of this site for the University surge building be a higher priority than such use of the Tang site because of the greater importance to Downtown of changes to University Avenue.

8.2 The City should encourage the University to acquire other properties on this block, with the exception of the apartment building at Berkeley Way and Walnut Street, to permit unified development of the site. If possible, a meaningful portion of the landmark garage building should be integrated into new development of this site. The Oxford Street frontage should incorporate green space that relates to the green edge across the street on the campus and to the overall redesign of Oxford Street.

(Paragraphs 8.1-.2 adopted 11-8-1.)

8.3 As a tradeoff for the University acquiring more property, DAPAC recommends that the University reserve at least 100’ depth along University Avenue for retail (see # 3). This site might also accommodate some of the uses mentioned in #7 above for the University Hall.

(Paragraph 8.3 adopted 13-6-1.)

9.1 University Avenue east of Shattuck has low traffic volumes and extra width in the right of way.

9.2 DAPAC recommends that, subject to favorable traffic and AC Transit analysis, it be narrowed and redesigned to create a green terminus, to help form a gateway to the campus, to relate to new development at Oxford and University and possibly to a new design and function of Oxford. (See items 15-16))

(Paragraphs 9.1-.2 adopted unanimously.)

10.1 The Shattuck and University intersection is the key cross roads intersection in Downtown. Most of the one or two story buildings on Shattuck and on University around this intersection should be developed in scale with this important location a short distance from BART, on the primary avenue with freeway access, and at the gateway to Downtown and to the campus. This scale should be at least comparable to the scale of University development on their adjacent sites.

10.2 DAPAC recommends that the plan include zoning and possibly bonuses for this area to encourage non-UC offices with large enough floor plates to serve the growth needs of incubator businesses now leaving Berkeley to find larger spaces. The ground floor spaces in such buildings could serve larger scale specialty retailers such as those identified in #3 above. Bonuses should also be used to encourage the highest standards of sustainability.

10.3 DAPAC recommends that a new City parking structure with affordable family housing or offices above be located on the Berkeley Way parking lot site to relate to this new private development on University and Shattuck.

(Paragraphs 10.1-3 – no action; item tabled and addressed in Access chapter.)

11.1 DAPAC recommends that sites be identified to accommodate new housing for a sufficient number of residents of all incomes to create a denser residential neighborhood Downtown and a critical mass of people to support small grocery stores and neighborhood support services. DAPAC recommends that a significant portion of housing be targeted to families. . DAPAC recommends that family-friendly uses be promoted, such as child care to serve residents and people working Downtown, and cultural, recreational and educational activities for children, such as Habitot.

11.2 The University plans to replace the Banway building on Bancroft in the long term. DAPAC recommends faculty, student (including undergraduate and graduate); or family housing here and/or on the adjacent car wash site.

11.3 DAPAC recommends that the DAP identify locations and support programs that provide housing and services for people who are now homeless or on the streets. This is critical to help those most in need, to restore the image of Berkeley as a caring city, and is an important component of retail success. Some of this housing might be part of the development of the City parking lot on Berkeley Way.

(Paragraphs 11.1-3 adopted unanimously.)

12.1 The current planning for the Berkeley Art Museum/Pacific Film Archive proposes that the primary entry would be from Center Street, and a secondary entry would be provided from Oxford or the corner of Oxford and Addison. DAPAC recommends to provide views through the building from Addison to Center, possibly with some set back from the street.

12.2 DAPAC recommends pedestrian friendly and predominantly transparent ground floor uses on all 3 sides of the museum.

12.3 DAPAC recommends that an entry be located on Addison, if possible, to extend the arts district function to Oxford.

12.4 DAPAC recommends that museum landscaping along Oxford Street relate to both the building and to an overall landscape plan for the street. If compatible with these plans, the existing grove of Pine trees at the corner of Addison and Oxford should be retained and incorporated into the design.

(Paragraphs 12.1-3 adopted unanimously.)

13.1 The service areas for the museum and for the hotel/conference center are currently proposed to be on Addison. DAPAC recommends careful design of the loading docks so they contribute positively to the pedestrian environment.

13.2 The garage entry for the hotel will be on Shattuck and the garage entry for the museum would be on Addison although the spaces underground would be connected. DAPAC recommends that, if feasible, both garages be accessed via the hotel entry to reduce the negative impacts of the auto/service uses on Addison and free up ground floor space for pedestrian friendly, art-related uses.

(Paragraphs 13.1-2 adopted unanimously.)

14.1 The Tang site is currently informally reserved for a building of 200-250,000 sq ft that would be used as “surge” building to house functions now in campus academic buildings that will be undergoing seismic repair. The building would later to be used for administrative offices. Since a surge building may be a near-term need, DAPAC recommends that the University give serious consideration to the surge building placement on the Purcell Paint site.(see item 8). DAPAC recommends that the Tang site be a lower priority for such development than the sites at Oxford and University because of the greater importance of the University Avenue sites to the Downtown.

14.2 DAPAC recommends that the Durant side of the site be used for faculty, student (undergraduate or graduate) or family housing with a residential scale consistent with the Southside area.

14.3 DAPAC recommends that office/ academic uses be confined to the sides along Bancroft and Fulton. This location might provide an opportunity for City/University collaboration to provide a Multicultural Center that could bring together Berkeley High School students, UC Students and other young adults.

14.4 DAPAC recommends that the UC Student Athletic Center (proposed near Gayley Road) be located somewhere in the Downtown.

14.5 DAPAC recommends that the ground floor of buildings on Oxford be transparent, pedestrian-friendly and have frequent entrances to UC uses with a public interface. This frontage need not be conventional retail.

(Paragraphs 14.1-5 adopted 15-1-0.)

15.1 The design of the right of way and the land uses along Oxford Street are very important to knit the campus and Downtown together and to orient the University population to use Downtown. DAPAC believes consideration should be given to using part of the Oxford right of way to create more green space and better link the campus and the Downtown. This could be accomplished by removing on-street parking or reducing travel lanes. DAPAC recommends awaiting the results of traffic and AC Transit analysis to determine whether the traffic capacity could be reduced and completing design studies to determine how the street might best be redesigned and how the captured spaces might be used.

(Paragraph 15.1 adopted unanimously.)

16.1 The redesign of Oxford Street with street trees, a related redesign of the Crescent, lively uses on the west side of Oxford and better linkage to the prime east-west streets where they meet Oxford, could bring the Downtown and the campus together in a shared space.

16.2 DAPAC recommends that Oxford Street land uses provide for more human activity but not have significant retail.

16.3 DAPAC recommends some redesign of the Crescent open space to create a sculpture garden related to the BAM and other features that attract people to use the space. The design of Oxford Street itself might further integrate BAM to the Crescent visually and physically.

16.4 The Crescent should remain primarily green, but should be redesigned so it is more environmentally sustainable than the current huge, irrigated lawn area. A native plant garden or other drought tolerant plantings could be considered. Consideration should be given to providing a view into the campus and a place for the public to gather. Visual access to the branches of Strawberry Creek from Oxford Street should be considered.

16.5 (Item removed by DAPAC.)

16.6 DAPAC recommends that any redesign of Oxford Street link the proposed University park (at the end of Kittredge and just west of Edwards Field) to the Crescent space. This should include a green and pedestrian friendly edge at the tennis courts wall and at the creek and should continue to Bancroft Way by removing the free right turn at Oxford.

(Paragraphs 16.1-6 adopted unanimously.)

17.1 DAPAC recommends that Hearst Avenue be designed to function as a green edge connecting Ohlone Park to the campus. Traffic analysis should consider whether the wide right of way could be narrowed and designed as a major bikeway. There should not be retail functions along Hearst.

(Paragraph 17.1 adopted unanimously.)

18a. DAPAC recommends that at least the 300 net new UC parking spaces proposed for Gayley Road, now under litigation, be relocated to one of the Downtown sites where the parking can be shared.

(Paragraph 18a adopted unanimously.)

19.1 The following are suitable locations for UC parking: the DHS site, the planned UC art museum site, the Tang Center parking lot, and the University-owned property immediately west of University Hall, as well as the Purcell Paint site. Underground parking is desirable at all these locations to maximize use of above ground space for other uses. DAPAC recommends that the City and the University jointly review all existing programs and develop a joint transportation and parking plan.

Items to be studied could include:

- a. Joint parking facilities
- b. Shared use of any new parking facilities
- c. Coordinated parking charges
- d. Coordinated fees assessed on parking to support transit
- e. Coordinated TDM programs, including: organized ride share programs, joint car/fleet share programs, guaranteed ride home, coordinated employee transit subsidies
- f. Combined and/or jointly operated local shuttle services and local demand response service
- g. Joint bicycle facilities
- h. New or rerouted A/ C service to relate to DAP

(Paragraph 19.1 adopted unanimously.)

20. DAPAC recommends that land use element and development code provisions in the Downtown Area Plan DAP clearly define new terminology or use define maximum and minimum building heights in feet (rather than in stories), as UC and other institutional buildings have much taller floor to floor heights than office or apartment buildings. The typical University building has minimum floor-to-floor height of 15 feet and the museum more, whereas residential floors can be as little as 10 feet in height.

(DAPAC unanimously moved to refer this paragraph to the Land Use chapter.)