



**BERKELEY CITY COUNCIL FACILITIES, INFRASTRUCTURE,
TRANSPORTATION, ENVIRONMENT & SUSTAINABILITY COMMITTEE
SPECIAL MEETING**

**Wednesday, September 3, 2025
2:00 PM**

Redwood Room – 2180 Milvia Street, 6th Floor, Berkeley, CA 94704

Committee Members:

Councilmembers Terry Taplin, Cecilia Lunaparra, and Mark Humbert
Alternate: Mayor Adena Ishii

This meeting will be conducted in a hybrid model with both in-person attendance and virtual participation. All Committee meetings are recorded.

Use this URL <https://cityofberkeley-info.zoomgov.com/j/1614529965> to access the meeting remotely. To request to speak, use the “raise hand” function in Zoom. To join by phone: Dial **1-669-254-5252 or 1-833-568-8864 (Toll Free)** and Enter **Meeting ID: 161 452 9965**. To provide public comment, press *9 and wait to be recognized by the Chair. To submit a written communication for the Committee’s consideration and inclusion in the public record, email policycommittee@berkeleyca.gov.

This meeting will be conducted in accordance with the Brown Act, Government Code Section 54953. Any member of the public may attend this meeting, however, if you are feeling sick, please do not attend the meeting in person.

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AGENDA

Roll Call

Minutes for Approval

Draft minutes for the Committee's consideration and approval.

1. Minutes - July 16, 2025

Committee Action Items

The public may comment on each item listed on the agenda for action as the item is taken up. The Chair will determine the number of persons interested in speaking on each item. Up to ten (10) speakers may speak for two minutes. If there are more than ten persons interested in speaking, the Chair may limit the public comment for all speakers to one minute per speaker. Speakers are permitted to yield their time to one other speaker, however no one speaker shall have more than four minutes.

Following review and discussion of the items listed below, the Committee may continue an item to a future committee meeting, or refer the item to the City Council.

2. Recreation and Community Facility Improvement Measures

From: Councilmember Taplin (Author)

Referred: August 25, 2025

Due: March 6, 2026

Recommendation: Refer to the City Manager the assessment of potential revenue measures to finance capital improvements for certain recreational and community-serving city facilities that have completed the conceptual or design phase and return to the City Council with recommendations for placing such measures on the November 2026 midterm Election ballot.

Financial Implications: See report

Contact: Terry Taplin, Councilmember, District 2, (510) 981-7120

Committee Action Items

3. **City Manager Referral: Strengthen Berkeley's Micromobility Regulatory Framework to Improve Public Safety, ADA Accessibility, and Operator Accountability**

From: Councilmember Tregub (Author)

Referred: August 25, 2025

Due: March 6, 2026

Recommendation: Refer to the City Manager to develop recommendations for mitigating unsafe shared micromobility riding, improper parking, or device misuse and to strengthen Berkeley's micromobility framework through improved incentives and enforcement, cost recovering fee and penalty structure, right of way and accessibility enforcement, stronger accountability measures, and community engagement and education, and return to the City Council by December 2025, with preliminary research and by April 2026, with final recommendations.

Recommendations should incorporate updates to future operator contracts and internal enforcement process and include the following elements, which, to the extent possible would be structured to shift the onus on the vendors to work with the City of Berkeley and other stakeholders:

1. Improved Incentives and Enforcement: - Clarify and strengthen city enforcement processes for the use by the public – how to report issues associated with micromobility. - The enforcement structure should be such that operators would consider progressive accountability measures for individual users (e.g., mandatory classes, increased fines, revoking ridership privileges). - Suggest mechanisms for imposing additional penalties by the city on operators failing to address violations in a timely and effective manner. - Suggest mechanisms for enforcing the deployment of existing and emerging technologies by operators, including, to the extent this is not already under consideration, geofencing, speed restrictions, and device locks for sidewalk riding or excessive speed, to prevent unsafe micromobility device use and for effective data collection and sharing. - Recommend to operators to develop incentive programs rewarding riders who consistently use devices responsibly, such as offering free rides or discounts for properly parking devices, completing safety classes, or taking devices to high-demand areas where parking is limited. - Recommend any additional operator-funded city incentive programs that reward evidence-based best operational practices by operators.

2. Cost Recovering Fee and Penalty Structure: - Implement an operator-paid fee and penalty schedule that fully covers the city's costs of staff time and enforcement infrastructure. - On a pilot basis, explore additional infrastructure contributions from operators, such as funding a specified number of parking corrals, bike racks, or signage based on fleet size, following models such as Bay Wheels in San Francisco. Such improvements should be subject to an engineering assessment for safety and feasibility. - Explore and negotiate leveraging data collected by micromobility devices for other city use. - Consider the expansion of the agreed upon fee, incentive, and enforcement model beyond current e-scooter contracts (Vevo Micromobility and Lime) to include other current or future micromobility options (e.g., Bay Wheels).

3. Right of Way and Accessibility Enforcement: - Research and recommend additional effective and low-cost infrastructure upgrades, including standardized markings for appropriate parking zones, creating parking corrals in daylighted zones to reduce sidewalk obstruction, and improve compliance with the Americans with Disability Act (ADA)

Committee Action Items

(e.g., eliminating or mitigating for instances of micromobility devices impeding public right of way access to those with physical disabilities). Operators should consider enhancing ADA compliance and accessibility by incorporating features such as Braille labels on devices, emergency buttons accessible to wheelchair users, and prominently displayed contact information that is easily visible at all times of day, subject to technological and contractual feasibility. The operator fee should, to the extent possible, incorporate the costs of all such measures. - Incorporate systems to reduce unsafe behaviors, including geofencing, speed restrictions, and device locks for sidewalk riding or excessive speed. Such measures and mechanisms would be at the discretion of the City Manager.

4. Stronger Accountability Measures: The City of Berkeley should continue, through contracting tools, to reflect the shared responsibility of operators in ensuring that unsafe behaviors and public nuisances are proactively addressed, as negative perceptions could threaten the long-term viability of these services. Operators should be held accountable for protecting the public perception and social acceptance of micromobility. - Enhance the currently required submission of monthly reports by operators to City staff with the production of biannual (twice per year) reports to the full Council, including, but not limited to detailing moving and parking violations, number of repeat offenders, safety class attendances, warnings issued, penalties applied, and any ridership privileges revoked. - Require operators to provide mandatory certifiable rider safety training with recurring reminders through apps and other means. - Training should cover safe riding practices, proper parking, and the impact on vulnerable populations, including children, seniors, and people with disabilities.

5. Community Engagement and Education: - Centralize and streamline the city's website to ensure all micromobility program details and reporting instructions are easy to find and access in one location. Explore creating a micromobility information hub with all relevant information in one place (a separate website or a robust micromobility webpage). - Expand education campaigns via signage, classes, media, and social media to increase awareness of proper micromobility use. - Develop and provide materials for residents to understand reporting processes, safe riding practices, and ADA considerations. - Partner with operators to create public-private partnerships with educational institutions, community and advocacy organizations, and affordable housing providers to further promote equitable outreach and education campaigns and responsible device use. - Special attention should be given to family and youth education. Operators and the City should partner with schools and community groups to equip parents with resources to educate their children on micromobility safety.

These coordinated approaches integrate infrastructure improvements, rider safety, enforcement, operator accountability, public education, and rider incentives, providing a framework for a safer, more equitable, and sustainable micromobility system in Berkeley.

Financial Implications: See report

Contact: Igor Tregub, Councilmember, District 4, (510) 981-7140

Committee Action Items

4. **Refer to the City Manager in Collaboration with the City Attorney’s Office to Develop Proposed Increases to the Shared Micromobility Program Fees From: Councilmember Lunaparra (Author), Councilmember Blackaby (Co-Sponsor), Councilmember Humbert (Co-Sponsor), Councilmember Tregub (Co-Sponsor)**
Referred: August 25, 2025
Due: March 6, 2026
Recommendation: Refer to the City Manager in collaboration with the City Attorney’s Office to develop proposed increases to the shared micromobility program fees and return to Council within 120 days. The proposed amendments should evaluate adjustments to the following fee categories: Application fee; Operating fee; Fee per vehicle; Fee per ride
Financial Implications: See report
Contact: Cecilia Lunaparra, Councilmember, District 7, (510) 981-7170

Items for Future Agendas

- **Requests by Committee Members to add items to the next agenda**

Adjournment

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*Written communications addressed to the Facilities, Infrastructure, Transportation, Environment & Sustainability Committee and submitted to the City Clerk Department will be distributed to the Committee in advance of the meeting and retained as part of the official record.*

*This meeting will be conducted in accordance with the Brown Act, Government Code Section 54953 and applicable Executive Orders as issued by the Governor that are currently in effect. Members of the City Council who are not members of the standing committee may attend a standing committee meeting even if it results in a quorum being present, provided that the non-members only act as observers and do not participate in the meeting. If only one member of the Council who is not a member of the committee is present for the meeting, the member may participate in the meeting because less than a quorum of the full Council is present. Any member of the public may attend this meeting. Questions regarding public participation may be addressed to the City Clerk Department (510) 981-6900.*



### COMMUNICATION ACCESS INFORMATION:

This meeting is being held in a wheelchair accessible location. To request a disability-related accommodation(s) to participate in the meeting, including auxiliary aids or services, please contact the Disability Services specialist at [ada@berkeleyca.gov](mailto:ada@berkeleyca.gov), (510) 981-6418 (V), or (510) 981-6347 (TDD) at least three business days before the meeting date. Attendees at public meetings are reminded that other attendees may be sensitive to various scents, whether natural or manufactured, in products and materials. Please help the City respect these needs.

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I hereby certify that the agenda for this meeting of the Standing Committee of the Berkeley City Council was posted at the display case located near the walkway in front of the Maudelle Shirek Building, 2134 Martin Luther King Jr. Way, as well as on the City's website, on August 28, 2025.



Mark Numainville, City Clerk

## **Communications**

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**BERKELEY CITY COUNCIL FACILITIES, INFRASTRUCTURE,  
TRANSPORTATION, ENVIRONMENT & SUSTAINABILITY COMMITTEE  
REGULAR MEETING MINUTES**

**Wednesday, July 16, 2025  
2:00 PM**

Redwood Room – 2180 Milvia Street, 6th Floor, Berkeley, CA 94704  
Teleconference Location – Roberto Gayol 35, Colonia del Valle, 03100, Benito Juarez,  
Cuidad de México, México

Committee Members:

Councilmembers Terry Taplin, Cecilia Lunaparra, and Mark Humbert  
Alternate: Mayor Adena Ishii

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## MINUTES

**Roll Call:** 2:04 p.m.

**Present:** Councilmembers Lunaparra, Humbert, and Vice Mayor Taplin

**Public Comment on Non-Agenda Matters:** 8 speakers.

### Minutes for Approval

*Draft minutes for the Committee's consideration and approval.*

- 1. Minutes - July 2, 2025**  
**Action:** M/S/C (Humbert/Lunaparra) to approve the July 2, 2025 minutes.  
**Vote:** All Ayes.

### Committee Action Items

*The public may comment on each item listed on the agenda for action as the item is taken up. The Chair will determine the number of persons interested in speaking on each item. Up to ten (10) speakers may speak for two minutes. If there are more than ten persons interested in speaking, the Chair may limit the public comment for all speakers to one minute per speaker. Speakers are permitted to yield their time to one other speaker, however no one speaker shall have more than four minutes.*

*Following review and discussion of the items listed below, the Committee may continue an item to a future committee meeting, or refer the item to the City Council.*

- 2. Discussion Item: Five Year Paving Plan**  
**From: Councilmember Lunaparra (Author)**  
Contact: Cecilia Lunaparra, Councilmember, District 7, (510) 981-7170  
**Action:** 0 speakers. Presentation made and discussion held. The committee completed its consideration of this item.
- 3. Discussion Item: Woolsey Street / Shattuck Crossing Improvements**  
**From: Councilmember Humbert (Author)**  
Contact: Mark Humbert, Councilmember, District 8, (510) 981-7180  
**Action:** 2 speakers. Presentation made and discussion held. The committee completed its consideration of this item.
- 4. Discussion Item: Woolsey / Eton / Lewiston Intersection Improvements - Report on Process and Completion**  
**From: Councilmember Humbert (Author)**  
Contact: Mark Humbert, Councilmember, District 8, (510) 981-7180  
**Action:** 0 speakers. Presentation made and discussion held. The committee completed its consideration of this item.

## Committee Action Items

5. **Discussion Item: Measure FF Next Steps**  
**From: Councilmember Taplin (Author)**  
Contact: Terry Taplin, Councilmember, District 2, (510) 981-7120  
**Action:** 2 speakers. Presentation made and discussion held. The item was continued to a future meeting.
6. **Discussion Item: Proposed T1 Changes to Existing Project List**  
**From: Councilmember Taplin (Author)**  
Contact: Terry Taplin, Councilmember, District 2, (510) 981-7120  
**Action:** 1 speaker. Presentation made and discussion held. The committee concluded its consideration of this item.

## Unscheduled Items

*These items are not scheduled for discussion or action at this meeting. The Committee may schedule these items to the Action Calendar of a future Committee meeting.*

7. **Discussion Item: EV Fleet Plan and Infrastructure**  
**From: Councilmember Taplin (Author)**  
Contact: Terry Taplin, Councilmember, District 2, (510) 981-7120
8. **Discussion Item: Stormwater Master Plan**  
**From: Councilmember Taplin (Author)**  
Contact: Terry Taplin, Councilmember, District 2, (510) 981-7120
9. **Discussion Item: Unfunded Infrastructure Liabilities**  
**From: Councilmember Taplin (Author)**  
Contact: Terry Taplin, Councilmember, District 2, (510) 981-7120
10. **Discussion Item: Zero Waste Strategic Plan**  
**From: Councilmember Taplin (Author)**  
Contact: Terry Taplin, Councilmember, District 2, (510) 981-7120
11. **Discussion Item: Telegraph Avenue Multimodal Corridor**  
**From: Councilmember Humbert (Author)**  
Contact: Mark Humbert, Councilmember, District 8, (510) 981-7180
- 12a. **Enforcement of Public Right-of-Way Accessibility Guidelines (PROWAG)**  
**From: Commission on Disability**  
**Referred: May 20, 2025**  
**Due: October 27, 2025**  
**Recommendation:** The Berkeley City Council shall refer to the City Attorney the requirement to include, in all City of Berkeley contracts that impact the public right-of-way, a clause that obligates City contractors to comply with the Public Right-of-Way Accessibility Guidelines (PROWAG).  
**Financial Implications:** See report  
Contact: Thomas Gregory, Commission Secretary, (510) 981-6300

## Unscheduled Items

### 12b. Companion Report: Enforcement of Public Right-of-Way Accessibility Guidelines (PROWAG)

**From:** City Manager

**Referred:** May 20, 2025

**Due:** October 27, 2025

**Recommendation:** The City Manager recommends that the Public Right-of Way Accessibilities Guidelines item be referred to the Facilities, Infrastructure, Transportation, Environment and Sustainability Committee for discussion of potential impacts.

**Financial Implications:** See report

Contact: Terrance Davis, Public Works, (510) 981-6300

## Items for Future Agendas

- **Discussion Item on Capital Improvement Projects Update**

**Action:** M/S/C (Taplin/Humbert) to add a discussion item on Capital Improvement Projects Update to the next agenda.

**Vote:** All Ayes.

## Adjournment

**Action:** M/S/C (Taplin/Humbert) to adjourn the meeting.

**Vote:** All Ayes.

Adjourned at 3:58 p.m.

I hereby certify that the foregoing is a true and correct record of the Facilities, Infrastructure, Transportation, Environment & Sustainability Committee meeting held on July 16, 2025.

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Denise Burgara, Assistant City Clerk

## Communications

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Consent Calendar  
September 9, 2025

To: Honorable Mayor and Members of the City Council

From: Councilmember Terry Taplin

Subject: Recreation and Community Facility Improvement Measures

#### RECOMMENDATION

Refer to the city manager the assessment of potential revenue measures to finance capital improvements for certain recreational and community-serving city facilities that have completed the conceptual or design phase and return to the city council with recommendations for placing such measures on the November 2026 midterm election ballot.

#### FISCAL IMPACTS OF RECOMMENDATION

Should the revenue measures under consideration be approved by Berkeley voters in November 2026, the city would establish new dedicated funding streams for the construction of high-priority, design-complete recreational and community-serving projects. These revenues would directly address the city's most pressing unfunded capital needs, allowing shovel-ready projects to proceed without diverting limited General Fund resources or delaying other essential maintenance and operations.

The city currently faces over \$1,000,000,000 in unfunded infrastructure needs along with significant deferred maintenance liabilities across all infrastructure categories. Establishing a voter-approved revenue source would not only close funding gaps for these shovel-ready projects but also free up existing maintenance and operating funds for other critical priorities and reduce long-term fiscal strain.

Proactively funding these projects will:

- Prevent cost escalation from inflation and further facility deterioration
- Reduce emergency repair costs and operational disruptions
- Increase equitable access to modern, safe, and sustainable public facilities
- Demonstrate fiscal stewardship by aligning new revenues with clear, voter-endorsed capital priorities



By securing a dedicated, reliable revenue stream, the city can shift from a reactive approach to infrastructure investment to a proactive, strategic model that delivers tangible community benefits while measurably reducing the backlog of unfunded capital projects.

### CURRENT SITUATION AND ITS EFFECTS

The City of Berkeley is confronting a stark disconnect between critical capital infrastructure needs and the funding available to address them. The city has over \$1,000,000,000 in unfunded infrastructure needs, which include streets, stormwater systems, municipal facilities and buildings, parks, and the waterfront.

To address some of these infrastructure needs, voters approved Measure FF in 2024, a \$267,000,000 special tax to fund street, sidewalk, and pedestrian path repair, repaving, and reconstruction, safety improvements, and environmental infrastructure.

Previously, voters approved Measure T1 in 2016, a \$100,000,000 bond measure to repair, renovate, replace, or reconstruct the city's aging infrastructure and facilities. This very successful bond program has funded 72 improvement projects to city facilities and parks. These projects include the North Berkeley Senior Center, the South Berkeley Senior Center, the Corporation Yard, the Adult Mental Health Building, the Live Oak Community Center, the Willard Clubhouse, the MLK Jr. Youth Services Center, the African American Holistic Resource Center, University Avenue in the Waterfront, the Berkeley Rose Garden, San Pablo Park, Grove Park, and numerous street improvement projects. The city has diligently reported on T1-funded facility improvements, which can be seen in more detail on the city's website:

<https://berkeleyca.gov/your-government/our-work/bond-revenue-measures/measure-t1>.

Outside of bond measures and grants, the funding for city buildings, parks, infrastructure in the waterfront, and the Transfer Station is limited to the following annual Capital Improvement Projects (CIP) allocations:

- **Parks Tax Fund** - \$2,750,000
  
- **General Fund** - \$1,500,000
  - \$1,100,000 for Public Works
  - \$400,000 for Parks, Recreation, and Waterfront
  
- **Zero Waste Fund** - \$1,160,000
  
- **Marina Fund** - \$350,000

These funding sources are typically used for smaller CIP or major maintenance projects associated with each fund. However, with the imminent completion of the Measure T1 bond



program, there is no funding for a list of large critical city projects, including city buildings, parks, infrastructure in the waterfront, and the Transfer Station as shown below.

These projects should be prioritized for a 2026 revenue measure(s):

***Key City Facilities in Need of Improvements***

- Frances Albrier Community Center
  - Conceptual design completed.
  - Built in the 1970s, it suffers from failing Heating, Ventilation, and Air Conditioning (HVAC) and electrical systems, inadequate seismic resilience, outdated programming layouts, and serious accessibility deficiencies that limit its current and future use.
- Maudelle Shirek Building (Old City Hall)
  - Completed in 1909, the building has significant seismic issues that prevent it from being used except for short term uses. This historic structure urgently needs full seismic, systems, and accessibility upgrades and restoration of architectural features.
- Veterans Building
  - This historic structure urgently needs full seismic, systems, and accessibility upgrades and restoration of architectural features.
- King and West Campus Pools
  - Conceptual design completed.
  - These aging aquatic facilities suffer from chronic mechanical failures, leaks, crumbling decks, noncompliant locker rooms, and outdated filtration systems. They do not meet modern accessibility or safety standards and constant temporary repairs fail to address core infrastructure failures.
- Transfer Station
  - Long functionally outdated, the facility struggles with inefficient waste flow, deteriorated structural elements, poor stormwater handling, and operational constraints. Without action, risk of regulatory noncompliance and operational failure continues to grow.
- 1947 Center Street Improvements
  - While Measure T1 will fund the window replacement project, numerous other building elements related to safety issues such as HVAC and elevator replacements are still needed in this crucial city facility.



***Parks and Recreation Capital Projects***

- Dreamland Play Structure Replacement at Aquatic Park
  - Conceptual design completed.
- Sea Level Rise / Bike Park at University Avenue at the Berkeley Waterfront
  - Conceptual design completed.
- John Hinkel Park Scout Hut Reconstruction
  - Conceptual design completed.
- Glendale–La Loma Park 2-5 and 5-12 Play Area and ADA Pathway Upgrade
  - Design in progress.
- Cedar Rose Park 2-5 Play Structure Replacement
  - Design completed.
- San Pablo Park Drainage and Irrigation Improvement
- Shorebird Park Play Structure Replacement

***Waterfront Capital Projects***

- J-Dock Replacement
- South Cove Seawall Replacement
  - Design in progress.

***Adeline Corridor Improvements***

- Open Space and Street Improvements from Ashby Avenue to the Berkeley Border with Oakland
  - Conceptual design in progress.

***Sidewalk 50/50 Program Upgrades***

- There is an existing 2-3 year list of 50/50 sidewalk replacements from home owners.

***Americans with Disabilities Act (ADA) Upgrades***



- The citywide ADA Assessment is complete and needs funding to complete a portion of the work identified

Many of the projects listed above have been conceptually designed using Measure T1, the General Fund, or the Parks Tax. Without a dedicated revenue source, these projects will remain stalled and physical and programmatic degradation will continue. This delays service delivery, increases long-term costs due to inflation and further deterioration, and erodes equity goals by depriving communities of safe and modern public infrastructure. The longer construction is deferred, the more expensive it becomes, increasing both the fiscal and social burden.

### BACKGROUND

Over the past decade, the City of Berkeley has undertaken significant planning and design work for several high-priority recreational and community-serving facilities. These projects have advanced into the design phase through a combination of local ballot measures, state and regional grants, and General Fund allocations - yet remain unfunded for construction.

### *Key City Facilities in Need of Improvements*

- **Frances Albrier Community Center**
  - The Frances Albrier Community Center in San Pablo Park is a key cultural and recreational anchor serving South Berkeley. Originally constructed in the early 1970s, the building suffers from aging mechanical systems, accessibility deficiencies, and layout limitations that no longer meet community program needs. Design funding was provided through a combination of Measure T1 Phase 1 and Phase 2 allocations and smaller contributions from the General Fund and Parks Tax (Measure F). The project has completed schematic design for two options: a renovation-only plan at approximately \$29,000,000 and a more extensive renovation with a new aquatics facility at approximately \$42,000,000. Proposed capital improvements include full HVAC replacement, ADA upgrades, reconfigured community spaces, seismic strengthening, and integration with an adjacent pool facility.
- **Maudelle Shirek Building (Old City Hall)**
  - Constructed in 1909, this designated historic landmark requires full seismic retrofitting, complete building systems replacement, ADA accessibility upgrades, and restoration of historic interior and exterior features. Preliminary assessments indicate the likely presence of lead-based paint, asbestos-containing materials, and potential Polychlorinated Biphenyls (PCBs), necessitating comprehensive abatement in compliance with the Occupational Safety and Health Act (OSHA), the Environmental Protection Agency (EPA), and California Department of



BERKELEY CITY COUNCILMEMBER  
**TERRY TAPLÍN**  
 DISTRICT 2

Public Health (CDPH) regulations. This will require specialized contractors and environmental controls, extended construction timelines, and increased direct costs. Each year of delay will add significant escalation costs and risk further deterioration, increasing the scale of required intervention. The total investment is expected to exceed \$100,000,000 depending on the final scope, preservation requirements, and remediation needs.

- **Veterans Building**

- Constructed in 1928, this designated historic landmark requires full seismic retrofitting, complete building systems replacement, ADA accessibility upgrades, and restoration of historic interior and exterior features. This will require specialized contractors and environmental controls, extended construction timelines, and increased direct costs. Each year of delay will add significant escalation costs and risk further deterioration, increasing the scale of required intervention. The total investment is expected to exceed \$100,000,000, depending on the final scope, preservation requirements, and remediation needs.

- **King Pool and West Campus Pools**

- Both King Pool and West Campus Pool are over 60 years old and have reached the end of their useful life. They face chronic mechanical failures, water loss, outdated locker room facilities, and noncompliance with current ADA and aquatic safety standards. King Pool's replacement project (\$16,000,000) has completed the design phase funded largely by Measure T1 Phase 1 and 2 and supplemented by Parks Tax revenues for preliminary studies. West Campus Pool was the subject of earlier feasibility and conceptual planning efforts, but construction funding in the amount of \$16,500,000 has never been secured. Necessary capital improvements for both sites include full pool tank and deck replacement, new filtration and heating systems, modern locker rooms, seismic upgrades, and improved spectator and team facilities.

- **Transfer Station**

- Berkeley's Solid Waste Transfer Station, located in West Berkeley, is decades old and in need of full modernization to meet operational, environmental, and regulatory standards. Preliminary studies have examined replacement or major rehabilitation scenarios, including integration of modern waste diversion facilities. Needed capital improvements include new tipping floor infrastructure, improved traffic circulation, stormwater management upgrades, and modern materials recovery equipment. Similar facilities in the region suggest costs could be between \$115,000,000 and \$120,000,000.

- **City Offices at 1947 Center Street**



- The building is in need of numerous upgrades to structural and seismic elements, HVAC, electrical, and plumbing systems, carpet and flooring, elevators, lighting, and hazardous materials mitigations.

### *Parks and Recreation Capital Projects*

- **Dreamland Play Structure Replacement at Aquatic Park (\$7,500,000)**
  - This would replace the play structure, restroom, open space area, and amenities.
- **Sea Level Rise / Bike Park at University Avenue at the Berkeley Waterfront (\$6,250,000)**
  - This would create a dedicated, professionally designed dirt, jump and skills course facility serving youth and adults; capital needs include grading, surfacing, drainage, and new amenities, as well as nature-based solutions for Sea Level Rise.
- **John Hinkel Park Scout Hut Project (\$3,150,000)**
  - This would renovate the historic structure, incorporating seismic strengthening, roof replacement, and masonry restoration.
- **Glendale-La Loma Park 2-5 and 5-12 Play Area and ADA Pathway Upgrade (\$2,960,000)**
  - This would modernize both age-group playgrounds, replace surfacing, and improve ADA connections throughout the site.
- **Cedar Rose Park 2–5 Play Structure Replacement (\$2,400,000)**
  - This would replace aging, noncompliant play equipment and surfacing with new accessible structures and shade elements.
- **San Pablo Park Drainage and Irrigation Improvement (\$1,560,000)**
  - This would replace outdated irrigation systems, improve turf health, and address stormwater ponding issues that limit year-round field use.
- **Shorebird Park Play Structure Replacement (\$830,000)**
  - This was last replaced over thirty years ago and needs a full replacement.

### *Waterfront Capital Projects*

- **J-Dock Replacement (\$12,000,000)**
  - The J-Dock system at the Berkeley Marina was installed in 1975 and is long past its useful life, requiring numerous temporary repairs. This project will replace the



entire J Dock system with a new concrete dock system with a projected lifespan of 60 years.

- **South Cove Seawall Replacement** (\$5,780,000)
  - The retaining seawall is a badly deteriorated sheet pile wall that retains the shoreline at the boat hoist area at the South Cove sailing docks (340 linear feet).

#### *Adeline Corridor Specific Plan Improvements*

- Finalized in 2020, the Adeline Corridor Specific Plan calls for improvements to open space and streets from Berkeley's downtown to the Oakland border. The city has recently secured conceptual design funding for the area from Ashby Avenue to the Oakland border, and construction is estimated to be up to \$50,000,000. The city is seeking additional grant funding to finalize the design for this portion of the plan.

#### *Sidewalk 50/50 Program Upgrades*

- There is an existing 2-3 year list of 50/50 sidewalk replacements requested from home owners. A \$2,000,000 allocation from T1 Phase 1 eliminated the waiting list, but this list has grown over the last five years and needs an infusion of funding to complete the work in a timely manner, estimated at \$5,000,000.

#### *ADA Upgrades*

- The city has completed a Self-Evaluation and Transition Plan to comply with section 504 of the American with Disabilities Act. The plan has identified hundreds of millions in need of work to city infrastructure. This measure would request up to \$5,000,000 to begin to address these needs.

While Measures T1 and Parks Measures F and Y have been instrumental in advancing the design work, they were never intended to cover full construction costs for major facilities. Many of our funds support ongoing maintenance and small-scale capital renewal but cannot absorb multi-million-dollar replacements or modernizations. As a result, these design-complete projects remain unfunded for construction.

Without a dedicated revenue source, these facilities will continue to deteriorate, risking higher eventual replacement costs, service interruptions, and loss of critical community programming space.

#### ENVIRONMENTAL SUSTAINABILITY AND CLIMATE IMPACTS

N/A



### RATIONALE FOR RECOMMENDATION

The City of Berkeley’s recreational, cultural, and community-serving facilities are vital public assets that sustain health, wellness, social cohesion, and equitable access to services. Many of these facilities — including King Pool, the Frances Albrier Community Center, the Maudelle Shirek Building, and others — have completed design work yet remain unfunded for construction. Advancing these projects is essential to prevent further deterioration, escalating repair costs, and lost service capacity.

The city faces a substantial and growing infrastructure funding gap. The Fiscal Year 2025–2029 Capital Improvement Program identifies more than \$241,600,000 in unfunded Parks, Recreation, and Waterfront Department projects alone, not including other citywide deferred maintenance liabilities. The Parks Tax (Measure F) is a critical maintenance funding tool, but it cannot absorb the multi-million-dollar capital costs associated with full facility replacements or modernizations. At the same time, the city’s structural General Fund deficit limits the availability of discretionary dollars for major capital construction. Without a dedicated revenue measure, these shovel-ready projects will remain stalled and service levels will continue to decline.

Placing a revenue measure before the voters in the November 2026 midterm election would align with the city’s project timelines, public engagement needs, and ballot-cycle advantages, allowing for transparent community discussion and a realistic funding path.

This recommendation advances several City of Berkeley Strategic Plan goals:

- **Provide state-of-the-art, well-maintained infrastructure, amenities, and facilities**
  - By securing funding for design-complete projects, the city can deliver modern, accessible, and sustainable facilities that meet current and future community needs.
- **Champion and demonstrate social and racial equity**
  - Many of these projects, including the Frances Albrier Community Center and San Pablo Park improvements, directly serve historically underrepresented and underserved neighborhoods, ensuring equitable access to high-quality public spaces and programming.
- **Be a global leader in addressing climate change, advancing environmental justice, and protecting the environment**
  - Modernized facilities will be designed to meet or exceed current environmental standards, incorporating energy-efficient systems, water conservation, green infrastructure, and resilient materials while improving public access to parks and waterfront areas that connect residents to the natural environment.



By moving forward with a dedicated funding assessment for these priority projects, the city will not only preserve critical public assets but also demonstrate a proactive, equity-focused, and environmentally responsible approach to infrastructure investment.

#### ALTERNATIVE ACTIONS CONSIDERED

Several alternatives to pursuing a dedicated revenue measure have been identified and evaluated:

- **Rely on Existing Funding Sources**
  - The city could continue to fund capital projects through existing revenue streams such as the Parks Tax (Measure F), the General Fund, and one-time grant opportunities. However, these sources are already committed to ongoing maintenance, operations, and smaller-scale improvements. They cannot absorb the multi-million-dollar construction costs of the identified design-complete projects without displacing other critical priorities. This approach would likely delay these projects indefinitely, leading to further deterioration, higher eventual replacement costs, and continued service gaps.
- **Reallocate General Fund Resources**
  - Redirecting significant General Fund dollars to these capital projects would require substantial cuts to core services, including public safety, homelessness programs, and maintenance of existing infrastructure. Given the city's structural General Fund deficit, this alternative is fiscally unsustainable and would not provide a stable or dedicated source of capital funding.
- **Pursue External Grants and Partnerships Only**
  - While the city actively seeks state, federal, and philanthropic grants for capital improvements, these sources are highly competitive, time-limited, and rarely cover full project costs. They are best used as supplemental funding rather than as the sole source for major facility construction. Relying solely on grants would introduce significant uncertainty and delay with no guarantee that projects could move forward.
- **Defer or Reduce Project Scope**
  - Postponing or scaling back projects could reduce short-term costs but would also diminish long-term community benefits, fail to address underlying infrastructure deficiencies, and increase life-cycle costs due to deferred maintenance. In some cases, reduced scopes would compromise program functionality, accessibility, and environmental performance.



While each alternative offers some degree of fiscal relief or reduced complexity, none provide the long-term, dedicated funding necessary to advance multiple high-priority, design-complete projects in a coordinated, timely manner. A voter-approved revenue measure remains the most viable and equitable approach to delivering these critical community assets while protecting the city's broader fiscal health.

CONTACT PERSON

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Attachments:

- 1: Civic Center Vision and Implementation Plan Staff Report (2020)
- 2: Maudelle Shirek Building Historic Structure Report (2020)
- 3: Fiscal Years 2025-2029 Capital Improvement Plan
- 4: Parks, Recreation, and Waterfront Department Capital Improvement Project and Minor Maintenance Program Update (2025)
- 5: Status of the Southern Peninsula and the building at 199 Seawall Drive in the Berkeley Waterfront (2024)



Office of the City Manager

14

ACTION CALENDAR

September 22, 2020

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, City Manager

Submitted by: David White, Deputy City Manager

Subject: Adoption - Civic Center Vision and Implementation Plan

RECOMMENDATION

Adopt a Resolution approving *Berkeley's Civic Center Vision and Implementation Plan*, and declaring Council's intention to support the vision and preferred design concepts articulated in the plan.

SUMMARY

This item presents City Council with the culmination of the work to develop a vision and implementation plan for Berkeley's Civic Center area, which includes: the Veterans Memorial Building; Maudelle Shirek Building ("Old City Hall"); and the Martin Luther King Jr. Civic Center Park ("Civic Center Park"). These three places are important cultural resources to Berkeley, not only due to their age, but also their architectural significance, central location, and history as the center of City government. The project was funded through Phase 1 of the Measure T1 infrastructure bond designated to repair, renovate, replace, or reconstruct the City's infrastructure, facilities, and buildings.

The *Civic Center Vision and Implementation Plan* project commenced in summer 2019 with the goal to conduct an inclusive and transparent community process, engage meaningfully with all stakeholders, and provide a shared vision and implementable plan for the Civic Center area that supports current and future community needs while respecting and celebrating the area's rich past and historically significant structures. The 230-page final report entitled *Berkeley's Civic Center Vision and Implementation Plan* (July 2020) is presented as Exhibit A in Attachment 1. The accompanying resolution adopting *Berkeley's Civic Center Vision and Implementation Plan* lays a strong foundation and clear direction for the Civic Center's next act. The Vision for Berkeley's Civic Center is:

***Civic Center will be the heart of Berkeley's community. Civic Center will be the prime space for civic life, culture, and the arts. It will reflect the city's diverse identities, celebrating its history, and contributing to shaping its future. A place of shared resources and a platform for free expression accessible to all, Civic Center aims to manifest the city's values, advance social justice, and demonstrate the power of true public space.***

The Office of Economic Development (OED), along with its partners in the Parks, Recreation and Waterfront, Public Works, and Planning and Development Departments, selected a consultant team led by Gehl Studio and supported by Siegel & Strain Architects, Strategic Economics and others. The consultant team spent the fall of 2019 conducting a Public Space Public Life (PSPL) study of Civic Center, holding focus group interviews, hosting a site tour, facilitating a 'vision and values' workshop, and engaging with four city commissions and the project's technical advisory group composed of city staff in a wide variety of departments. In January of 2020, the team presented a draft vision statement for Civic Center to Berkeley's City Council for feedback.<sup>1</sup>

The consultant team continued to work throughout the spring and summer of 2020 to host a variety of interactive design workshops and develop a project website for additional community input. They also delivered three interactive conceptual design options, an in-depth set of funding strategies, and a robust implementation plan. In this report, the Office of Economic Development (OED) presents the final report from the consultant team which includes a compelling vision for Berkeley's Civic Center, a summary of the design development and community engagement conducted through June of 2020, the preferred conceptual design option, and an appendix with the attendant historic structures report, landscape assessment, and cost estimates.

#### FISCAL IMPACTS OF RECOMMENDATION

The exact fiscal impacts of the finalized adopted vision and implementation plan for Civic Center are to be determined. Preliminary cost estimates to achieve the design concepts discussed in the final report range from \$56,144,000 to \$92,569,000 mostly depending on the desired uses and associated required seismic upgrades for the buildings.<sup>2</sup> The development of the preferred design concept which includes: park improvements, new council chambers, and the seismic retrofits for reuse of Old City Hall and the Veterans Memorial Building is estimated to be \$56,144,000.

#### CURRENT SITUATION AND ITS EFFECTS

##### *Project Timeline*

The project began in the summer of 2019 and has proceeded according to the timeline outlined below:

- |                                                |               |
|------------------------------------------------|---------------|
| ❑ Consultant Contract Authorization by Council | July 16, 2019 |
| ❑ Project Commencement                         | August 2019   |
| ❑ Public and City Engagement: Visioning        |               |

<sup>1</sup> Berkeley City Council Agenda Worksession, *Civic Center Vision and Implementation Plan*, [Item #1](#) January 14, 2020.

<sup>2</sup> *Berkeley's Civic Center Vision and Implementation Plan*, Chapter 6, Funding Strategy, Section 6.3 Cost Summary, page 193. The preferred design concept recommends a Basic Performance Objective for Existing Buildings (BPOE) seismic upgrade scheme for each building, which allows safe egress from the building and prevents the building from collapse during a seismic event, however, the building may incur damages that are exceedingly expensive to repair.

- Technical Advisory Committee September 9, 2019
- “Super” Subcommittee Meeting of the Public Works, Parks and Civic Arts Commissions #1 September 9, 2019
- Site Tour #1 September 9, 2019
- Technical Advisory Committee Meeting November 14, 2019
- Super Subcommittee Meeting #2 November 21, 2019
- Small Focus Group Interviews Oct. – Jan. 2020
- Workshop #1: Vision and Values December 12, 2019
- Public Space Public Life Study & Historic Structures Research October 2019
- Council Worksession (Draft Vision Statement) January 14, 2020
- Public and City Engagement: Draft Design Concepts
  - Project [Website](#) – with interactive features Jan. – May 2020
  - Workshop(s) #2: Youth Focus at Berkeley High February 4, 2020
  - Workshop #3: Pop-Up Market & Site Tour #2 March 7, 2020
  - Technical Advisory Committee Meeting #3 March 11, 2020
  - Super Subcommittee Meeting #3 March 12, 2020
  - Workshop #4: Design Concept Share & Selection Mar. – May 2020<sup>3</sup>
  - Preferred Option Design Preview(s) June 2 – 5, 2020
- Council Presentation (Preferred Design Concept & Plan) September 22, 2020

#### *Summary of Meetings and Outreach*

The consultant team, led by Gehl Studio and supported by staff from OED and other City departments, began the project in September 2019. The full public outreach effort is displayed visually in the project’s *Engagement Overview* (Attachment 1, page 90-91).

**Technical Advisory Committee (TAC).** The TAC is composed of City of Berkeley staff from a variety of departments, and its purpose is to provide subject matter expertise and feedback throughout the process. TAC members represent a cross-section of knowledgeable participants with an interest and stake in the Civic Center. The TAC met for the first time prior to releasing the project RFQ in late 2018, and gathered formally three times with the consultant team: at the project kick off meeting in September 2019, to review the Public Space Public Life Study (PSPL) results in November 2019, and to vet the three conceptual design options in early March 2020 (Attachment 1, page 157). In addition to formal meetings, ad hoc consultations with individual TAC members (e.g., the City’s special events coordinator, real estate manager, City Clerk, and public works facility staff) have made essential contributions to the project team’s research, outreach efforts, design development, and preferred design concept selection process.

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<sup>3</sup> See *Berkeley’s Civic Center Vision and Implementation Plan*, page 88 and view webpage, *The Future of Berkeley’s Civic Center*, video resources: <https://neighborland.com/berkeleycc/videos>.

**Super Subcommittee of City Commissions.** In order to efficiently engage with City Commissions that have an interest in this project, a “super” subcommittee meeting structure was established. Three City of Berkeley commissions—the Public Works, Parks and Waterfront, and the Landmarks Preservation Commissions—already had established ad-hoc subcommittees to address projects funded by Measure T1 bond improvements, and the Civic Arts Commission established an ad-hoc standing subcommittee for the Civic Center visioning process in order to participate. This larger group of subcommittees met three times in publicly noticed meetings at 2180 Milvia Street, first to kick off the project in September 2019, in November 2019 to review and comment on the findings of the PSPL and initial research of the historic structures report, and in early March of 2020 to respond to the three conceptual design options for Civic Center, labeled “A”, “B” and “C” (Attachment 1, page 158-159).

**Site Tours.** Since releasing the RFQ in March 2019, City staff members have received many requests to tour the two buildings. The first tour of both buildings and the park was held in conjunction with the project kickoff and super subcommittee meeting on September 9, 2019. A second set of tours for the public were held on March 7, 2020, in conjunction with a “pop-up” public workshop at the Saturday Farmer’s Market on Center Street. A debt of special thanks is due to the Berkeley Historical Society and their team of dedicated docents who organized a special companion Civic Center exhibit at the society’s gallery in the Veterans Building and co-led the tours with project staff.

**Focus Groups and Interviews.** From October through January 2020, staff and the consultant team conducted 27 one-on-one or small group interviews with Civic Center stakeholders in Berkeley, including the current Civic Center tenants, City Council Members (and/or their staff) from each district office and the Mayor’s office, representatives from the Berkeley Unified School District including the District Superintendent and principal of Berkeley High School, planners of annual community events that occur in Civic Center, arts organizations, business associations, local media outlets, city staff, and architectural heritage groups. See Attachment 1, page 71 for a list of participants.

**Project Website.** The consultant team engaged digital engagement specialists, Neighborland, to create a [project website](#) that went live in early February 2020. The website included basic project information along with invitations for site visitors to describe what currently works well at Civic Center, to map their favorite parks and community places around the world, and to share ideas of what they would like to see in Berkeley. Using metrics from the interactive website engagement regarding design opportunities (Attachment 1, Chapter 4), the project team was able to discern “project sentiment” from the accrued comments. Of 2,369 individual online respondents, 56% felt “positive” about the Civic Center “big moves”<sup>4</sup> design recommendations, 40% indicated “neutral” and just 4% were negative. (Attachment 1, page 161). In late of March of 2020 the three conceptual design options for Civic Center, labeled “A”, “B” and “C” (Attachment 1, Chapter 5) were presented on the project website. A detailed

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<sup>4</sup> Chapter 4.3 Design Development, *Civic Center Vision and Implementation Plan*, page 110-111.

discussion of the feedback received on each of the conceptual design options is presented in Chapter 5.7 *Conceptual Design Options, Community Feedback- Website*, pages 160-163.

**Workshops.** Throughout the course of the project, the project team conducted four public workshops in variety of settings designed to elicit creative and meaningful feedback from the Berkeley community.

#### *Vision and Values Workshop*

On December 12, 2019, staff and the consultant team hosted a **Vision and Values Workshop** at the YMCA Teen Center (located at 2111 Martin Luther King Jr Way) adjacent to Civic Center Park. Approximately 40 community members attended the session, which was designed to generate thoughts about the underlying purposes and functions of our Civic Center, and to inform the project's Vision Statement. The consultant team organized the session into fast-paced group exercises, with opportunities for discussion in small groups and 'share-backs' with the whole group. Workshop attendees, City staff, and the consultant team noted that there was a strong spirit of collaboration among the attendees, and broad consensus around core values for the future of Civic Center. (Attachment 1, page 78-79).

#### *Youth Focused Workshop*

On February 4, 2020 the consultant team hosted two **Youth-Focused Design Charrettes** at Berkeley High School (located at 1980 Allston Way) adjacent to Civic Center Park. The charrettes explored design concepts for the Civic Center area with students from neighboring Berkeley High School (BHS) in partnership with BHS's Career Technical Education program.<sup>5</sup> These charrettes were open to the general public, but were specifically designed to elicit targeted feedback from students who were identified in the Public Space Public Life (PSPL) study as bringing "the magic of youth" to Civic Center Park. (Attachment 1, page 80-83). The project team introduced the students to Public Life and its importance, and heard from the students on how they engage with the park. In groups, the students came up with design concepts and described features, spaces, and amenities they would like to see in the park including "Lights, Ledges & Liquidity" and a "Social Space Multi-generation Park."

#### *Pop-Up Workshop*

On March 7, 2020 the team hosted a tent at the Saturday Farmer's Market on Center Street to share the design concepts and project information. Displays were set up and shoppers stopped by for conversation about what they would like to see in Civic Center. The **Pop up at the Farmers Market** also offered two **Tours of the Buildings and Park**, and served to inform the conceptual design of the landscape and public realm options. (Attachment 1, page 84-85).

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<sup>5</sup> Berkeley Unified School District's [Career Technical Education](#) program integrates academic curriculum with hands-on experience in job skills needed for the modern workplace, including careers in public service and civics.

**Design Workshop and Remote Engagement.** Following the pop-up workshop of March 7, the plan was to hold a design workshop with pin up design boards in the Cypress Conference Room of 2180 Milvia Street on March 26, 2020. Due to the shelter in place order issued on March 16, 2020, the engagement strategy was adapted to accommodate an entirely virtual approach. The project team (from home!) was quickly able to develop a [series of videos](#) to accompany the Civic Center design options and presented them on the interactive project website. The project team used video conferencing tools to record themselves describing the design process, vision statement, and the design options.<sup>6</sup> Thanks primarily to local sources publicizing the design videos and the opportunity to engage<sup>7</sup>, the Civic Center project website generated over 350 comments in one week, and more than 12,500 page views. (Attachment 1, page 161).

### *Design Concepts A, B, and C*

The engagement and visioning process that led to the creation of the conceptual design plans first identified the main programs and features that needed to be present in all versions of the design concepts for Civic Center. These features are detailed in *Chapter 4: Design Development* (Attachment 1, page 106-111). The process also identified priority public realm improvements for Civic Center Park (Attachment 1, page 153). Using those, the team presented three varied design concepts titled “A”, “B” and “C”. Comprehensive drawings and summaries of the concepts are presented in *Chapter 5: Conceptual Design Options* (Attachment 1, pages 113-151). A short description of each is also below:

**Design Option A** shows Old City Hall is restored for use as a new City Hall with council chambers, the Veterans Memorial Building is converted into a “Cultural Hive” and the existing restrooms and storage spaces on the west side of 2180 Milvia are replaced with larger additions for food and beverage services.

**Design Option B** shows Old City Hall renovated as a Performing Arts & Culture Center, the Veterans Memorial Building houses a meeting hall for council and other public entities, select city offices and uses. Storage spaces on the west side of 2180 Milvia are converted into food and beverage kiosks.

In **Design Option C** Old City Hall is renovated as ‘The Berkeley Center,’ housing the historical society, a bookstore, and exhibit halls and/or renovated and rented to a small institution or a Think Tank. The Veterans Memorial Building is, as in Option A, transformed into a Cultural Hive. 2180 Milvia is expanded on the west side to house a new meeting chamber – for council and other public entities.

As the team developed and presented different iterations of the design concepts, it became important to establish a criteria for analyzing how options compare to each other on key measures. For example, all options successfully translated the vision statement into a spatial configuration. However, there were differences in the costing of

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<sup>6</sup> Gehl Blog, [People-centered engagement, even if not in-person](#), May 6, 2020.

<sup>7</sup> Berkeleyside, [Pick your favorite design now for Berkeley’s Civic Center Park](#), April 15, 2020.

each option and on the community and stakeholder support they each received. For a full view of the design options appraisal see Attachment 1, Page 165.

### *Preferred Design Concept – Recommendations*

The recommended concept, which combines elements of both Design Option A and Design Option C is aligned with the Vision statement and with community and stakeholder input. The preferred design concept, visualized on page 200 of the Plan and detailed in *Chapter 7: Recommendations* includes the following key components:

**A new structure on the Park — including a Council Meeting Hall, Park Café and Restrooms.** This new building on the park will offer an opportunity for a contemporary architectural addition that complements the sensitive rehabilitation of important historic structures. It will also offer a home to new programs that will contribute to the activation of the park — a park café, restaurant and restrooms. Finally, it will enable the Council and other groups to meet (late into the evening) in a central location with modern amenities.

**The Berkeley Historical Society and other tenants populate a retrofitted Old City Hall – known as *The Berkeley Center*.** Additional tenants should extend or complement the historical and education mission of celebrating the history and stories of Berkeley. Spaces for indoor gatherings — such as receptions and talks, as well as exhibition spaces, will ensure the building is open to the public. Subject to programmatic needs and funding opportunities, the scenario of extending Old City Hall toward the west should be pursued for services and other uses.

**The *Berkeley Cultural Hive* at the Veterans Memorial Building.** The Cultural Hive will house community meeting spaces, places for performing arts and arts education (i.e. after school programs for school-aged children, performances etc.) and meeting spaces for the Veterans groups and the community. The *Cultural Hive* will serve as bridge between the Berkeley High School and the neighboring Arts District on Addison Street with a retrofitted auditorium, smaller performing arts studios, and teaching spaces. The idea of a rooftop addition for an outdoor event space, set back from the main façade, and a terrace, should be explored (the rooftop addition is not included in the cost estimates).

In addition, a new landscape for Civic Center Park is proposed to celebrate the Park's rich history and includes bold, ambitious and people-centered moves to make the park more accessible, comfortable and used. See pages 209-218 of Attachment 1 for a detailed description of park design concepts.

Inevitably, the preferred vision goes beyond this project's scope and includes other nearby buildings that should be considered during subsequent phases of the Civic Center project. Future studies will further detail the preferred conceptual design option and help deepen the development of project phasing, and/or project groups (i.e. specifying what building projects goes with what public realm project, and how each project can be funded) going forward.

*Preferred Design Concept – Previews*

During the process of iterating on the preferred design concept, one key topic of discussion was the location of the proposed new, large (200+ seats) meeting hall designed to accommodate City council meetings. Option A, articulated the new council meeting space as an addition to the Maudelle Shirek Building, and Option C, explored a new volume connected to the west side of 2180 Milvia, facing the park — both locations for the meeting hall had a lot of positive support. In order to get clarity for the final design proposal, the team invited all current seated councilmembers and the Mayor's office (in groups of three districts each) to a small focus group session to preview the preferred design option(s) during the week of June 1-5, 2020. It was clear to the design team and the focus group participants that both options for the council chamber location presented good opportunities. However, the sentiments expressed in the design preview focus group sessions affirmed the design team's initial recommendation - that an extension of the 2180 Milvia building toward the park would be the optimal location for a new meeting hall.

As a result of the design preview sessions, additional revisions and recommendations to the final report were clarified and refined. These additions include the following elements:

- Further articulating the **Berkeley Historical Society** as a key tenant at Old City Hall; other tenants should complement and add to the historical and education mission of celebrating the history and stories of Berkeley. The conceptual plan should continue to show the possibility of a physical addition to Old City Hall, possibly for social services/civic support.
- Adding the provision of **an access point for civic support in Civic Center**, a place where the most vulnerable community members can get directed to help — be it shelter, medical or other.
- Noting that **the Veterans** should have access to the multi-purpose/meeting rooms in the Veterans Memorial Building, granting them special access in perpetuity to use the shared space for meetings and events.
- Suggesting possible locations, such as a **pavilion** in Civic Center Park, as a place for a **fresh food market** operated in conjunction with Berkeley High School's technical educational program and the Ecology Center.

A summary of the above, and all the associated Civic Center programs that are included in the final plan are presented on pages 204-207 of Attachment 1 and are described in *Chapter 7: Recommendations*.

*Next Steps*

Using the adopted vision plan as a guide, subsequent phases of this project should address the accompanying implementation strategy and associated action items.<sup>8</sup> Dedicated staff and allied consultants will be necessary to secure funding, advance planning, develop detailed architectural designs, align programming, manage construction, and make the vision for Civic Center a reality.

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<sup>8</sup> Chapter 8, Implementation, *Civic Center Vision and Implementation Plan*, page 222-225.

## BACKGROUND

Originally conceived at the turn of the 20th Century, the Civic Center was master planned and molded by City Beautiful Movement principles, and anchored by the 1909 construction of Berkeley's second City Hall (now known as the Maudelle Shirek Building at 2134 Martin Luther King Jr Way). The Veterans Building (1931 Center Street) was built in 1928 and designed to honor Berkeley's war veterans and provide a meeting place for their organizations. Other neighboring buildings including portions of Berkeley High School were constructed in this same era, and by the 1940s, Berkeley's Civic Center emerged as a cohesive group of civic buildings surrounding a central park.

Today the Civic Center comprises portions of the area surrounding Martin Luther King Jr. Civic Center Park including the Maudelle Shirek Building 'Old City Hall' (1909) and the Veterans Memorial Building (1928) which flank the Park on the west and north sides. The larger Berkeley Civic Center District (codified by the Civic Center Overlay Zone, 2014) itself was listed on the National Register of Historic Places in 1998. In addition, many of the buildings in the Civic Center District, including the Maudelle Shirek Building, the Veterans Memorial Building, and the Park itself, have been individually recognized as City Landmarks. Since the 1940s seismic building codes have evolved, requiring different thresholds of required maintenance and upkeep depending on use, and presently the historic buildings show signs of deferred maintenance.

In 2016, Berkeley voters passed *Measure T1 Bond Funding for Infrastructure and Facilities*, which authorized the City to sell \$100 million of general obligation bonds to repair, renovate, replace, or reconstruct the City's aging infrastructure and facilities, including important City facilities and buildings. As part of the City's Measure T1 Bond Funding program, the Veterans Memorial Building and Old City Hall were slated for "Structural analysis and visioning of possible conceptual design alternatives, in concert with Civic Center Park, to help determine a direction for future capital improvements to restore and secure these facilities to maximize their community benefit."<sup>9</sup>

As such, this project has executed a comprehensive community outreach strategy, distilled a number of wide-ranging and exciting ideas into a vision statement; performed an assessment of the existing supporting infrastructures of all three elements (Old City Hall, Veterans Memorial Building and Civic Center Park); identified a menu of programs and functions for the two buildings, identified complementary public realm improvements for the Park, and presented a suite of financial tools and revenue generation strategies to sustain the ongoing upkeep and maintenance of the facilities. The final *Vision and Implementation Plan* identifies a preferred design concept for Berkeley's Civic Center for adoption by the City Council.

### *Project Team*

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<sup>9</sup> This \$376,430 contract is funded entirely by Measure T1 bond proceeds (budget code 511-54-623-677-0000-000-444-612310) with \$80,000 of the funding dedicated towards a historical resources study of the Veterans Memorial Building and the Maudelle Shirek Building (commonly referred to as "Old City Hall").

In March of 2019, the City of Berkeley released a [Request for Qualifications](#) to inform the engagement of qualified firms, teams, or individuals to provide professional consultant services to assist in the completion of this project.<sup>10</sup> The proposal by Gehl Studio and design partners was selected based upon the following criteria: qualifications including relevant experience of project team/personnel; project understanding and approach; overall quality of the response, including completeness, clarity, organization, responsiveness; and demonstrated efficient and effective level-of-effort articulated in the project approach. The team also included a robust roster of sub-consultants in a number of relevant specializations including: architecture, historic preservation, economic analysis, cost estimating, zoning, planning policy, and digital engagement.

### *Historic Building/Landmarks Analysis*

The project team, including Siegel & Strain Architects, has lead a skilled team of sub-consultants including architecture + history llc, PGA Design, and Architectural Conservation, Inc. to prepare Historic Structures Report(s) for the Maudelle Shirek Building (Old City Hall) and the Veterans Memorial Building, as well as a Historic Landscape Assessment for Martin Luther King Jr Civic Center Park. The purpose of these reports is to verify the relevant historical information and historic context contributing to each resource's significance; understand their physical modifications and changes of use over time; document their character defining features and current physical conditions; generate cost estimates for their future rehabilitation; and pose treatment plans and future use recommendations. The historic structures reports also gather background data from various local archives, compare historic and renovation drawings with existing conditions, and are the result of significant documentary field work. All three resources (both buildings and the park) are contributors to the larger Berkeley Civic Center Historic District, listed on the National Register and designated locally. These resources have played a major role in the development of Berkeley's civic pride and are key elements of Berkeley's civic space. Each historic structure report is presented in full in the Appendix of the final *Vision and Implementation Plan*.

### *Funding Strategy and Implementation Matrix*

Chapter 6: *Funding and Financing Strategy* of the Plan details funding sources that are most relevant to the major project types presented in the Vision Plan. A number of common sources of funding can be potentially used to pay for different kinds of projects included in the Plan's preferred design concept. They include: public agency grants, philanthropic grants, tax credits, rent payments, developer equity, citywide bond measures, value capture mechanisms, corporate sponsorships, and city revenues.<sup>11</sup>

Accompanying the project's ambitious vision is a solid implementation plan. The matrix described in Chapter 8 of the Plan begins to identify immediate next steps and more long-term tasks and actions needed to realize the vision. At this stage there are still many unknowns, and many possibilities relating to funding streams, programs, and

<sup>10</sup> City Council approved this solicitation at its regular meeting on January 22, 2019, [item 4](#).

<sup>11</sup> See *Figure 1: Common Funding Sources by Project Type and Implementation Phase* (page 190) and pages 168-173 of the Plan for a detailed discussion of each source type.

design. On a project of this complexity, the implementation matrix must continue to be developed collaboratively with a City of Berkeley Civic Center project manager.

### *Seismic Safety Analysis and Cost Estimates*

Old City Hall and the Veterans Memorial Building were evaluated in 2002 for seismic safety. The assessment included rough cost estimates for retrofitting the structures to modern for seismic safety. These 2002 figures were updated for consideration of current building code, under the direction of the City's Public Works Department. The cost estimates and engineering solutions for addressing seismic safety in Old City Hall and the Veterans Memorial Building were released in late April of 2019 and are available online.<sup>12</sup>

A critical component of the cost estimate plan is the level of seismic upgrade. Two options have been considered for each building. A Basic Performance Objective for Existing Buildings (BPOE) scheme allows safe egress from the building and prevents the building from collapse during a seismic event, however, the building may incur damages that are exceedingly expensive to repair. An Immediate Occupancy (IO) scheme allows safe egress and provides enhanced protection to the building such that it could be reoccupied almost immediately following a seismic event. A BPOE retrofit scheme is common for existing buildings and can accommodate any number of building uses. An IO scheme is typically undertaken for buildings that house "essential services," such as hospitals and emergency services. In the three design concepts, Option A considers an IO scheme for Old City Hall and a BPOE scheme for the Veterans Building, and in Option B, the reverse. Option C slates both buildings for the "lower" cost BPOE scheme. The cost estimate for each of the design concepts is presented in full in the Appendix of the final *Vision and Implementation Plan* and is summarized on page 193 of Attachment 1.

Together the cost estimates and the historic structure reports will continue to inform the subsequent implementation phases of the building use program, planning, and construction process for the preferred design concept.

### ENVIRONMENTAL SUSTAINABILITY

Successful initiatives that repurpose existing buildings and civic space for subsequent generations' fruitful use promotes beneficial environmental, economic, and civic sustainability. This plan also supports the City's Strategic Plan goal to, "Provide state-of-the-art, well-maintained infrastructure, amenities, and facilities."

### RATIONALE FOR RECOMMENDATION

In this final report presentation, the preferred design concept for the adaptive reuse of both buildings and the Park articulates how the Veterans Memorial Building, Old City Hall, and Civic Center Park can be used going forward. The accompanying research

---

<sup>12</sup> ASCE 41-17 Tier 2 [Seismic Evaluation of Berkeley Old City Hall](#) at 2134 Martin Luther King Jr. Way, Berkeley, California, IDA Structural Engineers, April 2019 and ASCE 41-17 Tier 2 [Seismic Evaluation of Berkeley Veterans Memorial Building](#) at 1931 Center Street, Berkeley, California, IDA Structural Engineers, April 2019.

includes cost estimates and a survey of financial tools and potential revenue strategies to support renovation and ongoing operations for programs in Civic Center. By adopting the final *Civic Center Vision and Implementation Plan* the City Council sets a clear direction for subsequent phases of this keystone project.

ALTERNATIVE ACTIONS CONSIDERED

None.

CONTACT PERSON

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Attachments:

- 1: Resolution Adopting Berkeley's Civic Center Vision and Implementation Plan  
Exhibit A: Final Report: *Berkeley's Civic Center Vision and Implementation Plan*, July 10, 2020.

## RESOLUTION NO. ##,###-N.S.

## APPROVING BERKELEY'S CIVIC CENTER VISION AND IMPLEMENTATION PLAN

WHEREAS, the Berkeley voters passed *Measure T1 Bond Funding for Infrastructure and Facilities*, to repair, renovate, replace, or reconstruct the City's aging infrastructure and facilities, including important City facilities and buildings; and

WHEREAS, the Veterans Memorial Building and Old City Hall were slated for structural analysis and visioning of possible conceptual design alternatives, in concert with Civic Center Park, to help determine a direction for future capital improvements to restore and secure these facilities to maximize their community benefit; and

WHEREAS, on January 22, 2019 City Council approved this solicitation at its regular meeting and approved the engagement of a qualified project consultant team to assist in the completion of this project at its regular July 16, 2019 meeting; and

WHEREAS, the City of Berkeley's project team has conducted an inclusive and transparent community process, engaged meaningfully with stakeholders, and provided a compelling and shared vision for the Civic Center area that supports current and future community needs while respecting and celebrating the area's rich past and historically significant structures; and

WHEREAS, *Berkeley's Civic Center Vision and Implementation Plan* determines a direction for future capital improvements to restore and secure these facilities to maximize their community benefit; and

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the City Council approves and adopts *Berkeley's Civic Center Vision and Implementation Plan* (Exhibit A) and declares its intent to support the vision and preferred design concepts articulated in the plan.

BE IT FURTHER RESOLVED by the Council of the City of Berkeley that the City Manager is hereby authorized to further the implementation of the plan and its ambitious vision for the future of Berkeley's Civic Center:

*"Civic Center will be the heart of Berkeley's community. Civic Center will be the prime space for civic life, culture, and the arts. It will reflect the city's diverse identities, celebrating its history, and contributing to shaping its future. A place of shared resources and a platform for free expression accessible to all, Civic Center aims to manifest the city's values, advance social justice, and demonstrate the power of true public space."*

Exhibits:

A: Final Report: *Berkeley's Civic Center Vision and Implementation Plan*, July 10, 2020





July 10, 2020

# Berkeley's Civic Center

## Vision and Implementation Plan

Gehl + | SIEGEL & STRAIN Architects | +  STRATEGICECONOMICS + TAECKER PLANNING & DESIGN +  Neighborland

# A Vision for Berkeley's Civic Center

Civic Center will be the heart of Berkeley's community. Civic Center will be the prime space for civic life, culture, and the arts. It will reflect the city's diverse identities, celebrating its history, and contributing to shaping its future. A place of shared resources and a platform for free expression accessible to all, Civic Center aims to manifest the city's values, advance social justice, and demonstrate the power of true public space.

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Dena Belzer, Strategic Economics

Andy Beyer, TBD Cost Consultants  
Asia Kan, TBD Cost Consultants

Dan Parham, Neighbortand

# Contents

|                                                 |            |                                                       |            |
|-------------------------------------------------|------------|-------------------------------------------------------|------------|
| <b>1. Existing Conditions</b>                   | <b>7</b>   | <b>5. Conceptual Design Options</b>                   | <b>113</b> |
| 1.1 Introduction, Site & Context                | 8          | 5.1 Options Overview                                  | 114        |
| 1.2 Site Assessment                             | 14         | 5.2 Option A                                          | 116        |
| 1.2.1 Historic Structures                       | 16         | 5.3 Option B                                          | 130        |
| 1.2.2 Policy Context                            | 24         | 5.4 Option C                                          | 138        |
| 1.2.3 Public Space Public<br>Life study results | 31         | 5.5 Landscape and Public<br>Realm                     | 152        |
| <b>2. Community Engagement</b>                  | <b>63</b>  | 5.6 City and Commission<br>Engagement                 | 156        |
| 2.1 Engagement and Outreach<br>Plan             | 64         | 5.7 Community Feedback -<br>Website                   | 160        |
| 2.2 Public Space Public Life<br>Survey          | 68         | 5.8 Design Options Appraisal                          | 164        |
| 2.3 Stakeholder Focus Groups                    | 70         | <b>6. Funding Strategy</b>                            | <b>167</b> |
| 2.4 ‘Vision and Values’<br>Community Meeting    | 76         | 6.1 Funding Strategy                                  | 168        |
| 2.5 Berkeley High School                        | 80         | 6.2 Case Studies                                      | 174        |
| 2.7 Farmers Market Pop-Up                       | 84         | 6.3 Cost Summary                                      | 192        |
| 2.8 Building Tours                              | 86         | <b>7. Recommendations</b>                             | <b>195</b> |
| 2.9 Online Engagement                           | 88         | Preferred Conceptual Design<br>Option                 | 196        |
| 2.10 Engagement Overview                        | 90         | <b>8. Implementation</b>                              | <b>221</b> |
| <b>3. Vision</b>                                | <b>93</b>  | Implementation and Next<br>Steps                      | 222        |
| 3.1 Vision Statement                            | 97         | <b>x. Appendix</b>                                    |            |
| <b>4. Design Development</b>                    | <b>105</b> | Historic Structures Reports &<br>Landscape Assessment |            |
| 4.1 Design Opportunities                        | 106        | Engagement                                            |            |
| 4.2 Programs Matrix                             | 108        | Program Cost Plan                                     |            |
| 4.3 Big Moves                                   | 110        |                                                       |            |

# Reimagining the heart of Berkeley

## Developing a bold yet pragmatic vision for the future of Berkeley's Civic Center.

When it comes to community building and civic engagement, there are few places that compare to Berkeley. Arguably, few cities have championed so passionately and unconditionally the fundamental values that make a city a city — namely the sharing of collective resources and a true respect for individual expression. A laboratory of new political ideas since its founding, Berkeley has always advanced our understanding of the word Community. Yet, unlike other cities that play a similar role on the world stage, Berkeley lacks an updated civic space that truly embodies the values its community lives by.

Certainly, Berkeley doesn't lack great public spaces. Tilden Park provides wonderful recreation in nature. The Berkeley Marina grants breathtaking views of the Bay and connects us with its waterfront. Indian Rock and the Rose Garden offer special places for respite and contemplation.

Even if mostly for “gown not town”, The UC Berkeley campus itself is in fact a grand, world-class, public place, and People's Park speaks of our understanding of public space as a space of solidarity. Yet, we couldn't point to any of these places as the center of Berkeley's Public Life. We are left with the question: Where is Berkeley's Heart? Where's the public space of prime community identity that all Berkeleyans use, the place that gathers us as one, weaving together our daily lives? Thinking of it, many central squares in other cities we might travel to are exactly that— the thriving heart of their community. Why shouldn't Berkeley have something similar? Why can't Civic Center, which was designed 100 years ago with that idea in mind, serve this very purpose for the next 100 years?

We know that, in its current condition, the site comes with challenges that prevent it from realizing its full potential. (1) The site is slightly off-center from the most active

part of downtown, enough to be just off the beaten path. (2) Some of its buildings are not only in need of capital intensive restoration, but they also give their back to the central open space, with ground floors that are not active or permeable. (3) As a consequence to these two first points, with the exception of the Farmers' Market and a few other periodic events, Berkeley residents have organized their daily public life around other spaces and destinations and, as of today, Civic Center doesn't make the list of the places people like to go. In day to day life, the park remains underutilized therefore prone to accommodate socially undesirable behaviors. Yet the opportunities outplay the challenges. The site features some of the most historically significant buildings in the city, all of which revolve around a central open space that has been patiently waiting to be further activated by the community for years, like a canvas awaits the final strokes of paint to become a distinguished work of art.

With this project, Berkeley's community has been presented with a once-in-a-generation opportunity. Members of the public from all walks of life came together to reimagine the identity and function of Civic Center and reaffirm it as the beating heart of its tight-knit community. Berkelyans have shown a true desire to transform this place and the commitment to work together to make it happen. All stakeholders donated their time generously to help us understand what the unmet needs and undiscovered possibilities of the place are. Members of the community turned up in very high numbers in each and every public event organized throughout the arc of the project and demonstrated they know how to work collaboratively for a common purpose.

The result is a bold yet pragmatic vision for the future of the place, one that gives Berkeley the Heart of the City it deserves, matching the unique identity and the larger-than-life spirit of its people.



# Existing Conditions

## 1.1 Introduction, Site & Context

## 1.2 Site Assessment

1.2.1 Historic Structures

1.2.2 Policy Context

1.2.3 Public Space Public Life study results

## 1.1

# Project Background

## The Berkeley Civic Center Vision Project

The purpose of this project has been to develop a shared community vision, design concepts and implementation plan for Berkeley's Civic Center area, with a transparent public process rooted in analysis of how people use Civic Center today, community needs, site analysis, and historic structures analysis. The planning area includes Martin Luther King Civic Center Park, the Veterans Memorial Building, and City Hall — the Maudelle Shirek Building.

The Berkeley Civic Center Historic District (the same geographic area as the Civic Center Overlay Zone) was listed on the National Register of Historic Places in 1998 and includes multiple local Landmarks *(please refer to the Historic Structure*



*Report in the appendix for additional information).* The Veterans Building and the Maudelle Shirek Building are in need of seismic upgrading, American Disabilities Act compliance, and show signs of deferred maintenance. The Park, although successful as a gathering space during events and rallies, does not attract an everyday intensity of use that matches its central location and symbolic status.

In 2016, Berkeley voters passed Measure T1, which authorized the City to sell \$100 million of general obligation bonds to repair, renovate, replace, or reconstruct the City's aging infrastructure, including important City facilities and buildings. The Civic Center Vision and Implementation Plan is funded as a T1 Phase 1 project.

The T1 funding is for the structural analysis and visioning of possible conceptual design alternatives for the Veterans Memorial Building, the Maudelle Shirek Building and Civic Center Park, along with streets and adjacent structures necessary for context-sensitive solutions. The Vision Plan aim to help the City and the community clarify what their Civic Center can become, and to determine capital improvement priorities for this area.



The T1 bond program is administered by Parks, Recreation & Waterfront and Public Works departments. The Office of Economic Development (situated within the City Manager’s Office) is managing the project across multiple City Departments

and with the consultant team led by Gehl.

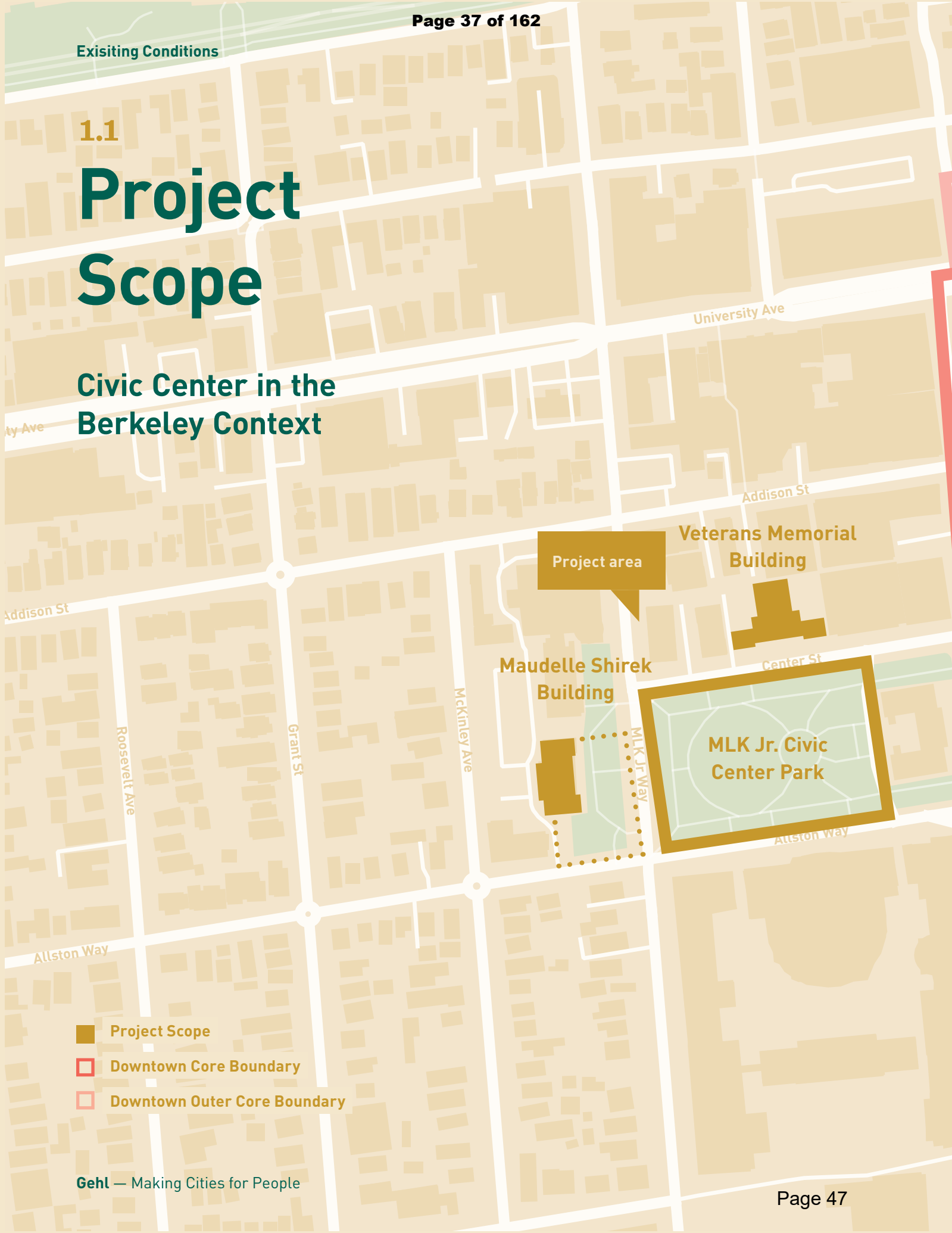
The Vision Project addresses planning, development, historic preservation, transportation, and arts programming issues, and has seen involvement from Landmarks, Parks, Public Works and Civic Arts Commissions. Other important bodies — such as Berkeley Unified School District, and local stakeholders — such as the Ecology Center, YMCA, the Berkeley Historical Society, existing tenants, including the Veterans organizations themselves and local Arts organizations, have been engaged with *(see chapter 2)* and have informed the shaping of the Vision and Implementation Plan.

Existing Conditions

1.1

# Project Scope

## Civic Center in the Berkeley Context



- Project Scope
- Downtown Core Boundary
- Downtown Outer Core Boundary

Berkeley Downtown  
Outer Core

Berkeley  
Downtown Core



**BART**

Shattuck Ave

Addison St

Center St

Allston Way

Oxford St

Frank Schlessinger Way

University of  
California  
Berkeley

Berkeley Downtown  
Outer Core

Bancroft Way

Bancroft Way

1.1

# Project Timeline

Where are we in the process?



2019 ..... 2020

SEP — | — OCT — | — NOV — | — DEC — | — JAN — | — FEB — | — MAR —

Tour

PSPL

Historic Structures Research

Concept Design

TAC

TAC

Community Meeting

Community Meeting

SSC

SSC

City Council

Tour

Focus group interviews

Draft Report

Historic Structure Reports

■ Research / Design

■ Engagement

■ Deliverables

TAC= Technical Advisory Committee

SSC= Super Subcommittee of the Commissions (Including: T1 Public Works, Parks Recreation & Waterfront, Landmarks, and Civic Arts)

PSPL= Public Space and Public Life studies

# Design Concepts

MAR APR MAY JUN JUL AUG SEP

TAC

Community Meeting

SSC

City Council

Website

Final Draft

Final Report

## 1.2

# Site Assessment

Although surrounded by varied architecture, just a block away from the bustling BART Plaza and with great views up Center Street into campus, Civic Center is a challenging public space.

## Issues summary

- 2180 Milvia — the only building in the park — turns its back to the park (opens up to a parking lot)
- Blank façades surround the park
- Central lawn is often too wet to sit on, few public benches
- Certain groups, although small in number, negatively impact the sense of security
- Lack of good night lighting
- Lack of sense of safety
- Lack of maintenance and lots of litter
- No food or beverage offer
- Play provision is inadequate
- Restrooms are inadequate
- Shaded and dark spaces around the main seating areas (near fountain)
- The green is too large and empty
- The main buildings don't have a ground floor that opens onto the street or the park

- The park's pedestrian paths compete with the sidewalks
- There is extensive on-street parking
- Traffic dominated environment of surrounding streets

## Opportunities summary

- 3,000 students at Berkeley High School daily
- Center Street connects the BART to the Park — opportunity to create a terminus
- Further green and landscape
- High quality buildings
- Large residential community to the west
- Location adjacent to Arts District
- On the edge of but also part of downtown
- Opportunity to remove parking and traffic on Center and Allston Streets
- Provide food and beverage in the park
- Re-orient facades toward the park, potentially subdividing interior spaces for various tenants to have a front-door onto the park and providing multiple entry points to buildings
- Walking distance to public transit

CHAPTER **5**

# Chronology

# Chronology

## 1907 – Building Plans

Bakewell & Brown's 1907 plans for the building indicate the following interior uses<sup>1</sup>:

### First Floor

- Center Section: Entry Vestibule; Corridor; Grand Stair; Clerk Office Private; Clerk Office; Vault; Ladies' Toilet; Men's Toilet; Building Inspector Office and Superintendent of Streets.
- South Wing: Various offices and departments including: Treasurer; Tax Collector; Assessor; and Auditor.
- North Wing: Vault and Engineer Office.

### Second Floor

- Center Section: Grand Stair; Council Chambers/Justice Court; Ladies Toilet; Men's Toilet, Committee and Jury Room; Private Lavatory; and Stairway to Attic Level.
- South Section: Various offices and departments including: Justice of Peace; Attorney; Assistant Attorney; President's Room; Ante Rooms to Council Chamber; Private Office; and Southwest Stairway.
- North section: Superintendent of Schools and Unassigned Office Space.

### Attic Level

- Unfinished (Storage)

### Basement

- Center section: Main Stair; Ventilation & Heat; Toilet; Batteries; Alarm Room; Men's Jail; Boy's Jail; Women's Jail; Property Storage; Ventilation, Heat and Fuel; and Corridors.
- South Wing: Entry Vestibule; Squad Room; Identification Room; Sergeant's Office, Police Station; and Marshal's Office; and Southwest Stairway.

- North Wing: Entry Vestibule; Work Shop; Fire Chief; Hospital, Operations; Board of Health; and Corridor.

## 1909 – Building Completed

Ground was broken for the building in early 1908, and the City Hall's cornerstone was laid June 26, 1908. The cornerstone contained a list of town officials, a copy of the city charter, copies of the town's newspapers, and a rare Colony of New Jersey coin.<sup>2</sup> The building was completed and ready for occupation August 29, 1909.<sup>3</sup> The same year the Town Hall was completed, Berkeley was designated a city rather than a town.

## 1910-11

Early image of completed City Hall shows very limited landscaping at the front of the building.

## 1914-5

Completed Bakewell and Brown's City Hall depicted in a study of expanding the Berkeley Civic Center by Charles Cheney for Dr. Werner Hegeman's study "City Plan for Oakland and Berkeley. The Civic Center elements of this plan were never executed likely because they were too grandiose and would have been quite costly.

## 1925

In 1925, the need for additional space for city departments resulted in a small, City Hall Annex designed by well-known architect James W. Plachek. A stand-alone building located just to the southwest of City Hall, the building housed the health, sanitation, parks and recreation and fire departments.<sup>4</sup> As a small, one-story building this structure did not expand the capacity or size of City Hall in a significant way.

## Early 1940s – Chimney removed at south wing.

No information about this change has been found to date. C. mid-1940s photograph of Civic Center Park looking west shows City Hall with only one chimney. 1939-40 Civic Affairs pamphlet shows both chimneys. 1949 Image from Berkeley Public Library Swingle Collection (as shown on page 93 of Cerny *Berkeley Landmarks*). Images from Civic Center Park under construction in May 1942 show that the south chimney had been removed.

## 1945 – Expanded City Hall Proposal

Civic Affairs the report of the Annual Report of the Berkeley City Manager for year ending June 30, 1945 includes images of an expanded Berkeley City Hall with new north and south wings executed in the Beaux Arts Tradition. Project was not executed.<sup>5</sup>

## 1950 – Addition

In 1950 an addition was constructed at the rear of City Hall on either side of the stair bay in an effort to create additional office space.<sup>6</sup> No drawings or building permit records have been located for this addition. However, later, in 1964, plans drawing for remodeling of the basement indicate that an addition was present at the basement level on the south side of the west stair.

As the City of Berkeley continued to grow over the decades, the office and meeting space it needed for its municipal functions outgrew the City Hall. Over the years, city departments relocated to other buildings in the Civic Center.

## 1957 – Proposed Plan

Architect Milton Pfleuger proposed dramatic changes to Civic Center including demolition of Bakewell & Brown's City Hall. The project was intended to be phased over 15 – 20 years. No part of this plan was executed.<sup>7</sup>

## 1964 – Addition

Architect Hans U. Gerson and William G. Merchant & Associates prepared plans and executed a project for remodeling City Hall's basement to house the Public Works and Inspection Departments in 1964.<sup>8</sup>

### South and center sections:

- Public Works Department: Drafting Room, Supervising Engineer, Surveyors, Vault, and Zoning.
- Inspection Department: Clerical and Accounting, Records, Clerical, Waiting, Director, Supervisor, Plan checker, Inspectors, Ladies Toilet, Telephone Switchboard, and Storage.
- Storage, Maintenance, Generator, Mail, Equipment, Storage, and Telephone Equipment.

### North section:

- Boiler Room, Lobby and Corridor for Public Works and Inspections Departments, and offices for the Public Works Department (Waiting, Conference Rooms, Administrative Assistant, Accounting, Traffic Engineer Assistant, Assistant Director, and Director).

## 1975 – Addition

In November 1975, the City of Berkeley, Department of Public Works prepared plans for and executed a project to insert an elevator and stair addition to the rear of City Hall northwest of the existing rear stair.<sup>9</sup> Two years later, in 1977, the City moved its municipal offices from City Hall to

the Farm Credit Building at the east end of Civic Center Park: however, the Council continued to meet in the Council Chambers in City Hall.<sup>10</sup>

## 1989 – Cupola Project

After the 1989 earthquake, the cupola was removed due to concerns about seismic safety. It was reinstalled following a 1992 study that determined returning the cupola, which had been seismically strengthened, was safe.<sup>11</sup>

## 1990

City of Berkeley Permit records indicate that exterior restoration of walls, balcony and balustrades, as well as roof repairs were completed.<sup>12</sup>

## 1993

Hayden & Vilar Architects prepared plans to renovate interior spaces for Berkeley Unified School District (BUSD) personnel offices.<sup>13</sup> BUSD leased the City Hall building (with the exception of the Council Chambers) for use as its administrative offices.<sup>14</sup> Some City employees remained in the building – need exact dates for some of this BUSD work.

## 1999

Todd Jersey Architects prepares renovation plans and executes a project at the second floor south wing to build an accessible ramp to the Council Chambers.<sup>15</sup>

## 2001

Todd Jersey Architects prepares construction drawings to provide an accessible restroom and small kitchenette at the office the second floor north wing.<sup>16</sup>

## 2007

City Hall, which had long been referred to as the “Old City Hall,” was renamed the Maudelle Shirek Building in honor of the former vice-mayor and longtime City Council member on March 22, 2007.<sup>17</sup>

## 2012

Berkeley Unified School District moves out of the building.

## December 2018

City ceased using the Council Chambers Building is used as Emergency Storm Shelter for Homeless Services (when 45 degrees or colder).

Endnotes Chapter 5

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- <sup>1</sup> Bakewell & Brown Architects, "Town of Berkeley California Official Plans for Town Hall," 11 October 1907.
- <sup>2</sup> Robert Bernhardt, *Buildings of Berkeley* (Berkeley, California: Lederer, Street & Zeus Co., Inc., 1971) 100.
- <sup>3</sup> Need citation for this. Newspaper account?
- <sup>4</sup> Cerny, *Berkeley Landmarks*, 101.
- <sup>5</sup> Civic Affairs 1945 – BPL Copy.
- <sup>6</sup> Susan, Cerny, Jerri Holan, and Linda Perry. National Register of Historic Places, Registration Form, Berkeley Historic Civic Center District, (March, 2, 1998) 8:9.
- <sup>7</sup> Berkeley Daily Gazette (evening paper) May 15, 1957 – from clipping file at BPL. Drawings included with article.
- <sup>8</sup> Hans U. Gerson Architects and William G. Merchant & Associates, "City Hall—Berkeley, Remodeling of Basement for Public Work & Inspection Depts." 17 February 1965, drawings.
- <sup>9</sup> City of Berkeley Department of Public Works. City Hall drawings, 7 November 1975.
- <sup>10</sup> Page & Turnbull, Inc., Berkeley Old City Hall, Berkeley, California Master Plan Consultation (April 4, 2002) 10.
- <sup>11</sup> ELS Architecture and Urban Design, "Berkeley Old City Hall, Concept Design Study," (Berkeley, CA: May 1, 2002) 1.
- <sup>12</sup> City of Berkeley Permit Service Center. Berkeley Permit Card, Permit Number 42021, 12 October 1990.
- <sup>13</sup> Hayden & Vilar Architects, "Renovations to Personnel Office, BUSD, Old City Hall," 02 November 1993.
- <sup>14</sup> Thompson.
- <sup>15</sup> Todd Jersey Architecture, "City Council Chamber's Ramp," 21 February 1999.
- <sup>16</sup> Todd Jersey Architecture, "Accessible Restroom Remodel," 07 February 2001.
- <sup>17</sup> Thompson.

CHAPTER **6**

# Description and Character-Defining Features

# City Hall Site and Landscape

CITY HALL, OR THE MAUELLE SHIREK BUILDING, is situated to the west of Civic Center Park facing Martin Luther King, Jr. Way (formerly Grove Street) in downtown Berkeley. It is set back from the street and symmetrical lawn panels and paved paths give prominence to a set of stairs rising to the building entry (*Figure 6.1*).

City Hall is set back from Martin Luther King, Jr. Way, and originally had very few plantings near the building. Early photographs show to small palms and a lawn area. Eventually, some low plantings were placed at the building base and taller trees to the north and south sides of a lawn. (*Figure 6.2*). The building rose well above adjacent trees with the exception of the redwoods to its southeast. Columnar incense cedars established a regular rhythm at the two wings of the building to the north and south; by the 1950s the cedars reached to the lower edge of the third story windows. They are planted very close to the building.

Tall trees at the foundation of City Hall join with the vertical face of the building to form the western-most edge of the of the space encompassed by Civic Center Park. Street trees contribute to a sense of a green edge to Martin Luther King Jr. Way as well as lending lushness to both park spaces.

Tree species include:

- Incense cedars (*Calocedrus decurrens*) close to the foundation of the building. A total of six trees measure 26-inches to 38-inches DBH, arranged with three at the SE corner of the building and three at the NE corner.
- Redwoods (*Sequoia sempervirens*) located at the SE corner of the landscape space. There are three trees that measure 48-inches to 82-inches DBH in size.
- Atlas cedar (*Cedrus atlantica*) located at the north of the incense cedars at the NE corner of the building. One tree measures 43-inches DBH.
- Flowering plum (*Prunus serrulata*) located near the redwoods.



Figure 6.1  
Mature landscaping and trees at east (front) façade.

Two trees measure five and eight-inches DBH.

- Victorian box (*Pittosporum undulate*) located at the north end of the space. One tree measures 44-inches DBH. There was previously a matching tree in the south end generally symmetrically placed around the entry to the building.
- Yoshino cherry (*Prunus x yedoensis*). Three saplings approximately two-inches DBH each are located at the north end of the space.
- Street trees include sweet gums (*Liquidambar styraciflua*) including four trees measuring nine to 23-inches DBH, and one red maple (*Acer rubrum*).

Understory planting is sparse consisting of a few shrubs that have been limbed-up to provide for sightlines. The surface of planting areas, including those with no planting, is bark mulch. Historic photos show more diverse and well-tended planting areas that include shrubs, perennials and ground covers (Figure 6.3).

Street lights are located along the back of curb on Martin Luther King, Jr. Way.

There is a plethora of small-scaled features in the landscape in front of City Hall. A flagpole, also visible in historic photographs, sits to the southeast of the building. At the building front there is a 43-foot long sign board with glass-fronted sign cabinets mounted on a frame with a 16-inch wide hipped roof running its length (Figure 6.4). These house notices and agendas of meetings of City commissions etc. A stone Japanese lantern standing approximately seven-feet high is sited under the redwoods. At the southeast corner of building the landscape is a diverse collection of small-scale elements, memorials, civic art, and a survey marker including the following:

- Memorial: C.T. Vinther, J.T. Gimbel, and A.H. Ohman who are recognized by the Native Sons of the Golden West for making the supreme sacrifice in World War 1.
- Memorial: Carrie Hoyt, recognized by the American Legion Auxiliary (1941)
- Memorial: F.M. Buchanan, US Army Air Corps (erected 1956), mounted in a substantial stone plinth
- Memorial: A ground-mounted base for a memorial. The plaque has been removed
- Memorial: Billy Martin baseball second baseman and team manager, painted memorial mounted on a metal transformer box, designed by the Arts and Humanities Academy Class of 2012
- Recognition: Bobby Seale, co-founder of the Black Panther Party, painted recognition mounted on a metal transformer box, designed by the Arts and Humanities Academy Class of 2012
- Recognition: Jean Yonemura Wing education reformer for Berkeley High School Diversity Project, painted recognition mounted on a metal

transformer box, designed by the Arts and Humanities Academy Class of 2012

- Historical marker: Historic McGee-Spaulding District, post-mounted historical narrative with image
- Object: Brass survey marker mounted in a square concrete base approximately 16-inches by 16-inches.

Other small-scaled features include a ribbon bicycle rack, caged back-flow preventer, and a USPS mailbox.



Figure 6.2  
Historic photograph c. 1910 BAHA.



Figure 6.3  
Historic postcard c. 1910 showing well-tended planting areas around City Hall.

Figure 6.4  
43-foot long sign board with  
glass-fronted cabinets located in  
front of the building.



# City Hall Exterior Description

BERKELEY CITY HALL IS AN EXAMPLE of Beaux-Arts-inspired Classical architecture and employs elements from Greek and Roman sources, as well as French Neo-Classicism (*Figure 6.5*). The building faces Martin Luther King Jr. Way and Martin Luther King Jr. Civic Center Park. The center of the facade and Civic Center Park are on axis. The building is two stories with an unfinished attic level and is above a raised basement (at grade). The main level, or piano nobile, is accessed via an exterior stair. It has a roughly rectangular footprint that measures 180-feet wide and 120-feet deep. The walls are reinforced concrete clad in cement plaster, which have been painted a light gray color. The exterior wall corners are chamfered.

A hipped roof covers the main block of the building, and lower perpendicular hipped roofs cover the north and south wings and rear stair hall. Flat roofs top the later rear additions. Slate tiles clad the hipped roofs, and built-up roofing covers the flat roofs at the rear additions. Ornamental metal caps run the length of the ridge beams, and flame finials mark the beam ends. Two bull's-eye dormers are located on the east and west slopes of the main roof, the south slope of the south wing's roof, and the north slope of the north wing's roof. A cement-plastered chimney with simple molding is located on the north slope of the main roof. Presently, there is not a matching chimney at the opposite side, which represents one of the building's only asymmetrical components. The chimney is present on a 1910 photograph shortly after the building was completed; however, it is not shown on a c. 1942 photograph. Both chimneys were illustrated on the original conceptual sketch and original architectural drawings by Bakewell & Brown.

At the center of the main roof, there is a lantern-style, 60-foot, octagonal cupola and spire composed of painted sheet metal on a wood frame (*Figure 6.6*). The circular cupola sits on an octagonal base and is surrounded by a metal railing. The cupola features eight columns without capitals, an entablature, and eight finials on pedestals surrounding a domed roof. A four-sided spire with finial



Figure 6.5  
East (front) façade.



Figure 6.6  
The octagonal cupola and spire are  
made of sheet metal on a wood frame.



Figure 6.7  
The center section of the east (front) façade's three-part composition.

surmounts the cupola. The dormers, beam caps, cupola, finials, and wrought-iron balconies are painted a grayish blue/green.

Several features unite the building's elevations: a water table with simple molding; an intermediate cornice at the first floor lintel level; architrave molding at the main block that is continuous with the wing's cornice; semicircular-arched first floor windows; concrete balustrades below the first floor windows; and second-floor balconies with ornamental wrought-iron railings.

## East (Front) Façade

The east (front) façade is symmetrical and is a three-part composition: a recessed center section with projecting south and north wings (*Figure 6.7*). Each wing is about 31-feet wide. The cornice of the recessed center section is taller than those of the wings and is more elaborately ornamented. The cornice is composed of block modillions and an entablature, which steps out above each column; each projection is topped by an urn finial at the frieze. At the center of the cornice, there is a bull's eye medallion surmounted by a ball finial. This was the intended location of a clock that was never installed.

## Front Façade Center Section

The recessed center section is divided into five bays of openings by colossal (two-story) engaged columns. The columns have unfluted shafts, Ionic capitals with decorative garland, and simple pedestals. Below the first floor windows, concrete balustrades span the space between the columns. Pairs of awning windows are located at the basement level of the first, second, fourth, and fifth bays. At the first floor, all five bays



Figure 6.8  
Original main entrance surround  
with modern replacement doors.

feature semicircular-arched openings with pronounced springers and ancon and swag keystones. The center arch frames the main entrance vestibule, and the other arches frame the first floor windows, which are divided into ten lights. The entrance vestibule leads to a pair of gold-toned, aluminum, glazed doors (later alteration). Sidelights and a five-light transom frame the entrance. A simplified entablature that divides the doors from the transom above is flanked by ancons, or brackets, supporting finials. Gilded letters that spell “Maudelle Shirek Building” are located in the frieze (later addition). Between the finials there is a wide plaster shield topped by a stylized lion head bordered by cornucopias and arabesques. A simple light fixture with milk glass globe hangs from the entrance vestibule ceiling (Figure 6.8).

All five bays of the second floor have six-part windows surrounded by simple rectangular plaster molding with keystones featuring bell flowers. Second floor balconies with concrete bases rest on the keystones of the first floor windows and are surrounded by ornamental wrought-iron railings.

The main entrance is accessed by a grand exterior concrete staircase, which features wraparound treads leading to a terrace and then a second stairway leading to the entrance vestibule. Concrete pedestals flank the stairway, and concrete balustrades line the terrace, which spans the width of the recessed center section. Fluted light posts with acorn globes flank the entrance steps. The stairways have simple metal handrails.



Figure 6.9  
East (front) façade of the south wing.

### Front Façade South Wing

At the basement level, the south wing's east façade has three segmentally arched, double-hung, wood windows (Figure 6.9). At the first floor, there is a semicircular-arched, nine-part window with ancon and swag keystone. Below the window, there is a concrete balcony, which is supported by oversized brackets with guttae and is surrounded by a concrete balustrade. On either side of the balcony, there are sculpted lion heads grasping garlands and ribbons above plain oval medallions. At the second floor, there are three two-light windows with two-light transoms surrounded by rectangular molding with keystones. Second floor windows in the south wing are not original, but they are in their original locations. A continuous balcony supported by pairs of oversized fluted consoles with bell flowers and guttae is located beneath the windows. Ornamental wrought-iron railings surround the balcony. The north wing's east façade is identical to that of the south.

### Front Façade Significant Alterations

The changes to the building's front facade include: window replacement at the second floor south wing; the installation of new aluminum doors at the main entrance; installation of metal railings at the



Figure 6.10  
South (side) façade.

front stair; repair and restoration of the cupula; and the removal of the north chimney at an unknown date prior to mid-1940s.

### South (Side) Façade

The south facade continues many of the architectural elements found on the south wing's east façade (Figure 6.10). There are three segmentally arched openings at the basement level. The center is a larger opening, housing the original glazed, arched wood door and replacement aluminum three-light sidelights. The outer two openings have double-hung, wood windows. At the first floor, there are three semicircular-arched, nine-part windows with ancon and swag keystones. Beneath the center window, there is a balcony, which is surrounded by a solid paneled balustrade and is supported by oversized brackets with guttae. Single, wood, double-hung windows flank the arched first floor openings. A modern metal fire escape has been installed from the first floor to the second floor balconies (Figure 6.11). At the second floor, there are three two-light windows with two-light transoms surrounded by rectangular molding with keystones. These are replacement windows, but the surrounds are original. A continuous balcony supported by pairs of oversized fluted consoles with bell flowers is located beneath the windows. Ornamental wrought-iron railings surround the balcony. At the southeast chamfered corner of the building, the words "June A.D. 1908" are incised into the concrete.

Figure 6.11  
First floor balcony and modern metal fire escape at south (side) façade.



Figure 6.12  
Entrance at north (side) facade.

### South Façade Significant Alterations

Window replacement at second story, metal fire escape and side lights at basement entry.

### North (Side) Façade

The north façade is identical to the south with the following exceptions: no date is inscribed at the corner and the basement entrance has a pair of modern bronzed aluminum glazed doors (*Figure 6.12*). The same type of modern, metal fire escape is present at this elevation.

### North Façade Significant Alterations

Metal fire escape and basement door and sidelights replaced with modern bronzed aluminum glazed doors.

### West (Rear) Façade

The west (rear) façade retains its historic appearance at the north and south wings, but the central section of this façade has been altered through several small additions (*Figure 6.13*). The two wings each have three segmentally arched, double-hung, wood windows at the basement level. At the first floor, there is a semicircular-arched, nine-part window with ancon and swag keystone. Beneath the window, there is a concrete balcony with balustrade supported by oversized brackets with guttae. At the second floor, there are three two-light windows with two-light transoms surrounded by rectangular molding with a keystone. These windows have been altered at the south wing, but are original at the north wing. At each wing a continuous balcony, supported by pairs of oversized fluted consoles with bell flowers, is located beneath the windows. Ornamental wrought-iron railings surround the balconies.



Figure 6.13  
West (rear) façade.

At the center of the west elevation, the original stair hall has been added to by infilling either side of this original projecting feature. The stair hall has a segmentally arched, double-hung, wood window at the basement level. There is a double-hung wood window at the first floor level. At the second floor, there is a semicircular-arched, six-light, wood window. The arch has a keystone and pronounced spring arches. The stair hall is flanked by north and south additions; both have unornamented plaster walls. On the west façade of the projecting north addition, there are single windows on each floor: all are off center. In a section that is flush with the north wing, the addition has wood, double-hung windows with transoms on each floor. On the south addition's west façade, the basement level has a pair of double-hung, wood windows and a grouped opening consisting of a single pedestrian door and three wood, double-hung windows. On the second floor there is also a paired opening followed by a grouped opening containing four sections: both openings have been infilled. On the third floor, there is a pair of fixed, wood, clerestory windows followed by a grouped opening containing four fixed, wood, clerestory windows. On the three floors of the south elevation of the south addition, there are paired wood double-hung windows. Above the stair hall and additions on the frieze of the main block of the building, there are four bull's-eye windows. The attic level has two bull's-eye dormers similar to the front elevation (*Figure 6.14*).

### West Façade Significant Alterations

Several additions at the rear of the building have obscured the original central section of the façade. Window replacement at second floor of south wing.



Figure 6.14  
Bull's-eye dormer at west (rear) façade.

# City Hall Exterior Character-Defining Features



Figure 6.15  
Semicircular-arched window with pronounced springers and ancon and swag keystones are found throughout the building.

## General

- Two stories above a raised basement
- Reinforced-concrete walls clad in cement plaster
- Chamfered wall corners
- Hipped roofs
- Slate roof tiles
- Ornamental metal ridge beam caps
- Flame finials
- Bull's-eye dormers
- Lantern-style, 60-foot, octagonal cupola and spire
- Three-part composition: taller recessed center section with projecting south and north wings
- Water table with simple molding
- Intermediate cornice at the first floor lintel level
- Architrave molding
- Concrete balustrades
- Balconies with ornamental wrought-iron railings
- Awning windows
- Semicircular-arched window and door openings with pronounced springers and ancon and swag keystones (*Figure 6.15*)
- Simple rectangular plaster window molding with keystones with and without bell flowers
- Original casements with two-light transoms
- Oversized brackets with guttae
- Oversized fluted consoles with bell flowers and guttae

## East (Front) Façade

- Symmetrical façade
- Cornice composed of block modillions and an entablature
- Urn finials
- Bull's eye medallion surmounted by a ball finial
- Five bays of openings



Figure 6.16  
Sculpted lion head grasping garland and ribbons above plain oval medallion at east (front) façade.



Figure 6.17  
Balcony with a solid paneled balustrade at south (side) façade.



Figure 6.18  
Original nine-part windows at west (rear) façade.

- Colossal (two-story) half columns with unfluted shafts, angled modified composite capitals, and simple pedestals
- Main entrance vestibule
- Main entrance sidelights and five-light transoms
- Simplified entablature above the main doors with ancons and finials
- Wide plaster shield with stylized lion head, cornucopias, and arabesques
- Milk-glass globe
- Grand exterior two-part concrete staircase with wraparound treads
- Terrace
- Concrete pedestals flanking the main stairway
- Fluted light posts with acorn globes
- Sculpted lion heads grasping garlands and ribbons above plain oval medallions (*Figure 6.16*)

## North and South (Side) Façades

- Symmetrical fenestration pattern
- Segmentally arched openings
- Double-hung, wood windows
- Nine-part windows
- Balcony with a solid paneled balustrade (*Figure 6.17*)
- “June A.D. 1908” incised into concrete

## West (Rear) Elevation

- Segmentally arched, double-hung, wood windows
- Nine-part windows (*Figure 6.18*)
- Original stair hall
- Double-hung wood window
- Bull’s-eye windows

# City Hall Interior Description

## 1907 – Building Plans

Bakewell & Brown's original plans for the building indicate the following interior uses<sup>1</sup>:

### First Floor

- Center Section: Entry Vestibule; Corridor; Grand Stair; Clerk Office Private; Clerk Office; Vault; Ladies' Toilet; Men's Toilet; Building Inspector Office and Superintendent of Streets.
- South Wing: Various offices and departments including: Treasurer; Tax Collector; Assessor; and Auditor.
- North Wing: Vault and Engineer Office.

### Second Floor

- Center Section: Grand Stair; Council Chambers/Justice Court; Ladies Toilet; Men's Toilet, Committee and Jury Room; Private Lavatory; and Stairway to Attic Level.
- South Section: Various offices and departments including: Justice of Peace; Attorney; Assistant Attorney; President's Room; Ante Rooms to Council Chamber; Private Office; and Southwest Stairway.
- North section: Superintendent of Schools and Unassigned Office Space.

### Attic Level

- Unfinished (Storage)

### Basement

- Center section: Main Stair; Ventilation & Heat; Toilet; Batteries; Alarm Room; Men's Jail; Boy's Jail; Women's Jail; Property Storage; Ventilation, Heat and Fuel; and Corridors.
- South Wing: Entry Vestibule; Squad Room; Identification Room; Sergeant's Office, Police Station; and Marshal's Office; and Southwest Stairway.

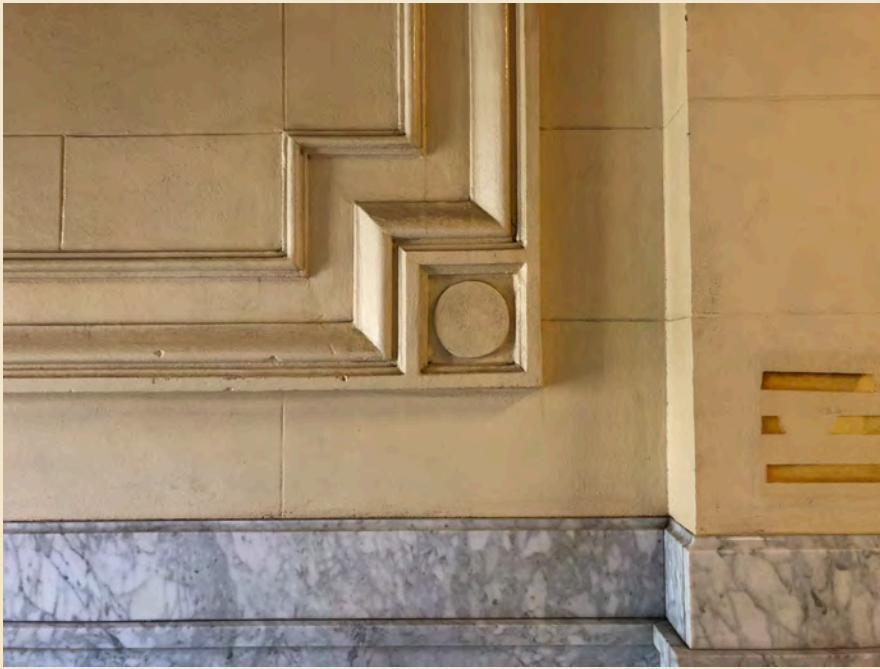


Figure 6.19  
Light grey marble dado and wide bands of plaster moulding forming decorative panels in the entry vestibule.

- North Wing: Entry Vestibule; Work Shop; Fire Chief; Hospital, Operations; Board of Health; and Corridor.

*Note: In the original basement configuration access between the north and south sides of the building was limited given the location of the Police Station and Jail. A solid masonry wall existed along the center line of the building with only a doorway from the Property Storage Room to the Ventilation, Heat and Fuel Room connecting the north and south sides of the building.*

## First Floor

The first floor includes the entry vestibule, main corridor accessing the north and south wings, and the central, main staircase. On either side of the main staircase is a restroom, one for men and one for women. The corridor terminates at the entry doors to both the north and south office wings. The north and south office wings have been reconfigured in plan over time and the interior integrity of these two spaces has been somewhat diminished.

### Entry Vestibule, Corridor, and Main Staircase

The walls in the entry vestibule and corridor have a light grey marble dado, or lower wall, with a darker grey base trim where the dado meets the floor. Above the dado the walls are scored plaster to resemble ashlar or masonry blocks. Simple, wide bands of plaster moulding separate the wall and ceiling and also form decorative panels (*Figure 6.19*). The flooring is rolled or sheet linoleum. The doors to the south wing are original, whereas the north wing doors have been replaced. The south wing doors are wood with panels below and a single glazed lite above. There is a paneled transom that spans both doors. The north wing doors are modern,



Figure 6.20  
Rectangular fluorescent light fixtures in main corridor.



Figure 6.21  
1981 HABS photograph of the Main Stair.

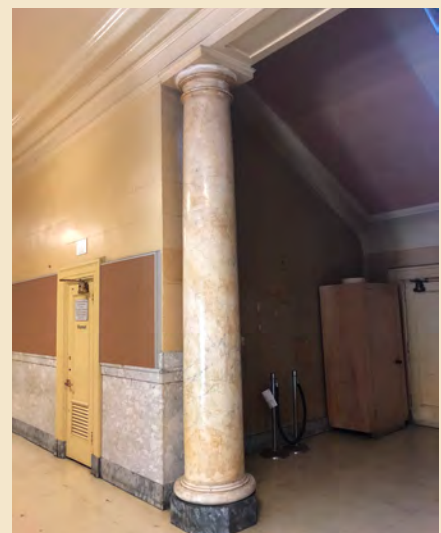


Figure 6.22  
Doric column painted to resemble marble located at the base of the main stair.

storefront type, glass doors and the transom has been infilled with a solid wall. The corridor has rectangular fluorescent light fixtures (Figure 6.20). The original pendant light fixtures are no longer present. The entry vestibule has an original pendant light fixture. There were originally arched windows at the north and south ends of the west wall of the corridor. It is possible the window frames are incased in the later infilled wall.

On the south wall of the entry vestibule there is bronze commemorative plaque for Judge Robert Edgar (1899-1929) and on the north wall one for Berkeley Fire Chief G. Sydney Rose (1878-1927). Additionally, in the entry hall there is a limestone bench with the inscription: "To the Grand Army of the Republic - Dedicated by the Woman's Relief Corps - April 27, 1940." On the east wall to the north of the entry there is a bronze plaque commemorating the life of Helen Crandall, a nurse who died in the 1918 flu epidemic.



Figure 6.23  
Original pendant light fixture in the entry vestibule.

The building's most decorative interior feature is the wide, u-shaped, main staircase which begins with a slight spiral at the base (Figure 6.21). The stairs are reached by passing between a pair of Doric columns painted to resemble marble and set on low bases (Figure 6.22). The risers of the wide stair undulate and the stair curves as it rises to the second floor. Originally, three, large, arched windows dramatically lit the stair, but this has been diminished by later additions on either side of this feature. The stair banister is cast iron, embellished with gold-leaf medallions, which somewhat recalls the detail of the exterior balcony railing. The railing is capped with a wood hand rail.

The curved plaster walls of the main staircase are scored to mimic ashlar stone similar to the entry corridor below. A painted band with a



Figure 6.24  
Original double marble sink on metal pedestal legs with claw feet located in the first floor Women's Toilet Room.

meander pattern runs across the top of the plaster walls and painted trim provides panel breaks on the walls above. Painted bands wrap around the rounded cove ceiling and paired modillions support the ceiling beams. A pendant light fixture hangs from the ceiling to light the stairwell.

### Entry Vestibule, Corridor, and Main Staircase: Character-Defining Features

- Light grey marble dado
- Darker grey marble baseboard
- Plaster walls scored to resemble ashlar
- Plaster mouldings
- Uninterrupted corridor linking north and south wings
- Curved stair configuration
- Painted faux marble Doric columns
- Cast iron stair railing capped with wood hand rail
- Windows lighting stair
- Pendant light fixtures in entry vestibule and stairwell (*Figure 6.23*)
- Decorative painting at stairwell

### First Floor Toilet Rooms

The Women's Toilet Room has its original, double marble sink on metal pedestal legs with claw feet (*Figure 6.24*). The two-stall configuration is original, but the toilets have been replaced. The marble stall partitions are original. There is a patterned tile floor. The Men's Toilet Room has a single marble sink on metal pedestal legs with claw feet, similar to the women's toilet room. Partitions are not original in this room?



Figure 6.25  
Original structural columns and angled elements where they meet the ceiling in first floor of the south wing.

### First Floor Toilet Rooms: Character-Defining Features

- Marble pedestal sinks with legs with claw feet
- Flooring tile
- Marble stall partitions

### North and South Wings

The north and south wings have been modified in plan and finishes over the years. However, structural columns remain in their original locations (Figure 6.25). The columns have original angled elements where they meet the ceiling. At the interior-side of exterior walls there are some remnant engaged pilasters that align in plan with the structural columns. Few floor or wall finishes remain in these locations. Some wood baseboard is extant in varying location. There do not appear to be any original interior doors or light fixtures in the north wing. The south wing has several areas of remnant patterned plaster chair rail. Each wing has a vault original to the building; the north vault doors have been removed.

### North and South Wings: Character-Defining Features

- Structural columns
- Engaged pilasters at interior side of exterior walls
- Remnant wood baseboard
- Remnant plaster chair rail (Figure 6.26)
- Vaults and vault door at south wing (north wing vault door removed)
- Scored concrete flooring in vault



Figure 6.26  
Remnant plaster chair rail in the south wing.

### Second Floor

The curved main staircase ascends to the second floor landing where the second floor corridor has similar finishes to the first floor (Figure 6.27). Replacement doors mark the entry to both the north and south wings on the second floor. The City Council chamber is the primary space of the second floor. It originally had four sets of double doors off the second floor hallway. Additionally, it had a low wall, or bar, separating the public seating at the north end of the room and the area for council persons to preside. The room has a smooth, painted wood wainscoting at the lower portion with upper walls divided into panels above a chair rail. Originally plaster, the upper wall panels were infilled with acoustical fabric panels and additional wood trim, likely in the 1980s. A transom with a carved wood (or plaster?) decorative swag element appears above each door and window opening in the Council Chamber. The ceiling and flooring are not original to this room.



Figure 6.27  
Curved main staircase ascending to the second floor landing.

## Second Floor: Character-Defining Features

- Council chamber floor plan
- Council chamber panel wood walls, wainscoting and decorative transoms (*Figure 6.28*)
- Uninterrupted corridor from stair to north and south wings
- Overall plan of north and south wings (interior partitions changed)
- Maudelle Shirek mural in hallway
- Second floor men's and women's restroom pedestal sinks and men's room original decorative plaster (other finishes and fixtures in these rooms are not original)

Figure 6.28  
Council chamber at the second floor.



### Attic

The attic was never a finished or used space. It has always served as a storage area.

### Attic: Character-Defining Features

- Cast iron stairs to attic

### Basement

The basement has been significantly altered over time resulting in a maze of rooms and hallways. Most of the walls are smooth plaster although in a few areas, the original board-formed concrete walls or brick walls are visible. In multiple areas, the original structural columns and beams remain exposed including their angled elements where they meet the ceiling (*Figure 6.29*). Most of the floors are linoleum tiles, and there are ceramic tiles in the restrooms. Several rooms have scored concrete floors. Vinyl cove floor molding has been added to much of the basement, although at least one room retains a remnant of the original wood baseboards. In some areas, drop ceiling tiles have been added. Fluorescent light fixtures are mounted to the ceilings or walls. Most of the doors are modern, wood, hollow-core with modern hardware but at least two historic wood paneled doors remain. The stairways to the basement appear to be original or early alterations and include a wood stairway with simple metal pipe railing and a metal staircase with simple metal pipe railing and supports. The sink in the women's restroom and an integral sink and countertop in another room may be original or early alterations. Multiple segmentally arched windows with original window molding are intact.



Figure 6.29  
Original structural columns and beams in the basement.



Figure 6.30  
Remnant paneled wood door in basement.

### Basement: Character-Defining Features

- Structural columns
- Remnant wood baseboard
- Remnant paneled wood doors (*Figure 6.30*)
- Wood and metal stairways
- Scored concrete flooring
- Segmentally arched window trim

#### Endnotes Chapter 6

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<sup>1</sup> Bakewell & Brown Architects, "Town of Berkeley California Official Plans for Town Hall," 11 October 1907.



CHAPTER **7**

# Conditions Assessment

# Conditions Assessment

## Survey Methodology

Siegel & Strain Architects, Architectural Conservation, Inc. and architecture + history, llc completed a series of site visits to the Berkeley City Hall, Maudelle Shirek Building in November and December, 2019 in order to observe and record typical building deficiencies, confirm the character defining features of the building, and to generally understand the building chronology. Observations were visual only, made from the ground and from easily accessed spaces only. Binoculars were used to see elevated features; although partially viewed from the lower attic windows to observe water drainage system, the roof was not accessed. No material testing, sampling or selective demolition occurred.

Interior spaces were observed by walking each floor, room to room and noting conditions through photography and field notes on floor plans. Research conducted at the Berkeley Department of Public Works, the Berkeley Building Permit Center, the University of California, Berkeley Bancroft Library, Berkeley History Room at Berkeley Public Library, Berkeley Architectural Heritage Association and the Berkeley Historical Society informed the building chronology (Chapter 5). The mechanical systems were not assessed at this time.

PGAdesign conducted a separate site visit to examine the landscape features and conditions at the front of the building.

## Condition Definitions

The condition of the building elements that were evaluated are categorized in a standard good, fair, and poor rating systems, defined as:

**Good:** The building or structural element, feature or components appears to be functionally and structurally sound and exhibits only minor wear and tear or minor deterioration of surfaces. Repair or rehabilitation is not required; however, routine (cyclical) maintenance will ensure continued good condition.

**Fair:** The building or structural element, feature or components show signs of aging, deterioration and possible future failure. While the element or feature may still be structurally adequate, corrective maintenance and repair is required within a moderate period of time (approximately 3-5 years).

**Poor:** The building or structural element, feature or components shows extensive deterioration, is missing, or shows signs of imminent failure if corrective action is not immediately taken. Major corrective repair or replacement is required. Most features or elements needing further investigation are likely to fall into this category in part or in full.

Many features or elements need further, more comprehensive or more intrusive examination and assessment to ensure the building is safe and repairable.

## Prioritized Summary of Recommendations

[See additional information on pages 7.16-7.18 and 7.30-7.31]

1. Interior Immediate Action Item: Removal of interior debris and selective demolition
2. Hazardous Materials Survey
3. Structural Conditions Investigation

### Exterior Investigations/ Surveys

1. Building Exterior Investigation
  - Study 1: Building Enclosure (CRITICAL)
  - Study 2: Concrete Roof Slab (CRITICAL)
  - Study 3: Roof and Water Conveyance (CRITICAL)
  - Study 4: Exterior Finishes
  - Study 5: Window, Door and Balcony Surveys
2. Spire Structural Study (Per IDA 2019 Seismic Evaluation) (PRIORITY)

### Additional

1. Structural survey and material testing at front entry terrace (CRITICAL)
2. Investigate base of building (Soil to Stucco contact)
3. Further design study for handrail on main staircase
4. Further design study for exterior lighting

### Interior Investigations / Surveys / Studies

1. Interior Building Survey #1: Historic Building Material Identification and Documentation
2. Interior Building Survey #2: Finishes Investigation

### Interior Immediate Action Item: Removal of interior debris and selective demolition

Surveying this building in its current state was significantly impeded by compacted storage, contemporary finishes and the division of historically large spaces into smaller spaces. Before additional surveying, investigation, testing or design work is undertaken, it is imperative to clear both storage materials and all removable modern modifications (e.g. partition walls, dropped ceilings, duct work etc.) from the interior.

Remove all non-historic debris, finishes, storage materials and all infill construction from the interior of the following spaces:

- Basement
- North and south wings of first floor
- North and south wings of second floor
- Second floor council chamber (consider removal of infill acoustic paneling treatment)

Obtain additional building documentation services to generate selective demolition drawings.

## Codes, Regulations and Applicable Laws

Applicable laws, codes, regulations and other requirements must be considered before any rehabilitation work can begin. Proposed work must be in conformance with all applicable codes.

## Immediate Site

The site surrounding the building is generally in fair condition.

### **Deficiencies**

*Incense Cedars (quantity 6) are planted at an inadequate distance from the east elevation building foundation, have grown taller than originally intended, and pose a structural and physical hazard to the building. (Figure 7.1)*

The incense cedars, originally low to the ground, are now taller than the building. Their roots may be damaging the building foundations and their trunks and branches are too close to the building face. Dirt, water, tannins, rust, bio growth, and organic debris has accumulated on the building as a result.

### *Grading in close proximity to base of building*

Soil and concrete at building perimeter are in direct contact with the plaster-covered concrete at the building base. Plaster has failed and spalled from the building along some elevations.

### *Incompatible chain link fencing installed at rear of building*

Chain link fence is installed along the side and rear of building and is visually disturbing and potentially an attractive nuisance for vandalism.

### *Poorly placed sign board at entry sidewalk*

A poorly placed extensive length of sign boards lines the north entry walk to the main entry stairs (east façade). It is poorly placed and distracts from the building presence.

### **Recommendations**

Consider removing existing incense cedars well below grade level and further investigate future plantings in this area.

Investigate the potential to lower grade at base of building. Alternatively, investigate insertion of appropriate base flashing at base of wall.

Consider removing the sign board and relocating to a more appropriate location.



Figure 7.1

Six Incense Cedars are planted at the east elevation are too close to the foundation and have grown larger than originally intended. Grade is in close contact with the base of the building, typical at all elevations.

Figure 7.2

The three-inch thick concrete roof deck had very little coverage depth over the metal mesh reinforcement. The structural integrity of the slab, and the presence of water vapor in it are unknown. Additional investigation is required.



## Building Exterior

The following discussion of City Hall, Maudelle Shirek Building describes conditions that occur on all exterior facades and are representative of overarching building failures and deficiencies. Additional conditions assessments and surveying (as recommended herein) of specific building elements or collection of elements is required to further document deficiency locations, quantities and alternative solutions.

### Roof and water drainage components

The slate tile roofs appear to be in fair condition, however evidence of water intrusion at the interior indicates that roofing underlayment (if extant), flashing, and sealants may be in poor condition, especially at junctures where the roofs come together or meet walls. City of Berkeley permit center records indicate that the roof was repaired in 1990. The type and extent of repairs completed at that time and since are unknown. Anecdotal evidence tells us that failing roofing over a lightwell on north slope of the main building was causing leaking at the building interior. Berkeley maintenance staff constructed infill roofing over the lightwell sometime in 2018 or 2019, which has temporarily resolved the water issues.

As observed from the underside in the attic, the concrete roof deck/ slab is in poor condition.

The painted galvanized sheet metal gutters and downspouts are in fair to poor condition.

### **Deficiencies**

#### *Potential use of inappropriate ferric flashing at copper roof elements*

The ornamental metal copper cap and decorative finials atop the main block of the building exhibit signs of ferric corrosion (rusting). Additionally, water runoff has left patches of dark staining on the slate roof tiles.

#### *Corrosion, standing water, and failure of painted, galvanized sheet metal (presumed) gutters*

Along many facades, the seams of the sheet metal gutters are rusted. Standing water was also noted in the gutters over the west main staircase. Excessive efflorescence at the upper walls of the lower attic (along the roof eave line) is indicative of roof or gutter failure above. Anecdotal evidence tells us that build up of debris in the gutters from the Incense Cedars at the south elevation has caused the gutters to overflow in the past and contributes to the presence of water in the exterior walls.

#### *Missing and damaged downspouts*

A number of downspouts around the building are missing or damaged.

#### *Deterioration of concrete roof slab and reinforcement (Figure 7.2)*

Extensive and consistent spalling, efflorescence and rust staining at the underside of the existing roof slab is indicative of the passage of water vapor through the roof slab, inadequate coverage of the wire mesh slab reinforcement, and potential instability of the roof construction. The exposed wire mesh may, in some locations, be an original install condition, likely the result of the combination of inadequate concrete mix, minimal coverage depth over the wire mesh, and air pockets within the concrete pour. The slab appears to be sagging in places.

### **Recommendations**

See Building Exterior Investigation: Study #1: Roof and Water Conveyance; Study #2: Concrete Roof Slab; Study #3: Building Enclosure

Figure 7.3

Extensive efflorescence and water staining at the concrete roof deck and rusting at the structural steel support members of the roof spire may have compromised the integrity of the structure. Additional investigation is required.



### Roof Spire

The decorative metal components of the roof spire are in good condition, however the structural framing upon which it is supported appears to be in poor condition and potentially inadequate. Note that some historical documents, including the original 1907 drawings, refer to this element as the tower and other portions of this report also refer to it as a cupola.

#### **Deficiencies**

*Substantial water intrusion and insufficient structure at copper roof spire (Figure 7.3, previous page)*

There is evidence of extensive and repeated water intrusion at the roof spire, including:

- Substantial rust at structural steel beams and significant spalling of concrete encasing the beams
- Widespread efflorescence at underside of concrete roof deck
- Inappropriate previous repairs including wood blocking and spray foam

*Per the ASCE 41-17 Tier 2 Seismic Evaluation of Berkeley Old City Hall, completed 2019 by IDA Structural Engineers, the roof spire has “very light steel framing.”*

#### **Recommendations**

A study should be conducted by licensed engineers selected for their demonstrated expertise in structural assessment of historically significant structures. Study to determine how to strengthen the spire and the attachment to the roof without damaging its historic fabric. The spire may need to be temporarily removed from the roof to perform structural repairs. *(Per 2019 IDA Seismic Evaluation)*

Open venting at spire perimeter is allowing rain and wind-driven rain to enter the spire interior. Further investigation required. See Technical Bulletin #4: Building Enclosure Investigation

See Building Exterior Investigation, Study #3: Building Enclosure



Figure 7.4  
The original stair tower of the rear (west) façade has been engulfed by two additions, rendering the historic façade unreadable.



Figure 7.5  
At this location on the east elevation, exterior wall coatings have peeled away indicating the many layer of coatings over time.

## Exterior Walls

The exterior facades are generally in good-to-fair condition. Many deficiencies stem from deferred maintenance of normal wear and failure patterns of elements over time. Both cyclical and periodic maintenance are needed.

### **Deficiencies**

*Buildup of exterior wall renders and coatings over time (building wide) may require replacement (Figure 7.5)*

There is a buildup of exterior finishes on the cementitious plaster walls. The existing coating has shifted in color inconsistently and appears blotchy. Additionally, it is dirty, peeling and in some locations has completely failed.

*Inappropriate speaker system on front of building (east façade)*

A speaker system was installed along the east facade at an unknown date. It is unknown if it still functions or is still needed and is installed in inappropriate locations.

*Inappropriate lighting fixtures at building rear (west façade)*

Inappropriate modern lighting fixtures are installed at the side and rear of the building along the existing accessible path of travel.

*Inappropriate stair and office additions at building rear (west façade). (Figure 7.4)*

The building additions (ca. 1950) to either side of the main staircase tower are poorly located, are inappropriately scaled, and generally detract from the overall facade. Although the interiors of the additions were not surveyed, anecdotal evidence tells us that these areas leak badly.

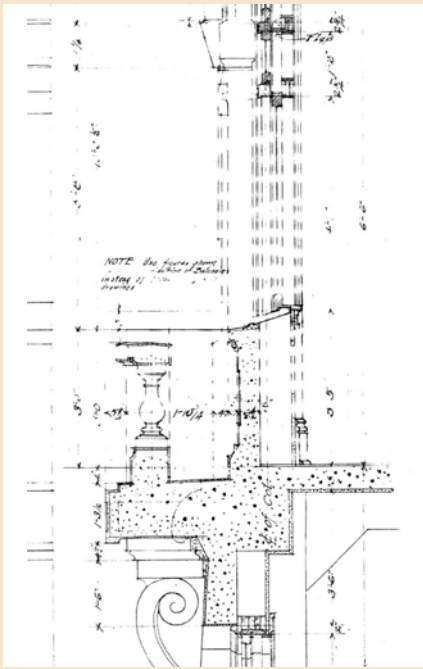


Figure 7.6  
The original construction drawings show a sloped balcony floor. It is unclear how the balconies drain. Additionally, no drip edges are installed.



Figure 7.7  
Trees in close proximity to the building have caused debris to build up on the balcony floors.

***Continued Deficiencies (Exterior Walls)***

*Debris buildup, dirt accumulation on north, east and south façade balconies (Figures 7.6 & 7.7)*

The balcony floors at the north, south and east facades are strewn with organic debris from surrounding foliage. The front faces and front bottom edges of the balconies are dirty from water runoff and the lack of a water dripline.

*Potentially non code compliant fire escape at east and west facades*

Fire escapes will likely be considered non code-compliant for future building rehabilitation.

***Recommendations***

Determine if speaker system remains functional and is still required. Consider removing system in its entirety, move components to more appropriate locations on façade, or replace with system that can be installed within building or on site.

Consider removing existing rear building additions in their entirety. Conditions of original building finishes at exterior of main staircase are unknown. Consider restoring stair tower (finishes and window openings) to original condition.

Consider removing trees causing buildup in balconies (see site recommendations).

Consider removing existing inappropriate light fixtures. Further design required to ensure that future building lighting is in keeping with historic character and is appropriately placed.

See Exterior Building Investigation, Study #5: Window, door and balcony surveys



Figure 7.8  
At the second floor south wing, the double hung wood windows have been replaced with inappropriate aluminum casement windows.

## Windows

The various wood windows are generally in fair-to-poor condition and require attention to restore them to useful working order. Full in-kind window replacement of wood windows should be anticipated in some instances. At an unknown date, the original wood windows in the south wing of the second floor were replaced with aluminum windows. (Figure 7.8)

### Deficiencies

Deferred maintenance has caused a number of deficiencies at the wood windows including, but not limited to:

- Peeling, checked and missing exterior paint on wood window frames and sashes
- Decay and wood rot in wood window components
- Deteriorated and missing glazing putty is beyond useful life
- Inappropriate film applied to a number of windows on the east facade
- Installation of inappropriate aluminum windows in the second floor south wing
- Missing glazing and sashes at attic windows
- Single pane glazing, replaced glass and missing glass

### Recommendations

Consider removing aluminum windows and replace with wood windows to match original, including original configuration of the bottom sill. Consider using dual paned windows if financially feasible and if window mullion depths can accommodate.

Consider replacing missing glazing and replacing missing sashes in kind at attic

See Exterior Building Investigation, Study #5: Window, Door, and Balcony Surveys

Following window survey, restore wood windows to operable condition. In kind replacement of some windows should be anticipated in some locations.



Figure 7.10  
The transom of the building's primary (east) entry has been back painted.



Figure 7.9  
A fire started at the north alcove of the entry terrace has damaged the building's exterior finishes.

## Building Entries

The original building entrances at the north, east and south facades are in good-to-fair condition. They remain in their original locations; however, many now have inappropriate replacement components. A more contemporary opening in the addition at the west façade was not evaluated.

### PRIMARY BUILDING ENTRY (EAST)

#### *Deficiencies*

*Cracking, gaping seams and/or inappropriate sealants (caulk) at entry stairs*

The main entry stairs may have settled over time and exhibit consistent cracking and displacement. Applied sealants are potentially inappropriate, failing and visually disturbing.

*Poorly executed concrete infill over original sidewalk lites at entry terrace (Figure 7.12)*

*Fire damage at north alcove of entry terrace (Figure 7.9, previous pages)*

A fire or fires started at the entry terrace north alcove caused the finishes on the exterior wall and balustrade to spall.

*Heavily soiled, peeling and failed finishes on entry terrace concrete balustrades*

*Non code-compliant stair railings*

The existing stair railings do not have appropriate extensions and are poorly placed.

***Continued Deficiencies (Primary Building Entries)***

*Inadequate entry lighting at the main façade*

*Corroding metal light poles at main entry*

*Inappropriate alterations at doorway (Figure 7.10, previous page)*

Incompatible glazed metal storefront type doors are in place of the original doors. The original transoms are back painted in black (including glazing).

***Recommendations***

Consider removing existing stair railings at the east entry and design new railings that are code compliant, more sensitively placed and in an appropriate material. Further design required.

Undertake lighting study to determine how additional lighting can be provided at this entry for public safety, building security and architectural legibility.

Consider removing concrete infill over sidewalk lites and replacing lites in kind or removing lites and infilling openings with material that is differentiated from surrounding entry terrace concrete.

Initiate structural and building material surveys to determine extent and cause of failure of concrete at front entry terrace and stairs. Include investigation of terrace drainage system (if any). See recommendations for survey of basement structure in “Spaces Below Concrete Entry Terrace”. Surveys to be completed in tandem.

See Exterior Building Investigation, Study #5: Window, Door, and Balcony Surveys



Figure 7.11  
At the south entry doors, the original wood side lites have been replaced with inappropriate metal sash.

## SIDE BUILDING ENTRIES (NORTH AND SOUTH)

### **Deficiencies**

#### *Wind driven rain at north entry*

The entry doors are installed at a low elevation allowing wind driven rain to infiltrate the building beneath the doors.

#### *Inappropriate door alterations at south entry (See Figure 7.11)*

Incompatible metal sash windows installed in the entry sidelights.

#### *Non-accessible south entry*

*A small concrete entry landing at this door makes the entry inaccessible.*

### **Recommendations**

See Exterior Building Investigation, Study #5: Window, Door, and Balcony Surveys

### Building Exterior Investigation:

Studies 1, 2, 3 and 4 should be completed by a building enclosure specialist.

#### Study #1: Building Enclosure

Evidence of substantial water damage appears to be directly under the intersections of the central core and wings of the building. Further study may reveal a water conveyance failure (including failed flashing) has occurred above. However, the access point of the water at the roof may not be directly above the evidence of water intrusion.

Engage a qualified building pathology engineer to study the water intrusions pathways, ensuring that all evidence of water intrusion at the interior has been traced to its source.

#### Study #2: Concrete Roof Slab

On site observation coupled with the sparse information available in the 1907 architectural and structural construction drawings for the building indicate that the roof decking is a 3-inch thick, wire-mesh-reinforced concrete panel. Original structural details show the panels attached to the steel roof trusses with imbedded ferric structural anchors.

Visual examination of the underside of the roof slabs revealed that the concrete coverage over the wire mesh is minimal. Wire mesh is plainly visible in areas where concrete may have been inadequately placed (due to a lack of compaction during installation) or where repeated wetting and drying cycles have caused the mesh to rust, subsequently applying overwhelming pressure to the concrete (aka ferric jacking).

The exposed ferric mesh is rusted and, in some places, severely diminished in gauge from repeated wetting and drying cycles. This is more prominent where soluble salts have solidified (effloresced) causing an increase in electrolytic action and the corrosion cycle.

Per the 2019, Tier 2 Structural Assessment completed for the building, the, "reinforcement at the time was of a lower grade and strength than is used currently. The concrete is old and likely has a low strength, perhaps 1500 psi."

Given the age of these low-quality materials and the extensive deficiencies observed, the structural integrity of the roof slab and reinforcement may be substantially compromised. In order to correctly specify the repair and rehabilitation (or replacement) of the roof assembly, testing needs to be completed by qualified engineers. A building enclosure specialist with demonstrated expertise in the examination and testing of historically significant building enclosure systems should be engaged. The building envelope needs to be evaluated as an integrated system, not just a series of parts.

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### Study #3: Roof and Water Conveyance

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An in-depth overall roof survey is required to further investigate the appropriateness of construction detailing and a number of material deficiencies. This survey should be completed by qualified engineers, selected for their demonstrated expertise in assessing and solving waterproofing problems with historically significant roof systems. Selective demolition likely will be needed, particularly at roof and building intersections. Survey to include, but not limited to the following:

- Investigate locations where walls/ dormers and roof adjoin for adequate building detailing, material failure, (sealants, flashing) and water intrusion pathways
- Attachment method and flashing details for decorative copper roof elements
- Determine the type of fasteners used for slate tile (ferric?)
- Condition of roof underlayment (if extant) and flashing
- Investigate open venting at base of spire and other areas of water access at the spire
- Find and record locations of inappropriate repairs (spray foam, inappropriate plaster/concrete patching)
- Corrosion, damage and loss at existing gutters
- Identify areas where cyclical maintenance required to clear debris accumulation in gutters
- Assess condition (remaining useful life) of existing internal roof drains at east facade
- Check for cracked and missing slate tiles

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### Study #4: Exterior Finishes

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When multiple layers paint, plasters, and slurries build-up over time, they begin to behave as a separate dimensional film that expands and contracts differently than the building substrate, subsequently lifting away from the original surface. The most recent finish layer applied to this building seems to be an aggregated paint or an integrally colored cement slurry (parge). It is not known if the exterior surface finishes are still adhered to all surfaces of the building. Paint finishes have failed at the fire-damaged area of the front entry terrace, exposing the numerous layers that already exist on the building.

At this point in the life of the building, it may not be advisable to keep adding paint, especially on top of an aggregated surface. Exterior finishes contribute significantly to the conveyance of water over, and off, the surfaces of a building. Finishes that are lifting from the substrate of the building, may be allowing water or moisture to enter the building. In order to perform properly, the current buildup of finishes may need to be removed and the building repainted, with an appropriate type of paint.

**Study #5: Window, Door and Balcony Surveys**

This study to be conducted by a qualified preservation architect. Undertake complete window, balcony and door surveys to include the following:

*Windows*

- Documentation of type, location and quantities of window deficiencies (e.g. wood frames and sash, glazing, glazing putty etc.)
- Consideration of potential modifications to the window design to prolong their performance including, but not limited to, the potential to add dual glazing
- Evaluation of attachment and operating hardware

*Exterior Doors (at north, east and south facades)*

- Documentation of type, location and quantities of door deficiencies
- Evaluation of attachment and operating hardware
- Consideration of and recommendations for improvement to door entry sequence

*Balconies*

- Testing to determine materials, finishes and cleaning methods for balcony railings
- Investigation in to (lack of) balcony drainage and recommendations for improvement.

**Interior Immediate Action Item:****Removal of interior debris and selective demolition**

Surveying this building in its current state was significantly impeded by compacted storage, contemporary finishes and the division of historically large spaces into smaller spaces.

Before additional surveying, investigation, testing or design work is undertaken, it is imperative to clear both storage materials and all removable modern modifications (e.g. partition walls, dropped ceilings, duct work etc.) from the interior.

Remove all non-historic debris, finishes, storage materials and all infill construction from the interior of the following spaces:

- Basement
- North and south wings of first floor
- North and south wings of second floor
- Second floor council chamber (consider removal of infill acoustic paneling treatment)

Obtain additional building documentation services to generate selective demolition drawings.

## Building Interior

Interior existing conditions are listed floor by floor and by building space. The survey was general in nature and focused primarily on the identification of extant historic building materials and their general conditions. Special attention was paid to character-defining features. The interiors of the rear building additions were not surveyed. An additional conditions assessment survey is required to more specifically locate deficiencies and quantities. See Building Interior Survey #1: Historic building material identification and documentation

Architectural drawings completed by Bakewell and Brown in 1907 were consulted to identify and locate historic materials. The original building specifications have not been located yet, but a search has been initiated at the Arthur Brown, Jr. Collection at the Bancroft Library. Various drawing sets of renovation work to the building were consulted to generally understand changes to the interior spaces.

Mechanical, electrical, plumbing, hazardous material and structural systems were not surveyed at this time. An ASCE 41-17 Tier 2 Seismic Evaluation was completed by IDA Structural Engineers in early 2019 and is included for reference in the appendices. A Building code and accessibility analysis was not completed at this time.

## Basement

### Spaces below concrete entry terrace

The spaces below the east concrete entry terrace are in very poor condition. Water infiltration through cracks in the overhead slab and at the poorly infilled sidewalk lites above have caused serious concrete and potential steel structural failure.

#### **Deficiencies**

*Cracked structural concrete beams*

*Major spalling of concrete due to ferric jacking of steel reinforcement in concrete beams*

*Excessive efflorescence at concrete ceiling, beams, walls and floors (Figure 7.12)*

*Electrical conduit and fixtures in direct contact with salt laden water infiltration. **Potentially dangerous** (Figure 7.13)*



Figure 7.12  
Excessive water infiltration at this overhead concrete beam in the basement has caused ferric jacking at the rebar and widespread efflorescence.



Figure 7.13  
The original sidewalk lites of the front entry terrace were poorly infilled with concrete. Salt laden water infiltration has built up over time on the concrete surfaces and electrical conduit below the entry terrace, creating a dangerous condition.

Figure 7.14  
The basement space has been divided into many spaces, are filled with furniture and debris, are dimly lit, and difficult to navigate. All debris and storage should be removed, and contemporary construction removed such that a proper condition survey can be conducted.



***Recommendations (spaces below concrete entry terrace)***

**Consider removing existing electrical service in its entirety** from this area as a mitigation measure. Service to be replaced in future rehabilitation.

Initiate structural and building material surveys to determine cause of failure and extent of damage to basement structure. Design structural repairs and produce concrete rehabilitation specifications. Take water infiltration into account in future programming for basement level. See recommendations for survey of front entry terrace and stairs in Primary building entry (east) section. Surveys to be completed in tandem.

**Main space of basement**

The primary space of the basement is in fair condition. The original spaces are now substantially divided up and generally contain only contemporary building finishes. The spaces are cluttered with furniture and debris, are poorly lit and are difficult to navigate. *(Figure 7.14)*

***Recommendations***

See Interior Immediate Action Item: Removal of interior debris and selective demolition

See Building Interior Survey #1: Historic Building Material Identification and Documentation

## First Floor

### Main Entry Lobby and Corridor

The spaces in the main entry and corridor are generally in good to fair condition. Modifications made over time alter the appearance and feel of the space. Further study of these deficiencies is included in the recommendations; however, it should be noted that any analysis or treatment of these materials should be conducted by a professional conservator. (See Figure 7.15)

#### **Deficiencies**

##### *Accumulation of grime of rolled-linoleum flooring*

It is unclear if the rolled linoleum flooring at the entry lobby and corridors is original.

##### *Accumulation of grime on marble dado and baseboards. Inconsistent marble panel and baseboard at infilled historic corridor opening*

*Non-original bulletin boards mounted above marble dado are inconsistent with character of historic space*

##### *Accumulation of grime on limestone bench at front entry lobby*

##### *Accumulation of grime on bronze plaque at front entry lobby*

##### *Strong odor of urine and possibly mold throughout lobby and first floor*

Unfortunately, stone is a porous material and residues of urine may be impossible to mediate completely.

##### *Non-original heat source at entry lobby*

A heating source is not shown near the front entry in the 1907 architectural drawings. Existing heat source is disproportionately large and is of an incompatible appearance and material.

##### *Inappropriate glossy paint on scored plaster walls and plaster ceiling*

The scored plaster corridor walls are meant to appear as ashlar-laid stone. A high gloss paint works against this illusion.

##### *Inappropriate contemporary lighting fixtures*

##### *Two infilled window openings on west wall of corridor*

An original window opening at the south corridor is covered with plywood, bulletin board and paint. Another at the north corridor is modified to accommodate a door and service window. It is unclear if the original window frame and/ or sash exist behind these materials.

##### *Modification to service counter opening at north corridor*

A contemporary wood veneer service counter and framed opening infill an existing service counter opening. A similarly constructed door frame and door infill an original door opening.



Figure 7.15  
Although the original layout and materials of the main entry corridor remain, a number of alterations have altered the appearance and feeling of the space.

**Recommendations (Main Entry Lobby and Corridor)**

Consider removing mounted bulletin boards. Patch and paint damaged plaster behind.

Consider removing non-original heat sources at entry. Consider alternative locations for future heat source or choose heating component that is more well concealed or compatible with historic space.

Consider removing light fixtures and replace to match historic fixtures or with compatible fixtures.

Consider removing the non-original service counter window frame and counter as well as the door frame and door.

See Building Interior Survey #2: Finishes Investigation, to include the following items from the Main Entry Lobby and Corridor:

Test linoleum flooring for asbestos. Perform selective demolition of flooring as a part of larger finishes survey to determine if original flooring. If existing linoleum floor has historical significance, include cleaning tests and treatment alternatives to this finishes study.

Determine cleaning materials, methods, and quantities for the decorative finishes and features at the following:

- Marble dado and baseboards
- Limestone bench
- Bronze plaques

Conduct selective demolition at two infilled window and/or door openings at west wall north and south wings to determine if original windows are extant. Consider restoring original windows.

**First Floor Restrooms**

Both the men’s and women’s first floor restrooms retain the original marble vanity sinks and wood single panel entry doors. Toilet bowls and urinals may also be original. The room layouts appear to generally match the historic layout as well. The restrooms are in fair-to-poor condition. The layout of these spaces likely do not meet current building code standards, especially for accessibility requirements. While some of the original components may be salvaged for future reuse, no recommendations for rehabilitation can be made until the future use of the space is determined.



Figure 7.16  
The double height space with stairs below at the main staircase will make access to the ceiling and original pendant light fixture difficult.

## Main Staircase and Columns

The centrally located staircase is in fair condition. Wear and tear, accumulation of soil and grime, and inappropriate repairs have compromised the integrity of this significant space. Further study of these deficiencies is included in the recommendations; however, it should be noted that any analysis or treatment of these materials should be conducted by a professional conservator. Given the height and configuration of this space, access to the ceiling and pendant light fixture will require additional consideration. (Figure 7.16)

### Deficiencies

*Accumulation of grime on historic wall finishes*

*Accumulation of grime on decorative faux marble painting on columns*

*Wear or loss of decorative finishes at two faux stone columns*

*Areas of inappropriate previous repairs including poorly completed plaster patches, incompatible paint, infill painting and overpainting of decorative paint*

*Mechanical losses at decorative paint finishes*



Figure 7.17  
The additions to the north and south of the stair tower caused the original windows to be infilled, changing the character of the space.

**Continued Deficiencies (Main Staircase and Columns)**

*Potential application of inappropriate varnish over decorative wall finishes*

*Inappropriate and poorly applied (gray) paint at wood baseboard and base of wood stair railing*

*Infill at original windows and transoms on north and south walls (Figure 7.17)*

*Worn and dirty linoleum flooring on scored iron or concrete (to be confirmed) stair treads. Linoleum is likely not original and likely installed to provide acoustic dampening*

*Original extruded and cast-iron balustrade (with shaped wooden handrail) is not compliant with current accessibility standards*

*Central light fixture appears to be original; condition is unknown. Access?*

*Non-compliant handrails, baluster spacing and balustrade height*

**Recommendations**

Consider removing existing rear building additions in their entirety and removing infill from north and south windows of main staircase

Further design study to resolve accessibility compliance of handrail on staircase

See Building Interior Survey #2: Finishes Investigation, to include the following items from the Main Staircase and Columns:

Determine cleaning materials, methods, and quantities for the decorative finishes and features at the following:

- Wall sconces
- Faux painted columns
- Decorative wall finishes
- Decorative ceiling finishes

Linoleum covered stair treads. This linoleum is likely not original and should be tested for asbestos as a part of this survey. If linoleum is to remain, test for reattaching of lifted areas and compensating areas of loss.

Materials, methods and quantities for removal of gray overpaint of wood baseboard

Determine if modern varnish over decorative finishes can be removed safely

## North Wing

The first floor north wing is in fair condition. Historically large open spaces are divided into smaller spaces. Exterior historic walls and windows generally remain.

### Deficiencies

*Inappropriate storefront style doors at main corridor entry*

*Missing original vault door*

*Inconsiderate division of historic spaces into smaller offices. Partition walls awkwardly divide windows in to separate rooms (Figures 7.18 & 7.19)*

*Inconsistent and awkward use of historic wood baseboard with contemporary baseboard*

*Evidence of water damage at non-original acoustical ceiling tile ceilings*

*Carpeted flooring is beyond useful life*

*Inappropriate contemporary lighting. Junction boxes and fixture bases from historic lighting remain*

### Recommendations

Consider replacing main corridor entry doors with wood doors more in keeping with historic.

Consider replacing vault door in kind if available (if vault remains in future programming)

See Interior Immediate Action Item

See Building Interior Survey #1: Historic Building Material Identification and Documentation

See Exterior Building Investigation Study #2: Building Enclosure

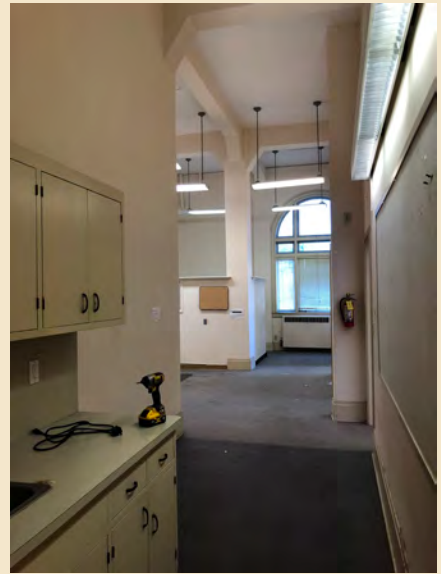


Figure 7.18

The inconsiderate division of this historically open space at the north wing has changed the feeling of the space.

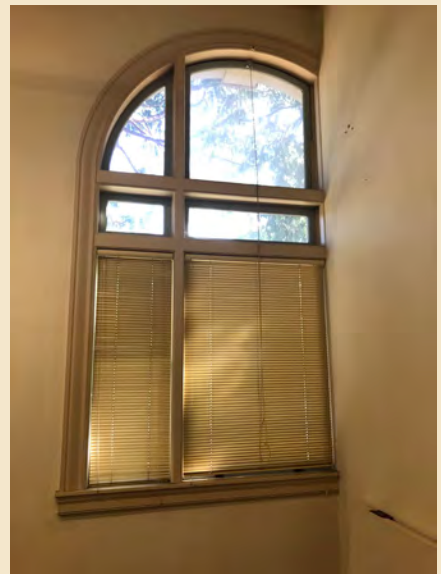


Figure 7.19

Contemporary in-fill walls awkwardly divide the large arched window openings.



Figure 7.20  
Infill walls at the south wing are not full height in the space, allowing the open nature of the original space and the concrete ceiling and beams to be expressed.

## South Wing

The first floor south wing is in fair condition. This wing retains more of the original open floor plan and some features. Concrete ceiling and structural beams overhead are exposed. (Figure 7.20)

### **Deficiencies**

*Wear and accumulation of grime at original double wood glazed single panel doors and transom. Non accessible knob hardware on double doors*

*Inconsiderate division of historic spaces into smaller offices. Partition walls awkwardly divide windows in to separate rooms*

*Accumulation of grime on original vault door*

### **Recommendations**

Retain original decorative plaster wall band where existing

Retain original scored-concrete flooring where occurs. Determine original finish and restore.

Retain original finishes on vault door. Any future cleaning should be conducted by a professional conservator.

See Interior Immediate Action Item

See Building Interior Survey #1: Historic Building Material Identification and Documentation

See Technical Bulletin #4: Building Enclosure Investigation

## Second Floor

### Hallway

The second floor hallway is generally in good to fair condition. Council chambers, north and south wing entries are non-original; likely modified for egress. New opening inserted in to west wall of the north hallway to provide access to elevator and stairway in new addition.

#### **Deficiencies**

*Accumulation of grime on rolled-linoleum flooring. There are also areas of loss.*

*Areas of inappropriate previous repairs including poorly completed plaster patches and potentially incompatible paints*

#### **Recommendations**

Maudelle Shirek painting by Daniel Galvez and Mildred Howard 2007 hanging in hallway to be removed and safely stored off site during any selective demolition or construction.

See Building Interior Survey #2: Finishes Investigation, to include the following items from the Second Floor Hallway:

Linoleum flooring on main staircase and second floor hallway are likely identical. Testing and evaluation for one will apply to the other. This linoleum is likely not original and should be tested for asbestos as a part of this survey. If linoleum is to remain, test for reattaching of lifted areas and compensating areas of loss.

### Second Floor Restrooms

Both the men's and women's second floor restrooms retain more original historic fabric than those on the first floor, but the layout of these spaces likely do not meet current building code standards, especially for accessibility requirements. While some of the original components may be salvageable for future reuse, no recommendations for rehabilitation can be made until the future use of the space is determined.

Figure 7.21

The second floor council chambers have been modified over time; the room no longer contains the historic coffered ceiling or lighting fixtures, and has new acoustical wall paneling and new flooring.



### Council Chambers

The Council Chamber is a character defining space that has been modified numerous times over the years. It is in fair condition. Further study of these deficiencies is included in the recommendations; however, it should be noted that any analysis or treatment of these materials should be conducted by a professional conservator. (See Figure 7.21)

#### **Deficiencies**

*Inappropriate contemporary light fixtures*

*Potentially incompatible radiators at windows*

*Insensitive installation of acoustic textile paneling in original wood paneling*

*Paneling detracts from architectural legibility of the space*

*Acoustical tile in ceiling is not original but may be acceptable to remain*

#### **Recommendations**

Seating in council chambers is historic in nature, however it is not known if it is original. Seating is not fixed to the floor and should be taken off site and safely stored during selective demolition or construction

Consider removing acoustical paneling and attachment wood trim work. Wall-mounted monitors, video cameras, and fans are non-original to the space and it is unknown if they are still needed. They made need to be removed, at least temporarily, to remove acoustical panels.

Consider removing inappropriate light fixtures and selecting more appropriate fixtures

See Building Interior Survey #2: Finishes Investigation, to include the following items from the Council Chambers:

Perform selective demolition of vinyl tile floor to determine if original flooring is extant below

Consider conducting a paint color study to determine the original paint colors and placement in the room

Anecdotal and archival information indicates that there may be two large murals on the north and south walls of this room. Further investigation and selective demolition of paneling required. Additional analysis evaluation may be required if murals are uncovered.

## North Wing

The second floor north wing is in fair-to-poor condition. Historically large open spaces are divided into smaller spaces. Exterior historic walls and windows generally remain.

### Deficiencies

*Inappropriate storefront style doors at main hallway entry*

*Inconsiderate division of historic spaces into smaller offices*

*Evidence of substantial water damage appears to be directly under the intersection of the north wing and central core of the building (Figure 7.22)*

*Carpeted flooring is beyond useful life*

*Inappropriate contemporary lighting*

### Recommendations

Consider replacing main hallway entry doors with wood doors more in keeping with historic.

See Interior Immediate Action Item

See Building Interior Survey #1: Historic Building Material Identification and Documentation

See Building Interior Survey #2: Finishes Investigation, to include the following items from Second Floor North Wing:

Perform selective demolition of carpeting as a part of larger finishes survey to determine original flooring below. The presence of scored concrete flooring in the adjacent secondary stairwell may be indicative of original flooring.

See Exterior Building Investigation Study #2: Building Enclosure



Figure 7.22

Many of the finishes at the south wall of the north wing show evidence of water intrusion. Additional investigation is required.

Figure 7.23  
The south wing also shows evidence of water damage along much of its north wall.



### South Wing

The second floor south wing is in fair condition. Historically large open spaces are divided into smaller spaces. Exterior historic walls and windows generally remain.

#### **Deficiencies**

*Inappropriate storefront style doors at main hallway entry*

*Inconsiderate division of historic spaces into smaller offices*

*Modifications to sill and window design at original window openings has allowed water ingress*

*Evidence of substantial water damage appears to be directly under the intersection of the south wing and central core of the building (Figure 7.23)*

*Carpeted flooring is beyond useful life*

*Inappropriate contemporary lighting*

#### **Recommendations**

Consider removing aluminum windows and replace with wood windows to match original, including original configuration of the bottom sill. Consider using dual paned windows if financially feasible and if window mullion depths can accommodate.

Consider restoring the main entry doors to a more historically appropriate appearance; use original drawings and historic photographs to guide the design.

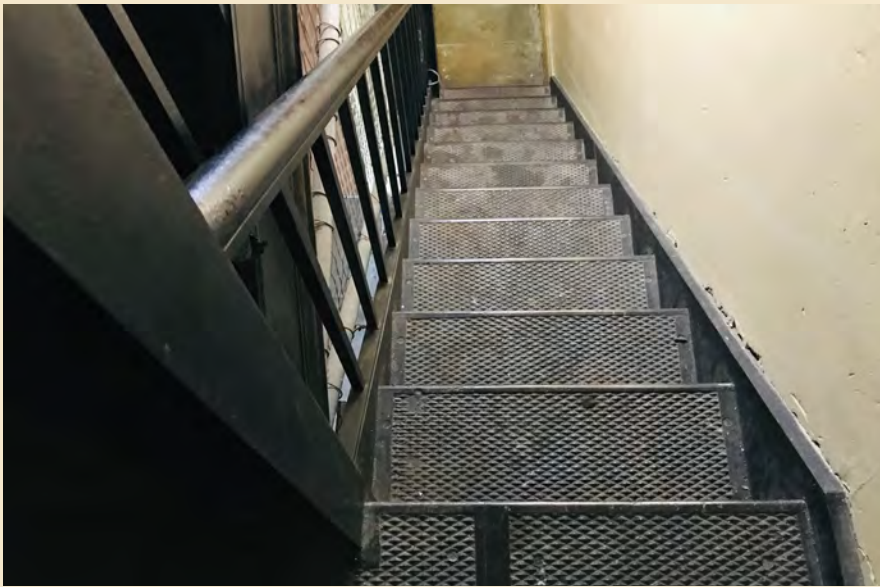


Figure 7.24  
The cast iron stair to the second floor is original but does not meet current building code standards.

See Interior Immediate Action Item

See Building Interior Survey #1: Historic Building Material Identification and Documentation

See Building Interior Survey #2: Finishes Investigation, to include the following items from Second Floor South Wing:

- Perform selective demolition of carpeting as a part of larger finishes survey to determine original flooring below.

See Exterior Building Investigation Study #2: Building Enclosure

### Secondary Staircase

The secondary staircase goes from the second floor to the main attic and is a character defining feature. It is made of cast iron, painted black and is in good condition. *(Figure 7.24)*

#### **Deficiencies**

Stair dimensions and rail height do not meet current building code (no recommendations at this time)

## Building Interior Survey #1: Historic Building

### Material Identification and Documentation

Following clearance and selective demolition (Interior immediate action item), conduct additional building conditions assessment to document extant historic building materials. Survey to include documentation of typical deficiencies, their locations and quantities.

### Building Interior Survey #2: Finishes Investigation

Undertake a finishes investigation for building interior, to include the following items, listed by interior space:

---

#### Main Entry Lobby and Corridor\*\*

---

Test linoleum flooring for asbestos. Perform selective demolition of flooring as a part of larger finishes survey to determine if original flooring. If existing linoleum floor has historical significance, include cleaning tests and treatment alternatives to this finishes study.

Determine cleaning materials, methods, and quantities for the decorative finishes and features at the following:

- Marble dado and baseboards
- Limestone bench
- Bronze plaques

Conduct selective demolition at two infilled window and/or door openings at west wall north and south wings to determine if original windows are extant. Consider restoring original windows.

---

#### Main Staircase and Columns\*\*

---

Determine cleaning materials, methods, and quantities for the decorative finishes and features at the following:

- Wall sconces
- Faux painted columns
- Decorative wall finishes
- Decorative ceiling finishes

Linoleum covered stair treads. This linoleum is likely not original and should be tested for asbestos as a part of this survey. If linoleum is to remain, test for reattaching of lifted areas and compensating areas of loss.

Materials, methods and quantities for removal of gray overpaint of wood baseboard

Determine if modern varnish over decorative finishes can be removed safely

*\*\*Note: The Main Entry Lobby and Corridor, Main staircase and columns, and the Council Chambers are of primary historical significance. Any analysis or treatment of materials in these spaces should be conducted or supervised by a conservation professional.*

---

### **Second Floor Hallway**

---

Linoleum flooring on main staircase and second floor hallway are likely identical. Testing and evaluation for one will apply to the other. This linoleum is likely not original and should be tested for asbestos as a part of this survey. If linoleum is to remain, test for reattaching of lifted areas and compensating areas of loss.

---

### **Council Chambers\*\***

---

Perform selective demolition of vinyl tile floor to determine if original flooring is extant below

Consider conducting a paint color study to determine the original paint colors and placement in the room

Anecdotal and archival information indicates that there may be two large murals on the north and south walls of this room. Further investigation and selective demolition of paneling required. Additional analysis evaluation may be required if murals are uncovered.

---

### **Second Floor North Wing**

---

Perform selective demolition of carpeting as a part of larger finishes survey to determine original flooring below. The presence of scored concrete flooring in the adjacent secondary stairwell may be indicative of original flooring.

---

### **Second Floor South Wing**

---

Perform selective demolition of carpeting as a part of larger finishes survey to determine original flooring below.

*\*\*Note: The Main Entry Lobby and Hallway, Main staircase and columns, and the Council Chambers are of primary historical significance. Any analysis or treatment of materials in these spaces should be conducted or supervised by a conservation professional.*



CHAPTER 8

# Integrity Assessment

# Integrity Assessment

UNDER THE NATIONAL REGISTER OF HISTORIC PLACES criteria, there are seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association. A majority of these aspects must be retained for a property to retain integrity as a whole. Assessing the overall integrity of a property assists in measuring the ability of the property to convey its historical significance. Retention of specific elements of historic integrity to the defined period of significance is important. The aspects of integrity apply to the entire site: the building exteriors and interiors, the landscape characteristics, as well as site features.

Overall, the historic integrity of the Berkeley City Hall is good; however, several key interventions over time had somewhat impaired its integrity of design and materials.

## Location

The Berkeley City Hall has very strong integrity of location. It remains in its original location facing what would become Civic Center Park. Its predecessor was sited in this location with the intent that a civic park would develop to the east of the City Hall.

## Design

The overall integrity of exterior design of City Hall is excellent with two primary exceptions: the replacement of windows at second floor of south wing on the primary elevation and the additions at the rear west side which impair the stair tower. The more modern railings at the front stairs somewhat diminish the design of the entry. The landscape and symmetry of the front area of the building are impaired by the long, wood community bulletin board.

The interior has strong integrity of design in the entry, corridor and stair sequences; however, changes to the office wings at both the first and second floor have altered the overall original plan of these interior spaces.

## Setting

The setting of the Berkeley City Hall has changed somewhat over time. However, the civic uses and civic center buildings and park remain the primary components of the setting of City Hall.

## Materials

Overall, the integrity of materials at the exterior Berkeley City Hall is good. However, interior materials and finishes, especially in the two office wings and at the basement have been impacted by a series of interventions.

## Workmanship

The integrity of workmanship of the Berkeley City Hall is very high with the exterior retaining many of its original features. At the interior the marble and plaster work contribute to the overall high quality and level of workmanship

## Feeling

The buildings, surrounding site and landscape retain integrity of feeling. The site still retains the feeling of a civic environment.

## Association

City Hall retains strong integrity of association with the other buildings in the Civic Center Historic District. It conveys an importance within the community through its relationship and association with other elements of the historic district and its prominent place within the district grouping.



CHAPTER 9

# Significance Diagrams

# Significance Diagrams

A DIAGRAM OF EACH FLOOR PLAN has been prepared to establish a hierarchy of spaces within the building. These diagrams help us to understand how each space should be treated and which of the Secretary of the Interior Standards should be applied. Three levels of significance have been applied, as defined below.

## Significant

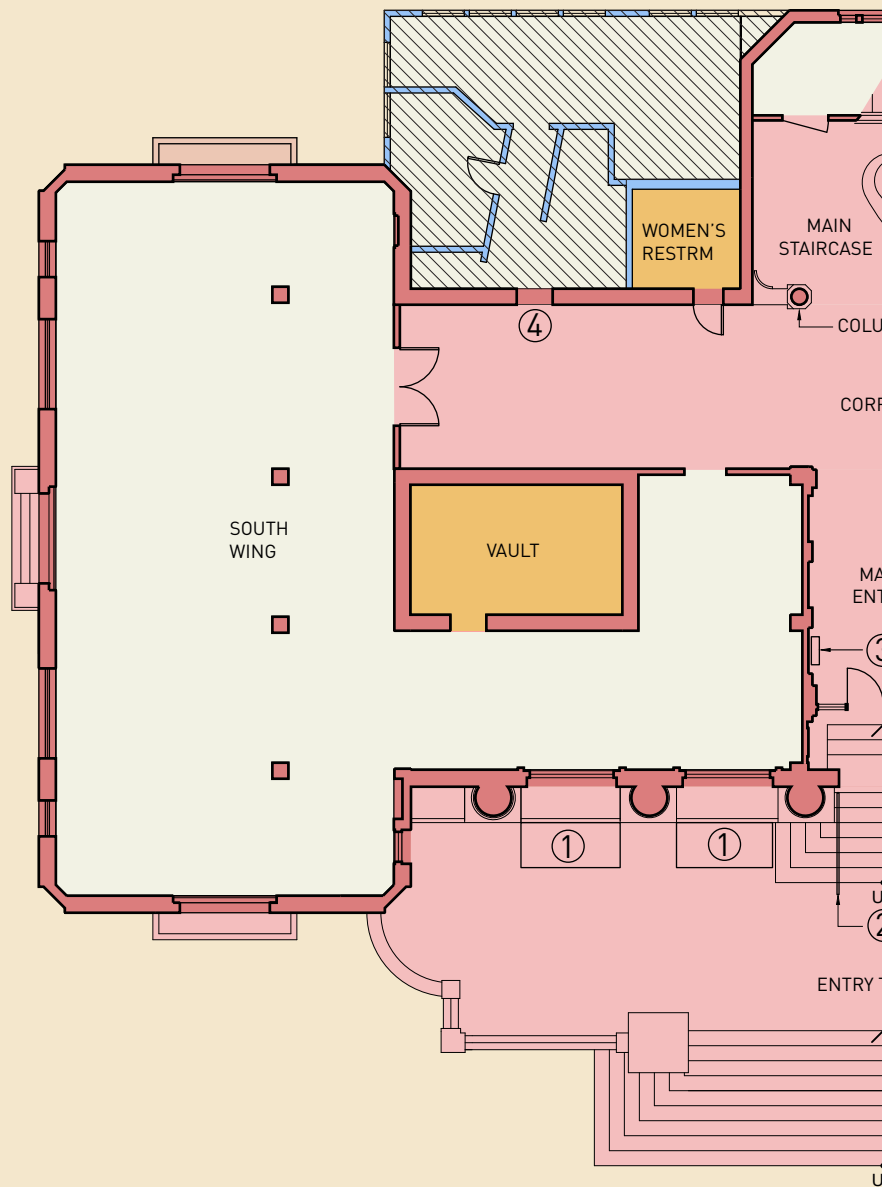
Significant areas are those considered to be the most important to the historic significance of the building. These spaces contain the buildings most outstanding architectural features or spaces that are functionally most important to the purpose of the building. For City Hall, the Significant spaces include the first-floor main entry, corridor and main staircase, and the second-floor hallway and council chambers room. Significant spaces should be treated in accordance with either the Secretary of the Interior's Standard Treatments for Preservation or Rehabilitation. Generally, character-defining features, as described in Chapter 6 should be preserved. Where detrimental alterations have occurred, the spaces should be restored in accordance with the Secretary of the Interiors Standards for Restoration. With the exception of restoration work, further alteration of these spaces should be avoided.

## Contributing

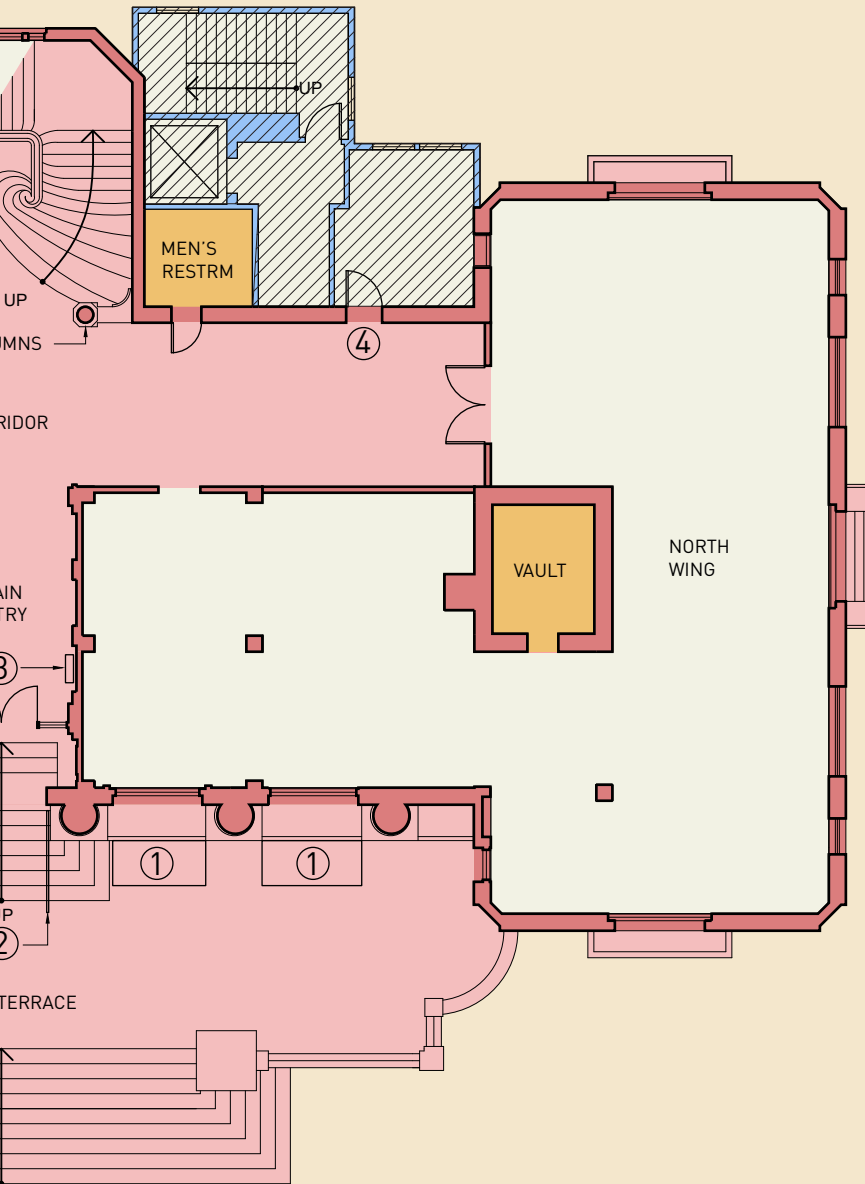
Contributing areas are those areas which contribute to the overall significance of the building but are less prominent than the more significant spaces. City Hall Contributing spaces include the first-floor vaults and first and second floor restrooms. Contributing spaces should also be treated in accordance with Secretary of the Interior's Standard Treatments for Rehabilitation. More modification may be acceptable in these areas than in more significant areas, but care should be taken to preserve the character defining features of the spaces.

## Non-Contributing

Non-contributing areas include utilitarian spaces that do not contribute to the buildings historic significance and includes spaces that have either been added or altered to the extent that they have lost their historic character. City Hall non-contributing spaces include the basement, the north and south wings of both floors and the non-historic addition at the south of the building. Non-contributing spaces are governed by the Secretary of the Interiors Standards only to the extent that actions within these spaces might impact the more significant zones of the building.



FIRST FLOOR PLAN - SIGNIFICANCE DIAGRAM  
Berkeley City Hall



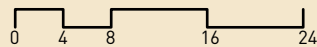
Legend

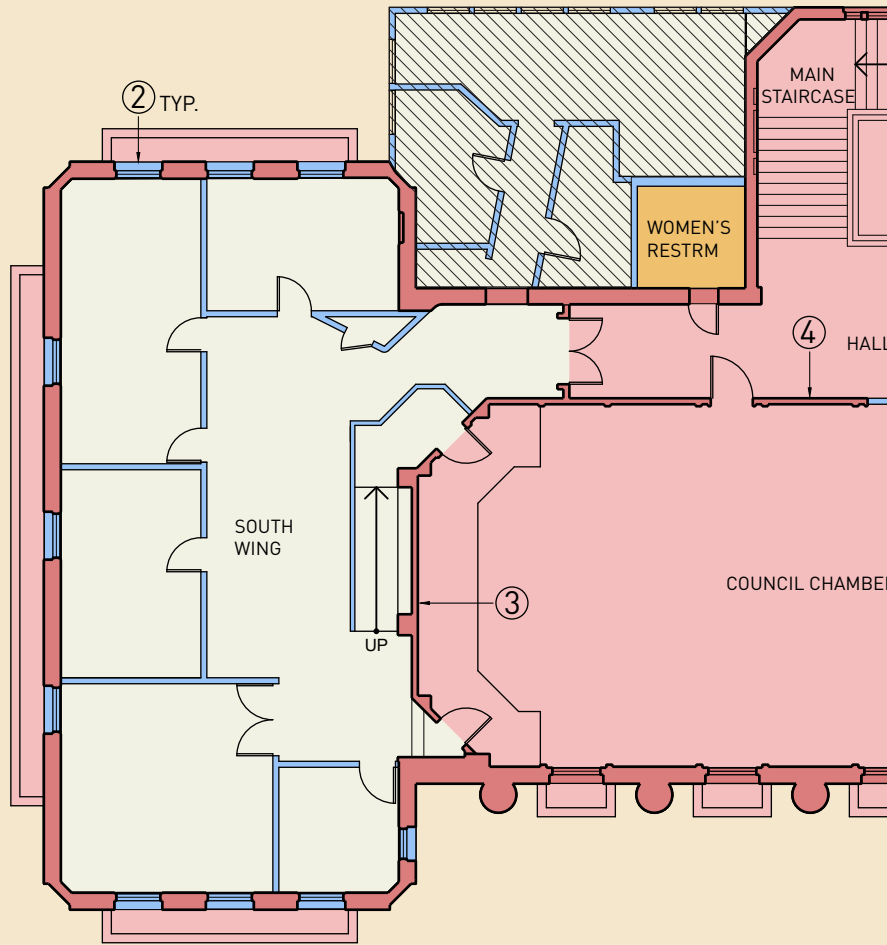
- Significant
- Contributing
- Non-contributing
- ca. 1950 addition (to be removed)
- ca. 1975 addition (to be removed)

Note: Interior partition locations have not been verified.

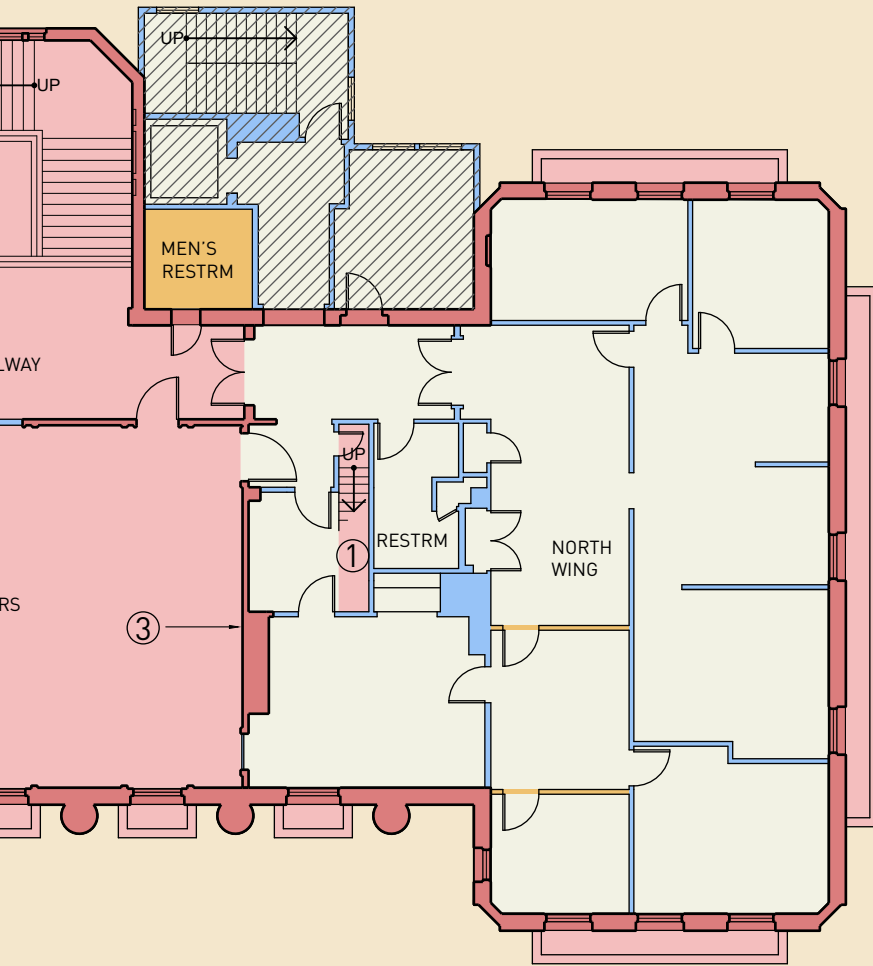
Keynotes

1. Location of original sidewalk lights.
2. Non-compliant inappropriate handrails.
3. Non-original radiators.
4. Location of infilled/modified original window.










SECOND FLOOR PLAN - SIGNIFICANCE DIAGRAM  
Berkeley City Hall



**Legend**

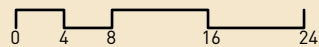
-  Significant
-  Contributing
-  Non-contributing
-  ca. 1950 addition (to be removed)
-  ca. 1975 addition (to be removed)

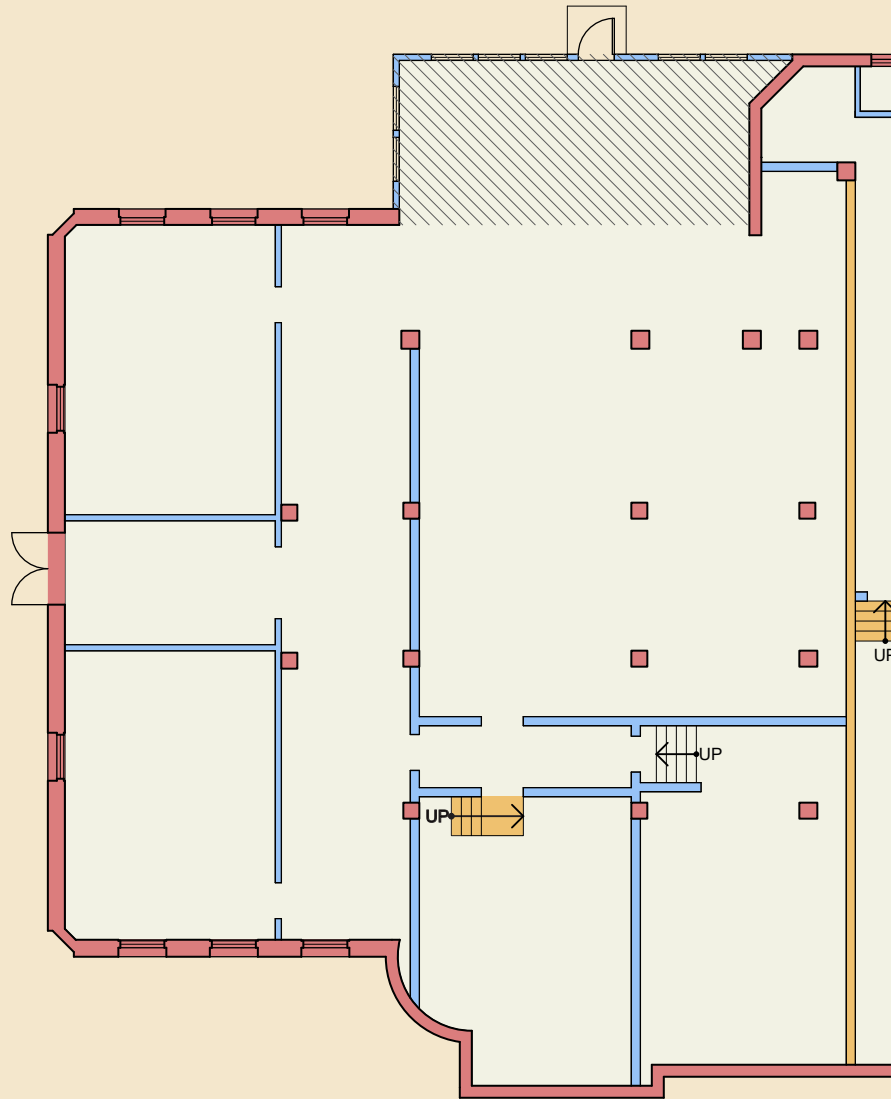
Note: Interior partition locations have not been verified.

Note: Attic plan not available. Structural roof trusses, bulls-eye dormers, and spire support structure are significant features.

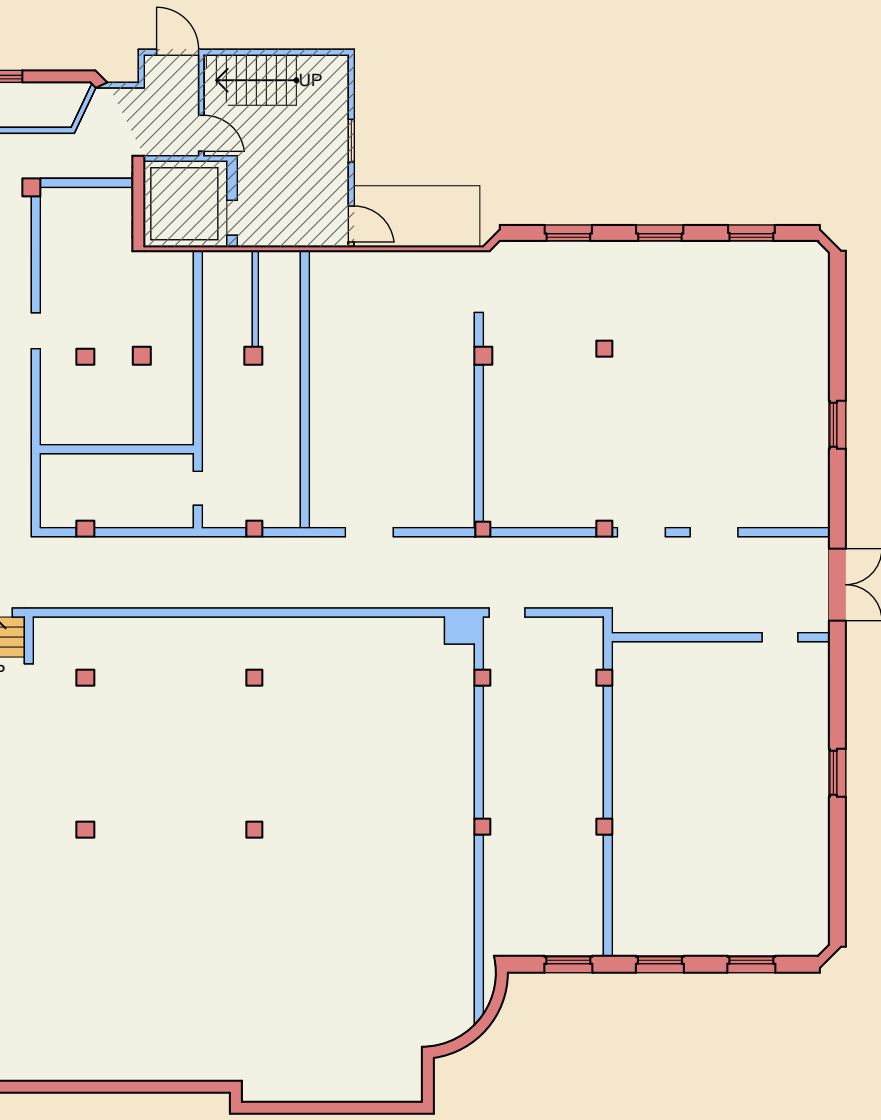
**Keynotes**

1. Cast iron staircase to attic.
2. Non-original aluminum infill windows.
3. Potential location of historic mural behind acoustical treatment.
4. Maudelle Shirek mural.










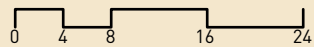
BASEMENT PLAN - SIGNIFICANCE DIAGRAM  
Berkeley City Hall



Legend

-  Significant
-  Contributing
-  Non-contributing
-  ca. 1950 addition (to be removed)
-  ca. 1975 addition (to be removed)

Note: Interior partition locations have not been verified.





CHAPTER **10**

# Future Treatment and Use

# Future Treatment and Use

## Introduction

Given that Berkeley City Hall is a City of Berkeley Landmark and a National Register contributor to the Berkeley Civic Center Historic District, and understanding that previous interventions and lack of maintenance have moderately impaired the overall historic integrity, it is essential that all future projects planned for the structure be executed with great care. The highest level of consideration should be given to prioritizing the preservation of significant historic elements, materials, features and spaces. Any proposed changes should be focused to areas where past interventions have already occurred. Additionally, future uses for the building should be selected such that the program requires minimal intervention or modification to the general building layout. Refer to the significance diagrams included in Chapter 9 for significant spaces to remain and to the character-defining features listed in Chapter 5 for features to remain.

Any future work should be guided by The Secretary of the Interior's Standards for the Treatment of Historic Properties. The Standards have four defined approaches to the potential treatment for a building, which reflect increasing levels of intervention into the original fabric of the building. The four levels are as follows: Preservation, Rehabilitation, Restoration, and Reconstruction. Each level of treatment has its own set of standards that guide the approach to work. Generally, in planning for the anticipated work on a historic structure, one of the four treatment levels are selected as the overall treatment approach. However, sometimes a combination of treatment approaches can be selected, depending on the historic resource and the project needs and goals.

Rehabilitation is an appropriate treatment for the basement and the wings at both floors of City Hall. These spaces, and the features, elements, and finishes within them have already been altered over time. Generally, in the wings at each floor, future improvements should retain the open, unencumbered quality of the original design for the space. Strategies

for achieving this include the design of open floor plans, the avoidance of dropped ceilings, and the construction of partial height partitions. Any future division of space should avoid the placement of walls such that they impact windows or awkwardly divide spaces into multiple, small rooms. Any remaining historic fabric, or elements that are character-defining features should be retained and preserved. In particular, the vaults within the first floor wings are intact and should remain.

Preservation is an appropriate treatment for the spaces that retain a high level of integrity and that contribute to the significance of the building or site, including the building exterior, the main entrance and corridor, the main staircase, the upper hallway and the council chambers. Inappropriate modifications, or additions that alter the ability of the space or element to read as originally intended should be removed. For example, the incense cedars at the east façade have matured over time, but currently contribute to the deterioration of the building and impede views of the primary façade. These trees should be removed and replaced with a species that will not mature to such a height. The additions at the west façade similarly impact the integrity of this façade due to their inappropriate massing and locations. Removal of these additions and replacement with a more appropriate vertical circulation solution should be a priority.

In complying with the Standards, all interventions should be with an eye toward restoring altered or missing features from the building's period of significance. For example, at the second floor south wing, the original full-height wood sash windows should be replicated and installed. At the council chambers, future improvements should consider removal of the inappropriate acoustical fabric panels with a more compatible material.

The approach to future projects or upgrades proposed for the Berkeley City Hall should focus on rehabilitation and preservation, with key character-defining features carefully repaired rather than replaced. This historic resource has been altered in the past, and this approach will provide for the repair and protection of key character-defining features, while simultaneously allowing for the necessary or required code and functional upgrades that will enhance the visitor experience. A future use should be selected that would allow for continued public use of the building.

### Considerations for Future Additions to City Hall

The west or rear façade of City Hall is the preferred location for a future addition to the building. The space behind City Hall is currently used for parking. This area could easily accommodate the massing of a new addition; however, attention should be paid with regard to placement and massing of the addition taking into consideration the surrounding residential neighborhood and McKinley street to the west.

All new additions or exterior alterations should be easily differentiated from the original fabric of City Hall and be compatible with the massing, size, scale and architectural features of the resource as well. The rear façade of the building should remain legible, particularly the distinctive projecting central staircase tower. Strategies to achieve this include restricting the height of the addition to lower than the tower, or by setting a new structure back from the stair tower and connecting to it with a heavily glazed component.

### Implications of Proposed Seismic Retrofit Schemes

IDA Structural Engineers completed a seismic evaluation of City Hall in 2019. The report unsurprisingly concludes that the building is likely to sustain irreparable damage or even collapse in a seismic event and proposes two potential retrofit schemes. Concrete shear walls would keep the building from collapse but will not preserve it from unrepairable damage. Base isolation would sustain the building allowing for immediate occupation following a seismic event. Although significantly less expensive than base isolation, the concrete shear wall scheme would result in significant damage to the historic building fabric. The concrete shear walls are typically located at the interior face of the perimeter walls, removing or altering historic fabric in the process. This scheme, especially in the council chambers where wood trim would have to be removed and modified, would have a negative impact. The base isolation scheme, on the other hand, consumes a large part of the basement and extremely limits future uses for the space. Additionally, a thirty inch “moat” or clear area around the perimeter of the building restricts the landscaping around the building and makes the construction of an addition at the west elevation more complicated and potentially more expensive. Of these two approaches, the preferred seismic scheme is base isolation, because it would a significantly reduced impact on the historic fabric of the building. However, a third option would be to design an addition to the building at the west side that would contribute to the seismic strengthening of the historic portion of the building.

## Universal Access

Access by all users should be considered a very high priority. Achieving universal access to the east (primary) entry will be difficult as the main floor is placed one level above grade, a common feature of typical of Beaux Arts-inspired buildings, which creates a grand entry sequence. Modification to and even some loss of historic fabric will likely be necessary to make the east entry to City Hall fully accessible and should be permitted and even encourage. A well-designed scheme that is clearly differentiated from the historic fabric, and is ideally reversible, is possible but would likely have cost implications. Similarly, at the building interior the remodel of the elevator should be considered a priority. The original restrooms to either side of the main staircase may be an appropriate location, as they are centrally located. However, these original restrooms are small and would require significant modification in order to comply with current building codes to provide universal access.



CHAPTER **11**

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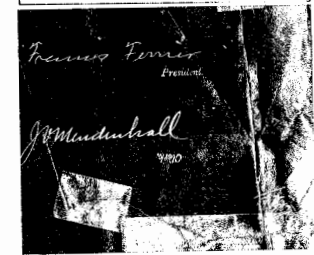
# Appendices



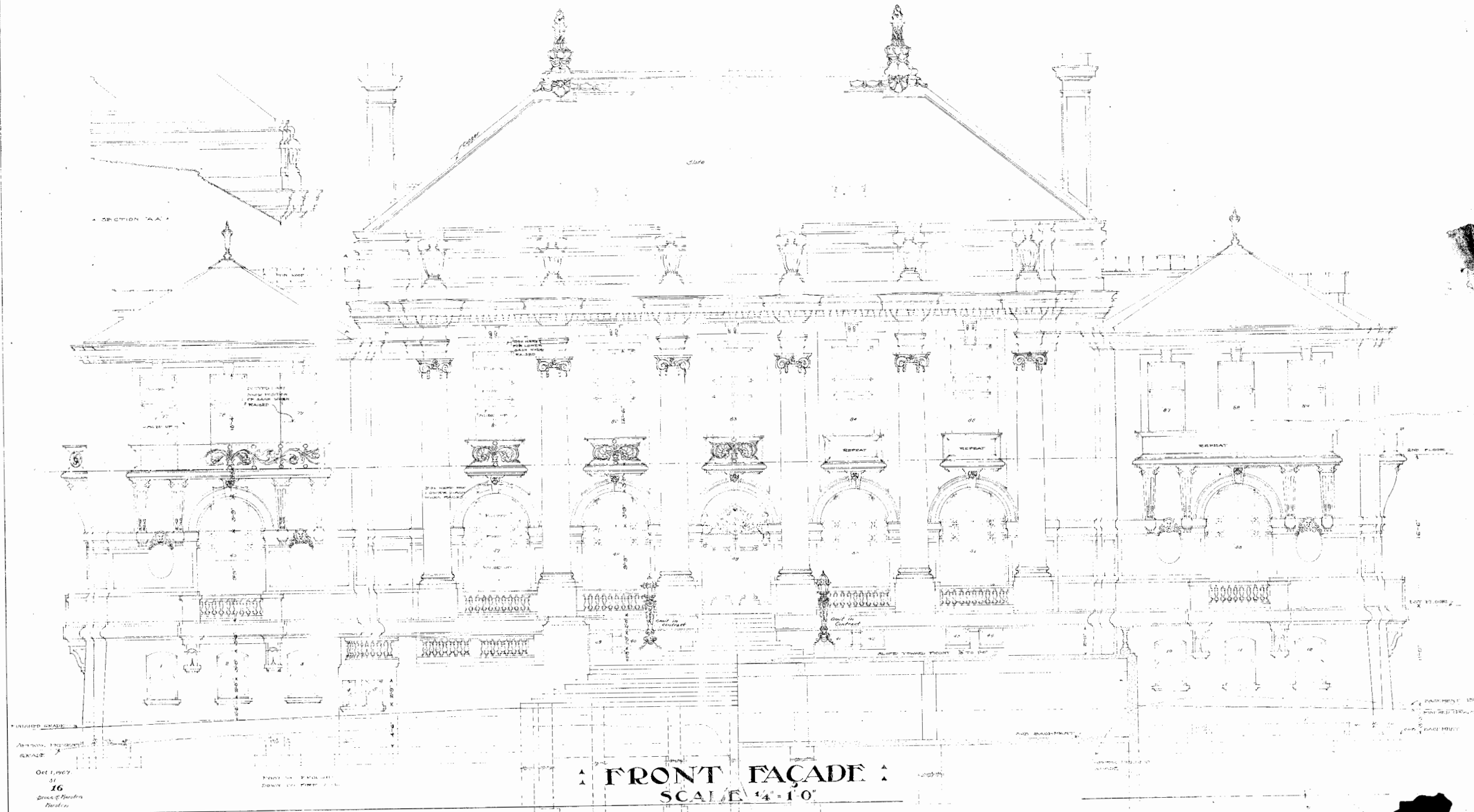
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SAN FRANCISCO.

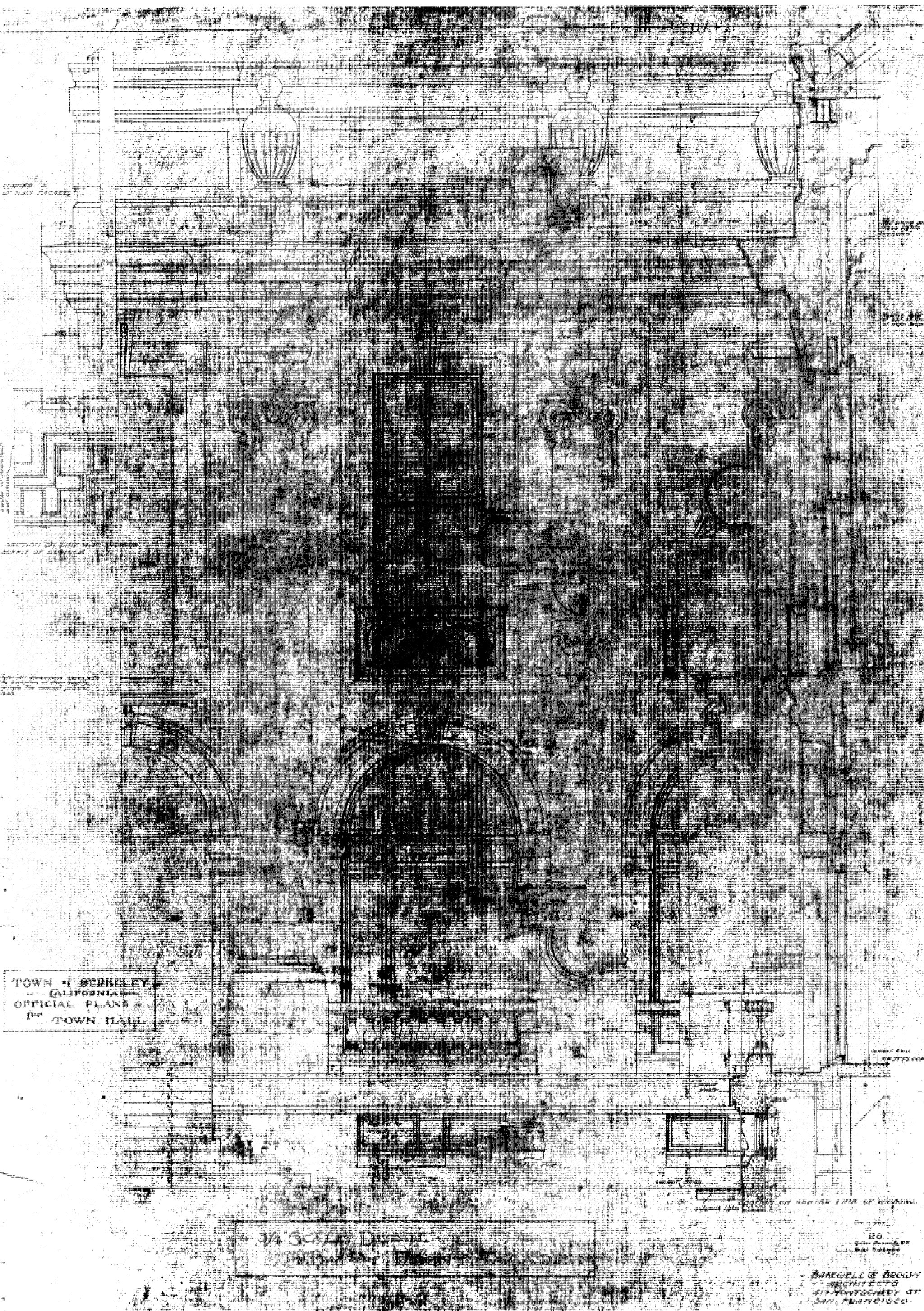
APPENDIX A

TOWN OF BERKELEY  
OFFICIAL PLAN  
1<sup>ST</sup> TOWN CENTER



Note: All dimensions here shown  
do not include cement plaster finish.





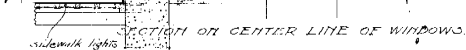
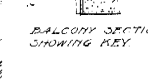
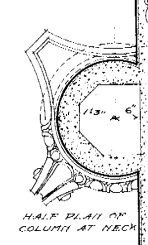
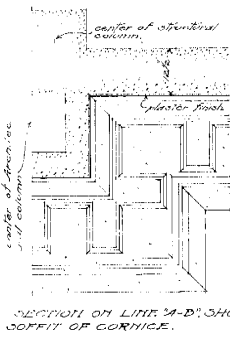
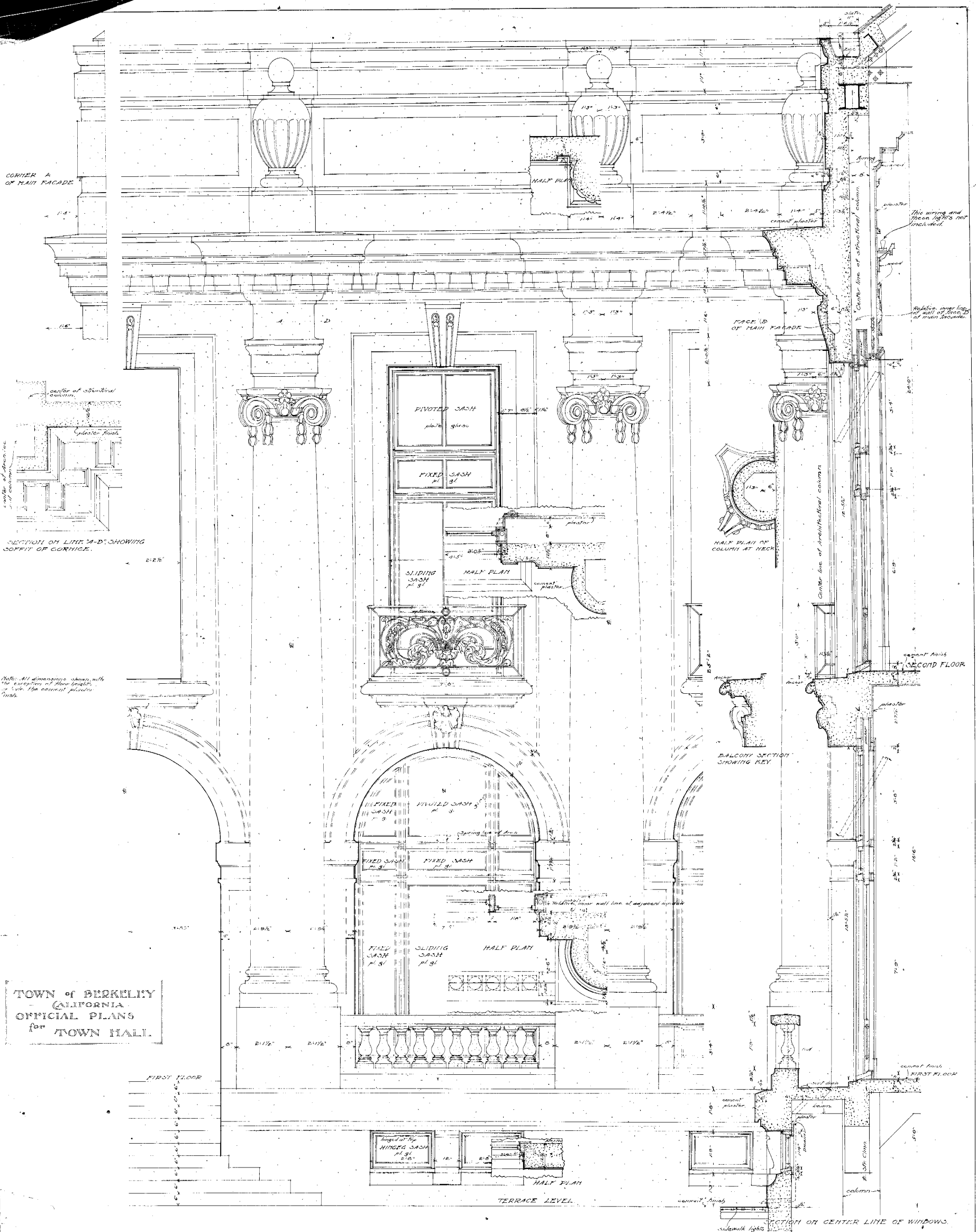
SECTION ON LINE 3-3

SECTION ON LINE 3-3

TOWN OF BERKELEY  
 CALIFORNIA  
 OFFICIAL PLANS  
 FOR TOWN HALL

3/4 SCALE DETAIL  
 TOWN HALL

20  
 SHELL & BOGGS  
 ARCHITECTS  
 417 MONTGOMERY ST.  
 SAN FRANCISCO



Note: All dimensions shown with the exception of those lengths of cast-iron castings.

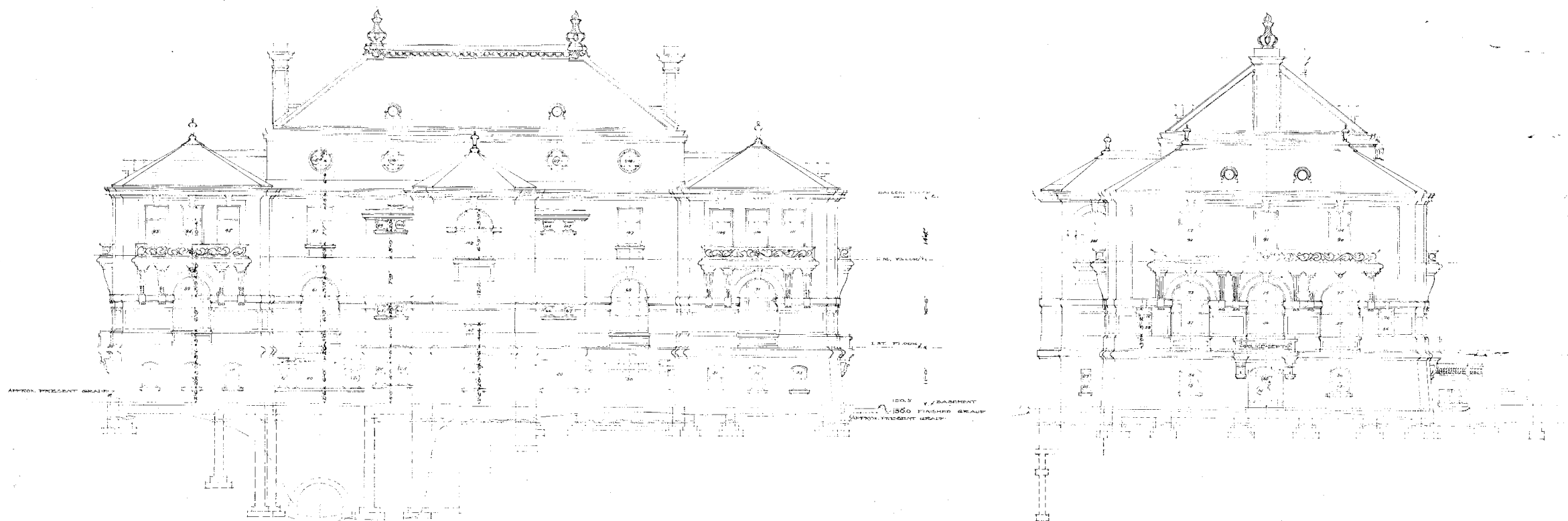
TOWN OF BERKELEY  
CALIFORNIA  
OFFICIAL PLANS  
for TOWN HALL

3/4" SCALE DETAIL  
BAY OF FRONT FACADE

Oct. 11, 1907  
20  
Arthur Brown & Co.  
Ralph Fishbourne

BAKEWELL & BROWN  
ARCHITECTS  
417 MONTGOMERY ST.  
SAN FRANCISCO

Notes: All dimensions here shown  
do not include cement plaster finish.



**REAR AND SIDE FAÇADES**  
SCALE 1/8" = 1'-0"

TOWN OF BERKELEY  
— CALIFORNIA —  
OFFICIAL PLANS  
FOR TOWN HALL

*Francis Perrin*  
Engr.  
*J. W. Marshall*  
Arch.

▲ BAKEWELL & BROWN ▲  
ARCHITECTS  
417 MONTGOMERY ST.  
SAN FRANCISCO.

Sept. 16, 1907  
51  
17  
Bakewell & Brown  
Archts.

March 28, 2025

To: Honorable Mayor and Members of the City Council  
From: David White, Acting City Manager  
Re: Parks, Recreation, and Waterfront Department Capital Improvement Project and Minor Maintenance Program Update

The Parks, Recreation and Waterfront Department (PRW) has completed a historic level of capital and minor maintenance projects in the last several years, making Berkeley's parks, resident camps, pools, community centers, restrooms and everything in the Berkeley Waterfront, including the docks, pilings, entrance channel, streets, pathways, parking lots, buildings, trails, Shorebird Nature Center, Adventure Playground, and 1,100 boat slips more accessible, beautiful, modern, and safer for the community.

The City's 2016 Infrastructure Measure (T1), combined with Parks Tax increases in 2014 (Measure F) and 2024 (Measure Y), as well as insurance proceeds and grants that PRW has received over the last several years has led to over \$140 million in investment in City parks, park-related buildings, resident camps, pools and Waterfront infrastructure.

### **Current List of Funded Capital Improvement Projects**

Below is a list of 41 currently funded PRW projects underway and a list of recently completed projects in the last 2 years:

#### **Design and Planning Projects Only**

*Project Name (Status) / Funding Source*

##### Parks

- [John Hinkel Hut<sup>1</sup>](#) (Conceptual Design) / Parks Tax
- [Aquatic Park Dreamland Area<sup>2</sup>](#) (Conceptual Design) / General Fund
- [Adeline/Alcatraz Corridor Landscaping<sup>3</sup>](#) (Conceptual Design) / General Fund

<sup>1</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/john-hinkel-park-hut>

<sup>2</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/aquatic-park-dreamland-playground-area-improvements>

<sup>3</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/south-adeline-area-landscaping-improvements>

- Glendale La Loma (Conceptual Design starts in FY25) / General Fund, Parks Tax
- Round Median – Analysis of Potential Conversion to Park (Process Starts in FY26) / General Fund

#### Waterfront

- [South Sailing Basin Dredging<sup>4</sup>](#) (In Design) / General Fund
- [South Cove Seawall Replacement<sup>5</sup>](#) (In Design) / General Fund
- [Berkeley Pier – Water Transportation Project<sup>6</sup>](#) (In Design) / 2 Grants, WETA
- 199 Seawall Building Piling, Beam, Interior improvements (Design starts in FY26) / Marina Fund
- Marina Blvd Bay Trail and Shoreline Resiliency Improvements (Design starts in FY25) / Grant

#### **Projects Funded Through Construction**

*Project Name (Status) / Funding Source*

#### Resident Camps

- Cazadero Riverbed Stabilization Phase 2 (In Design) / General Fund
- Echo Lake Camp Back-up Generator/Switch (Bidding) / General Fund
- Tuolumne Camp Back-up Generator/Switch (Bidding) /General Fund

#### Waterfront

- B and C Restroom ADA Improvements (In Design) / CIP ADA Funding
- K Dock Electrical Replacement (Under Construction) / General Fund, Marina Fund
- [D and E Dock Replacement<sup>7</sup>](#) (Under Construction) / Grant, General Fund, Marina Fund, T1
- [South Cove West Parking Lot Renovation<sup>8</sup>](#) (Bidding) / Grant, General Fund, Marina Fund
- [South Cove East Dock Pier Piling Repairs<sup>9</sup>](#) (In Design and Permitting) / Marina Fund

<sup>4</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/south-cove-sailing-basin-dredging-study>

<sup>5</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/south-cove-sailing-basin-seawall-study>

<sup>6</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/berkeley-pier-ferry-access-project>

<sup>7</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/replacement-docks-d-e-berkeley-marina>

<sup>8</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/south-cove-west-parking-lot>

<sup>9</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/south-cove-east-dock-pier-piling-repairs>

- [South Cove Middle Dock ADA Gangway Float Replacement<sup>10</sup>](#) (In Design and Permitting) / Marina Fund
- [Marina Entrance and Inner Harbor Dredging<sup>11</sup>](#) (Under Construction) / Grant, Marina Fund, General Fund
- [Cesar Chavez Park Perimeter Pathway Renovation<sup>12</sup>](#) (In Final Design) / Grant
- [Cesar Chavez Park Restroom<sup>13</sup>](#) (In Final Design) / T1, Marina Fund
- [K Dock Restroom Renovation<sup>14</sup>](#) (Bidding) / T1, Marina Fund
- N Dock Parking Lot Renovation (In Design) / Skates MOU

## Parks

- [Aquatic Park – Bolivar Drive Landscape and Streetscape Project<sup>15</sup>](#) (In final completion) / Developer MOU/ Parks Tax
- Aquatic Park – Tide Tube Replacement Project (Pre-Design) / Grant, General Fund
- [Cedar Rose Park 5-12 Play Structure Replacement<sup>16</sup>](#) (In Design) / Parks Tax, General Fund
- [Civic Center Park: Upper Plaza Improvements<sup>17</sup>](#) (Under Construction) / Grant, Parks Tax, T1, General Fund
- [Harrison Park Restroom Renovation<sup>18</sup>](#) (In Design) / T1
- [Martin Luther King Jr Youth Services Center Renovation<sup>19</sup>](#) (Bidding) / T1, Parks Tax, Grant, General Fund
- Miyawaki Forest (Pre-Construction) / General Fund
- Ohlone Park 5-12 Play Structure Improvements (In Final Design) / Parks Tax, T1, General Fund
- [Ohlone Park Restroom<sup>20</sup>](#) (Under Construction) / T1
- [Ohlone Park Lighting<sup>21</sup>](#) (Under Construction) / T1

<sup>10</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/replacement-south-cove-middle-dock-ada-gangway-float>

<sup>11</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/berkeley-marina-dredging-project>

<sup>12</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/cesar-chavez-pathway-project>

<sup>13</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/cesar-chavez-park-restroom-project>

<sup>14</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/k-dock-restroom-renovation>

<sup>15</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/aquatic-park-capital-improvement-projects>

<sup>16</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/cedar-rose-park-playground-renovation>

<sup>17</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/civic-center-upper-plaza-improvements-project>

<sup>18</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/harrison-park-restroom-renovation>

<sup>19</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/mlk-jr-youth-services-center-yap-seismic-retrofit-and>

<sup>20</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/ohlone-park-restroom-and-lighting-improvements>

<sup>21</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/ohlone-park-restroom-and-lighting-improvements>

- [Santa Fe Trackbed to Park Conversion<sup>22</sup>](#) (Phase 1-Bidding, Phase 2-Design) / Grant, Parks Tax
- Solano Peralta Park – Phase 3 (Under Construction) / General Fund, Parks Tax, Donation
- [Tom Bates Sports Complex Improvements<sup>23</sup>](#) (Bidding) / T1, Parks Tax
- Tom Bates Sports Complex Gilman Street Sewer Line (In final completion) / T1
- [Willard Clubhouse Replacement<sup>24</sup>](#) (Under Construction) / T1, General Fund
- Willard Park Tennis, Basketball, Pickleball Court Resurfacing (Bidding) / Parks Tax

#### Other

- [African American Holistic Resource Center<sup>25</sup>](#) (In Design/Permitting) / T1, Grant, General Fund
- South Adeline Corridor /BART Open Space (Pre-design) / Grant

#### **Recently Completed Projects (last 2 years)**

*Project / Funding Source*

#### Design and Planning Only

- [James Kenney Park Mini-Skate Spot<sup>26</sup>](#) / Parks Tax, General Fund
- [Waterfront Bicycle/ Skate Park on University Avenue<sup>27</sup>](#) / General Fund

#### Construction

- [Aquatic Park Tree Planting<sup>28</sup>](#) / Grant, Parks Tax
- Echo Lake ADA Cabin and Pathways / General Fund, Camps Fund
- [Grove Park 2-5 and 5-12 Play Structure Replacement<sup>29</sup>](#) / T1, Grants, Parks Tax
- [Grove Park Sports Field Improvements<sup>30</sup>](#) / T1 and Parks Tax

<sup>22</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/santa-fe-trackbed-park-conversion>

<sup>23</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/tom-bates-regional-sports-complex-restroom-community>

<sup>24</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/willard-park-clubhouse-and-restroom-replacement-project>

<sup>25</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/african-american-holistic-resource-center>

<sup>26</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/james-kenney-park-skate-spot>

<sup>27</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/berkeley-waterfront-bike-park-conceptual-design-project>

<sup>28</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/aquatic-park-capital-improvement-projects>

<sup>29</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/grove-park-field-and-playground-improvements>

<sup>30</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/grove-park-field-and-playground-improvements>

- [King Pool Tile and Plaster Replacement<sup>31</sup>](#) / General Fund, T1
- [Marina Piling Replacement Project<sup>32</sup>](#) / General Fund, Marina Fund
- Court Resurfacing: Various Tennis and Basketball Courts / Parks Tax
- [Ohlone Park East: 2-5 and 5-12 Play Structure Renovation<sup>33</sup>](#) / T1, Parks Tax
- Solano Peralta Park Phases 1 and 2 / General Fund, Parks Tax
- South Adeline Corridor Area Irrigation Replacement / Parks Tax
- Tuolumne Camp EV Charging Stations / General Fund
- Tuolumne Camp Drive Way Replacement / General Fund
- West Campus Pool Interior Painting / General Fund

The details of the PRW Capital Improvement Projects listed above can be found on our PRW CIP [website<sup>34</sup>](#).

### **Current List of Minor Maintenance Funded Projects**

With the Parks Tax increase in 2014, the Parks, Recreation and Waterfront Department (PRW) established a yearly minor maintenance allocation. This allocation helps to improve the appearance and functioning of our parks in the form of new garbage cans, benches, irrigation systems, retaining walls, fencing, minor play structure improvements, court resurfacing and other improvements to City parks, park buildings and pools.

Below is a list of the FY25 minor maintenance projects that are in process or have been recently completed with Parks Tax funding:

#### **Minor Maintenance Projects**

*(Site – Project)*

##### In Process

Adeline Street – Replace 6 Circular Planter Barriers, Plants and Irrigation System  
Aquatic Park – BORP Building Gate/ Fence Replacement  
Frances Albrier Community Center – Blinds and Curtain Replacement  
Frances Albrier Community Center – Exterior Painting  
Frances Albrier Community Center – Kitchen and Hallway Floor Replacement  
Frances Albrier Community Center – Auditorium Floor Renovation  
Ohlone Park – Tree Planting  
Willard Park – Tennis Court Resurfacing  
Willard Park – Tree Planting

<sup>31</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/king-pool-tile-and-plaster-replacement-project>

<sup>32</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/selective-replacement-timber-piles-berkeley-marina>

<sup>33</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects/ohlone-park-east-playground-replacement-and-site>

<sup>34</sup> <https://berkeleyca.gov/your-government/our-work/capital-projects>

Page 6

March 28, 2025

Re: Parks, Recreation, and Waterfront Department Capital Improvement Project and Minor Maintenance Program Update

Recently Completed

Adeline Street – The Ms. Richie Pollinator Garden  
Aquatic Park – Animal Shelter Dog Exercise Area  
Aquatic Park – Waterside Workshop Building Awning Replacement  
Aquatic Park – Pathway Bridge Replacement  
Berkeley Way Mini Park – Picnic Areas  
Cedar Rose Park – Turf Renovation  
Codornices Park – Sports Field Turf Renovation  
Frances Albrier Community Center – Window Replacement  
Greg Brown Park – Community Garden Boxes  
Greg Brown Park – New Picnic Area  
Grove Park – Turf Renovation  
Harrison Park – Wrought Iron Trash Area Enclosure  
Harrison Park – Soccer Field Renovation  
James Kenney Park – Retaining Wall Near 5-12 Playground  
King Pool – Floor Resurfacing  
Monarch Tractor – Flail Mower Attachment  
Ohlone Park Softball Field – Security Fencing  
Remillard Park – Pollinator Garden Fence  
San Pablo Park – Sport Fields Renovation  
Shorebird Nature Center – Carpet Replacement  
Tom Bates Sports Complex – Turf Soccer Fields Renovation  
Virginia McGee Tot-Land – Merry-Go-Round Replacement  
Volunteer Tool Replacement  
West Campus Pool – Floor Resurfacing

Despite these amazing lists of capital and maintenance projects, PRW still has over \$240 million in unfunded capital and major maintenance needs in existing City parks, pools, resident camps and the Waterfront (see attachment).

Attachment: PRW Unfunded Capital & Major Maintenance Needs

cc: Scott Ferris, Director, Parks, Recreation & Waterfront  
Farimah Brown, City Attorney  
Jenny Wong, City Auditor  
Mark Numainville, City Clerk  
Matthai Chakko, Assistant to the City Manager

## PRW Unfunded Capital &amp; Major Maintenance Needs (as of March 2025)

| Project                                                               | 2025 Cost Estimate  | Funding Identified?        | District |
|-----------------------------------------------------------------------|---------------------|----------------------------|----------|
| <b>Resident Camps</b>                                                 |                     |                            |          |
| Cazadero ADA Upgrades                                                 | \$1,120,000         |                            | All      |
| Cazadero - Dining Hall Reconstruction                                 | \$2,660,000         |                            | All      |
| Cazadero- Pool Tile and Plaster                                       | \$460,000           |                            | All      |
| Echo Lake ADA Project Phase 2                                         | \$2,340,000         |                            | All      |
| Echo Lake Camp Fire Safety / Water Tank                               | \$560,000           |                            | All      |
| Echo Lake Fireplace Renovation                                        | \$50,000            |                            | All      |
| Berkeley Tuolumne Camp Vegetation Installation                        | \$170,000           |                            | All      |
| Berkeley Tuolumne Camp Trails                                         | \$290,000           |                            | All      |
| <b>Resident Camps Projects Total</b>                                  | <b>\$7,610,000</b>  |                            |          |
| <b>Pools</b>                                                          |                     |                            |          |
| King Pool                                                             |                     |                            |          |
| Locker Room/office Area Renovation                                    | \$3,320,000         |                            | 5        |
| Decking/Piping                                                        | \$510,000           |                            | 5        |
| Roof                                                                  | \$340,000           |                            | 5        |
| King Pool/Locker Room Replacement with 25M Pool/new facilities        | \$16M               |                            | 5        |
| West Campus                                                           |                     |                            |          |
| Locker Room/ Office Area Renovation                                   | \$3,320,000         |                            | 2        |
| Decking/Piping                                                        | \$510,000           |                            | 2        |
| Pool at San Pablo Park (see FA Center Replacement)                    | \$16.5M             |                            | 2        |
| <b>Pools Projects Total</b>                                           | <b>\$7,980,000</b>  |                            |          |
| <b>Parks Buildings/Facilities*</b>                                    |                     |                            |          |
| Frances Albrier Community Center (replacement) and Pool               | \$42M               | Conceptual Design complete | 2        |
| Frances Albrier Community Center only (replacement)                   | \$29M               |                            | 2        |
| Seismic/ Deferred maintenance (K)                                     | \$3,050,000         |                            | 2        |
| Harrison Park Building                                                |                     |                            |          |
| Exterior Improvements -Roof and Painting                              | \$240,000           |                            | 1        |
| John Hinkel Park Hut Reconstruction                                   | \$3,150,000         | Conceptual Design funded   | 5        |
| Virginia McGee Clubhouse (K)                                          | \$180,000           |                            | 1        |
| <b>Park Buildings/Facilities Projects Total</b>                       | <b>\$6,610,000</b>  |                            |          |
| <b>Parks (General)</b>                                                |                     |                            |          |
| Median Hardscape/Drought Tolerant Conversion- citywide arterials      | \$6,090,000         |                            | all      |
| Irrigation Lines & Heads Replacement                                  | \$2,340,000         |                            | all      |
| Adeline/Alcatraz Right of Way Landscaping, Dog Park, Community Garden | \$812,500           |                            | 3        |
| ADA Pathways, buildings, parking areas, etc.                          | \$11,310,000        |                            | all      |
| <b>Parks (General) Projects Total</b>                                 | <b>\$20,150,000</b> |                            |          |
| <b>Parks (Specific)</b>                                               |                     |                            |          |
| Aquatic Park                                                          |                     |                            |          |
| East side storm water infrastructure / drainage                       | \$5,540,000         |                            |          |
| Pathways/lighting                                                     | \$3,320,000         |                            | 2        |
| Irrigation lines & heads replacement                                  | \$1,340,000         |                            | 2        |
| Dreamland Renovation                                                  | \$2,630,000         |                            | 2        |
| Dreamland Area Master Plan Renovation                                 | \$5.6M              |                            | 2        |
| Cedar Rose Park                                                       |                     |                            |          |
| Renovation of play equipment (2-5)                                    | \$2,400,000         |                            | 1        |
| Charlie Dorr Mini Park                                                |                     |                            |          |
| Renovation of play equipment 2-5                                      | \$560,000           |                            | 2        |
| Codornices Park                                                       |                     |                            |          |

| Project                                                       | 2025 Cost Estimate | Funding Identified? | District |
|---------------------------------------------------------------|--------------------|---------------------|----------|
| Renovation of lighting, pathways                              | \$1,000,000        |                     | 6        |
| Renovation of play equipment (2-5)                            | \$560,000          |                     | 6        |
| Renovation of play equipment (5-12)                           | \$560,000          |                     | 6        |
| Contra Costa Rock Park                                        |                    |                     |          |
| Pathways                                                      | \$120,000          |                     | 5        |
| Cragmont Rock Park                                            |                    |                     |          |
| Lighting, pathways and stone work                             | \$340,000          |                     | 6        |
| Renovation of basketball court                                | \$240,000          |                     | 6        |
| Dorothy Bolte Park                                            |                    |                     |          |
| Pathways, picnic, retaining walls, sidewalks                  | \$460,000          |                     | 5        |
| Frederick Mini Park                                           |                    |                     |          |
| Pathways                                                      | \$70,000           |                     | 5        |
| Retaining walls                                               | \$240,000          |                     | 5        |
| Glendale LaLoma Park                                          |                    |                     |          |
| Replace pathways, parking lot, ADA and lighting               | \$1,660,000        |                     | 6        |
| Renovate play equipment (2-5)                                 | \$650,000          |                     | 6        |
| Renovate play equipment (5-12)                                | \$650,000          |                     | 6        |
| Great Stoneface Park                                          |                    |                     |          |
| ADA pathways                                                  | \$40,000           |                     | 5        |
| Greg Brown Park                                               |                    |                     |          |
| Renovate play equipment (2-12)                                | \$730,000          |                     | 3        |
| Grizzly Peak                                                  |                    |                     |          |
| Renovation of basketball court                                | \$210,000          |                     | 6        |
| Pathways                                                      | \$70,000           |                     | 6        |
| Grotto Rock Park                                              |                    |                     |          |
| ADA and pathways                                              | \$70,000           |                     | 5        |
| Grove Park                                                    |                    |                     |          |
| Field lights and standards                                    | \$420,000          |                     | 3        |
| Harrison Soccer Fields                                        |                    |                     |          |
| Conversion to sand-based substructure                         | \$400,000          |                     | 1        |
| Harrison Skate Park                                           |                    |                     |          |
| Reconfigure skate element                                     | \$90,000           |                     | 1        |
| Skate Park large bowl improvements                            | \$120,000          |                     | 1        |
| Haskell-Mabel Mini Park                                       |                    |                     |          |
| Lighting/ Drainage                                            | \$80,000           |                     | 2        |
| Indian Rock Park                                              |                    |                     |          |
| Pathways east side                                            | \$70,000           |                     | 5        |
| James Kenney Park                                             |                    |                     |          |
| Renovation of Virginia Entrance                               | \$560,000          |                     | 1        |
| Renovation of ballfield, lighting, irrigation and ADA dugouts | \$1,340,000        |                     | 1        |
| Skate Spot Construction                                       | \$860k             |                     | 1        |
| ADA Access to Courtyard Restroom                              | \$170,000          |                     | 1        |
| Tennis Court Lights and Fixtures                              | \$30,000           |                     | 1        |
| John Hinkel                                                   |                    |                     |          |
| Park pathways                                                 | \$900,000          |                     | 5        |
| Live Oak Park                                                 |                    |                     |          |
| Lighting improvements on pathways                             | \$210,000          |                     | 5        |
| Establish irrigation/new artificial turf in South field       | \$560,000          |                     | 5        |
| Renovation of basketball courts and drainage                  | \$1,000,000        |                     | 5        |
| Mortar Rock                                                   |                    |                     |          |
| Pathways and stone work                                       | \$40,000           |                     | 5        |
| Ohlone Park                                                   |                    |                     |          |
| Pathways and lighting                                         | \$780,000          |                     | 1/4      |

| Project                                                                                                              | 2025 Cost Estimate   | Funding Identified? | District |
|----------------------------------------------------------------------------------------------------------------------|----------------------|---------------------|----------|
| Par Course                                                                                                           | \$140,000            |                     | 1/4      |
| Renovate play equipment (near BB Courts) 2-5 Play Equipment                                                          | \$560,000            |                     | 1        |
| Prince St Totlot                                                                                                     |                      |                     |          |
| Renovate play equipment (2-12)                                                                                       | \$390,000            |                     | 3        |
| Remillard Park                                                                                                       |                      |                     |          |
| Renovate play equipment (2-12)                                                                                       | \$390,000            |                     | 6        |
| San Pablo Park                                                                                                       |                      |                     |          |
| Regrading, drainage and irrigation of Fields 1, 2 and 3                                                              | \$1,560,000          |                     | 2        |
| Santa Fe Right of Way                                                                                                |                      |                     |          |
| Trackbed to Park Project - 4 blocks (\$5M in grant funding)                                                          | \$4,350,000          | Funding in PT, FY27 | 2        |
| Shorebird Park                                                                                                       |                      |                     |          |
| 2-12 Play Structure Replacement                                                                                      | \$830,000            |                     | 2        |
| Sixty-Third Street Mini-Park                                                                                         |                      |                     |          |
| Renovate play equipment (2-5)                                                                                        | \$290,000            |                     | 3        |
| Strawberry Creek Park                                                                                                |                      |                     |          |
| Pathways and lighting                                                                                                | \$240,000            |                     | 2        |
| Terrace View Park                                                                                                    |                      |                     |          |
| Phase 2- Middle: ADA, pathways and play equipment                                                                    | \$1,440,000          |                     | 6        |
| Tom Bates Regional Sports Complex                                                                                    |                      |                     |          |
| EV Charging                                                                                                          | \$500,000            |                     | 1        |
| South Restroom (Does Not Exist)                                                                                      | \$330k               |                     | 1        |
| South Parking Lot paving                                                                                             | \$1,340,000          |                     | 1        |
| North Parking Lot pavement and drainage                                                                              | \$1,660,000          |                     | 1        |
| Willard Park                                                                                                         |                      |                     |          |
| Tennis Court Lights and Fixtures                                                                                     | \$30,000             |                     | 8        |
| Practice Wall Area/ Pathways                                                                                         | \$170,000            |                     | 8        |
| <b>Parks (Specific) Projects Total</b>                                                                               | <b>\$39,380,000</b>  |                     |          |
| <b>Park Restrooms</b>                                                                                                |                      |                     |          |
| Parks Box Restroom Replacement (3 parks: Cedar Rose, Live Oak, Codornices)                                           | \$1,500,000          |                     | 1/2/6/8  |
| Renovation of restroom/building (Cragmont Rock, Glendale LaLoma, Harrison)                                           | \$1,900,000          |                     | 6        |
| New restrooms (5 parks > 1 acre: James Kenney, Aquatic Park South, Civic Center Park, King School Park, John Hinkel) | \$3,000,000          |                     | 1/2/4/5  |
| <b>Restrooms Total</b>                                                                                               | <b>\$6,400,000</b>   |                     |          |
| <b>PRW-Grand Total</b>                                                                                               | <b>\$241,610,000</b> |                     |          |
| <i>Parks</i>                                                                                                         | \$72,540,000         | parks               |          |
| <i>Waterfront (see next page)</i>                                                                                    | \$153,480,000        | WF                  |          |
| <i>Pools</i>                                                                                                         | \$7,980,000          | pools               |          |
| <i>Camps</i>                                                                                                         | \$7,610,000          | camps               |          |

\*Does not include City-owned buildings leased to private parties at the Waterfront and in City parks.  
(K) = Improvements needed per Kitchell condition assessment

**Waterfront - Unfunded Capital & Major Maintenance Needs (as of March 2025)**

| <b>Amenities/Projects</b>                                               | <b>2025 Cost Estimate</b> |
|-------------------------------------------------------------------------|---------------------------|
| <b>Existing Infrastructure in Need of Replacement/Major Maintenance</b> |                           |
| <b>Inner Harbor</b>                                                     |                           |
| Finger Dock Replacements                                                | \$1,680,000               |
| Timber Pile Replacement (Cycle 2)                                       | \$4,000,000               |
| F&G Dock Redecking                                                      | \$500,000                 |
| Inner Harbor Basin Dredging                                             | \$3,000,000               |
| J-Dock Replacement                                                      | \$12,080,000              |
| L-Dock Major Maintenance (Floats, Decking, Waler)                       | \$1,770,000               |
| M-Dock Major Maintenance (Floats, Decking, Waler)                       | \$1,710,000               |
| N-Dock Major Maintenance (Floats, Decking, Waler)                       | \$530,000                 |
| O-Dock Major Maintenance (Floats, Decking, Waler)                       | \$3,300,000               |
| K-Dock Major Maintenance (Floats, Decking, Waler)                       | \$1,180,000               |
| Gateway Pier Structural Repairs                                         | \$1,250,000               |
| Gateway Pier Bulkhead Wall                                              | \$850,000                 |
| Gateway Pier Recreation Improvements                                    | \$250,000                 |
| <b>Inner Harbor Subtotal:</b>                                           | <b>\$29,750,000</b>       |
| <b>Cesar Chavez Park</b>                                                |                           |
| Interior Pathways Improvements and Amenities - Phase 2                  | \$3,050,000               |
| <b>Cesar Chavez Park Pathways Subtotal:</b>                             | <b>\$3,050,000</b>        |
| <b>Parking Lots</b>                                                     |                           |
| F & G Lot Reconstruction                                                | \$1,000,000               |
| O Lot Reconstruction                                                    | \$1,070,000               |
| J & K Lot Reconstruction                                                | \$1,120,000               |
| Launch Ramp Lots Reconstruction                                         | \$2,140,000               |
| L & M Lot Reconstruction                                                | \$1,390,000               |
| Marina Blvd On-Street Parking (South of Virginia Street Extension)      | \$2,210,000               |
| 199 Seawall Parking Lot                                                 | \$5,800,000               |
| Garbage Area Realignment (6 locations)                                  | \$500,000                 |
| <b>Parking Lots Subtotal:</b>                                           | <b>\$14,730,000</b>       |
| <b>Streets</b>                                                          |                           |
| Seawall Drive Reconstruction - North of University Avenue Segment       | \$830,000                 |
| Waterfront Entrance Kiosk Building on University Avenue                 | \$560k                    |
| Seawall Drive Improvements (South of University Ave Segment)            | \$3,570,000               |
| <b>Streets Subtotal:</b>                                                | <b>\$4,400,000</b>        |
| <b>Shorelines/Pathways/Pier</b>                                         |                           |

| <b>Amenities/Projects</b>                                                                   | <b>2025 Cost Estimate</b> |
|---------------------------------------------------------------------------------------------|---------------------------|
| Marina Blvd Resilient Shoreline & Public Access Improvements (Trail from CCP to Roundabout) | \$4,200,000               |
| University Ave Shoreline and Habitat Resiliency Project                                     | \$4,250,000               |
| Inner Harbor Basin North Shoreline Sea Level Rise & Riprap Improvements                     | \$3,850,000               |
| 199 Seawall Lot Eastern Shoreline Failure Repair                                            | \$1,050,000               |
| Bay Trail Improvements (Adventure Playground to Pier Plaza)                                 | \$1,890,000               |
| Berkeley Pier Renovation (including restroom)                                               | \$55,000,000              |
| <b>Shorelines Subtotal:</b>                                                                 | <b>\$70,240,000</b>       |
| <b>South Cove Area</b>                                                                      |                           |
| South Cove Sailing Basin Boating Access Dredging (ROM)                                      | \$15,230,000              |
| South Cove Seawall Replacement                                                              | \$5,780,000               |
| <b>South Cove Area Subtotal:</b>                                                            | <b>\$21,010,000</b>       |
| <b>Buildings (Not in Lease Agreements)</b>                                                  |                           |
| Shorebird Nature Center-classroom (K)                                                       | \$120,000                 |
| 125-127 University Improvements                                                             | \$1,370,000               |
| O, LM, FGHI, DE Restrooms Structural Improvements                                           | \$2,210,000               |
| 199 Seawall Building Priority Structural Repair                                             | \$2,100,000               |
| <b>Buildings Subtotal:</b>                                                                  | <b>\$5,800,000</b>        |
| <b>Emergency Response Supporting Infrastructure</b>                                         |                           |
| Secondary Fire Water Loop                                                                   | \$2,060,000               |
| <b>Emergency Response Subtotal:</b>                                                         | <b>\$2,060,000</b>        |
| <b>Other</b>                                                                                |                           |
| Waterfront facilities ADA needs                                                             | \$2,440,000               |
| Waterfront Specific Plan Program EIR (CEQA)                                                 | \$240,000                 |
| Bike Park at University Ave.                                                                | \$2M                      |
| <b>Other Needs Subtotal:</b>                                                                | <b>\$2,440,000</b>        |
| <b>Total Unfunded Projects Needs:</b>                                                       | <b>\$153,480,000</b>      |

| <b>New Capital Projects in Planning/Design (not all existing infrastructure)</b> |        |
|----------------------------------------------------------------------------------|--------|
| <b>Preferred Plan - Berkeley Pier with Ferry Access Project (May 2024)</b>       |        |
| Non-Motorized Watercraft Access Point                                            | \$1.5M |
| Restroom Plaza & Pier Entrance Facility                                          | \$1.2M |
| Bay Trail Improvements (Adventure Playground to Pier Plaza)*                     | \$1.8M |
| Seawall Drive Improvements (South of University Ave Segment)*                    | \$3.4M |

| Amenities/Projects                                                                                  | 2025 Cost Estimate      |
|-----------------------------------------------------------------------------------------------------|-------------------------|
| <i>Public Transit and Active Transportation Improvements on University Ave (Roundabout to Pier)</i> | \$1.1M                  |
| <i>199 Seawall Parking Lot*</i>                                                                     | \$4M                    |
| <i>Dual-Purpose Pier with Ferry Access**</i>                                                        | \$5M to \$69.5M         |
| <i>Recently Funded by State Coastal Conservancy and ACTC grants, and WETA Contribution</i>          | (\$11.1M)               |
| <b><i>Berkeley Pier with Ferry Access Project Subtotal*:</i></b>                                    | <b>\$18M to \$71.4M</b> |

\*Existing infrastructure, also included in list above.

\*\*Actual City cost to be determined by future grants and WETA contribution



City Manager's Office

November 18, 2024

To: Honorable Mayor and Members of the City Council

From: Paul Buddenhagen, City Manager

Re: Status of the Southern Peninsula and the building at 199 Seawall Drive in the Berkeley Waterfront

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## **Introduction**

During the recent evaluation of proposals for the 199 Seawall property, one proposer questioned the southern peninsula soil stability as well as structural integrity of the 199 Seawall Drive building in the Berkeley Waterfront, especially in light of Sea-level Rise (SLR) and potential land subsidence. This memo addresses these questions, and includes information about the regulatory jurisdictional setting, the history of the southern peninsula and building, previous leasing efforts for the building, and the health of the nearby trees.

## **199 Seawall Drive and Southern Peninsula of Berkeley Waterfront**

The Southern Peninsula is the land mass that extends south from University Avenue along Seawall Drive. It contains the southern portion of Sewall Drive with approximately 84 parking spaces, an asphalt parking lot with 320 striped parking spaces, a perimeter trail and the 199 Seawall building, located at the southern-most tip of the southern peninsula. (Attachment 1)

## **Regulatory Jurisdictional Setting**

The Berkeley Waterfront, which is defined as the uplands and adjacent waters that are to the west of Marina Blvd, falls within the regulatory jurisdiction of several agencies. A physical project changing the existing building at 199 Sewall Drive or its use would require regulatory authorizations and permits from two main agencies, the State Lands Commission and the San Francisco Bay Conservation and Development Commission (BCDC). Other agencies such as the Regional Water Board, U.S. Army Corps of Engineers, California Fish and Wildlife, and the City's Building Permit Center may also need to be consulted.

1. State Lands Commission

The State provided Berkeley with a grant of tidelands in 1913 to construct a yacht harbor in Bay waters. The original yacht harbor was completed in 1937 with partial funding from the federal Works Administration Program (WPA). In 1964, the City obtained a state loan to convert the Yacht Harbor into the current Berkeley Waterfront, with new uplands, parking lots, restaurants, hotel, parks, and the expansion of berth slips to 1,000. Construction was performed in phases from 1966 to 1975. The state grant of tidelands west of Marina Blvd makes the City a trustee of state lands and gives ownership rights to the City with key restrictions, summarized as follows: all uses must be related to water-dependent uses, such as navigation, commerce, and tourism, and must benefit the people of the state, and not just the local population. Housing and residential use are not allowable and other non-trust uses such as municipal and non-water-related use are limited.

2. San Francisco Bay Conservation and Development Commission (BCDC)

The shoreline of the Berkeley Waterfront is regulated by BCDC, who has jurisdiction over all waters of the Bay as well as the shoreline band around the Bay (defined as 100 ft inland from the high tide line). In 1966, the establishment of the southern peninsula and the 199 Seawall building was authorized by BCDC Permit 1966-028-000, which allowed for a restaurant, parking, a beach, and a park. Any expansion to the footprint of the 199 Seawall Drive building or any new uses of the land would trigger the need for a new BCDC permit as well as an amendment to the Bay Plan 2050, which could potentially take up to three years and only if there is strong political will. The Berkeley Waterfront currently has 28 BCDC permits that cover different parts of the Waterfront (buildings, parking lots, docks, parks, trails, etc.), which have been amended over time as the City implements renovations and new projects.(Attachment 3).

City staff is in regular communication with State Lands Commission and BCDC staff regarding operations, maintenance, use and capital projects.

**Lease History of the building at 199 Seawall Drive and adjacent parking area**

After the City obtained BCDC Permit No. 66-028-000 to create the southern peninsula, the City and Specialty Restaurant Corporation (SRC) entered into a 50-year ground lease in 1967, which allowed for the construction of a restaurant by SRC and a general-purpose shared parking lot by the City. SRC began construction of the 25,000 square foot building at 199 Seawall Drive later that year and completed the building (“Hs. Lordships Restaurant”) in 1969. The City completed the parking area around this time. The ground lease to SRC did not include the parking lot.

While the lease for the building was set to expire in August 2019, Specialty Restaurant Corporation terminated their lease suddenly, 13-months early and Hs. Lordships closed its doors on July 1, 2018.

1. Leasing Efforts with from 2018-2020

Five preliminary offers were received from 2018 to early 2021, but none of these prospective tenants were able to move forward with their proposals. The main reasons for this included concerns over building renovation costs, permitting complexities, structural unknowns about the building, financing issues, COVID-19, and the economy.

2. Leasing Efforts with IPG (2021-2023)

In 2021, Council authorized the City to enter into an Exclusive Negotiating Agreement (ENA) with Innovation Properties Group (IPG) (Resolution 70,043-N.S.) to obtain a tenant for the building, and authorized an extension of that ENA in 2022 (Resolution 70,481-N.S.). IPG attempted to develop a concept to draw customers and facilitate a phased development. IPG brought in over a dozen viable potential partners to evaluate the property and its business potential. They created a new vision, renderings, and other marketing materials and listings. They direct-marketed the project to restaurateurs from across the state and nation that they deemed to be a good fit for the Seawall project.

Between 2022 and 2023, the City received two preliminary proposals from IPG. As proposals were developed, investors and tenants grew more concerned about structural costs, rising interest rates, and challenges for indoor restaurants in the post-COVID-19 economy. Ultimately, neither of the two proposals materialized. The ENA with IPG ended in October, 2023.

3. Recent Leasing Efforts (2024)

In the Fall of 2024, the City received 3 new proposals and received direction from City Council to proceed with a 6-month ENA with TSA Holdings, Inc. to allow them to perform their due diligence on the property and negotiate with the City for a long-term lease. The ENA is scheduled to come before Council on November 19, 2024.

### **Operation of Building since 2018**

Over the past six years, the front office space of the building has been occupied by the City's Park Monitors. During this time, the building has undergone fires, break ins, and vandalism, which has required repairs to safety and alarm systems, leaky fire suppression and water systems, and broken windows, lights, doors, and gates. The City must also cover the ongoing cost of utilities at the building (water, gas, electric) as well as increased insurance. These costs have been covered by the City's Marina Fund in the amount of \$225,000 per year.

### **Physical Status of the Building**

1. Facilities Condition Assessment (2015).

In 2015, a facilities condition assessment of the building was performed by Kitchell Associates to study the following building elements: life safety, accessibility, exteriors and windows,

roofing, interiors (walls, doors, flooring, finishes, painting), mechanical (HVAC), plumbing (water supply and waste systems), fire protection systems, electrical systems and specialties (kitchen, laundry, other specific-use capital equipment). The report identified nineteen items that need repair, including the roof, windows, doors, wall and floor finishes, elevators, HVAC system, electrical system, sprinkler system, lighting, security, and fixed furnishings, at an estimated cost of \$2.6M in 2015 dollars.

## 2. Structural Assessment (October 2023).

In 2023, the City contracted with Transystems, Inc., an engineering firm, to perform an initial structural engineering assessment of the building to evaluate existing conditions. To inform the assessment, Transystems reviewed historical documents including available as-builts of the building, performed multiple onsite surveys including inspections of the structural members, and hired a separate engineering firm, GHD, to perform inspections and assessments of the piles and in-water elements of the building. The assessment findings stated that, “the subject building is in fair condition. Considering its use, the design and construction appear to be functionally appropriate.” More specifically, GHD identified 22 timber piles and 3 concrete piles that support the portion of the structure that is above the water. GHD’s findings regarding the condition of the piles stated that “based on the observations presented in this section, the piles, concrete slab, and beams can generally be rated as Fair since there was minimal damage and deterioration.” Note that “Fair” is defined as primary structural elements are sound but minor to moderate defects or deterioration are observed.<sup>1</sup> However, GHD identified two piles, “one concrete and one timber on the eastern side of the structure that need to be repaired. These two elements can be rated as Poor and should be prioritized for repairs.”

While most building elements and systems are in functioning order, the October 2023 study identified three important structural items that need repair (these include the sagging concrete slab on the eastern side of the building that requires four new pilings, a failed beam support between the first and second floor, and repairs to two existing piles (one wooden and one concrete) at an estimated cost of \$1.8M. The cause of these problems is due to the failure of specific elements and not due to land settlement/subsidence. It should be noted that there are several non-structural interior and exterior items that will need renovation, such as waterproofing, electrical, plumbing, sewer, mechanical, security, communications, lighting systems, and renovations to walls, windows, ceilings, floors, carpets, doors, bathrooms, etc), but these items do not reduce the structural integrity of the building. A future tenant would need to fund these large improvements. The cost estimate in current 2024 dollars for the necessary repairs is \$1.8M for all structural work and \$4.1M for non-structural work. Note that this cost is to restore the building to its original condition (baseline) which should be implemented in the short-term, and does not include additional tenant improvements that would be specific to their proposed businesses (e.g., upgraded kitchens, remodeling, additional upstairs restrooms, space reconfiguration, and more). A specific geotechnical investigation at the building site will be required prior to advancing any engineered design of the structural repairs.

<sup>1</sup> From table of definitions from American Society of Civil Engineers (ASCE) Guidelines No. 130 – Waterfront Facilities Inspection and Assessment Condition Rating Table.

## Parking Lot Condition and Operations

The asphalt parking lot at the southern peninsula was constructed by the City as general infrastructure to provide parking for the restaurant patrons as well as the general public visiting the Berkeley Waterfront. The parking lot has 320 striped parking spaces. The existing asphalt surface shows signs of typical asphalt deterioration. The unevenness appears to be due to localized asphalt failure and not any type of broader significant land subsidence. The parking lot will need reconstruction in the next five years and a geotechnical investigation will be required during the design phase.

## Southern Peninsula Environment Setting / Conditions

- Is the southern peninsula rapidly sinking into the Bay?
- How will Sea Level Rise affect the southern peninsula?
- Will a project in the southern peninsula require the removal of healthy trees?

The southern peninsula at the Berkeley Waterfront was filled in with dredging soils in 1967 under BCDC Permit No. 66-028-000. The purpose of the new peninsula was to include a restaurant, a park and beach, general public parking, and a protected area for sailing at the South Sailing Basin. To-date, the City is not aware of any significant local settling of the restaurant building nor the peninsula itself, and there is no pumping out of ground water anywhere at the Berkeley Waterfront (pumping is known to cause land subsidence). The existing asphalt parking lot shows signs of extensive wear and tear and minor localized settlement that would be typical of any parking lot that is close to sixty years old. There is no evidence of any significant land subsidence of the underlying Bay Mud Holocene geologic layer that could be causing damage to the parking lot or the overall uplands at the Berkeley Waterfront.

## Land Subsidence

According to the U.S. Geological Service, the term “land subsidence” in California is defined as

“... a gradual settling or sudden sinking of the Earth's surface due to subsurface movement of earth materials. The main cause of subsidence in California is groundwater pumping. The effects of subsidence include damage to buildings and infrastructure, increased flood risk in low-lying areas, and lasting damage to groundwater aquifers and aquatic ecosystems. <https://www.usgs.gov/centers/land-subsidence-in-california>

In 2018, a comprehensive study was published in **Science Advances** (Sherzaei and Burgmann) that evaluated land subsidence in California using detailed satellite data.<sup>2</sup>

<sup>2</sup> See <https://www.science.org/doi/10.1126/sciadv.aap9234>

Their report states the following:

*The map of vertical velocities shows a complex pattern of uplift and subsidence across the SFBA. Most of the Pacific shorelines and areas adjacent to the San Francisco Bay are subject to subsidence at less than ~2 mm/year.*

*Portions of Treasure Island, San Francisco, San Francisco International Airport, and Foster City are subsiding as fast as 10 mm/year (Figs. 2D). Santa Clara Valley to the south of the Bay is characterized by uplift at 1 to 2 mm/year (Fig. 2C), likely due to rising groundwater levels during this period (25). We find that most of the subsiding pixels are located on Quaternary substrate such as Holocene Bay mud deposits or man-made landfills subject to long-term compaction (17, 26).*

While the southern peninsula and all other uplands at the Berkeley Waterfront are clearly man-made landfills, in general, these areas undergo most of their consolidation during the installation construction process, followed by a secondary phase of consolidation settlement caused by the mechanical pressure from the weight of the soils, which can take decades.

In 2015, the U.S. Army Corps of Engineering Study of soil consolidation over Bay Mud in South San Francisco found that a fifteen-foot layer of artificial fill over a twenty-foot layer of Bay Mud would take approximately 42 years to reach 90% compaction.<sup>3</sup> Given that the southern peninsula was constructed almost 55 years ago, most fill soil consolidation (compaction) has been completed, and the general subsidence rate of less than 2mm per year throughout the Berkeley Waterfront indicated by the 2018 Shirzaei and Burgmann map can be explained primarily by the underlying Bay Mud layer that is slowly compacting throughout the Bay Area.

In a second analysis, City staff reviewed topographical elevations at the parking lot at the southern peninsula over the past twenty-two years and performed site inspections and concluded that there is no evidence of significant subsidence of the elevation of the land. Given these facts, it is reasonable to conclude that the southern peninsula will remain stable for the foreseeable future.

It should be noted that any new retaining structure taller than four feet triggers the California Building Code (CBC) for a structural study and geotechnical study to be completed during the design phase. The geotechnical study would evaluate the soil characteristics, soil compaction, earthquake induced hazards including liquefaction, water table, geologic factors, and other factors and would result in specific structural design requirements for the structure. Any proposed alterations to the 199 Seawall Drive building would require these studies. The City has nine existing geotechnical studies that were performed for major capital projects at the Berkeley Waterfront and Aquatic Park. None of the studies found geologic conditions at the Berkeley Waterfront that would indicate each project was not feasible. Instead, they were able

<sup>3</sup> See link at:

[https://www.spn.usace.army.mil/Portals/68/docs/FOIA%20Hot%20Topic%20Docs/SSF%20Bay%20Shoreline%20Study/Appx%20G\\_Geotechnical.pdf](https://www.spn.usace.army.mil/Portals/68/docs/FOIA%20Hot%20Topic%20Docs/SSF%20Bay%20Shoreline%20Study/Appx%20G_Geotechnical.pdf)

to provide specific design recommendations that would ensure structural viability and building code compliance for each project. (Attachment 4).

## Sea-Level Rise

In 2019, the City commissioned a Sea-Level Rise (SLR) Study as required by State Assembly Bill 691 to evaluate vulnerabilities and potential solutions.<sup>4</sup> The study's map shows that most of the uplands at the Berkeley Waterfront will not be impacted by SLR through the year 2100 (the year required by the legislation). For example, most of the uplands are at an elevation of 15 feet or higher which will be unaffected by the predicted new sea-level rise elevation of 12 feet by the year 2100. In addition, the land subsidence rate described above of less than 2mm would be considered too small to have any impact to the sea-level rise risk at the Berkeley Waterfront.

The 2019 SLR study identified three specific low spots at the Berkeley Waterfront that are vulnerable to SLR by the year 2050: a) the Virginia Street Extension at Marina Boulevard; b) the northeast corner of the Inner Harbor at the Doubletree Hotel; and c) the Bay Trail Extension south of University Avenue and west of Frontage Road. In November 2024, the City anticipates grant funding to design a mitigation project at the Virginia Street Extension and will seek construction funding to complete the project in the next five years. In 2022 and 2023, the City competed in two grant opportunities to address the vulnerable locations south of the Bay Trail Extension and will continue to seek project funding. The vulnerable spot at the northeast corner of the Inner Harbor is contained within the lease line of the Doubletree Hotel, and the City will need to work with them on designing and funding a mitigation project to address the impact of SLR at that location. The City will continue to seek project funding for these sites.

## Trees

The City arborist has performed an inspection of the 43 trees that are in the vicinity of the 199 Seawall Drive building. The trees are primarily a mix of Monterey cypress (*Hesperocyparismacrocarpa*) and Monterey pine (*Pinus radiata*). There are also four New Zealand Christmas trees (*Metrosiderosexcelisa*), a few small myoporum (*Myoporum laetum*) and a couple of other species. Most of the pines and cypress are senescent (over-mature) and in varying levels of decline. The Monterey pines are infected with pitch canker (*Fusarium circinatum*) and many are at a point where removal should be considered when the property is redeveloped. The Monterey cypress are in fair health, but there have been many branch failures over the years and they should be assessed individually at the time of redevelopment to determine if preservation or removal is appropriate. The four New Zealand Christmas trees are in good health with good structure and should be preserved. The *myoporum* and a few other trees should also be assessed individually based on the plans.

The condition of the pine and cypress trees are consistent with other mature trees of the same species throughout this region. Pitch canker is a prevalent disease wherever there are

<sup>4</sup>See link at: [https://berkeleyca.gov/sites/default/files/documents/2019-8-30%20Draft%20Sea%20Level%20Rise%20Assessment%20Study\\_0.pdf](https://berkeleyca.gov/sites/default/files/documents/2019-8-30%20Draft%20Sea%20Level%20Rise%20Assessment%20Study_0.pdf)

Monterey pine and this species has been suffering because of it for decades. Another common canker disease is cypress canker (*Seiridium sp.*) which is affecting many Monterey cypress throughout their range. Some of the cypress here show signs of it, as well as many other throughout the Waterfront, but repeated branch and stem failure affecting structural integrity is the primary concern for the cypress trees near 199 Seawall.

There were no indications of root failure resulting from soil changes, or any other observable signs or symptoms indicating the condition of these trees was anything more than the natural aging progression of these species in this region.

### **Conclusion**

City staff reviewed surveys and field conditions and did not find evidence of significant land subsidence at the southern peninsula nor at the building at 199 Seawall Drive. Additionally, while we do have sea level rise concerns in three areas of the Waterfront, they are not in the Southern Peninsula or in the area of 199 Seawall Drive in Berkeley Waterfront.

With regard to structural issues at the 199 Seawall Building, the structural assessment of 2023 indicated there is a need to perform structural repairs to three specific supporting pilings and building components, at the minimum, to meet its original structural integrity. These structural repairs and any additional tenant improvements will need to comply with current building code and be approved by the City's Building & Safety Department

Attachment 1: Map of southern peninsula at the Berkeley Waterfront

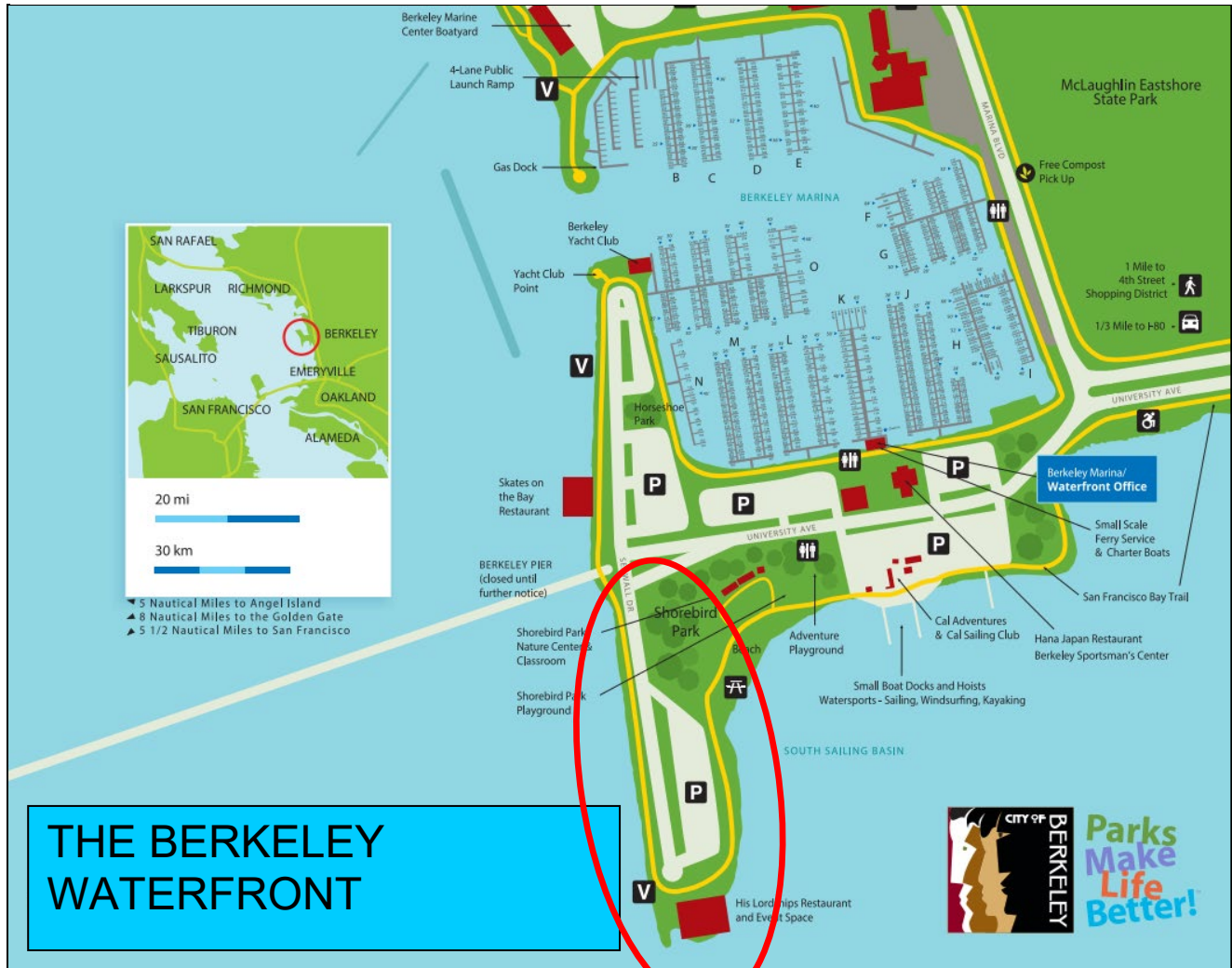
Attachment 2: Map of Subsidence

Attachment 3: List of BCDC Permits for the Berkeley Waterfront

Attachment 4: List of Geotechnical Reports at the Berkeley Waterfront

cc: Anne Cardwell, Deputy City Manager  
LaTanya Bellow, Deputy City Manager  
Scott Ferris, Director, Parks, Recreation & Waterfront Department  
Terrance Davis, Director, Public Works Department  
Jenny Wong, City Auditor  
Mark Numainville, City Clerk  
Matthai Chakko, Assistant to the City Manager  
Farimah Brown, City Attorney

### Attachment 1: Map of the southern peninsula at the Berkeley Waterfront

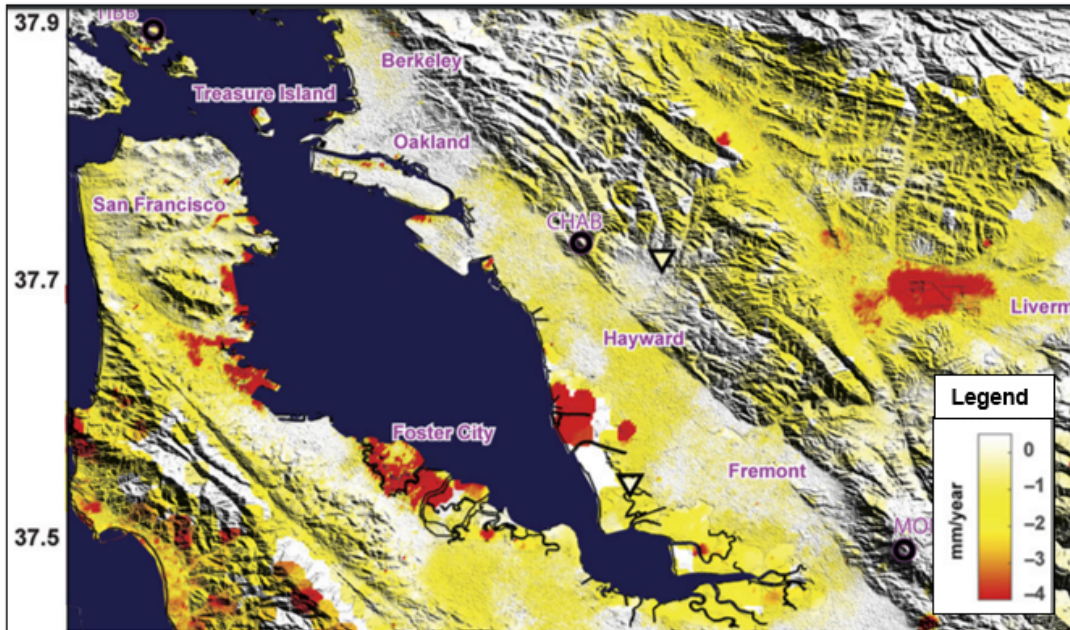


**THE BERKELEY WATERFRONT**

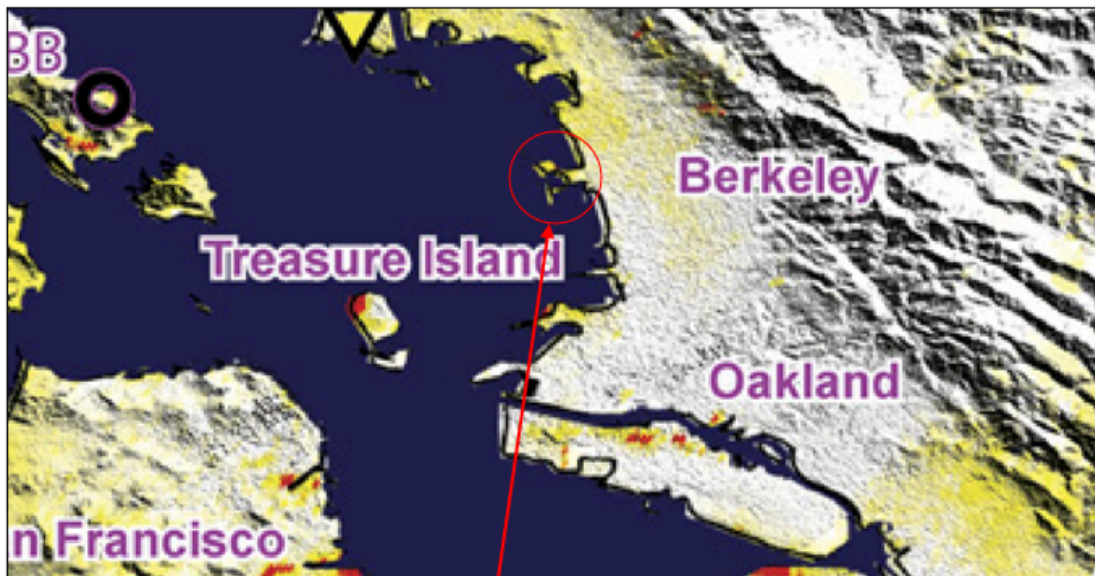
Southern peninsula at the Berkeley Waterfront

**Attachment 2: Map of Subsidence – Bay Area**  
 (source: Science Advance, Shirzaei & Burgmann, 2018.  
<https://www.science.org/doi/10.1126/sciadv.aap9234>)

**Regional map of subsidence velocity in the Bay Area**



**Regional map of subsidence velocity in the Bay Area.** Per the Legend, red indicates higher subsidence rate (more than 4mm per year), yellow indicates a lower rate of less than 2mm per year. Yellow is indicated for much of southern Richmond and Albany and parts of West Berkeley down to the greater San Jose area, as well as parts of San Francisco and the peninsula. (See source article for details on rates & methodology: Shirzaei and Burgman, 2018).



See the Berkeley Waterfront in the red circle. It is shown as yellow, indicating a subsidence rate of less than 2mm per year. (Source: Shirzaei and Burgman, 2018).

## Attachment 3: List of BCDC Permits for the Berkeley Waterfront

| Permit       | Permittee                | Location                                                                                  | Description                                                                                                                                                                                 |
|--------------|--------------------------|-------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1966.028.00  | COB                      | University Avenue                                                                         | Marina restaurant, beach, park, and parking at South Sailing Basin                                                                                                                          |
| 1967.002.00  | COB                      | Berkeley Marina                                                                           | Berkeley Marina Project                                                                                                                                                                     |
| 1971.037.02  | COB                      | Berkeley Marina                                                                           | Rip-rap and sewage pump out                                                                                                                                                                 |
| 1978.033.07  | COB                      | North Waterfront Park                                                                     | Park                                                                                                                                                                                        |
| 1979.005.13  | COB                      | Berkeley Marina                                                                           | Boat Mooring                                                                                                                                                                                |
| 1979.040.00  | COB                      | Berkeley Marina                                                                           | Breakwater                                                                                                                                                                                  |
| 1982.006.03  | COB                      | Berkeley Municipal Fishing Pier                                                           | Fishing pier extension/improvements                                                                                                                                                         |
| 1994.003.01  | COB                      | Berkeley Marina                                                                           | new berths, replacement                                                                                                                                                                     |
| 2007.008.04  | COB                      | Berkeley Bay Trail Spur                                                                   | Berkeley Bay Trail extending on the south side of University Ave., past Cal Sailing club. Amended in 2019                                                                                   |
| M1969.045.00 | COB                      | Small craft harbor at Berkeley Marina                                                     | Replace 10 existing piles, place 7 new piles and 2 three-pile dolphins, relocate 2 existing piles, and provide anchorages for 480 lineal feet of floating berth space at end of pier        |
| M1970.033.01 | COB                      | Berkeley Marina at the foot of University Ave                                             | In water area: piles, floats and 20,000 cubic yds of dredging; on shore: extensive landscaping, lighting, utility undergrounding and construction of marine office bldg, heliport and motel |
| M1972.020.00 | COB                      | Berkeley Marina                                                                           | Drive 7 piles along existing cruise boat dock                                                                                                                                               |
| M1972.050.09 | COB PW                   | vicinity of Berkeley Marina, Aquatic Park                                                 | maintenance dredging and disposal. amend 9                                                                                                                                                  |
| M1974.030.03 | COB, PW                  | 255-265 University Ave                                                                    | Remove temporary tent facilities, temporarily place two trailers, and construct two-story restaurant-cafe-fishing sport center covering 9,600 sq. ft.                                       |
| M1978.003.01 | COB, Berkeley Yacht Club | In the Bay, within 100-foot shoreline band, at Berkeley Yacht Club, at 100 Seawall Drive. | Reconstruct and use a portion of a yacht club structure consisting of an approx. 39-ft-long, 26-ft-wide structure covering approx. 1,000 sq ft of area                                      |
| M1981.043.01 | COB                      | Berkeley Municipal Marina                                                                 | Repair and replace 5,700 square feet of deteriorated concrete floating docks                                                                                                                |
| M1981.044.01 | COB                      | Berkeley Municipal Marina                                                                 | Dredge 15,000 cubic yards near the breakwater and marina entrance to provide safe water depth for vessels                                                                                   |
| M1981.124.00 | COB                      | At Berkeley Marina, south of University Ave near the South Sailing Basin                  | Place and use fencing and paving of 16,300-square-foot area of which 5,200 is within the Commission's jurisdiction                                                                          |

| Permit       | Permittee                     | Location                                              | Description                                                                                                                                                                                           |
|--------------|-------------------------------|-------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| M1982.088.01 | COB                           | The South Sailing Basin, Berkeley Marina              | Replacement of an existing dock by dock of new 1,250-square-foot docks and place 400 cubic yards of riprap                                                                                            |
| M1983.012.02 | COB                           | Frontage Rd between University Ave and Ashby Ave      | Place approximately 1,500 cubic yards of riprap along the edge of 4,200 linear feet of roadway                                                                                                        |
| M1983.096.00 | Boykin-Berkeley, Inc.         | Berkeley Marriott Inn, Marina Blvd                    | Construct an approximately 1,000-square-foot expansion to an existing lounge and a 500-square-foot expansion to an existing banquet room                                                              |
| M1985.050.02 | COB                           | Berkeley Marina, off University Ave                   | Improve park facilities within the 100-foot shoreline band at the Berkeley Marina to make them fully accessible to the disabled                                                                       |
| M1987.059.01 | COB                           | O Dock, Berkeley Marina                               | replace dock and eight boat berths                                                                                                                                                                    |
| M1998.063.00 | COB                           | Along West Frontage Road                              | public access construction and improvements and slope protection                                                                                                                                      |
| M2004.033.00 | COB and Regents of the UofCal | 100 University Ave,                                   | Expand an existing dry boat storage yard, install and repair signs to facilitate public use of the South Sailing Basin area                                                                           |
| M2006.010.03 | COB                           | 400 Gilman St, south of Gilman St and west of I-80    | Install 10,828 sq. ft. of landscaping and a 9.5 ft. long, 8-inch-diameter stormwater outfall as the beginning phase for construction of sports fields                                                 |
| M2007.008.03 | COB                           | Within the 100-foot-shoreline band, at University Ave | Construct 2,100-ft-long section of Bay Trail & improve windsurfer access. Install footbridge, windsurfer ramp, bus pad, other access amenities. Remove riprap, asphalt. Ongoing, in-kind maintenance. |

**Attachment 4: List of Geotechnical Reports at the Berkeley Waterfront:**

- Berkeley Animal Shelter, Geotechnical Investigation, 1 Bolivar Drive, Berkeley, California, Alan Kropp & Associates, Inc., December 15, 2008.
- Berkeley Bicycle/Pedestrian Bridge, Geotechnical Investigation, Eastern Touchdown Plaza, Aquatic Park, Berkeley, CA, Alan Kropp & Associates, Inc., July 31, 2007.
- Berkeley Marina Rehabilitation (D&E Dock), Geotechnical Investigation, Berkeley, CA, Treadwell & Rollo, Inc. (Concept Marine Associates, Inc.), December 16, 2004.
- Berkeley Marine Dock D & E Replacement Project Pile Driving & Height Geotechnical Memo, COWI North American, Inc. (Marnel Daway, James Connolly), April 25, 2022.
- Cesar Chavez Park, Riprap Repair, Data Review, Surveys and Site Investigation Results, Berkeley, CA, Mactec Inc., December 4, 2008.
- North Breakwater, Detailed Project Report, Small Navigation Project (North Breakwater), Berkeley Marina, Alameda County, CA, U.S. Army District, San Francisco Corps of Engineers, 1976.
- Shorebird Nature Center, Mactec Boring Geotech Study, March 28, 2006.
- South Cove Public Dock and Parking Lot Renovation Project, Berkeley Marina, Berkeley, CA, Geotechnical Investigation, A3GEO, Inc., February 12, 2013.
- University Avenue Lane Reconfiguration Project, Field and Laboratory Data Memorandum, Berkeley, CA, Crawford & Associates, Inc., March 17, 2020.



**Igor Tregub, Councilmember, District 4**

**To:** Honorable Mayor and Members of the City Council

**From:** Councilmember Igor Tregub (Author)

**Subject:** City Manager Referral: Strengthen Berkeley's Micromobility Regulatory Framework to Improve Public Safety, ADA Accessibility, and Operator Accountability

### **RECOMMENDATION**

Refer to the City Manager to develop recommendations for mitigating unsafe shared micromobility riding, improper parking, or device misuse and to strengthen Berkeley's micromobility framework through **improved incentives and enforcement, cost recovering fee and penalty structure, right of way and accessibility enforcement, stronger accountability measures, and community engagement and education**, and return to the City Council by December 2025, with preliminary research and by April 2026, with final recommendations. Recommendations should incorporate updates to future operator contracts and internal enforcement process and include the following elements, which, to the extent possible would be structured to shift the onus on the vendors to work with the City of Berkeley and other stakeholders:

#### **1. Improved Incentives and Enforcement**

- Clarify and strengthen city enforcement processes for the use by the public – how to report issues associated with micromobility.
- The enforcement structure should be such that operators would consider progressive accountability measures for individual users (e.g., mandatory classes, increased fines, revoking ridership privileges).
- Suggest mechanisms for imposing additional penalties by the city on operators failing to address violations in a timely and effective manner.

- Suggest mechanisms for enforcing the deployment of existing and emerging technologies by operators,<sup>1</sup> including, to the extent this is not already under consideration, geofencing, speed restrictions, and device locks for sidewalk riding or excessive speed, to prevent unsafe micromobility device use and for effective data collection and sharing.
- Recommend to operators to develop incentive programs rewarding riders who consistently use devices responsibly, such as offering free rides or discounts for properly parking devices, completing safety classes, or taking devices to high-demand areas where parking is limited.
- Recommend any additional operator-funded city incentive programs that reward evidence-based best operational practices by operators.

## 2. Cost Recovering Fee and Penalty Structure

- Implement an operator-paid fee and penalty schedule that fully covers the city's costs of staff time and enforcement infrastructure.<sup>2</sup>
- On a pilot basis, explore additional infrastructure contributions from operators, such as funding a specified number of parking corrals, bike racks, or signage based on fleet size, following models such as Bay Wheels in San Francisco.<sup>3</sup> Such improvements should be subject to an engineering assessment for safety and feasibility.
- Explore and negotiate leveraging data collected by micromobility devices for other city use.<sup>4</sup>
- Consider the expansion of the agreed upon fee, incentive, and enforcement model beyond current e-scooter contracts (Veo Micromobility and Lime) to include other current or future micromobility options (e.g., Bay Wheels).

## 3. Right of Way and Accessibility Enforcement

- Research and recommend additional effective and low-cost infrastructure upgrades,<sup>5</sup> including standardized markings for appropriate parking zones, creating parking corrals in daylighted zones to reduce sidewalk obstruction, and improve compliance with the Americans with Disability Act (ADA) (e.g.,

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<sup>1</sup> SFMTC: Scooter Sidewalk Riding Detection Technology Demonstration [https://www.sfmata.com/blog/scooter-sidewalk-riding-detection-technology-](https://www.sfmata.com/blog/scooter-sidewalk-riding-detection-technology-demonstration#:~:text=As%20part%20of%20the%20permitting,the%20results%20of%20Thursday's%20demonstration.)

[demonstration#:~:text=As%20part%20of%20the%20permitting,the%20results%20of%20Thursday's%20demonstration.](https://www.sfmata.com/blog/scooter-sidewalk-riding-detection-technology-demonstration#:~:text=As%20part%20of%20the%20permitting,the%20results%20of%20Thursday's%20demonstration.)

<sup>2</sup> A proposal to increase the shared micromobility fee is being submitted on August 18, 2025 ("Refer to the City Manager in Collaboration with the City Attorney's Office to Develop Proposed Increases to the Shared Micromobility Program," Councilmembers Lunaparra, Blackaby, Humbert, and Tregub.

<sup>3</sup> <https://www.sfmata.com/blog/sfmata-and-bay-wheels-reach-agreement>

<sup>4</sup> Studying the Use of Low-Cost Sensing Devices to Report Roadway Pavement Conditions, USDOT, <https://rosap.ntl.bts.gov/view/dot/78991#:~:text=This%20report%20investigates%20the%20application,netw ork%20longevity%20and%20user%20satisfaction.>

<sup>5</sup> <https://alexnesic88.medium.com/parking-compliance-unleashing-the-potential-of-shared-micromobility-d979b1e3c950>

- eliminating or mitigating for instances of micromobility devices impeding public right of way access to those with physical disabilities). Operators should consider enhancing ADA compliance and accessibility by incorporating features such as Braille labels on devices, emergency buttons accessible to wheelchair users, and prominently displayed contact information that is easily visible at all times of day, subject to technological and contractual feasibility. The operator fee should, to the extent possible, incorporate the costs of all such measures.
- Incorporate systems to reduce unsafe behaviors, including geofencing, speed restrictions, and device locks for sidewalk riding or excessive speed. Such measures and mechanisms would be at the discretion of the City Manager.

#### **4. Stronger Accountability Measures**

The City of Berkeley should continue, through contracting tools, to reflect the shared responsibility of operators in ensuring that unsafe behaviors and public nuisances are proactively addressed, as negative perceptions could threaten the long-term viability of these services. Operators should be held accountable for protecting the public perception and social acceptance of micromobility.

- Enhance the currently required submission of monthly reports by operators to City staff with the production of biannual (twice per year) reports to the full Council, including, but not limited to detailing moving and parking violations, number of repeat offenders, safety class attendances, warnings issued, penalties applied, and any ridership privileges revoked.
- Require operators to provide mandatory certifiable rider safety training with recurring reminders through apps and other means.
  - o Training should cover safe riding practices, proper parking, and the impact on vulnerable populations, including children, seniors, and people with disabilities.

#### **5. Community Engagement and Education**

- Centralize and streamline the city's website to ensure all micromobility program details and reporting instructions are easy to find and access in one location. Explore creating a micromobility information hub with all relevant information in one place (a separate website or a robust micromobility webpage).
- Expand education campaigns via signage, classes, media, and social media to increase awareness of proper micromobility use.
- Develop and provide materials for residents to understand reporting processes, safe riding practices, and ADA considerations.
- Partner with operators to create public-private partnerships with educational institutions, community and advocacy organizations, and affordable housing

providers to further promote equitable outreach and education campaigns and responsible device use.

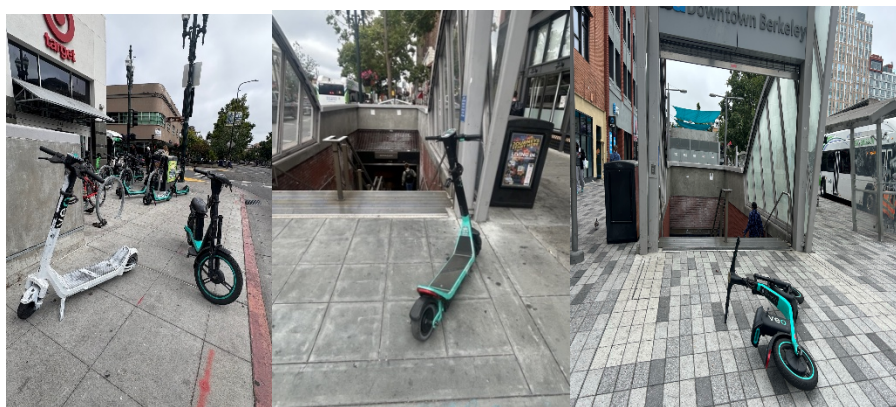
- Special attention should be given to family and youth education. Operators and the City should partner with schools and community groups to equip parents with resources to educate their children on micromobility safety.

These coordinated approaches integrate infrastructure improvements, rider safety, enforcement, operator accountability, public education, and rider incentives, providing a framework for a safer, more equitable, and sustainable micromobility system in Berkeley.

### **CURRENT SITUATION AND ITS EFFECTS**

Micromobility devices including e-scooters, bikes, e-bikes, skateboards, and hoverboards have become an increasingly popular mode of transportation in Berkeley, providing sustainable, low-emission, and convenient first- and last-mile travel options.<sup>6</sup> Currently, Berkeley has approximately 200 Lime scooters and 800 devices, including scooters and e-bikes, operated by Veo Micromobility,<sup>7</sup> reflecting the growing presence of shared micromobility options. However, current regulations and enforcement mechanisms have not kept pace with the challenges posed by their growing use and need to be closer aligned with Vision Zero Action Plan passed by the City in 2018.<sup>8</sup>

Improperly parked devices routinely block sidewalks, curb ramps, and transit access points, creating hazards for seniors, people with disabilities, and pedestrians. Unsafe riding behaviors including sidewalk riding, speeding, and double riding continue to be reported, yet the city lacks clear, publicly accessible reporting channels specific to micromobility.<sup>9</sup>



*Examples of improperly parked Veo Micromobility and personal micromobility devices on Shattuck Avenue, Berkeley, CA, Summer 2025.*

<sup>6</sup>U.S. Department of Transportation, Climate Change Center “Shared Micromobility & Micro Transit” <https://www.transportation.gov/sites/dot.gov/files/2025-01/Shared%20Micromobility%20%26%20Microtransit.pdf>.

<sup>7</sup> Berkeleyside <https://www.berkeleyside.org/2024/07/05/berkeley-fleet-of-lime-rental-e-scooters>

<sup>8</sup> Berkeley Vision Zero Action Plan <https://berkeleyca.gov/sites/default/files/2022-02/Vision-Zero-Annual-Report-2020-2021.pdf>

<sup>9</sup> Berkeley Police Department, “Annual Traffic Safety Report,” 2023 (internal document).

In Berkeley, micromobility vendors have the primary responsibility for enforcing the rules on their customers and to address noncompliance, including through disincentives (e.g., penalties on riders who violate the terms of their agreement with the vendor up to a prohibition on future use of the platform) and physically addressing issues in the field (e.g., picking up and moving poorly parked vehicles for example within a defined timeframe).

The City of Berkeley, particularly the Public Works Transportation Department, has a secondary role to inspect the streets, document poor behavior, notify device operators, and, when necessary, fine vendors for poor performance of the terms of their contract with the city. The City of Berkeley currently provides detailed information for members of the public to report poor behavior and how to help us monitor and report items to the device operators. Public participation helps expand the reach of our inspection and data collection. However, this information is concentrated on a single webpage and opportunities exist to disseminate it more broadly.<sup>10</sup>

Furthermore, based on the many instances of noncompliance with terms of micromobility contracts with the city (e.g., documented instances of illegally parked scooters not being picked up within the designated time frame required per their contract), the current accountability structure appears to be less than adequate. The current City of Berkeley micromobility payment structure is \$1500 per vendor application fee, a \$15,000 Annual Operating Fee per vendor, and a permitting fee of \$64 per vehicle. The penalty structure is \$27 per violation if the City of Berkeley or member of the public submits a violation ticket, and the vendor does not respond within 72 hours. The penalty rises to \$127 per violation if the noncompliance occurs in an ADA zone or the blocking a sidewalk or entrance way. Several jurisdictions with comparable micromobility use cases appear to have a fee and penalty structure that imposes higher fees and penalties than Berkeley.<sup>11</sup>

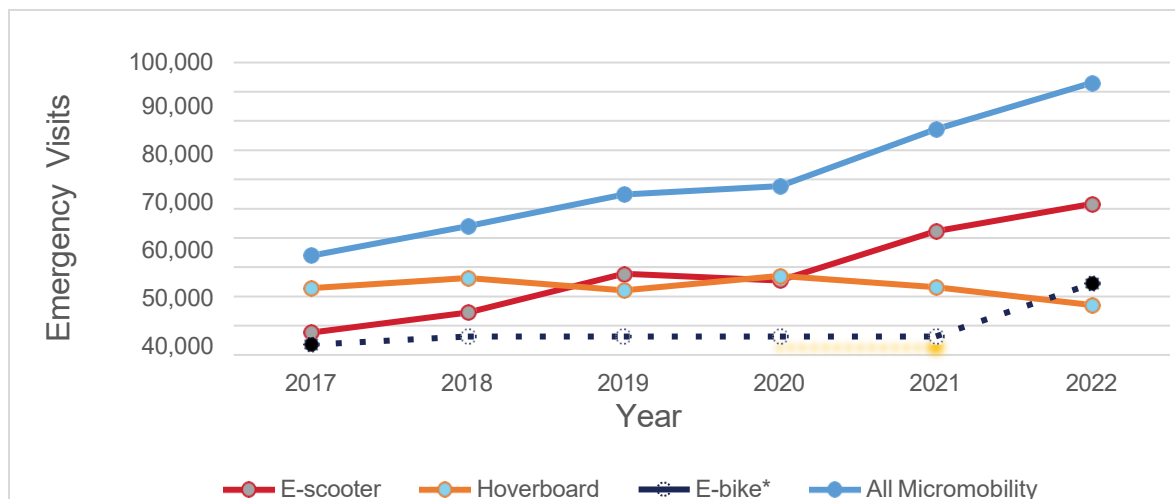
The U.S. Consumer Product Safety Commission reports over 50,000 emergency department visits linked to e-scooter use nationwide in recent years, underscoring the urgent need for clear enforcement, public education, and infrastructure improvements to mitigate risks and enhance public safety. Overall emergency department visits associated with micromobility increased significantly from 2017 to 2022.<sup>12</sup>

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<sup>10</sup> <https://berkeleyca.gov/city-services/getting-around/shared-bikes-and-scooters>

<sup>11</sup> A proposal to increase the shared micromobility fee is being submitted on August 18, 2025 (“Refer to the City Manager in Collaboration with the City Attorney’s Office to Develop Proposed Increases to the Shared Micromobility Program,” Councilmembers Lunaparra, Blackaby, Humbert, and Tregub.

<sup>12</sup> <https://www.cpsc.gov/Newsroom/News-Releases/2024/E-Scooter-and-E-Bike-Injuries-Soar-2022-Injuries-Increased-Nearly-21>



Simultaneously, technological advances, such as geofencing, pavement-sensing speed regulators, and others allow companies to monitor and modify behavior in real time.

Some cities employ programs and technologies that improve micromobility use.

### San Francisco, CA

- San Francisco's Powered Scooter Share Permit Program requires application and annual permit fees, along with fleet size caps, effectively shifting enforcement costs to operators and ensuring responsible management.<sup>13</sup>
- San Francisco's multi-channel outreach includes the "Three Golden Rules" campaign, social media messaging, and community events coordinated with local law enforcement.<sup>14</sup>
- San Francisco uses geofencing to limit speeds and restrict sidewalk riding, empowers parking officers with citation authority, and incentivizes compliant parking through dedicated programs.

### Austin, TX

- Austin employs operator limits, fleet caps, and cost recovery mechanisms to fund enforcement and infrastructure improvements.<sup>15</sup>
- Austin enforces nighttime speed limits and deploys "force-park" technology to ensure proper device placement.

### Portland, Oregon

<sup>13</sup> SFMTA, "Powered Scooter Share Permit Program," <https://www.sfmta.com/projects/powered-scooter-share-permit-program>

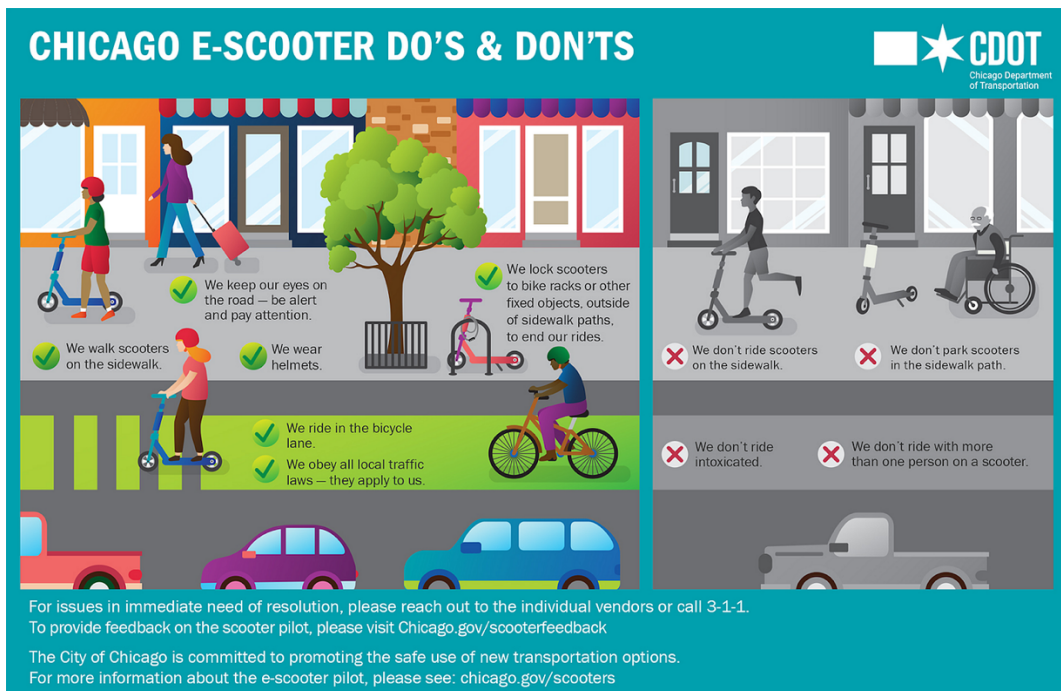
<sup>14</sup> SFMTA, "Scooter Safety Campaign 2023," <https://www.sfmta.com/scooter-safety-campaign-2023>

<sup>15</sup> City of Austin, "Micromobility Program," <https://www.austintexas.gov/sharedmobility>

- Portland integrates in-app reminders and widespread public education to promote safe riding and proper parking.<sup>16</sup>
- Portland mandates secure locking of devices post-trip and rapid removal of improperly parked scooters, supported by centralized 311 reporting.

## Chicago, Illinois

- Chicago developed a sweep of educational campaigns to provide comprehensive and easy to assess and intake resources, including Rider Tips for How to Safely and Properly Use Shared Scooters.<sup>17</sup>



## **BACKGROUND**

Micromobility offers substantial benefits, including reduced greenhouse gas emissions, lower transportation costs, and increased access to transit.<sup>18</sup> A survey in neighboring Oakland found that 37% of e-scooter riders used them to connect to public transportation at least once a week.<sup>19</sup> Micromobility devices are used by a wide range of residents,

<sup>16</sup> Portland Bureau of Transportation, "Shared Electric Scooter Program,"

<https://www.portland.gov/transportation/regulatory/escooterpx/documents/2019-new-mobility-snapshot/download>

<sup>17</sup> Rider Tips for How to Safely and Properly Use Shared Scooters

[https://www.chicago.gov/city/en/depts/cdot/supp\\_info/escooter-share-pilot-project.html](https://www.chicago.gov/city/en/depts/cdot/supp_info/escooter-share-pilot-project.html)

<sup>18</sup> California Air Resources Board, "Reducing Greenhouse Gas Emissions from Transportation,"

<https://safetrec.berkeley.edu/sites/default/files/publications/escooterresearchbriefsummer2022.pdf>

<sup>19</sup> City of Oakland Department of Transportation, "Micromobility Survey Report," 2023,

<https://www.oaklandca.gov/Government/Oakland-Improvement-Projects/Zero-Emission-Vehicle-Action-Plan>

including students, commuters, seniors, and visitors, offering convenient first- and last-mile connections to transit and local destinations.

Berkeley already has a vast library of materials relevant to the topic of micromobility, including laws, rules and regulations and contracts with operators, including the:

- Draft Plan for the 2025 Berkeley Bike Plan<sup>20,21</sup>;
- Berkeley Electric Bike Equity Project (BEEP) 2025<sup>22</sup>;
- City of Berkeley, Public Works – Transportation Division; Shared Electric Micromobility Permit Program – Terms, Conditions, and Application 2024<sup>23</sup>; and
- City of Berkeley Electric Mobility Roadmap 2020<sup>24</sup>

The data, however, is dispersed throughout the city’s website and can be difficult to find. Some articles on the city news page provide more information<sup>25</sup> about micromobility in the city than dedicated pages<sup>26,27</sup>.

Some operators that are providing services in Berkeley, such as Veo Micromobility, already make investments in addressing ADA compliance and community engagement.<sup>28</sup> Berkeley has the opportunity to further enhance its micromobility framework by drawing on successful approaches from peer cities that integrate safety, accountability, and infrastructure through clear regulations, effective enforcement, and robust public education.

This report was prepared in consultation with City of Berkeley Public Works Department and Bike East Bay.<sup>29</sup>

## **COMMUNITY IMPACT**

Strengthening Berkeley’s micromobility regulations will enhance public safety, protect

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<sup>20</sup> Draft Plan for the 2025 Berkeley Bike Plan [https://berkeleybikeplan.org/storage/app/media/uploaded-files/draft/DRAFT\\_Berkeley\\_Bike\\_Plan\\_08072025.pdf](https://berkeleybikeplan.org/storage/app/media/uploaded-files/draft/DRAFT_Berkeley_Bike_Plan_08072025.pdf)

<sup>21</sup> City of Berkeley, This Draft Plan for the 2025 Berkeley Bike Plan Update, <https://berkeleybikeplan.org/#/recommendations>

<sup>22</sup> Berkeley Electric Bike Equity Project (BEEP) 2025 <https://berkeleyca.gov/sites/default/files/documents/BEEP%20Data%20Analysis%20Summary%20Report%20February%202025-reduced.pdf>

<sup>23</sup> City of Berkeley: Shared Electric Micromobility Permit Program (SEMPP) Terms and Conditions Revised 2024 [https://berkeleyca.gov/sites/default/files/documents/SEMPP%20T%26C\\_Revised%202024\\_0.pdf](https://berkeleyca.gov/sites/default/files/documents/SEMPP%20T%26C_Revised%202024_0.pdf)

<sup>24</sup> City of Berkeley Electric Mobility Roadmap. [https://berkeleyca.gov/sites/default/files/2022-01/City%20of%20Berkeley%20Electric%20Mobility%20Roadmap\\_2020.pdf](https://berkeleyca.gov/sites/default/files/2022-01/City%20of%20Berkeley%20Electric%20Mobility%20Roadmap_2020.pdf)

<sup>25</sup> City of Berkeley, Hundreds more e-bikes added to Berkeley’s bike share stations, <https://berkeleyca.gov/community-recreation/news/hundreds-more-e-bikes-added-berkeleys-bike-share-stations>

<sup>26</sup> City of Berkeley, Shared Bike and Scooters, <https://berkeleyca.gov/city-services/getting-around/shared-bikes-and-scooters>

<sup>27</sup> City of Berkeley, Electric Mobility, <https://berkeleyca.gov/city-services/getting-around/electric-mobility>

<sup>28</sup> Shared Micromobility for All [https://www.veoride.com/designing-for-access-what-disability-advocates-told-us-about-micromobility/?utm\\_source=chatgpt.com](https://www.veoride.com/designing-for-access-what-disability-advocates-told-us-about-micromobility/?utm_source=chatgpt.com)

<sup>29</sup> Bike East Bay, <https://bikeeastbay.org/>

ADA accessibility, and reduce sidewalk obstructions. Consistent enforcement and updated operator contracts ensure accountability and equity, while expanded public education campaigns and improved infrastructure promote safe, orderly, and sustainable micromobility use.

### **FINANCIAL IMPLICATIONS**

The implementation of these recommendations will likely require additional staffing to support the City's micromobility coordinator (1 full-time equivalent). Therefore, the costs associated with enforcement, infrastructure upgrades, and public education must be offset through revised fee and penalty structures incorporated into operator contracts. By requiring micromobility companies to contribute to the costs of enforcement, signage, designated parking, and other safety infrastructure, the City of Berkeley will minimize impacts to the General Fund.

### **ENVIRONMENTAL SUSTAINABILITY AND CLIMATE IMPACTS**

Well-regulated micromobility directly supports Berkeley's Climate Action Plan by providing low-emission alternatives to short car trips, helping to reduce greenhouse gas emissions, air pollution, and traffic congestion. By investing in safe infrastructure, accessible parking, and public education, the City of Berkeley can encourage more people to adopt micromobility options, increasing the share of sustainable transportation in daily travel.

### **CONTACT PERSON**

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CONSENT CALENDAR

September 9, 2025

To: Honorable Members of the City Council

From: Councilmember Lunaparra (Author), Councilmember Blackaby (Co-Sponsor), Councilmember Humbert (Co-Sponsor), Councilmember Tregub (Co-Sponsor)

Subject: Refer to the City Manager in Collaboration with the City Attorney's Office to Develop Proposed Increases to the Shared Micromobility Program Fees

RECOMMENDATION

Refer to the City Manager in collaboration with the City Attorney's Office to develop proposed increases to the shared micromobility program fees and return to Council within 120 days. The proposed amendments should evaluate adjustments to the following fee categories:

- Application fee
- Operating fee
- Fee per vehicle
- Fee per ride

CURRENT SITUATION AND ITS EFFECTS

Berkeley started its shared micromobility program in April 2022, with the goal of addressing gas-vehicle's exacerbation of climate change, offering convenient transportation options throughout the city, and creating safer streets for all. While the program has been extremely effective, there has been a persistent issue related to improperly parked scooters, largely due to insufficient scooter and bike parking infrastructure. The City Council frequently receives complaints regarding this problem.

To sustain this essential program that aligns with Berkeley values and policy commitments, it is important to adjust the shared micromobility program fees to meet the needs of all residents who use our sidewalks and streets. These fees have remained static since the program's launch, while cost of living, construction costs, and the City's budget deficit have increased. In 2024, Portland State University's Transportation Research and Education Center published a study explaining that, "now might be a logical time to re-evaluate fee structures, particularly those cities that have made minimal changes to the program terms since the beginning of the shared micromobility industry."<sup>1</sup> With the quickly shifting landscape of the industry and an

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<sup>1</sup> John MacArthur, Kevin Fang, and Calvin Thigpen, *Taxing Shared Micromobility: Assessing the Global Landscape of Fees and Taxes and Their Implications for Cities, Riders, and Operators*, research report (Portland, OR: Transportation Research and Education Center, Portland State University, June 2024), [https://ppms.trec.pdx.edu/media/project\\_files/PSU\\_SSU\\_micromobility\\_fees\\_and\\_taxes\\_report.pdf](https://ppms.trec.pdx.edu/media/project_files/PSU_SSU_micromobility_fees_and_taxes_report.pdf).

uncertain budget, Berkeley should amend fees to become more consistent with similarly effective programs.

With additional revenue, the City could meet evolving needs and support the development and installation of necessary scooter and bike parking, racks, and infrastructure to ensure the program's continued success.

The request that staff return to Council with an amended contract within 120 days is to ensure the process is finalized before the Spring Request For Proposal timeline.

## BACKGROUND

Since the start of Berkeley's shared micromobility program in 2022, the most common complaint amongst community members has been improper parking of shared vehicles. Many complaints cite scooters blocking the public right-of-way, making it difficult to safely use streets and sidewalks. As the program provides significant benefits to residents citywide—demonstrated by one of the highest ridership rates in the Bay Area—and plays a vital role in advancing our climate and transit goals, it's critical to creatively address these issues while remaining committed to the long-term viability of the program.

District 7 has one of the lowest rates of car ownership in Berkeley and the shared micromobility program has fundamentally and critically changed the way residents get around. This is evident in the fact that District 7 accounts for 37% of all shared micromobility rides across the entire City. With a high rate of ridership and UC Berkeley's restriction of shared micromobility devices on campus, the district experiences a large share of improper parking incidents, creating hazardous conditions for people with disabilities, seniors, pedestrians, and cyclists. A study by the University of Oregon's Urbanism Next Center found that 13% of improper parking is due to insufficient parking, 9% is because people parked how others did, and 7% of incidents were because people were in a hurry.<sup>2</sup> To address these three pertinent issues and reduce right-of-way obstructions, the City, along with our shared micromobility vendors, must invest in more dedicated scooter and bike parking facilities.

## RATIONALE FOR RECOMMENDATION

Berkeley's shared micromobility program charges vendors less than those in other jurisdictions with comparable ridership levels. When Berkeley's program started, public-private shared micromobility initiatives were still relatively new and still in the process of refining oversight mechanisms, best practices, and sustainable fee structures. Berkeley's fees do not reflect the evolving challenges of the program or the high demand it sustains. The current fee structure fails to generate sufficient revenue to offset the cost of administering and sustaining the program while also supporting the development and construction of scooter and bike parking. This is a necessary part of effectively maintaining Berkeley's high level of ridership while keeping sidewalks and streets safe and accessible.

The following data provides a direct comparative analysis of shared micromobility fee structures across a sample of California cities, including regional neighbors and other cities with a large university presence.

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<sup>2</sup>Calvin Thigpen, Nicholas Klein, and Anne Brown, *Dedicated Parking for Micromobility: A Practical Guide for Implementation* (Portland, OR: Urbanism Next Center, 2025), accessed July 17, 2025, <https://www.urbanismnext.org/resources/dedicated-parking-for-micromobility>

|                                                | Application fee                   | Annual operating fee | Number of operators | Per vehicle    | Permitted vehicles         | Other fees                             | Total revenue/ yr |
|------------------------------------------------|-----------------------------------|----------------------|---------------------|----------------|----------------------------|----------------------------------------|-------------------|
| <b>Berkeley</b> <sup>3</sup><br>(2025)         | \$1,500                           | \$15,000             | 2                   | \$64           | 825                        | -                                      | \$85,800          |
| <b>Oakland</b> <sup>4</sup><br>(2025)          | \$2,500                           | \$30,000             | 2                   | \$64           | 2,000                      | -                                      | \$193,000         |
| <b>San Francisco</b> <sup>5</sup><br>(2025)    | \$6,173                           | \$44,041             | 2                   | see other fees | total: 5,500, added: 2,872 | One time \$100/ device, for bike racks | \$381,455         |
| <b>San Jose</b> <sup>6</sup><br>(2025)         | \$4,000                           | -                    | 1                   | \$139          | 1,000                      | \$10,000 deposit                       | \$143,000         |
| <b>Emeryville</b> <sup>7</sup><br>(2025)       | \$1,000                           | \$2,500              | 1                   | -              | -                          | -                                      | \$3,500           |
| <b>Santa Monica</b> <sup>8</sup><br>(2025)     | -                                 | \$20,000             | 4                   | \$104          | 2,200                      | \$.2/trip for PROW                     | \$451,225         |
| <b>Sacramento</b> <sup>9</sup><br>(2025)       | \$4,400.00                        | -                    | 2                   | \$104          | 1,500                      | \$.1 per trip, for infrastructure      | \$221,375         |
| <b>West Sacramento</b> <sup>10</sup><br>(2025) | 1st yr: \$2,500<br>Renew: \$1,500 | -                    | 2                   | -              | 500                        | \$.1 per trip, for monitoring          | \$9,387           |
| <b>Davis</b> <sup>11</sup><br>(2025)           | -                                 | \$10,000             | 1                   | -              | 600+                       | → \$46,400 UCD<br>→ \$.2 per ride      | \$16,400          |

<sup>3</sup> [https://berkeleyca.gov/sites/default/files/documents/SEMPP%20Application\\_2024.pdf](https://berkeleyca.gov/sites/default/files/documents/SEMPP%20Application_2024.pdf) Iris Kwok, "Berkeley Approves Fleet of Lime Rental E-Scooters," *Berkeleyside*, July 5, 2024, accessed July 10, 2025, <https://www.berkeleyside.org/2024/07/05/berkeley-fleet-of-lime-rental-e-scooters>.

<sup>4</sup> City of Oakland. 2025. *2025–2026 Scooter-Sharing Terms and Conditions (Redlined). Dockless Vehicle Share Program*. Last updated April 16, 2025. Oakland, CA: Oakland Department of Transportation. <https://www.oaklandca.gov/files/assets/city/v1/transportation/documents/car-share-bike-share-amp-scooter-share/bike-share/redlined-2025-2026-scooter-sharing-terms-and-conditions.pdf>

<sup>5</sup> City of San Francisco, San Francisco Municipal Transportation Agency, *FY25-FY26 Powered Scooter Share Permit Program* (memorandum from Jeffrey Tumlin, Director of Transportation, and Kate Toran, Taxis, Access & Mobility Services Director, May 30, 2024), San Francisco, CA: San Francisco Municipal Transportation Agency, <https://www.sfmta.com/media/39651/download?inline>.

<sup>6</sup> City of San José, *Resolution No. RES2024-230: Amending Resolution No. 72737 to Amend and Establish Various Fees and Charges, Effective July 1, 2024*, adopted June 11, 2024, City Council agenda item 3.5(b), accessed July 10, 2025, <https://records.sanjoseca.gov/Resolutions/RES2024-230.pdf>.

<sup>7</sup> City of Emeryville, *Master Fee Schedule* (approved April 15, 2025; effective July 1, 2025; Emeryville, CA: City of Emeryville), <https://www.emeryville.org/files/assets/city/v1/public-works/documents/environmental-programs/waste/coe-master-fee-schedule.pdf>.

<sup>8</sup> City of Santa Monica, *Second Shared Mobility Device Program Administrative Regulations*, December 2024 (Santa Monica, CA: Santa Monica Mobility Division, City of Santa Monica), [https://www.santamonica.gov/media/Mobility/Shared\\_Mobility/Second%20Shared%20Mobility%20Device%20Program%20Admin%20Regs\\_Dec2024.pdf](https://www.santamonica.gov/media/Mobility/Shared_Mobility/Second%20Shared%20Mobility%20Device%20Program%20Admin%20Regs_Dec2024.pdf).

<sup>9</sup> City of Sacramento, *Resolution No. 2021-0260, Approving Shared-Rideable Permit Fees*, adopted by the City Council on August 17, 2021, accessed July 10, 2025, <https://www.cityofsacramento.gov/content/dam/portal/pw/Transportation/Transportation-Planning/Shared-Rideables/R2021-0260-Approving-Shared-Rideable-Permit-Fees.pdf>.

<sup>10</sup> <https://www.cityofwestsacramento.org/home/showpublisheddocument/19751/638711634834530000>

<sup>11</sup> City of Davis, *Shared Micromobility Agreement* (City Council staff report, July 18, 2023), accessed July 17, 2025, <https://documents.cityofdavis.org/Media/Default/Documents/PDF/CityCouncil/CouncilMeetings/Agendas/2023/2023-07-18/04-Shared-Micromobility-Agreement.pdf>.

|                                            |   |          |   |       |       |                                       |                  |
|--------------------------------------------|---|----------|---|-------|-------|---------------------------------------|------------------|
| <b>Long Beach</b> <sup>12</sup><br>(2025)  | - | \$25,000 | 2 | \$75  | 3,000 | → \$75 inspection<br>→ \$.25 per trip | <b>\$430,425</b> |
| <b>Culver City</b> <sup>13</sup><br>(2025) | - | \$20,000 | 1 | \$100 | 200+  | \$.2 per ride                         | <b>\$66,000</b>  |

\*Data from July 1, 2024 - June 30, 2025

\*\*2024/2025 Long Beach ride data was not publicly available, data is based on 2023 statistics

\*\*\*These numbers do not include fines or penalties

This data shows some fee areas where Berkeley charges a similar amount to other jurisdictions and others where Berkeley is undercharging. Certainly, this data only presents half of the larger market picture. There are other critical factors when calculating if Berkeley is charging market rate for permits. Many of the referenced municipalities that charge higher fees are larger or deploy more scooters than Berkeley, so to better understand how Berkeley’s ridership data proportionally compares to other jurisdictions with higher fees, we used two key indicators: per capita use, which shows the proportional rate of shared mobility users relative to population size and utilization rate, measuring how often each device is used in a day. Utilization rate is commonly used to evaluate the effectiveness of the program. Together, these metrics highlight the demand of the devices and their function within the transportation system.

| City <sup>14</sup> | Population     | Avg # of deployed vehicles | Total rides per yr | Avg rides/day | Rides per capita | Rides per device per day |
|--------------------|----------------|----------------------------|--------------------|---------------|------------------|--------------------------|
| <b>Berkeley</b>    | <b>124,000</b> | <b>710</b>                 | <b>313,000</b>     | <b>879</b>    | <b>2.52</b>      | <b>1.24</b>              |
| San Francisco      | 815,000        | 3,900                      | 1,840,000          | 5,169         | 2.26             | 1.33                     |
| Davis              | 66,850         | 269                        | 65,800             | 180.00        | 0.98             | 0.67                     |
| Sacramento         | 528,000        | 1,525                      | 545,000            | 1,531         | 1.03             | 1.00                     |
| West Sacramento    | 54,000         | 465                        | 67,800             | 190           | 1.26             | 0.41                     |
| Santa Monica       | 93,000         | 1,660                      | 711,000            | 1,997         | 7.65             | 1.20                     |

\*Data from July 1, 2024 - June 30, 2025

\*\*Data includes dock and dockless shared micromobility

The table indicates that Berkeley's shared micromobility program has strong shared mobility use relative to its population, high demand for vehicles, and fleet efficiency comparable to Santa Monica and San Francisco. Berkeley demonstrates proportionally concentrated and consistent scooter use, ultimately indicating high demand and suggesting potential financial feasibility for increasing fees.

<sup>12</sup> City of Long Beach, *Micro-Mobility Program (E-Scooters/E-Bikes)* (Long Beach, CA: City of Long Beach, updated May 24, 2025), accessed July 9, 2025, <https://www.longbeach.gov/goactive/b/programs/micro-mobility-program/>, City of Long Beach, *Beach Bike Path E-Scooter Pilot and Data Analysis*, memorandum from Eric Lopez, Director of Public Works, to Mayor and City Council, June 4, 2024, City of Long Beach, accessed July 9, 2025, <https://www.longbeach.gov/globalassets/city-manager/media-library/documents/memos-to-the-mayor-tabbed-file-list-folders/2024/june-4--2024---beach-bike-path-e-scooter-pilot-and-data-analysis>

<sup>13</sup> City of Culver City, *Standard Operating Agreement for Culver City Dockless Shared Micromobility* (Culver City, CA: City of Culver City, revised September 2021), accessed July 17, 2025, <https://www.culvercity.gov/files/assets/public/v/1/documents/transportation/standard-operating-agreement-for-culver-city-dockless-shared-micromobility.pdf>.

<sup>14</sup> Santa Cruz, Santa Barbara, and San Luis Obispo were contemplated as cities to analyze, but do not have comparable dockless scooter programs

With the City's considerable investment in daylighting intersections, there is a significant opportunity to leverage the available space and city funding to install new scooter racks or corrals. With additional revenue from scooter companies, the City could have more capacity to build creative infrastructure at these zones. In fact, the aforementioned study out of the University of Oregon explains that the near side of intersections are ideal locations for shared micromobility corrals.<sup>15</sup> Corrals placed at the near side of intersections create physical barriers to prevent illegal car parking, avoid conflicts with metered or loading zones, reduce accidents, and activate previously unused space.

The goal of this referral is to provide the information, guidance, and flexibility to the City Manager, in partnership with our dedicated shared micromobility vendors, to identify the most feasible and effective avenue for maintaining a successful program that meets the needs of all Berkeley residents. Parking infrastructure that accommodates high use of these vehicles is a critical component of ensuring that success.

#### FISCAL IMPACTS OF RECOMMENDATION

The Public Works Department has been working with shared micromobility vendors to address the issue of improper parking. This referral is intended to provide clarified direction in those conversations. The Public Works Department will already be engaging in the process of raising other municipal fees as part of an annual process and is able to include this without much additional staff time.

#### ENVIRONMENTAL SUSTAINABILITY

No anticipated impacts.

#### CONTACT PERSON

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Sara Cerami, Chief of Staff

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<sup>15</sup> Urbanism Next, *Dedicated Parking for Micromobility*, by Calvin Thigpen, Nicholas Klein, and Anne Brown (Portland, OR: Urbanism Next, 2025), [https://cdn.prod.website-files.com/5d9f83b8b237fa6c07d5d69d/680ff7d0cc63c8bced753ec7\\_Dedicated%20Parking%20for%20Micromobility-compressed.pdf](https://cdn.prod.website-files.com/5d9f83b8b237fa6c07d5d69d/680ff7d0cc63c8bced753ec7_Dedicated%20Parking%20for%20Micromobility-compressed.pdf) (accessed July 10, 2025).

