



Office of the City Manager

SUPPLEMENTAL AGENDA MATERIAL for Supplemental Packet 1

Meeting Date: September 29, 2026

Item Number: 34

Item Description: Adoption of San Pablo Avenue Specific Plan

Submitted by: Jordan Klein, Planning and Development Department

The Supplemental agenda material includes revised General Plan language and a revised Development Standards Table to implement a Minimum Residential Density standard within the San Pablo Commercial Zoning District. Staff recommend adoption of these alternatives.

General Plan Amendments

Attachment 1, Exhibit G in the original Agenda packet includes proposed amendments to the General Plan that reflect the Planning Commission's recommendation.

Specifically, the proposed amendments to the Avenue Commercial definition on page 1 of Attachment 1, Exhibit G, reflect the Planning Commission's recommendation to have no Minimum Residential Density standard.

This Supplemental Attachment 1, General Plan Amendments, includes alternative language for amendments to the Avenue Commercial land use description that includes a Minimum Residential Density standard in the San Pablo Commercial (C-SP) zoning district.

Development Standards

Attachment 2 in the original Agenda packet includes proposed Zoning Ordinance amendments to implement the new C-SP zoning district. Section 9 of the Ordinance includes Table 23.204-45, the C-SP Development Standards table. This table reflects the Planning Commission's recommendation to have no Minimum Residential Density Standard.

Supplemental Attachment 2, Development Standards Table, includes an alternative Table 23.204-45 which includes a Minimum Density Standard of 145 dwelling units per

acre.

ATT 1: General Plan Amendments

ATT 2: Development Standards Table

ATT 1: GENERAL PLAN AMENDMENT WITH MINIMUM RESIDENTIAL DENSITIES

Land Use Element Page LU-29

Avenue Commercial

These areas of Berkeley are characterized by pedestrian-oriented commercial development and multi-family residential structures. These areas are typically located on wide, multi-lane avenues served by transit or BART. Appropriate uses for these areas include: local-serving and regional-serving commercial, residential, office, community service, and institutional. Building intensity will generally range from a Floor Area Ratio (FAR) of less than 1.0 to a FAR of 8.0. Population density will generally range from 44 to 88 persons per acre.

Within the Southside Plan Area, residential development in the Telegraph Avenue Commercial (C-T) district is subject to a minimum density of 200 dwelling units per acre and minimum population density of 500 persons per acre. There is no residential density limit. This allows for greater flexibility in housing types to maximize housing opportunities in the Southside Plan Area.

Within the San Pablo Avenue Specific Plan Area, residential development within the San Pablo Commercial (C-SP) zoning district is subject to a minimum density of 145 dwelling units per acre. There is no maximum residential density limit. This allows for greater flexibility in housing types to maximize housing opportunities in the Specific Plan Area.

ATT 2: DEVELOPMENT STANDARDS WITH MINIMUM RESIDENTIAL DENSITIES

TABLE 23.204-45: C-SP DEVELOPMENT STANDARDS

<u>BASIC STANDARDS</u>	<u>PROJECT LAND USE</u>		<u>SUPPLEMENTAL STANDARDS</u>
	<u>NON-RESIDENTIAL</u>	<u>RESIDENTIAL ONLY OR MIXED-USE</u>	
<u>Lot Area Minimum</u>			<u>23.304.020– Lot Requirements</u>
<u>New Lots</u>	<u>No minimum</u>	<u>No minimum</u>	
<u>Per Group Living Accommodation Resident</u>			
<u>Residential Density</u>			<u>23.106.100 – Residential Density</u>
<u>Minimum (du/acre)</u>	<u>No minimum</u>	<u>145</u>	
<u>Maximum (du/acre)</u>	<u>No maximum</u>	<u>No maximum</u>	
<u>Private Open Space, Minimum</u>			<u>23.204.160(E)(3) – Private Open Space</u>
<u>Per Dwelling Unit or Live/Work Unit</u>	<u>No minimum</u>	<u>40 sq. ft.</u>	
<u>Per Group Living Accommodation Resident</u>		<u>No minimum</u>	
<u>Floor Area Ratio, Maximum</u>	<u>3.0</u>	<u>4.25</u>	
<u>Main Building Height, Minimum</u>	<u>No minimum</u>	<u>No minimum</u>	<u>23.304.050– Building Height</u>
<u>Main Building Height, Maximum</u>	<u>40 ft. and 3 stories</u>	<u>75 ft. and 7 stories</u>	
<u>Lot Line Setbacks, Minimum</u>	<u>See Table 23.204-46</u>	<u>See Table 23.204-46</u>	<u>23.304.030– Setbacks</u> <u>23.304.131 – Non-Residential Districts Abutting a Residential District</u>
<u>Building Separation, Minimum</u>	<u>No minimum</u>	<u>No minimum</u>	<u>23.304.040 – Building Separation in Residential Districts</u>
<u>Lot Coverage, Maximum</u>	<u>100%</u>	<u>100%</u>	<u>23.304.120– Lot Coverage</u>

SUPPLEMENTAL ATTACHMENT 1: GENERAL PLAN AMENDMENTS WITH MINIMUM RESIDENTIAL DENSITIES

Land Use Element

Page LU-9

The Land Use Element maintains the City's current industrial and manufacturing land use policies ~~of the 1993 West Berkeley Plan.~~

Page LU-25

Policy LU-47 San Pablo Avenue Specific Plan

Implement the San Pablo Avenue Specific Plan and take action to achieve the four desired outcomes of the Plan:

1. Increased Diversity and Supply of Housing
2. Increased Business Activity to Support a Thriving Community
3. Enhanced Interaction Between Public and Private Spaces
4. Enhanced Local and Citywide Access

Page LU-29

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Within the San Pablo Avenue Specific Plan Area, residential development within the San Pablo Commercial (C-SP) zoning district is subject to a minimum density of 145 dwelling units per acre. There is no maximum residential density limit. This allows for greater flexibility in housing types to maximize housing opportunities in the Specific Plan Area.

For information purposes, the compatible zoning districts for this classification are shown below with accompanying development standards.

Zoning District	Maximum FAR	Maximum Height
South Area Commercial (C-SA):	4.0	24-60 ft
General Commercial (C-1) ¹ :	3.0	35-50 ft
Telegraph Avenue Commercial (C-T):	3.0 – 8.0	50-85 ft
West Berkeley Commercial (C-W) ² :	3.0	40-50 ft
<u>San Pablo Avenue Commercial (C-SP)²</u>	<u>4.25</u>	<u>40-75 ft</u>

¹ Please see the University Avenue Strategic Plan for a description and location of development nodes on University Avenue in the C-1 Zoning District.

~~² Please see the West Berkeley Plan for a description and location of development nodes on San Pablo Avenue in the C-W Zoning District~~

² Please see the San Pablo Avenue Specific Plan for a description and location of development nodes on San Pablo Avenue in the C-SP District.

Mixed Use-Residential

These areas are intended to maintain and preserve areas of the city for lighter manufacturing and industrial uses and allow for additional uses, including residential, where determined appropriate by zoning, and only if the use will not weaken Berkeley's manufacturing and industrial economy. ~~Appropriate uses for these areas are identified in the West Berkeley Plan.~~ Within these areas, building intensity will generally range from a Floor Area Ratio (FAR) of less than 1 to an FAR of 1.5. Population density will generally range from 22 to 44 persons per acre, where housing is allowed.

For information purposes, the compatible zoning district for this classification is Mixed Use-Residential (MU-R), which allows a maximum FAR of 1 to 1.5 and a maximum building height of 28 to 35 feet.

University Avenue and West Berkeley Designated Nodes

Both the ~~West Berkeley San Pablo Avenue Specific~~ Plan and the University Avenue Strategic Plan established specific "nodes" along University Avenue and San Pablo Avenue in which specific regulatory policies and programs would be applied as an overlay to accomplish area plan goals for revitalization in these specific locations.

See the Berkeley Zoning Ordinance, the ~~West Berkeley San Pablo Avenue Specific~~ Plan, and the University Avenue Strategic Plan for more detail.

Transportation Element

The following plans and studies inform the Transportation Element:

- Downtown Plan, ~~West Berkeley San Pablo Avenue Specific~~ Plan, South Berkeley Plan, South Shattuck Strategic Plan, and University Avenue Strategic Plan.

Environmental Management Element

Noise sources related to heavy manufacturing, located mainly in industrialized West Berkeley, were once a more dominant contributor to the noise environment. In the past, noise-related land use conflicts between West Berkeley and other more residential sectors of the city were at a minimum, given the distance between these areas. More recently, however, increased residential and commercial uses in West Berkeley have begun to threaten industrial uses, in part through a changing perception of environmental standards as they relate to the manufacturing process. The presumption in the past in most industrially zoned areas was that noise generated by an industrial use was an acceptable part of the manufacturing context. The Concept Plan for West Berkeley was adopted in 1991 and included policies to address these types of noise conflicts in order to maintain the historic mix of land uses in an environmentally responsible manner. ~~The West Berkeley Plan, adopted in 1993, calls for more stringent environmental review and regulation, including the mitigation of noise through both industrial and residential measures.~~

Economic Development and Employment Element

In the early 1990s the City established the Berkeley-Oakland Recycling Market Development Zone (RMDZ) as part of a strategy to increase the number of environmental businesses in

Berkeley. This was followed in 1993 with a formal adoption of the "Environmental Economy" initiative. Also in 1993, the City adopted the West Berkeley Plan, which establishes an economic development strategy to maintain manufacturing in the mix of West Berkeley uses. In 1997 the City revised the Zoning Ordinance to implement the West Berkeley Plan. In 2000 the City adopted further revisions to provide appropriate locations for recycling uses, and other uses consistent with the West Berkeley Plan and the City's Environmental Economy initiative. In 2026, the City retired the West Berkeley Plan.

Page ED-8

Policy ED-2 West Berkeley Industry

Continue to ~~implement the West Berkeley Plan, with its central emphasis on~~ protecting and strengthening the city's manufacturing sector. (Also see Land Use Policies LU-33 and LU-34.)

Actions:

Publicize the economic, social, and environmental benefits of industry, emphasizing the health of Berkeley manufacturing, the "high-tech" dimensions of industry in Berkeley and the United States, manufacturing's comparatively high "multiplier" effect on the economy, and the community value of well-paying, high-benefit, low-bar-of-entry industrial employment.

- A. Work with the West Berkeley Association of Industrial Companies and the sustainable business associations to maintain West Berkeley's attractiveness as a site of manufacturing and to facilitate relations with other business in West Berkeley and with West Berkeley residents and community members.

~~B. Continue to evaluate the effectiveness of the West Berkeley Plan.~~

~~G. B.~~ Focus business assistance and economic development efforts in West Berkeley on retention and expansion of industrial and Environmental Economy businesses.

~~D. C.~~ Examine use of land trusts, investment loans and funds, and business incubators to preserve land and buildings for industrial uses.

Urban Design and Preservation Element

Page UD-5

Recognizing the particular character of areas, the City Council has adopted a series of area plans, including the Waterfront Plan (1986), Downtown Plan (1990), South Berkeley Plan (1990), ~~West Berkeley Plan (1993)~~, South Shattuck Strategic Plan (1997), University Avenue Strategic Plan (1997), ~~and the Southside Plan (2011)~~, and the San Pablo Avenue Specific Plan (2026).

Page UD-21

Policy UD-26 Pedestrian-Friendly Design

Architecture and site design should give special emphasis to enjoyment by, and convenience and safety for, pedestrians. (Also see Land Use Policies LU-11, LU-20, LU-21, LU-26, and LU-27, LU-47, and Transportation Policy T-47.)

**SUPPLEMENTAL ATTACHMENT 2: DEVELOPMENT STANDARDS WITH MINIMUM
RESIDENTIAL DENSITIES**

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