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CONSENT CALENDAR
September 24, 2019

To: Honorable Members of the City Council

From: Councilmember Sophie Hahn

Mayor Jesse Arreguín and Councilmembers Susan Wengraf and

Cheryl Davila

Subject: Naming Berkeley Paths for Women Founders of

the Berkeley Path Wanderers Association

RECOMMENDATION

- 1. Pursuant to Berkeley's Policy for Naming and Renaming Public Facilities, refer to the City Manager and Public Works Commission to consider and return to the City Council a recommendation regarding the naming and renaming of four Berkeley Paths, as identified on the map at Attachment 1, in honor of the four women founders of the Berkeley Path Wanderers:
 - a. Rename a path off of Keith Avenue near Shasta Road, currently named Eleanor Path, to "Eleanor Hall Gibson Path," after founder Eleanor Hall Gibson, who passed away in 2016;
 - b. Name the following paths, subject to a ⅔ vote of the City Council as provided at Section 2(B) of the Policy, as follows:
 - The extension connector of Walnut Street through the UC complex between Hearst and Berkeley Way to be named "Ruth Armstrong Path" in honor of Ruth Armstrong (Moskovitz);
 - ii. The path parallel to the top of Solano Avenue running along Los Angeles Avenue up the tunnel slope towards the Marin Circle, to be named "Jacque Ensign Way" in honor of Jacque Ensign; and
 - iii. Path 71 to be named "Patricia DeVito Path" in honor of Pat DeVito.

SUMMARY STATEMENT

Throughout Berkeley's history, important community work has been initiated, championed, and performed by women of Berkeley. One of the many great examples of women's' leadership in our City has been the Berkeley Path Wanderers, founded by

Jacque Ensign, Eleanor Hall Gibson, Ruth Armstrong (nee Moskovitz), and Pat DeVito. Since 1997, Berkeley Path Wanderers has played an essential role in preserving and restoring pathways throughout Berkeley.

Though women have long served Berkeley with distinction, most streets and other named facilities in our City have been named after men. Because some of the paths in Berkeley are unnamed or have generic names taken from adjoining streets, they present a meaningful opportunity to name and rename public facilities. Naming four paths in honor of the women founders of the Berkeley Path Wanderers Association serves the dual purposes of honoring individuals who have done important work for our community and helping to rectify the gender imbalance in Berkeley's place names.

BACKGROUND

Path Development in Berkeley Neighborhoods

Berkeley's population grew rapidly in the early part of the 20th century due primarily to the growth of the University of California, the extension of the Key System rail line and the influx of refugees following the 1906 San Francisco earthquake and fire. Large areas of undeveloped land, primarily in the hills to the north, northeast and south of the University campus were purchased, platted into residential lots and sold. These neighborhoods were developed before the automobile became a common mode of transportation. The Hillside Club, formed in 1898 by a group of local women, had urged the developers and the City planners to lay out streets to follow the contours of the Berkeley hills with "footpaths above and below (with) connecting steps for pedestrians." These roads and pathways were included by the tract developers to serve as pedestrian transportation routes, linking residents to rail lines, parks and schools, and as short cuts for neighborhood circulation.

History of the Berkeley Path Wanderers

During the Oakland firestorm of 1991, many pathways in the Berkeley hills were obstructed by vegetation and fences, making it difficult or impossible for firefighters to haul fire equipment up paths and blocking evacuation routes from hillside residences. After the fire, the City explored options for improving paths throughout Berkeley, but plans were not implemented.

In 1997, Ruth Armstrong (Moskovitz), a long-time parks activist who was instrumental in the formation of Berkeley Partners for Parks, posted a notice at the North Berkeley branch library seeking community members with an interest in Berkeley pathways. Jacque Ensign responded to the notice, leading to an initial meeting with Ms. Armstrong, Pat DeVito and Eleanor Hall Gibson. Thus began a collaborative effort among four avid path walkers to raise community awareness of pathway conditions and the need for action after years of neglect.

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In December 1997, the Berkeley Path Wanderers Association (BPWA) was established, with a mission "dedicated to the creation, preservation and restoration of public paths, steps and walkways in Berkeley for the use and enjoyment of all." The group set short-term goals to develop maps of the paths, re-survey paths, replace or add missing signs, and sponsor free monthly walks to raise path awareness.

In May 1998, the BPWA held its first public meeting, attended by a standing room-only crowd. By the end of the year, BPWA had grown to more than 250 paid members, held four public meetings, hosted free monthly Saturday morning path walks, formed an Adopt-a-Path committee, and secured \$5,000 in City funds earmarked to replace missing path signs.

In subsequent years, BPWA has played an essential role in creating, restoring, and protecting Berkeley's paths. The organization has promoted stewardship by reporting hazards, encroachments or missing signs on paths to City staff for correction. It created a comprehensive guide to all known paths throughout Berkeley, resulting in the *Berkeley and Its Pathways* map, which has been published in multiple editions. In 2002, BPWA formed a committee to focus on restoring impassable or unbuilt paths; within three years, eleven newly improved paths, including two new paths, had been built.

BPWA continues to be a vital community resource in Berkeley, offering regular path walks led by volunteers, sponsoring events and talks on the history of Berkeley and the City's environment, publishing a newsletter and maintaining a website.

Underrepresentation of Women in Public Spaces

Throughout California and across the Bay Area, women are underrepresented in public spaces. For example, as of 2018 only two of 87 public art sculptures in the City of San Francisco depicted real life women. In response, the San Francisco Board of Supervisors passed an ordinance requiring that women be depicted in at least 30% of city-sponsored artwork.¹

Women are also underrepresented in naming streets and other public thoroughfares. Though exact figures are not available for Berkeley, a 2007 study of seven cities worldwide, including San Francisco, found that only 27.5% of streets were named after women.²

¹ San Francisco Supervisor Catherine Stefani, *SF Supervisors Pass Legislation to Increase Women's Representation in Public Art*, Oct. 04, 2018, https://www.supervisorstefani.com/public_art.

² Mapping the Sexism of City Street Names, Linda Poon, CityLab, Nov. 4, 2015, https://www.citylab.com/equity/2015/11/mapping-the-sexism-of-city-street-names/414094/

Similarly in Berkeley, a significant proportion of the City's major streets are named after men. For example, Shattuck Avenue is named after Francis K. Shattuck, a male civic leader and city planner. Ashby Avenue is named after William Ashby, a Massachusetts man who came to California during the Gold Rush hoping to strike it rich. The City of Berkeley itself is named after George Berkeley.

Though a number of Berkeley paths are now named after women, this was not always the case. For example, when paths were named after Bret Harte, Charles Warren Stoddard, Mark Twain, and other literati, women such as Ina Donna Coolbrith, California's first poet laureate, were not included.³ In subsequent years, some paths have been renamed to help remedy these omissions. For example, Twain Path was renamed in 2013 after Councilmember Betty Olds⁴, and Bret Harte Path was renamed in 2016 after Coolbrith⁵.

Importance of Berkeley Paths for Public Safety, Access to Public Transit and for Health, Recreation and Enjoyment

Public Safety:

For decades, Berkeley paths and steps have served a critical public safety purpose as evacuation routes in times of emergency. In case of fire or earthquake, paths provide egress and can be used by firefighters to bring up equipment if streets are blocked. For example, during the 1991 Oakland Hills firestorm, paths enabled people to escape and were used to carry hoses up hills on the Berkeley-Oakland border.⁶ In the aftermath of the fire, the Berkeley City Council began allocating sidewalk funds to repair and maintain paths. Paths are part of Berkeley's evacuation and safety plans, providing alternative routes when roads are blocked.⁷

Access to Public Transit:

Berkeley paths were originally built in the early 1900s to help people get to and from streetcar routes on Arlington, the Alameda, Solano, and other thoroughfares. Unlike San Francisco, which incorporated a grid pattern on its steep terrain, Berkeley built a

³ Berkeley Historical Plaque Project, https://berkeleyplaques.org/plaque/ina-coolbrith-poet/.

⁴ Berkeley Public Works Commission, Consent Calendar Item: Naming Twain Path No. 68 for Betty Olds, Nov. 19, 2013, http://www.cityofberkeley.info/Clerk/City_Council/2013/11Nov/Documents/2013-11-19_Item_07_Naming_Twain_Path_No_68.aspx.

⁵ Berkeley Public Works Commission, Consent Calendar Item: Renaming Bret Harte Path Coolbrith Path to Honor Poet Ina Donna Coolbrith, Dec. 13, 2016, https://www.cityofberkeley.info/Clerk/City_Council/2016/12_Dec/Documents/2016-12-13_Item_27_Renaming_Bret_Harte_Path.aspx.

⁶ Berkeley: Teams restoring paths one step at a time, S.F. Chronicle, July 23, 2004, available at https://www.sfgate.com/bayarea/article/Berkeley-Teams-restoring-paths-one-step-at-a-time-2705867.php.

⁷ Household Wildlife Evacuation Plan, City of Berkeley, July 12, 2018,

https://www.cityofberkeley.info/uploadedFiles/Fire/Level_3_-

General/BR%20Household%20Wildfire%20Evacuation%20Plan%20Flyer%20No%20Map.pdf.

system of roads with "intriguing twists and turns." While offering breathtaking views, the layout was burdensome for pedestrians navigating on foot. The solution was a series of pathways that provided shortcuts through the winding streets to rail and streetcar lines. Today, Berkeley paths remain very convenient for people taking AC Transit on Grizzly Peak, Euclid, Spruce, Arlington, the Alameda, Adeline, Ashby, and other transit.

The Berkeley Climate Action Plan identifies walking and public transit as key modes of transportation to reduce energy use, and thus greenhouse gas emissions. ¹⁰ Moreover, the Berkeley Pedestrian Master Plan recommends developing a strategy to prevent the loss of existing pathways and to identify opportunities to expand the public pedestrian pathways network in Berkeley. ¹¹ By providing safe, beautiful, and efficient routes for pedestrians, paths encourage Berkeley residents and visitors to get out of their individual cars and avail themselves of bus and rail lines throughout the City.

Health, Recreation and Enjoyment:

Walking is an important health activity and great for people of all ages. Among the many benefits of walking are maintaining a healthy weight, preventing conditions like heart disease and high blood pressure, strengthening bones and muscles, and improving balance and coordination.¹²

Walking is an especially good activity as one ages. According to the recent Age-Friendly Berkeley Action Plan, the City's population of older people is expected to double in the next decade, resulting in 1 in 5 adults being 65 years of age or older. ¹³ Physically active seniors who exercise regularly are more likely to walk and do other daily activities independently compared to their sedentary peers. ¹⁴

Paths provide an avenue for walking, connect neighbors to each other, as well as to public transportation and shopping areas. They are tree-lined, enchanting, and a peaceful respite from the urban noise beyond. They give all Berkeley residents and

⁸ Berkeley and Its Pathways, Berkeley Path Wanderers Association, 8th Edition (2018).

⁹ Charles Fleming, Secret Stairs: East Bay: A Walking Guide to the Historic Staircases of Berkeley and Oakland (2011).

¹⁰ Climate Action Plan Update, Office of the City Manager, Dec. 6, 2018, https://www.cityofberkeley.info/recordsonline/api/Document/AS1qYEO88qcY6lps8nwbGgL4jGxxlSquza3 ESIDOTS6DL2nWl1jPxxzLJVhyvQgYDllKPuJDdT3oigVB31dHEfM%3D/.

¹¹ Berkeley Pedestrian Master Plan, City of Berkeley, Jan. 2010, https://www.cityofberkeley.info/uploadedFiles/Public_Works/Level_3_- Transportation/Optimized%20Final%20Document%20January%202010.pdf.

¹² Walking: Trim Your Waistline, Improve Your Health, Mayo Clinic Staff, https://www.mayoclinic.org/healthy-lifestyle/fitness/in-depth/walking/art-20046261.

¹³ Age-Friendly Berkeley, https://www.agefriendlyberkeley.org/executive-summary.

¹⁴ Walking, other exercise helps seniors stay mobile, independent, Howard LeWine, M.D., May 28, 2019, https://www.health.harvard.edu/blog/walking-exercise-helps-seniors-stay-mobile-independent-201405287173.

visitors access to incredible vistas, parks and neighborhoods. In 1898, the nature writer Cornelius Beach Bradley wrote of the Berkeley hills, "Thus it is that the number and Variety of these rambles is a source of unending pleasure to those who have come to know them." Those words still ring true.

REVIEW OF EXISTING PLANS, PROGRAMS, POLICIES & LAWS

The Berkeley City Council Rules of Procedure and Order (adopted by Resolution No. 68,753-N.S, effective Jan. 29, 2019)¹⁶ lays out City policy for naming and renaming public facilities, with the objective of "ensur[ing] that naming public facilities will enhance the values and heritage of the City of Berkeley and will be compatible with community interest."

Bodies responsible for the naming or renaming of Berkeley pathways are the Parks and Recreation Commission, which has been designated as the Lead Commission in overseeing, evaluating, and ultimately advising the Council in any naming or renaming of a public facility in parks and other public open spaces, and the Public Works Commission, which has been so designated for structures in the public thoroughfare. Pathways are part of the public thoroughfare. Naming and renaming of pathways is thus subject to review by the Public Works Commission.

A public facility can be named for a living person with a $\frac{2}{3}$ vote of the City Council. The naming of a facility or any parts thereof in recognition of an individual posthumously may be considered with a simple majority vote.

Recommendations for naming or renaming of public facilities may come directly from the City Council. When a recommendation is made, the City Manager refers it to the appropriate lead commission (in the case of paths, the Public Works Commission) for that commission's review, facilitation, and recommendation to the City Council.

The lead commission holds a public hearing and notifies the public of opportunities to provide comment regarding the naming or renaming of the public facility. In the case of the proposed naming and renaming of Paths in honor of the founders of the Berkeley Path Wanderers, members of the public will have the opportunity to provide comments to the Planning Commission meeting where the naming and renaming are considered.

When naming or renaming a public facility, the honoree must have made a major contribution toward the development of the facility or a major contribution to the City,

¹⁵ Pedestrian Pathways, Tasneem Raja, N.Y. Times, July 2, 2010, https://www.nytimes.com/2011/07/03/us/03bcintel.html.

¹⁶ Berkeley City Council Rules of Procedure and Order, https://www.cityofberkeley.info/uploadedFiles/Clerk/Level_3_-City_Council/Council%20Rules%20of%20Procedure%20FINAL.pdf.

and have a record of outstanding service to the community. In addition, weight is given to a name that lends a site, or property, authenticity and heritage.

ACTIONS/ALTERNATIVES CONSIDERED

The paths recommended for naming/renaming either have no current name or, in the case of the path recommended for renaming to "Eleanor Hall Gibson" path, is currently called "Eleanor's Path." No alternative proposal has come forward for naming or renaming these paths. Naming them after the four women founders of the Path Wanderers Association is the only action that was considered, as honoring these women, and working to redress the gender imbalance in public place-names, is the purpose of this legislation.

CONSULTATION/OUTREACH OVERVIEW & RESULTS

We have consulted with the three living founders of the Berkeley Path Wanderers and the daughter of the founder who is deceased. They are all in support of the proposed naming/renamings. The Board of the Berkeley Path Wanderers passed a resolution in support of the proposed naming and renaming of paths in honor of these four Founders. A note about the proposed naming/renaming is being developed and will be hand-delivered to each adjoining residence and to neighbors in the immediate vicinity of each path being considered for naming/renaming, informing them of the proposed change and of the opportunity to speak or submit comments to the Public Works Commission. Additional public input will be taken at the Public Works Commission.

RATIONALE FOR RECOMMENDATION

Berkeley Path Wanderers is an organization that provides important services to the City of Berkeley on a 100% volunteer basis. Paths are created, upgraded and maintained, providing both an important public safety improvement in the case of fire or earthquake, and a delightful amenity for those who walk Berkeley for pleasure, or to access transit or shops. Honoring the four women founders of Berkeley Path Wanderers by naming paths after each of them is a fitting tribute to their important and lasting contributions to the City and community of Berkeley.

IMPLEMENTATION, ADMINISTRATION & ENFORCEMENT

Once the naming and renaming are approved, Public Works will order and install signs.

ENVIRONMENTAL SUSTAINABILITY

Walking is a key strategy for reducing GHG emissions, as is taking public transit. Paths invite and support both of these activities. By supporting and highlighting the work of the Berkeley Path Wanderers and drawing attention to our paths, we reinforce the importance of Berkeley's paths for sustainability, safety and health.

FISCAL IMPACTS

The Public Works Department estimates a cost of approximately \$2,500 for fabrication and installation of eight (8) signs, and funds are available under current public works programs.

OUTCOMES & EVALUATION

The goals of the item will have been fulfilled if/when the paths are renamed and signs are posted on location. It is expected that signs can be posted within two (2) months of official renaming. The office of Councilmember Hahn and the Path Wanderers Association will work with Public Works to ensure these signs are posted once renaming has been achieved.

CONTACT

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Attachments:

Attachment 1: Map of Paths to be named/renamed

Attachment 2: Policy on Naming and Renaming of Public Facilities



APPENDIX A. POLICY FOR NAMING AND RENAMING PUBLIC FACILITIES

Purpose

To establish a uniform policy regarding the naming and renaming of existing and future parks, streets, pathways and other public facilities.

Objective

A. To ensure that naming public facilities (such as parks, streets, recreation facilities, pathways, open spaces, public building, bridges or other structures) will enhance the values and heritage of the City of Berkeley and will be compatible with community interest.

Section 1 – Lead Commission

The City Council designates the following commissions as the 'Lead Commissions' in overseeing, evaluating, and ultimately advising the Council in any naming or renaming of a public facility. The lead commission shall receive and coordinate comment and input from other Commissions and the public as appropriate.

Board of Library Trustees

Parks and Recreation Commission –Parks, recreation centers, camps, plazas and public open spaces

Public Works Commission –Public buildings (other than recreation centers), streets and bridges or other structures in the public thoroughfare.

Waterfront Commission –Public facilities within the area of the City known as the Waterfront, as described in BMC 3.36.060.B.

Section 2 – General Policy

- A. Newly acquired or developed public facilities shall be named immediately after acquisition or development to ensure appropriate public identity.
- B. No public facility may be named for a living person, but this policy can be overridden with a 2/3 vote of the City Council.
- C. Public facilities that are renamed must follow the same criteria for naming new facilities. In addition, the historical significance and geographical reference of the established name should be considered when weighing and evaluating any name change.
- D. The City encourages the recognition of individuals for their service to the community in ways that include the naming of activities such as athletic events, cultural presentations, or annual festivals, which do not involve the naming or renaming of public facilities.
- E. Unless restricted by covenant, facilities named after an individual should not necessarily be considered a perpetual name.

Section 3 – Criteria for Naming of Public Facilities

When considering the naming of a new public facility or an unnamed portion or feature within an already named public facility (such as a room within the facility or a feature within an established park), or, the renaming of an existing public facility the following criteria shall be applied:

- A. Public Facilities are generally easier to identify by reference to adjacent street names, distinct geographic or environmental features, or primary use activity. Therefore, the preferred practice is to give City-owned property a name of historical or geographical significance and to retain these names.
- B. No public facility may be named for a living person, but this policy can be overridden with a 2/3 vote of the City Council.
- C. The naming of a public facility or any parts thereof in recognition of an individual posthumously may only be considered if the individual had a positive effect on the community and has been deceased for more than 1 year.
- D. When a public facility provides a specific programmatic activity, it is preferred that the activity (e.g. skateboard park, baseball diamond) be included in the name of the park or facility.
- E. When public parks are located adjacent to elementary schools, a name that is the same as the adjacent school shall be considered.
- F. When considering the renaming of an existing public facility, in addition to applying criteria A-E above, proper weight should be given to the fact that: a name lends a site or property authenticity and heritage; existing names are presumed to have historic significance; and historic names give a community a sense of place and identity, continuing through time, and increases the sense of neighborhood and belonging.

Section 4 –Naming Standards Involving a Major Contribution

When a person, group or organization requests the naming or renaming of a public facility, all of the following conditions shall be met:

- A. An honoree will have made a major contribution towards the acquisition and/or development costs of a public facility or a major contribution to the City.
- B. The honoree has a record of outstanding service to their community
- C. Conditions of any donation that specifies that name of a public facility, as part of an agreement or deed, must be approved by the City Council, after review by and upon recommendation of the City Manager.

Section 5 – Procedures for Naming or Renaming of Public Facilities

- A. Any person or organization may make a written application to the City Manager requesting that a public facility or portion thereof, be named or renamed.
 - 1. Recommendations may also come directly of the City Boards or Commissions, the City Council, or City Staff.
- B. The City Manager shall refer the application to the appropriate lead commission as defined in Section 1 of the City's policy on naming of public facilities, for that commission's review, facilitation, and recommendation of disposition.
 - 1. The application shall contain the name or names of the persons or organization making the application and the reason for the requested naming or renaming.
- C. The lead commission shall review and consider the application, using the policies and criteria articulated to the City Policy on Naming and Renaming to make a recommendation to Council.
 - 1. All recommendations or suggestion will be given the same consideration without regard to the source of the nomination
- D. The lead commission shall hold a public hearing and notify the general public of any discussions regarding naming or renaming of a public facility.

- 1. Commission action will be taking at the meeting following any public hearing on the naming or renaming.
- E. The commission's recommendation shall be forwarded to Council for final consideration.

The City of Berkeley Policy for Naming and Renaming Public Facilities was adopted by the Berkeley City Council at the regular meeting of January 31, 2012.