Planning and Development Department
Land Use Planning Division

STAFF REPORT
September 17, 2025

TO: Members of the Planning Commission

FROM: Uttara Ramakrishnan, Associate Planner

SUBJECT: Corridors Zoning Update – Alternatives Report

RECOMMENDATION

Receive a staff presentation, consider public comments, and provide feedback on the Berkeley Corridors Zoning Update Alternatives Report **(*Attachment 1*)**.

BACKGROUND

The Corridors Zoning Update is an implementation action of Berkeley's 2023–2031 Housing Element Update (Program 27).[1] The project is intended to:

- Expand housing opportunities in high-resource areas;
- Address historic exclusionary zoning patterns; and
- Promote equitable housing distribution while maintaining neighborhood character and supporting local businesses.

At its April 16, 2025 meeting, the Planning Commission received an informational update on the project, including the Existing Conditions Report, engagement strategy, and project timeline.

Since that time:

- A virtual community workshop was held on May 1, 2025, which was attended by approximately 70 members of the public.
- Two Technical Advisory Committee meetings were completed.
- Staff completed tribal consultation in compliance with AB 52 and SB 18.
- Staff presented the project to community organizations, including the Claremont Elmwood Neighborhood Association, the Elmwood Merchants Association, the

[1] *City of Berkeley Housing Element Update 2023-2031*. https://berkeleyca.gov/sites/default/files/documents/Berkeley_2023-2031%20Housing%20Element_02-17-2023v2_0.pdf

Solano Business Improvement District, the Berkeley Neighborhoods Council, Berkeley Design Advocates, and the Berkeley Neighbors for Housing and Climate Action.

- Three in-person community meetings were held in August 2025 (one each for Solano Avenue, North Shattuck, and College Avenue), which were attended by over 250 members of the public.
- The project timeline has been updated. While the initial goal was to complete the project by the end of 2026, completion of the project is now anticipated by mid-2026. This is to coincide with the adoption of the San Pablo Specific Plan.

DISCUSSION

Existing Conditions Report

The Existing Conditions Report **(*Attachment 2*)** analyzed land use, demographics, and housing within a 1/8-mile buffer of the three corridors. Some of its findings included:

- Solano Avenue has the highest levels of homeownership (83%) and household income, but with little new development.
- North Shattuck has the largest percentage of renter households (74%) amongst the three corridors, is more economically diverse, and has seen some recent housing growth.
- College Avenue sits in between, with a mix of homeowners and renters, and has a very low level of housing production compared to the other corridors.

These corridors have strong access to transit, schools, and jobs, yet have produced less housing than other areas of the city, particularly when compared to lower-income areas. A goal of the Corridors Zoning Update is to affirmatively further fair housing by encouraging residential development in these high resource areas.

Berkeley Corridors Zoning Update Alternatives Report Overview

The Corridors Alternatives Report **(*Attachment 1*)** outlines zoning alternatives for the Berkeley Corridors Zoning Update project. It includes a summary of existing zoning for each corridor, an analysis of how State Density Bonus applies to current zoning, an assessment of the redevelopment potential of parcels along each corridor, and a review of the financial feasibility of typical development types. The report also proposes alternatives for base zoning, building form, and ground floor uses across Solano Avenue, North Shattuck, and College Avenue.

A. Existing Zoning Framework

The three corridors currently permit lower heights than other commercial areas in Berkeley:

- **Solano Avenue (C-SO)**: 2 stories and 28 feet.

- **North Shattuck (C-NS, C-C)**: 3–4 stories and 35–40 feet (up to 50 ft with Use Permit)
- **College (C-E, C-N)**: 2–3 stories and 28–35 feet.

By contrast, corridors like University, Telegraph, Adeline, and San Pablo, as well as Southside and Downtown, allow significantly greater heights. Upzoning the three high-resource corridors would improve housing equity and access.

Table 1: Base height comparison along Berkeley Corridors

Maximum Allowable Number of Stories	
2 stories	• Solano Avenue (C-SO) (Existing) • College Avenue (C-E) (Existing)
3 stories	• **College Avenue (C-E) (Proposed Alternative #1)** • North Shattuck (C-NS) (Existing) • College Avenue in Rockridge (C-N) (Existing/No Proposed Change) • Adeline Corridor (C-AC), North and South Adeline • San Pablo Existing (C-W)* (Existing)
4 stories	• **Solano Avenue (C-SO) (Proposed Alternative #1)** • **College Avenue (C-E) (Proposed Alternative #2)** • Adeline Corridor (C-AC), South Shattuck • North Shattuck south of Virginia (C-C) (Existing/No Proposed Change) • Telegraph (C-C) • University Avenue (C-U)
5 stories	• **Solano Avenue (C-SO) (Proposed Alternative #2)** • **North Shattuck (C-NS) (Proposed Alternative #1)** • San Pablo Draft Specific Plan (C-W) (Proposed)* • Downtown Buffer (C-DMU)**
6 stories	• **North Shattuck (C-NS) (Proposed Alternative #2)**
7/8 stories	• Downtown Core/Corridor (C-DMU)** • Telegraph/Southside Specific Plan (C-T)

B. State Density Bonus and Berkeley's Inclusionary Zoning Requirements

State Density Bonus Law incentivizes developers to include affordable housing by granting increased residential density, and concessions and waivers of development standards and other requirements.

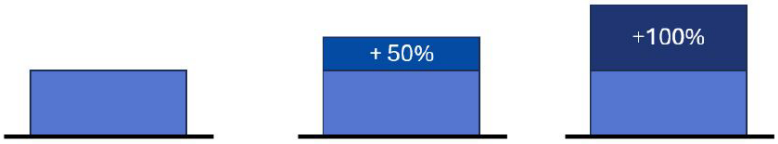
Under the State Density Bonus Law, projects that include on-site affordable housing may qualify for a density bonus of up to 100 percent of the allowable density, depending on the percentage of affordable units provided and the income levels those units serve. Because the five zoning districts in the three project areas do not establish maximum residential density, the allowed density under the State Density Bonus Law is determined by calculating the maximum residential floor area and number of units that fit within the largest building envelope permitted by the applicable zoning development standards. This

building envelope becomes the "Base Project" for the purposes of applying the density bonus. The final project that incorporates the density bonus must generally maintain the same unit sizes, design, and amenities as the Base Project.

The City of Berkeley's Inclusionary Housing Ordinance requires that at least 20 percent of the units in a residential project be affordable to either Very Low Income (VLI) households or Low Income (LI) households, with at least half of those required affordable units designated for VLI households. In lieu of providing some or all of the required affordable units on-site, project applicants may elect to pay an in-lieu fee. By meeting the Inclusionary Housing Ordinance requirements on-site, most projects automatically qualify for a density bonus of between 35 and 50 percent.

In recent Berkeley projects, a common approach has been to provide 15 percent of the base zoning units at the VLI level and pay an in-lieu fee for the remaining 5 percent, which qualifies the project for a 50 percent density bonus. Providing 20 percent of units at the VLI level yields a 70 percent density bonus, while a project with 15 percent of units at VLI and 15 percent at Moderate Income (MI) qualifies for a 100 percent density bonus. Figure 1 provides an example of a theoretical project in the C-NS zone.

Figure 1: Example project in the C-NS zone



SDBL	Base	50% Density Bonus	100% Density Bonus
Affordable Housing	0% on-site, pays in-lieu fee	15% VLI + in-lieu fee	30% (15% VLI; 15% MI)
Example Project Max: 3 story/35 ft zone 10,450 sf lot	3 stories (2.5 FAR*)	5-6 stories (2.25 FAR*)	6-8 Stories (3.0 FAR*)
	17 units (71 du/a)**	26 units (108 du/a)** *(3 units VLI, 15% of base)*	36 units (150 du/a)** *(3 units VLI, 15% of base + 3 units MI, 15% of base)*

**Estimated Residential FAR; actual base FAR may change based on lot size and shape and configuration of building*
*** Unit count and density will vary depending on unit sizes*

C. Redevelopment Potential

Of the 35 acres across the three project areas, 14.6 acres (or 40 percent of all parcels) are considered likely to redevelop. Fifty to sixty percent of parcels are unlikely to develop due to historic designations, active businesses, site constraints, or rent-controlled housing. The sites with potential to redevelop are categorized as follows:

1. **High Potential Sites:** Vacant lots, large parcels (larger than 10,000 square feet), and corner lots with parking.
2. **Modest Potential Sites:** Corner lots with older 1–2 story buildings, and mid-block lots with 1-2 story buildings, whose feasibility improves if combined with corner parcels.
3. **Special Conditions:** Some grocery stores (Andronico's) may redevelop depending on corporate decisions.
4. **Very Low/ No Redevelopment Potential:** Include sites with thriving businesses, construction staging challenges, potential and existing historic sites, challenging site conditions and sites with planned development.

Table 2: Total Parcel Area by Redevelopment Potential

		Total Potential Redevelopment Area (A+B+C)	Very Low / No Redevelopment Potential	A. High Redevelopment Potential	B. Modest Redevelopment Potential	C. Special Conditions
Solano	Parcel Area	*6.4 acres*	3.7 acres	0.9 acres	4.1 acres	1.3 acres
	% Total Area	*63%*	37%	10%	40%	13%
North Shattuck	Parcel Area	*6.7 acres*	11.4 acres	3.4 acres	1.3 acres	2.0 acres
	% Total Area	*37%*	63%	19%	7%	11%
College	Parcel Area	*1.5 acres*	5.4 acres	1.0 acres	0.5 acres	0 acres
	% Total Area	*22%*	66%	16%	7%	0%
Total	*Parcel Area*	*14.6 acres*	*20.4 acres*	*5.4 acres*	*5.9 acres*	*3.3 acres*
	% Total Area	*42%*	*58%*	*16%*	*17%*	*9%*

Summary of Alternatives

1. Base Zoning Alternatives

The report presents two zoning alternatives. The draft zoning alternatives are designed to increase the allowable development potential along Solano Avenue, North Shattuck, and College Avenue in order to encourage new housing production in these high-resource areas. The alternatives balance this goal with maintaining an acceptable neighborhood scale by using a building height-to-street width ratio to guide maximum base heights. Each alternative reflects an assumption that projects may also achieve additional height through the State Density Bonus, resulting in taller buildings where affordable housing is provided.

- **Alternative 1 – Medium Density:** This alternative sets the building form at a maximum height to create a 0.8:1 building height-to-street width ratio for each corridor area. This alternative is the lowest in scale and density. It increases the

maximum base height on Solano Avenue and North Shattuck by two stories and increases the maximum base height on College Avenue by one story.

- **Alternative 2 – Higher Density:** This alternative sets the maximum base height one story taller than Alternative 1 and, consequently, results in a building height-to-street width ratio at 0.9:1 for each corridor area. This alternative would allow for buildings on Solano Avenue and North Shattuck to maximize the mid-rise building type with a 50% State Density Bonus. College Avenue would have a maximum of 6 stories with the 50% State Density Bonus.

Table 3: Zoning Alternatives - Maximum Building Height

	Existing Zoning	Alt Form 1 Medium Density	Alt Form 2 Higher Density
Solano Avenue (C-SO) (85 ft wide)	2 stories 28 ft	4 stories 48 ft	5 stories 58 ft
With 50% Density Bonus	3-4 stories	6 stories	7 stories
Building-to-Street Ratio	(0.33:1) @ 2 stories	(0.8:1)	(0.9:1)
Estimated Density*	35-85 du/acre	150 du/acre	175 du/acre
North Shattuck (C-NS) (94 ft wide)	3 stories 35 ft	5 stories 58 ft	6 stories 68 ft
With 50% Density Bonus	5-6 stories	7 stories	8 stories
Building-to-Street Ratio	(0.37:1) @ 2 stories	(0.83:1)	(0.94:1)
Estimated Density*	70-170 du/acre	175 du/acre	200 du/acre
College Avenue (C-E) (60 ft wide)	2 stories 28 ft	3 stories 38 ft	4 stories 48 ft
With 50% Density Bonus	3-4 stories	4 stories	6 stories
Building-to-Street Ratio	(0.5:1) @ 2 stories	(0.8:1)	(1.13:1)
Estimated Density*	35-85 du/acre	85 du/acre	130 du/acre

** Estimated average density based on a mixed-use building with an average unit size of 1,000 sf*
*** Buildings would be eligible for additional height with a 100% SDBL*
**** Based on existing base zoning standards and calculations*

2. Density Analysis of Zoning Alternatives

The following analysis shows the potential range of development based on the likelihood of redevelopment analysis noted above. Determining how many sites may redevelop within a certain timeframe is an inexact process that is based on several factors including but not limited to market analysis, past development cycles, property ownership patterns, property sizes, and developer experience. The estimated growth ranges below show the upper end of the density range and higher development numbers than are likely, considering previous market cycles in Berkeley.

For sites considered to have High Redevelopment Potential, the ranges below represent 50% to 75% of the sites redeveloping. For sites considered to have Modest Redevelopment Potential, the ranges below represent 20% to 40% of the sites redeveloping. The ranges assume both Andronico's locations would redevelop.

Table 4: **Estimated Residential Growth Ranges of Zoning Alternatives**

	Existing Zoning + 50% Density Bonus	Alternative 1 Medium Density + 50% Density Bonus	Alternative 2 Higher Density + 50% Density Bonus
Solano Estimated growth*	**3-4 stories** 150 - 250 units	**6 stories** 400 - 550 units *(~280 above existing zoning)*	**7 stories** 450 - 650 units *(~350 above existing zoning)*
Estimated Density**	60 du/acre	150 du/acre	175 du/acre
North Shattuck Estimated growth*	**5-6 stories** 450 - 550 units	**7 stories** 650 - 850 units *(~250 above existing zoning)*	**8 stories** 750 - 1,000 units *(~380 above existing zoning)*
Estimated Density**	115 du/acre	175 du/acre	200 du/acre
College Estimated growth*	**3-4 stories** 40 - 60 units	**4 stories** 50 - 80 units *(~20 above existing zoning)*	**6 stories** 80 - 130 units *(~60 above existing zoning)*
Estimated Density**	60 du/acre	85 du/acre	130 du/acre
Totals	***650 – 860 units***	***1,100 - 1,600 units*** *~600 units above currently allowable by zoning and density bonus*	***1,300 - 1,780 units*** *~ 800 units above currently allowable by zoning and density bonus*

** Estimated growth numbers rounded to nearest 10 or 50 units*
** *Estimated average density based on a mixed-use building with an average unit size of 1,000 sf*

3. *Building Form – building massing and upper floor stepbacks*

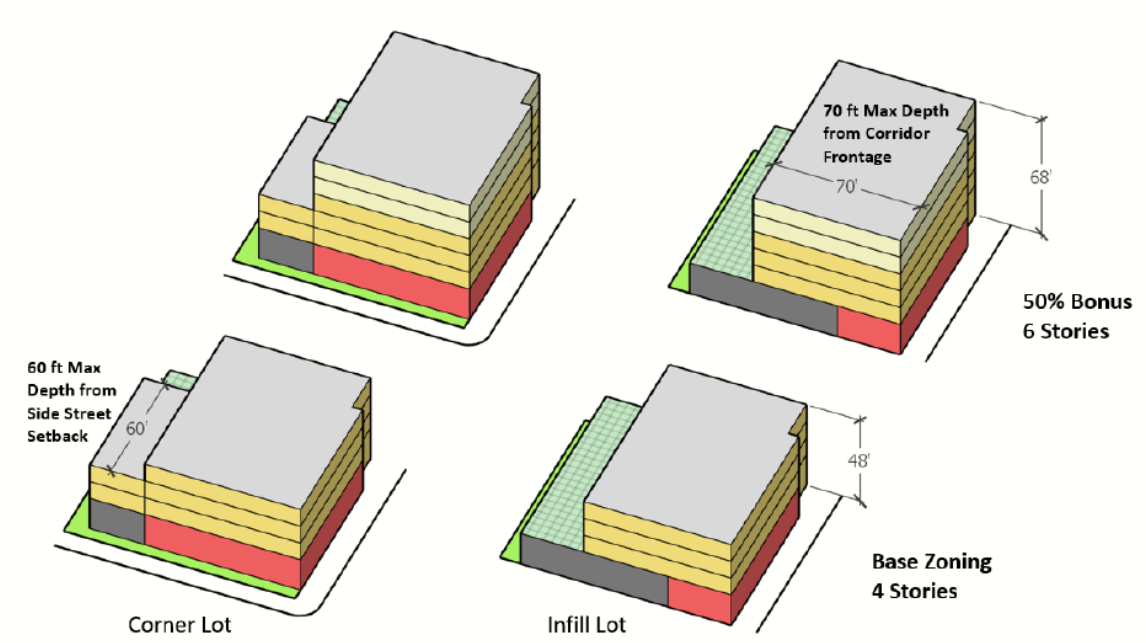
In addition to the building heights, the report also recommends options for building massing and upper floor stepbacks as strategies to address transitions to residential neighborhoods.

Draft Building Massing Standards

Building massing standards would limit where building area can be located on a lot. The "corridor street" refers to Solano Avenue, Shattuck Avenue, and College Avenue; the side street refers to cross streets that intersect the corridors.

- Floor area above the 1st story for all lots would be restricted to the first 70 feet of building area measured from the corridor frontage.
- For corner lots, additional floor area would be allowed up to the 3rd story for building massing within 60 feet of the building setback line along a side street.
- All buildings would have a minimum 10 feet rear setback when abutting residential zoning districts.

Figure 2: Draft Building Massing Standards

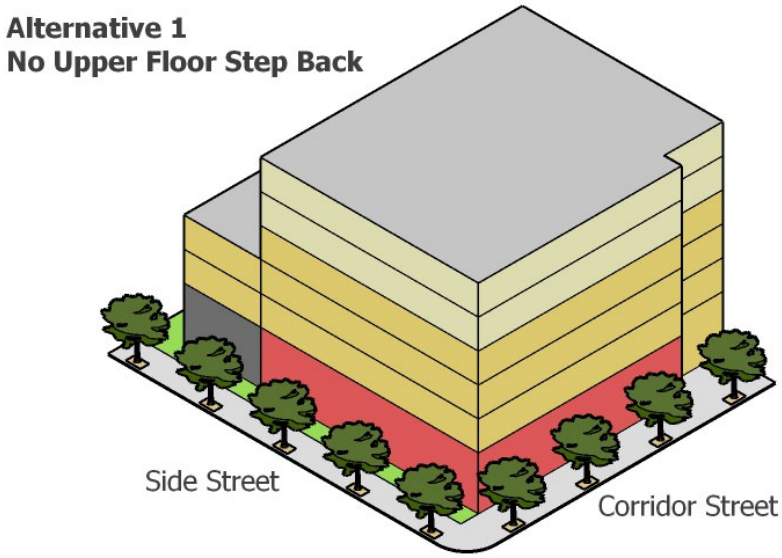


Draft Stepback Standards

Upper-floor stepback standards would further sculpt building massing by requiring the building façade to stepback above a certain height to reduce the perceived height of a building. The alternatives range from not requiring an upper-floor stepback to requiring them on both street facing facades. The "corridor street" refers to Solano Avenue, Shattuck Avenue, and College Avenue, the side street refers to cross streets that intersect the corridors.

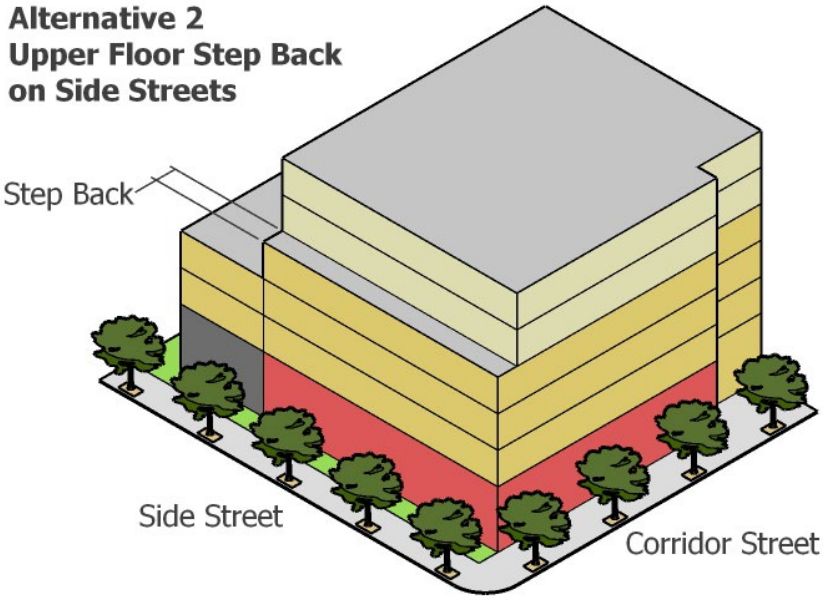
- **Alternative 1**: This alternative would require no upper floor stepbacks on street facing facades.

Figure 3: Stepback Alternative – no upper floor stepback



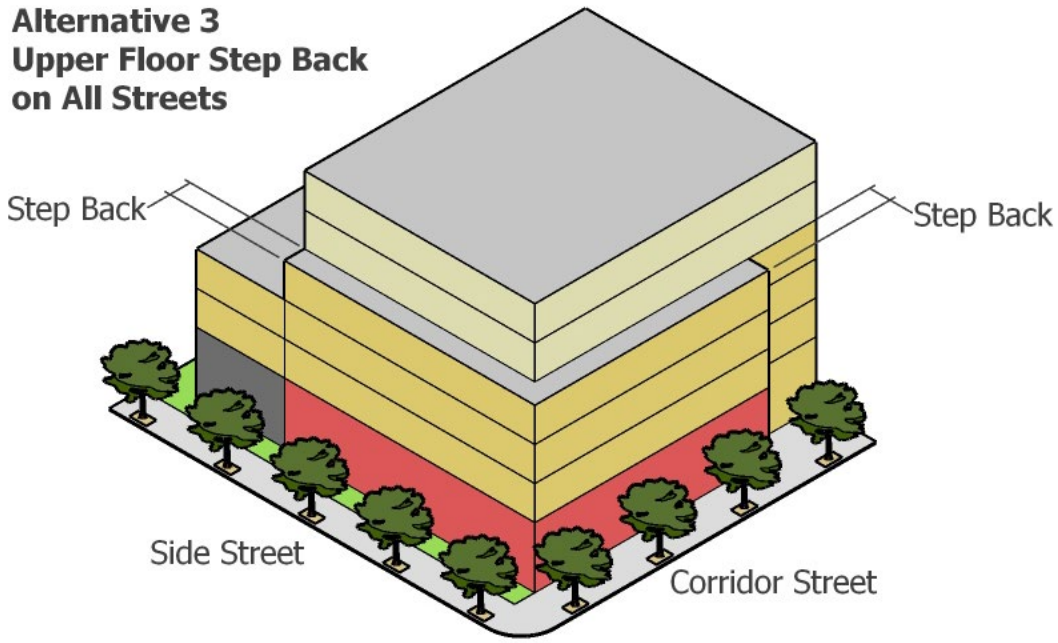
- **Alternative 2**: This alternative would require no upper-floor stepbacks on corridor facing facades, but would require upper-floor stepbacks on side street-facing facades.

Figure 4: Stepback Alternative – upper floor stepbacks on side streets



- **Alternative 3**: This alternative would require upper-floor stepbacks on all street-facing facades.

Figure 5: Stepback Alternative – upper floor stepback on all streets



4. Ground Floor Uses: Retail vs Residential

The following retail alternatives would regulate where retail would be required, and where other ground floor uses, like office space or residential units, would be allowed. The decision about whether to require retail or allow residential at the ground floor has implications for corridor character, economic vitality, and housing production. Requiring retail can help maintain active, pedestrian-friendly streets and support local businesses, but it may also increase development costs and risk, particularly in today's challenging retail market, potentially delaying or preventing new projects. Allowing residential or office space at the ground floor can improve project feasibility and accelerate housing delivery, but may result in fewer continuous retail frontages and reduced opportunities for neighborhood-serving businesses.

Retail Alternative 1: This alternative would require retail or retail-ready ground floor spaces along all C-E, C-SO, and C-NS corridor frontages.

Retail Alternative 2: This alternative would target retail in certain locations along each corridor to create future nodes of retail, while allowing other areas of the corridors to have 100% residential projects or ground floor office spaces.

Allowing for residential-only projects and not requiring mixed-use could increase project feasibility and encourage more housing along the corridors (see Figures 6, 7, and 8).

Figure 6: Alternative Retail 2 on Solano Avenue

Figure 7: Alternative Retail 2 on North Shattuck

Figure 8: Alternative Retail 2 on College Avenue

5. Residential-Only Buildings

The existing zoning has lower maximum heights, special building setbacks, and lower allowed lot coverage for residential-only buildings. To encourage more housing, the proposed zoning alternatives would remove special form standards for residential-only buildings, except for building setbacks. Residential-only buildings would be allowed to be of the same size and scale of mixed-use buildings.

Feedback from Community Organizations and Workshops 1 & 2

Outreach conducted to date has included presentations by City staff to community organizations, a citywide virtual workshop for all three corridors held on May 1, and three in-person corridor-specific workshops conducted at the end of August.

Community members and stakeholders consistently emphasized the importance of protecting and sustaining small, locally-owned businesses across the three corridors. They expressed concerns that prolonged construction, rising rents, or redevelopment could displace valued shops and services. Many supported integrating retail with residential uses, pointing to examples such as a Costco project in Los Angeles that included housing above retail, and recommended smaller, more flexible storefronts to support a wider range of tenants. Commercial activity was noted to be uneven along the corridors, with active nodes near Zachary's Pizza and Peet's on Solano Avenue and more inactive stretches further east. On North Shattuck, the CVS and Bank of America sites were cited as strong candidates for redevelopment, while on College Avenue, business owners cautioned that increased height could harm the avenue's historic character and long-standing shops. Several participants favored targeting retail to strategic "nodes" rather than requiring it uniformly, particularly where ground-floor retail is not viable. In Workshop 2, participants raised concerns that zoning changes could threaten small business livelihoods. They expressed interest in policies to support displaced businesses. They also noted a desire for new buildings to accommodate restaurants and food businesses and raised questions about high retail vacancies.

Housing variety and affordability emerged as major priorities. Participants supported providing diverse housing types, including varied sizes, income levels, household types, and senior-friendly designs, and called for deeper affordability commitments beyond state minimums. Many noted that most new housing has been rental, raising concerns about its ability to serve families, middle-income residents, and existing community members. Skepticism was voiced about supply-only approaches to affordability, with fears that new market-rate units could raise surrounding rents. On College Avenue, some recommended focusing higher-density housing on wider, nearby corridors such as Claremont Avenue rather than on the corridor itself. In Workshop 2, participants emphasized strong interest in affordable housing but skepticism about actual production levels. They requested clarity that more overall units generally mean more affordable units. They questioned why condominiums are not being built.

Participants placed strong emphasis on preserving each corridor's unique "flavor," charm, and scale. They asked that new development be compatible with existing urban fabric, avoid blanket zoning changes that could erode local identity, and incorporate sensitive massing and height transitions. Many urged the City to consider shadow studies and detailed massing analysis to protect light, air, and the pedestrian experience. In Workshop 2, participants reiterated concerns about design and scale, including ground-floor transitions to adjacent residential areas, and called for stronger objective design standards. They requested human-scale design, while also noting that controls should not be so limited that they allow unattractive design. Safety was also raised, with participants noting unsafe crossings for children and asking for streetscape and right-of-way improvements, as well as corridor-specific comprehensive planning.

Parking, access, and infrastructure were also recurring concerns. Stakeholders reported limited parking for customers, residents, and workers, particularly in Elmwood and along Solano, and suggested exploring structured or shared parking solutions, including decks over existing sites. Additional EV charging stations and better loading/unloading areas were requested. Some supported reducing on-street parking to widen sidewalks and improve the pedestrian realm, while others stressed the importance of maintaining adequate parking to sustain retail activity. Several participants also questioned open space and park standards, noting that increased housing would require expanded public space. In Workshop 2, parking concerns were again strongly voiced.

Mobility, public realm, and environmental quality were cited as areas for improvement. Suggestions included expanding public transit, increasing walkability and bikeability, and investing in wider sidewalks, bulb-outs, and parklets to activate streets and support local businesses. Traffic congestion, particularly at intersections such as Ashby and College, was a common concern. Many asked for environmentally sensitive design in new projects, with attention to tree canopy, stormwater management, and green infrastructure.

QUESTIONS FOR PLANNING COMMISSION

In addition to providing feedback on the zoning Update Alternatives Report, staff requests feedback from the Planning Commission on the following topics:

Table 5: Topics for Feedback

Topic for Feedback	Specific Considerations
Minimum Base Height: Alternative 1 or Alternative 2	Of the two alternatives (Alternative 1- Medium Density or Alternative 2- Higher Density), which option do you believe best meets Berkeley's goals of increasing housing in high-resource areas while maintaining each of the corridors' unique character?
Upper floor Stepbacks: Alternative 1, or Alternative 2, or Alternative 3	Of the three alternatives, which option do you believe helps reduce the perceived height of the building?
Retail and Ground Floor Uses: Alternative 1 or Alternative 2	Where should retail be required vs. optional? What design strategies support small businesses?
Residential on Ground Floors	Where, and under what conditions, should ground-floor residential be permitted?
Support for Existing Businesses During Redevelopment	What strategies could mitigate business disruption or displacement during redevelopment?
Design Standards	In addition to updating the zoning's development standards, should the project team advance recommendations for additional, more detailed objective design standards to be included in the new zoning?
Additional Feedback	Are there other standards or community benefits that should be included?
Community Engagement	What additional community engagement activities should be conducted?

ENVIRONMENTAL REVIEW

There are no identifiable environmental effects or opportunities associated with this staff report. However possible future actions will be reviewed in accordance with the California Environmental Quality Act Guidelines (CEQA).

NEXT STEPS

- Planning Commission input will inform the preferred zoning alternative.
- On Nov 6 2025, the alternatives and Commission input will be presented to the City Council.
- Staff and consultants will draft zoning and General Plan amendments, informed by input from the Planning Commission and City Council, to be evaluated pursuant to CEQA.
- Community engagement will continue throughout 2026, including pop-ups and ongoing outreach and presentations to community organizations across the City.
- A Community Workshop will be held in spring 2026 to present the Draft Objective Design Standards.
- The Planning Commission will be asked to conduct a public hearing on the proposed zoning and General Plan amendments and make a recommendation to the City Council.
- Adoption by the City Council is anticipated by mid-2026.
- Project updates, public documents, and subscription options for email notifications are available on the Corridors Zoning Update webpage.
- Projects updates are also available on the Instagram page.

CONTACT PERSON

Uttara Ramakrishnan, Planning and Development Department, 510-981-7483

Links:

1. Draft Alternatives Report *(Attached & Linked)*
2. Existing Conditions Report (*Attached & Linked*)
3. Summary of Community Workshop 1 *(Linked)*

Berkeley Corridors Zoning Update
Alternatives Report

August 15, 2025

Contents

Table of Figures

Table of Tables

Introduction

Purpose of the Report

This document provides context and outlines zoning and development standard alternatives for the Berkeley Corridors Zoning Update project. The rezoning project includes three Berkeley corridors: upper Solano Avenue, North Shattuck, and the commercial portions of College Avenue. The zoning and development standard alternatives will be presented to the community in August 2025 and will be presented to the Planning Commission and City Council in October/November 2025. At that time, the Planning Commission will send a recommendation to City Council and City Council will select a preferred alternative. Upon selecting the preferred alternative, the consultant team and City staff will work together on draft zoning and General Plan changes that will implement the selected alternative. In the Spring of 2026, staff will bring the potential zoning and potential General Plan changes to the Planning Commission and City Council for adoption.

Community Engagement

The community will have multiple opportunities to provide input to the City and consultant team on the draft alternatives and proposed zoning changes. Upcoming meetings and opportunities include the following:

May 1, 2025 – Virtual Community Meeting
(visit the project website to view the first community meeting presentation)

Community Survey (Estimated Date Range: September/October 2025)

August 20, 2025 – North Shattuck Community Meeting

August 26, 2025 – College Avenue Community Meeting

August 27, 2025 – Solano Avenue Community Meeting

September 17, 2025 – Planning Commission Study Session

November 18 or December 2, 2025 – City Council Study Session

February-April 2026 – Planning Commission/City Council Hearings

Purpose of the Project

The purpose of the Berkeley Corridors Zoning Update is to study and implement zoning changes to increase housing opportunities in the city's highest-resource areas, specifically along Solano Avenue, North Shattuck, and College Avenue. These areas have been identified as priority corridors by Berkeley City Council and Program 27 of the City's Housing Element 2023-2031 to address housing scarcity, promote fair housing, and overcome barriers to development.

Project Description

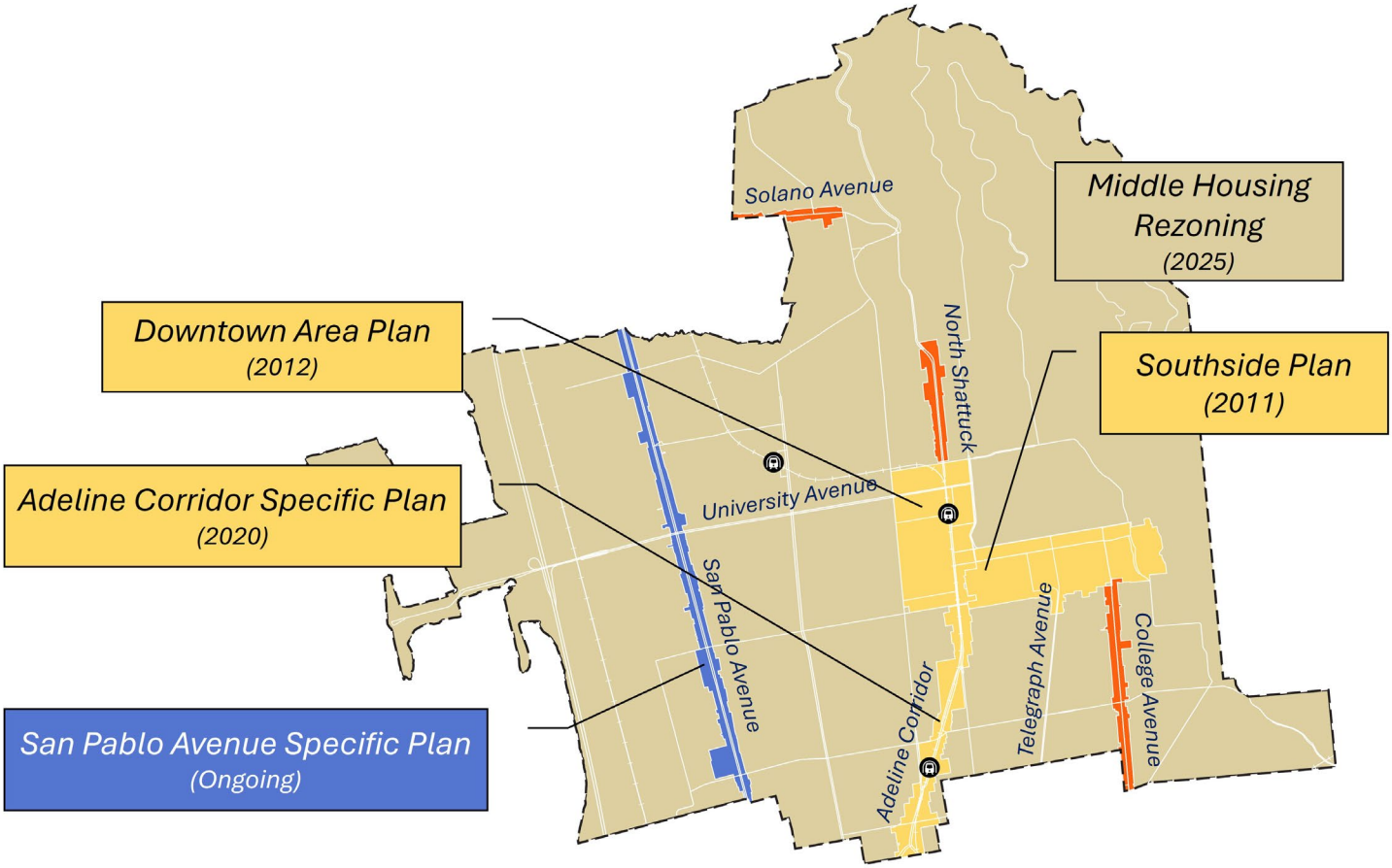
The Berkeley Corridors Zoning Update will change the development standards of existing zoning districts that apply to the three project areas to increase the allowable height, density, and massing to allow for mixed-use and residential development. The zoning update may also change allowed land uses within each district. The Berkeley Corridors Zoning Update will not redesign streets, sidewalks, or the public right-of-way along the three corridors nor propose new parks and public open spaces in those areas.

Existing Zoning Framework

Existing Zoning

This section summarizes current development standards in the zoning districts that apply to the three project areas and other key Berkeley corridors and rezoning projects (see Figure 1).

Figure 1 Berkeley Corridors Zoning Update Project Areas and Other Recent Rezoning Projects



Berkeley Corridors Project Areas

Building form and massing are generally regulated by height, building setbacks, lot coverage and Floor Area Ratio (FAR) in the three corridors. FAR maximums only apply to non-residential development or non-residential portions of mixed-use developments. For non-residential and mixed-use developments, the maximum lot coverage is 100% across the three corridors. Where properties abut residential districts, which occurs along rear property lines on most parcels within each corridor, minimum rear and side street setbacks limit lot coverage. Additional ground floor and upper floor building setbacks are required for residential-only projects.

Solano Avenue

The existing commercial zone that applies to the Solano Avenue project area is Solano Commercial (C-SO).

The C-SO zone allows for a maximum height of 28 feet and 2 stories. The maximum allowable FAR in the C-SO zone for non-residential and mixed-use development is 2.0. There is no maximum FAR for residential-only projects.

North Shattuck

The existing commercial zones that apply to the North Shattuck project area are North Shattuck Commercial (C-NS) and Corridor Commercial (C-C).

The C-NS zone allows for a maximum height of 35 feet and 3 stories for non-residential and mixed-use development and 28 feet and 2 stories for residential-only development. The maximum allowable FAR in the C-NS zone for non-residential and mixed-use development is 1.0. There is no maximum FAR for residential-only projects.

The C-C zone allows for a maximum height of 40 feet and 2 stories for non-residential development, 40 feet and 3 stories for mixed-use development and 35 feet and 3 stories for residential-only development. The maximum height of mixed-use developments can be increased to 50 feet and 4 stories with the issuance of a Use Permit. The maximum allowable FAR in the C-C zone for non-residential and mixed-use development is 3.0. There is no maximum FAR for residential-only projects.

College Avenue

The existing commercial zones that apply to the College Avenue project area are Elmwood Commercial (C-E) and Neighborhood Commercial (C-N).

The C-E zone allows for a maximum height of 28 feet and 2 stories for non-residential and mixed-use development and 35 feet and 3 stories for residential-only development. The maximum allowable FAR in the C-E zone for non-residential and mixed-use development is 1.0 on corner lots and 0.8 on all other lots. There is no maximum FAR for residential-only projects.

The C-N zone allows for a maximum of 3 stories for mixed-use or residential development and 2 stories for non-residential-only. The maximum allowable height is 35 feet for all types of development. The maximum allowable FAR for non-residential and mixed-use development is 3.0. There is no maximum FAR for residential-only projects.

Other Berkeley Corridors and Rezoning Projects

Adeline Corridor

The existing commercial zone that applies to the Adeline Corridor area is Adeline Corridor Commercial (C-AC). The C-AC zone was rezoned in 2020 as part of the Adeline Corridor Specific Plan. The rezoning includes development standards for 4 tiers of density depending on the percentage of affordable housing provided on-site in three sub-areas: South Shattuck, North Adeline, and South Adeline.

The South Shattuck sub-area allows for base height of 45 feet and 4 stories, base FAR of 2.5 and base residential density of 120 dwelling units per acre (du/acre). Mixed-use and residential projects may go up to 8 stories, 5.5 FAR, and 300 du/acre residential density, if they provide 25% affordable housing on-site.

The North and South Adeline sub-areas allow for base height of 35 feet and 3 stories, base FAR of 2.0 and base residential density of 100 du/acre. Mixed-use and residential projects may go up to 7 stories, 5.0 FAR, and 250 du/acre residential density, if they provide 25% affordable housing on-site.

University Avenue

The existing commercial zone that applies to the University Avenue corridor is University Commercial (C-U). The C-U zone includes different development standards depending on location (inside or outside of designated Node Areas, North side or South side of the corridor) and use (non-residential, mixed-use, or residential-only). FAR maximums only apply to non-residential development or non-residential portions of mixed-use developments.

For Node Areas, the C-U zone allows for a maximum height of 48 feet and 4 stories for mixed-use development and 40 feet and 3 stories for non-residential development. The maximum allowable FAR for Node Areas is 3.0 for development on the South side of University Avenue and 2.5 for development on the North side of the corridor. Residential-only development is not allowed in Node Areas.

Outside Node Areas, the C-U zone allows for a maximum height of 36 feet and 3 stories for all types of development. The maximum allowable FAR outside Node Areas is 2.5 for development on the South side of University Avenue and 2.2 for development on the North side of the corridor.

San Pablo Avenue

The existing commercial zone that applies to the San Pablo Avenue corridor is West Berkeley Commercial (C-W). This area is going through a Specific Plan process and will likely increase the maximum height and density throughout the corridor.

The C-W zone currently allows for a maximum height of 40 feet and 3 stories for all types of development. The maximum allowable FAR in the C-W zone is 3.0. The FAR maximum only applies to non-residential development or non-residential portions of mixed-use developments.

Middle Housing

Middle Housing zoning changes allow for duplexes, triplexes/fourplexes, courtyard apartments, and other small-scale multi-family housing types in all Single-Family Residential (R-1), Restricted Two-Family Residential (R-2), Restricted Multiple-Family Residential (R-2A), and Mixed-Use Residential (MU-R) districts to increase the supply of housing in a range of sizes. These changes allow for more mixed housing types and sizes, particularly infill housing in high-resource neighborhoods close to jobs, public transit, quality schools, parks, and neighborhood commercial activity.

These zoning changes will permit multi-unit housing in low-density residential districts by changing rules related to building height, setbacks (the distance a building must be from a neighbor's property line), lot coverage (the total amount of a lot that can be occupied by buildings), density (how many units are allowed on a single lot), and residential additions.

City Council adopted the Middle Housing Zoning Amendments ordinance on July 8, 2025. The zoning changes will be effective November 1, 2025.

State Density Bonus Law Interpretation

Under the **State Density Bonus Law** (**density bonus**), projects that include on-site affordable housing qualify for a density bonus of up to 100% of the allowable density depending on the percentage of affordable units and the level of affordability.

Since the three corridors don't include density standards, to calculate the allowed density under the State Density Bonus Law, projects must calculate the maximum allowable residential floor area and number of units based on the maximum allowable building envelope that meets the development standards in the zoning. This building envelope becomes the "Base Project" for the purpose of calculating the proposed density. Characteristics of the final proposed project that includes the density bonus--such as unit size, design and amenities--must generally be consistent with the Base Project.

The City of Berkeley's Inclusionary Housing Ordinance requires at least 20% of the residential units in a project to be affordable to Very Low Income (VLI)[1] or Lower-Income (LI) Households[2]. At least 50% of the required Affordable Units in the project must be affordable to VLI Households. In lieu of providing some or all required Affordable Units, project applicants may choose to pay an in-lieu fee.

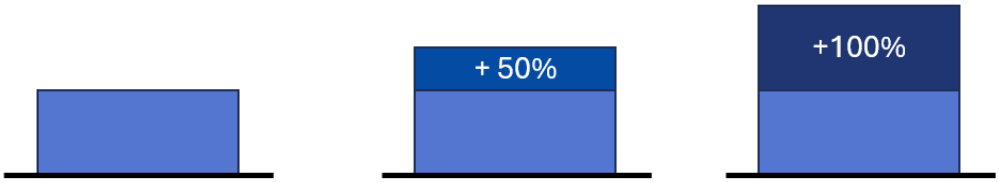
By meeting the Inclusionary Housing Ordinance on-site, most projects automatically qualify for a 35-50% density bonus. Most recent multi-family projects in Berkeley have included 15% of the base zoning at VLI and paid an in-lieu fee for the remaining 5% which gives the project a 50% density bonus. A project with 20% of units at VLI would receive a 70% density bonus. A project with 15% VLI units and 15% Moderate-Income[3] (MI) units would receive a 100% density bonus.

---

[1] *"Very Low Income Household" is defined in California Health and Safety Code section 50105.*
[2] *"Lower-Income Household" is defined in California Health and Safety Code section 50079.5.*
[3] *Moderate-Income Household" is defined in California Health and Safety Code section 50093.*

Figure 2 outlines the affordable housing and density outcomes of an example project on a 10,450 square-foot lot in the C-NS district. The "Base" column describes a potential project under the City's Inclusionary Housing Ordinance and existing zoning with a maximum allowable height of 3 stories. The two columns on the right of the "Base" column describe a potential project using a 50% and a 100% State Density Bonus.

Figure 2 Example Project in the C-NS zone



SDBL	Base	50% Density Bonus	100% Density Bonus
Affordable Housing	0% on-site, pays in-lieu fee	15% VLI + in-lieu fee	30% (15% VLI; 15% MI)
Example Project Max: 3 story/35 ft zone 10,450 sf lot	3 stories (2.5 FAR*)	5-6 stories (2.25 FAR*)	6-8 Stories (3.0 FAR*)
	17 units (71 du/a)**	26 units (108 du/a)** *(3 units VLI, 15% of base)*	36 units (150 du/a)** *(3 units VLI, 15% of base + 3 units MI, 15% of base)*

**Estimated Residential FAR; actual base FAR may change based on lot size and shape and configuration of building*
*** Unit count and density will vary depending on unit sizes*

Redevelopment Potential

Sites Most Likely to Redevelop

The total parcel area across the three corridors is 35 acres. The team analyzed each parcel to determine the likelihood for redevelopment. About 50-60 percent of the total project area was determined unlikely to redevelop or very difficult to redevelop. These parcels include historic sites, residential buildings, office buildings, sites with challenging dimensions (narrow or shallow), sites with existing successful businesses, and small sites with rent-controlled units. While it is always possible for a site to redevelop, for the purposes of this study, these parcels were assumed to not redevelop.

Only 14.6 acres or about 40% of the total parcel acreage within the three corridors is considered likely to be redeveloped. The team categorized these sites into three groups:

A. High Redevelopment Potential

- Vacant lots.
- Large lots, larger than 10,000 sf (e.g., the bank sites and CVS Pharmacy sites). These lots have high potential to redevelop as they are large enough to accommodate financially feasible building types. These sites also include business uses that have diminishing demand, have seen market consolidation, and/or may no longer be the highest value and best use of the land.
- Medium to large corner lots with surface parking (e.g., 7-Eleven on College, Post Office on College, old Virginia Bakery site on Shattuck). These lots have higher potential for redeveloping, as they are large enough to accommodate more financially feasible building types and the current amount of development or current use may no longer be the highest value use of the land.

B. Modest Redevelopment Potential

- Corner lots with one- to two-story older structures on them. These lots have modest potential to redevelop, as they currently have low-scale existing development on them, and they have the ability to provide on-site parking with access from side streets.
- Mid-block lots with one- to two-story older structures on them. These lots have modest potential to redevelop, as they currently have low-scale existing development on them but are less likely to redevelop than corner lots due to their inability to provide on-site parking because of a lack of access from side streets. Mid-block lots may have a greater redevelopment potential if adjoining lots are assembled into larger parcels, particularly with corner lots.

C. Special Conditions

- Grocery store sites. These are large sites that are physically ideal for redevelopment, but their redevelopment potential depends on the corporate decision to close one or more of the stores. Redevelopment into a mixed-use building replacing the same grocery store is unlikely. Due to these special conditions, only the Andronico's sites on Solano Avenue and North Shattuck are considered potentially likely to redevelop. The Safeway site on North Shattuck is not considered likely to redevelop because it recently went through a major architectural upgrade.
- City-owned sites. These include the surface parking lot and the Fire Station along College Avenue. These lots have very low redevelopment potential. The city parking lot is very tight physically and redevelopment is difficult because of site dimensions and required service access to the buildings fronting College Avenue.

Figure 3 Redevelopment Potential on Solano Avenue

(Total Redevelopment Potential Area: 63% of Total Project Area)

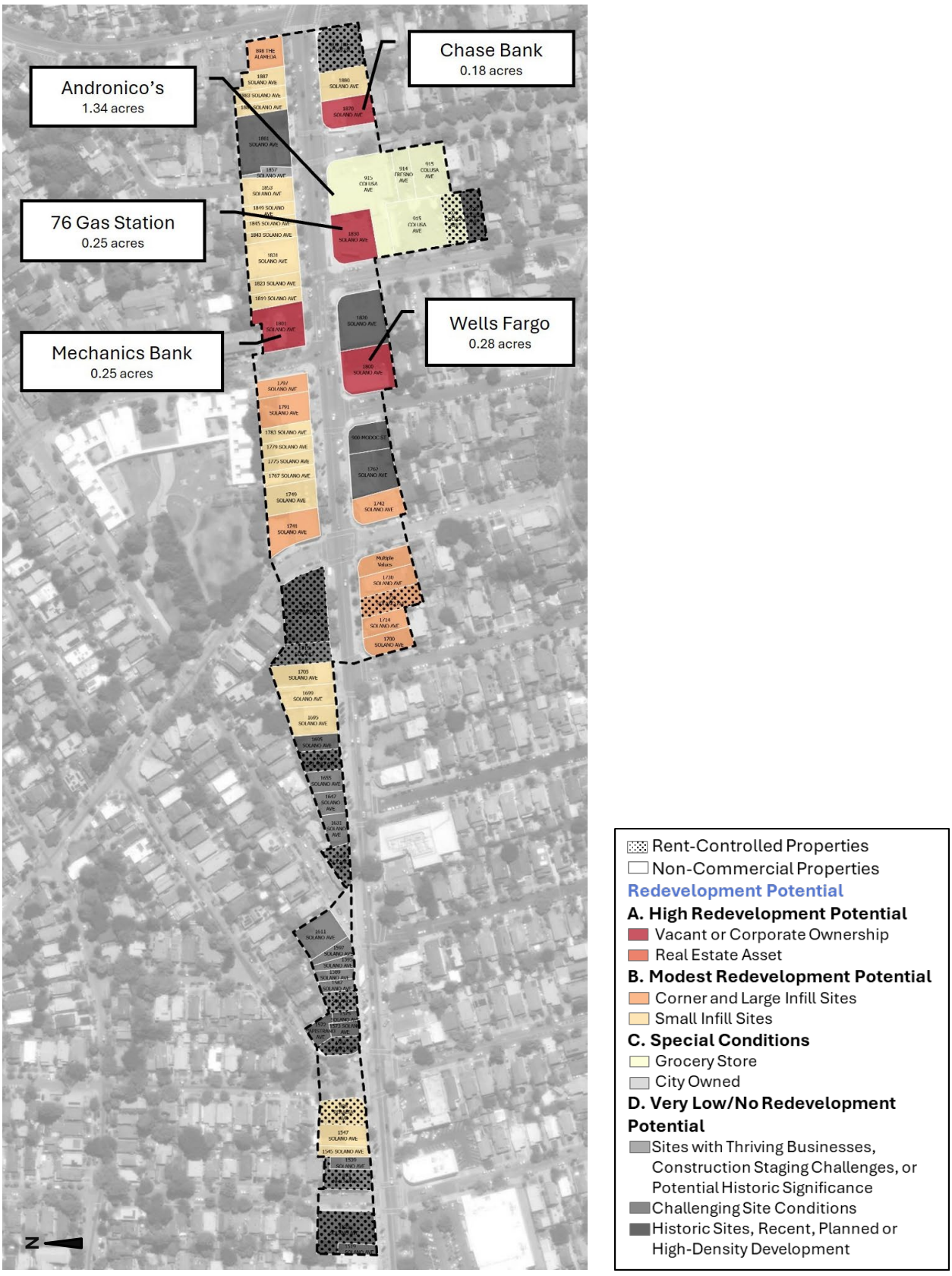


Figure 4 Redevelopment Potential on North Shattuck

(Total Redevelopment Potential Area: 37% of Total Project Area)

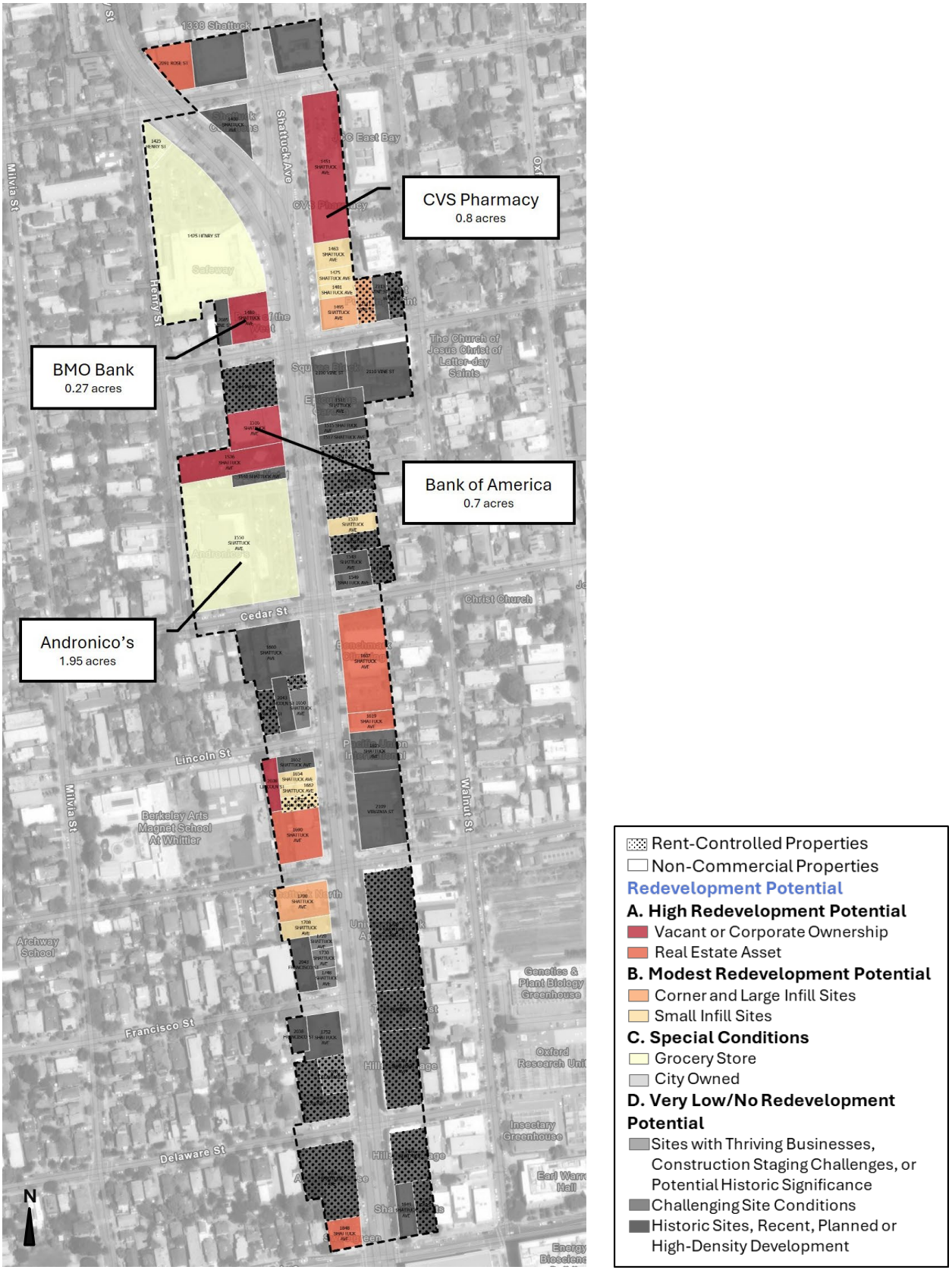


Figure 5 Redevelopment Potential on College Avenue

(Total Redevelopment Potential Area: 22% of Total Project Area)

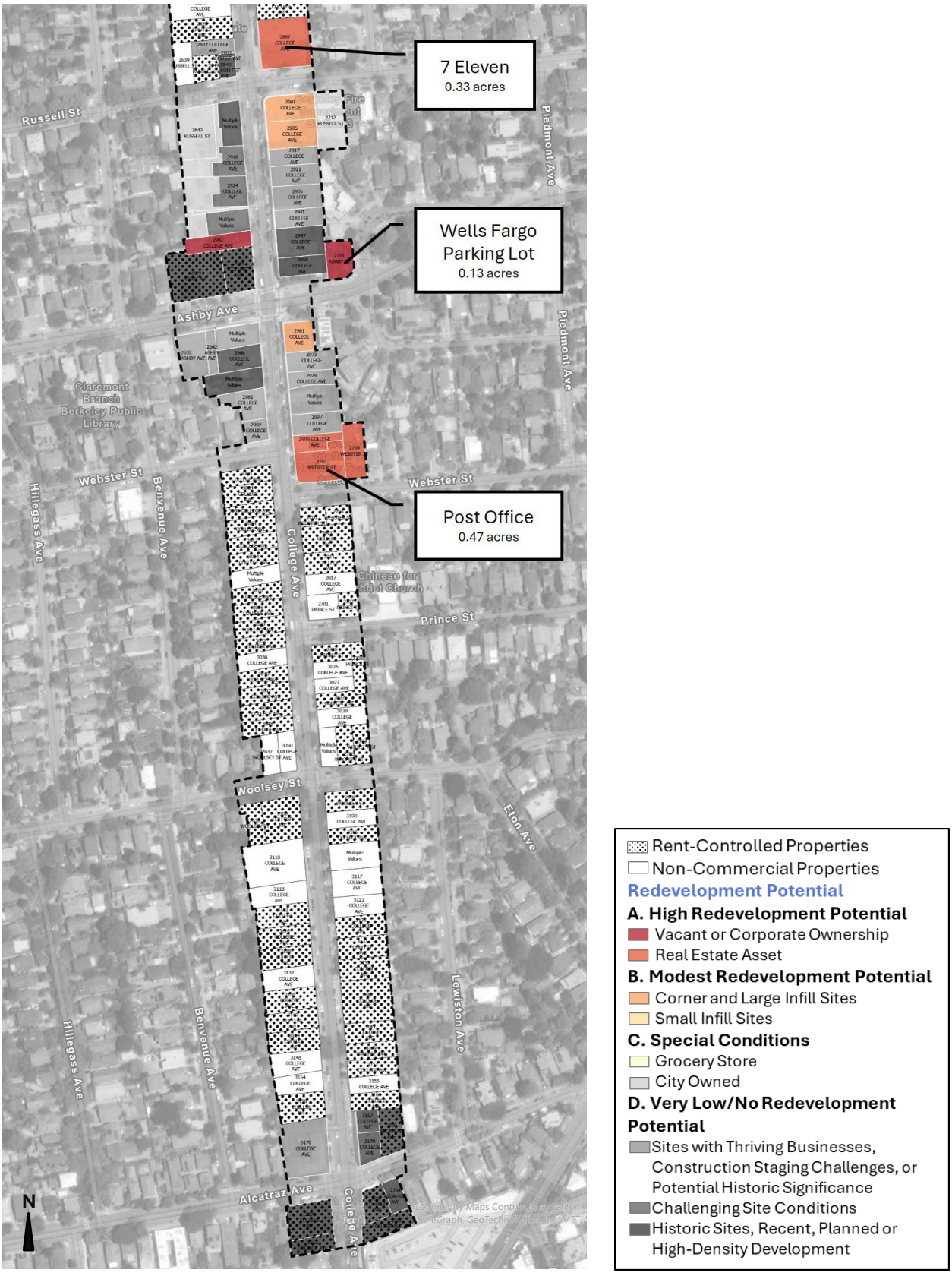


Table 1 Total Parcel Area by Redevelopment Potential

		Total Potential Redevelopment Area (A+B+C)	Very Low / No Redevelopment Potential	A. High Redevelopment Potential	B. Modest Redevelopment Potential	C. Special Conditions
Solano	Parcel Area	***6.4 acres***	3.7 acres	0.9 acres	4.1 acres	1.3 acres
	% Total Area	***63%***	37%	10%	40%	13%
North Shattuck	Parcel Area	***6.7 acres***	11.4 acres	3.4 acres	1.3 acres	2.0 acres
	% Total Area	***37%***	63%	19%	7%	11%
College	Parcel Area	***1.5 acres***	5.4 acres	1.0 acres	0.5 acres	0 acres
	% Total Area	***22%***	66%	16%	7%	0%
Total	*Parcel Area*	***14.6 acres***	*20.4 acres*	*5.4 acres*	*5.9 acres*	*3.3 acres*
	% Total Area	***42%***	*58%*	*16%*	*17%*	*9%*

Financially Feasible Building Types

Financial feasibility is based on market rental rates, cost of construction, and soft costs like design and other professional services, real estate taxes, insurance, municipal fees, and construction financing, as well as broader economic factors that determine the financial returns required to attract investment. Stakeholders interviewed for this study mentioned that few rental projects in Berkeley are feasible in the current market, citing currently high interest rates and construction costs, together with the large number of new apartments added to the housing supply in Berkeley and Oakland in the last decade. Consequently, higher density rental developments generally are not feasible under current conditions.

There are two major factors in determining the economic "sweet spot" for the density of a new development. The first is economies of scale – higher density projects are able to distribute the costs of land acquisition, predevelopment, design, engineering, and other services over more units and floor area. The second, and countervailing, factor is the type of building. Higher density buildings are more expensive to build when elevated standards of construction are required with increases in building height. Table 2 below shows typical building types and the different construction types used for each prototype. A Type V building is constructed from all wood framing, which is the least expensive to build but limits building height to four stories. Taller buildings, which require a higher standard of fireproofing, must utilize Type 3A or Type IV construction at a cost premium, and/or Type I fire resistive concrete or steel, which is the most expensive construction type. Type I concrete construction is also appropriate for the initial floor(s) of a mid-rise structure, which may include a parking garage or retail spaces with high ceilings.

All of the building prototypes analyzed for this study are considered mid-rise building types (between 4 and 7 or 8 stories, depending on site conditions). Nine-story buildings and taller are classified as high-rises that must use all Type I construction. For this reason, nine-story high-rises are generally the least feasible building height, because they use the most expensive construction type without benefiting from the economies of scale of taller high-rises. The optimal height of a mid-rise, however, will depend on how construction costs balance against the less variable costs mentioned above.

Table 2 Typical Building Typologies by Construction Type and Cost

Number of Stories	Construction Type	Construction Cost
4-Story (mid-rise)	Type V	$
5-Story (mid-rise)	4 over 1; Type V over Type 1 5 stories of Type 3A or Type IV	$$
6-Story (mid-rise)	5 over 1; Type 3A or Type IV over Type 1	$$
7/8-Story (mid-rise)	5 over 2/3; Type 3A or Type IV over Type 1	$$$
9 or More Stories (high-rise)	Highrise; Type I, Type II, or Type IV Mass Timber	$$$$$

Summary of Alternatives

This section summarizes proposed building forms and zoning alternatives for the Solano Avenue, North Shattuck, and College Avenue corridors. The building form alternatives set the maximum height and massing which regulates project density. In addition to the building form alternatives, this section of the report outlines a few other potential development standards and design concepts such as whether to require ground floor commercial, upper floor step backs, or other design issues like location of utilities and refuse infrastructure. The City of Berkeley does not have parking minimums, so parking is not addressed in the alternatives.

The three corridors are within Berkeley's highest resource and highest-income neighborhoods, characterized by access to essential amenities and opportunities that promote well-being and economic advancement for residents. The proposed zoning alternatives increase the maximum allowable height along the three corridors to match or exceed the maximum allowable height along other, lower-resourced or lower-income Berkeley neighborhoods, such as Adeline Street, Telegraph Avenue, University Avenue, Downtown and San Pablo (currently undergoing a Specific Plan and likely upzoning). The proposed zoning alternatives will allow the three corridors to provide their fair share of housing in proximity to transit, jobs, quality schools, open spaces, and public services. Table 3 compares the existing and proposed base zoning alternative maximum allowable number of stories along the three corridors to the existing maximum allowable number of stories along other Berkeley corridors.

Table 3 Base Zoning Comparison Across Berkeley Corridors

Base Zoning: Maximum Allowable Number of Stories	Corridors
2 stories	Solano Avenue (C-SO) (Existing) College Avenue (C-E) (Existing)
3 stories	College Avenue in Rockridge (C-N) (Existing/No Proposed Change) North Shattuck (C-NS) (Existing) Adeline Corridor (C-AC), North and South Adeline San Pablo Existing (C-W)* (Existing) **College Avenue (C-E) (Proposed Alt 1)**
4 stories	Adeline Corridor (C-AC), South Shattuck North Shattuck south of Virginia (C-C) (Existing/No Proposed Change) Telegraph Avenue (C-C) University Avenue (C-U) **College Avenue (C-E) (Proposed Alt 2)** **Solano Avenue (C-SO) (Proposed Alt 1)**
5 Stories	San Pablo Draft Specific Plan (C-W) (Proposed)* Downtown Buffer (C-DMU)** **Solano Avenue (C-SO) (Proposed Alt 2)** **North Shattuck (C-NS) (Proposed Alt 1)**
6 Stories	**North Shattuck (C-NS) (Proposed Alt 2)**
7/8 Stories	Downtown Core/Corridor (C-DMU)** Telegraph Avenue, Southside Specific Plan (C-T)**

** San Pablo (C-W) is undergoing a Specific Plan and likely to be upzoned. The draft document includes a base zoning of 5 stories with a higher base zoning at specific nodes.*
*** Downtown (C-DMU) and Telegraph Avenue (C-T) zoning have height standards in feet. For this table, the height maximum was translated into maximum stories.*

Building Form Alternatives

This section outlines two zoning alternatives that would govern building form in each of the project areas. These alternatives are proposed to apply to the C-SO, C-NS, and C-E zones.[4]

The two alternatives include proposed maximum heights in the base zoning and the estimated maximum height that would be allowed for projects eligible to receive a 50% density bonus. Additional standards for building setbacks, lot coverage, and maximum FAR per floor would be developed after a preferred alternative is selected.

Detailed sections and renderings of the alternatives are shown below the additional draft standards.

Maximum Height

Alternative Form 1 – Medium Density. This alternative sets the building form at a maximum height to create a 0.8:1 building height-to-street width ratio for each corridor area. This alternative is the lowest in scale and density. It increases the maximum base height on Solano Avenue and North Shattuck by two stories and increases the maximum base height on College Avenue by one story.

Alternative Form 2 – Higher Density. This alternative sets the maximum base height one story taller than Alternative 1. This alternative would allow for buildings on Solano Avenue and North Shattuck to maximize the mid-rise building type with a 50% density bonus. College Avenue would have a maximum of 6 stories with the 50% density bonus.

Table 4 Zoning Alternatives: Maximum Building Height

	Existing Zoning	Alternative Form 1 Medium Density	Alternative Form 2 Higher Density
Solano Avenue (C-SO) (85 ft wide)	**2 stories** 28 ft	**4 stories** 48 ft	**5 stories** 58 ft
With 50% Density Bonus	**3-4 stories**	**5-6 stories**	**7-8 stories**
Building-to-Street Ratio	(0.33:1) @ 2 stories	(0.8:1)	(0.9:1)
Estimated Density*	35-85 du/acre	150 du/acre	175 du/acre
North Shattuck (C-NS) (94 ft wide)	**3 stories** 35 ft	**5 stories** 58 ft	**6 stories** 68 ft
With 50% Density Bonus	**5-6 stories**	**7-8 stories**	**8-9 stories**
Building-to-Street Ratio	(0.37:1) @ 2 stories	(0.83:1)	(0.94:1)
Estimated Density*	70-170 du/acre	175 du/acre	200 du/acre
College Avenue (C-E) (60 ft wide)	**2 stories** 28 ft	**3 stories** 38 ft	**4 stories** 48 ft
With 50% Density Bonus	**3-4 stories**	**4-5 stories**	**5-6 stories**
Building-to-Street Ratio	(0.5:1) @ 2 stories	(0.8:1)	(1.13:1)
Estimated Density*	35-85 du/acre	85 du/acre	130 du/acre

** Estimated average density based on a mixed-use building with an average unit size of 1,000 sf*

[4] *After analysis of the impact of the State Density Bonus Law and specific redevelopment potential of the corridor areas within the C-C and C-N zones, these areas of the North Shattuck (South of Virginia Street) and College Avenue (Rockridge) corridors will retain their existing zoning.*

Additional Building Form Standards

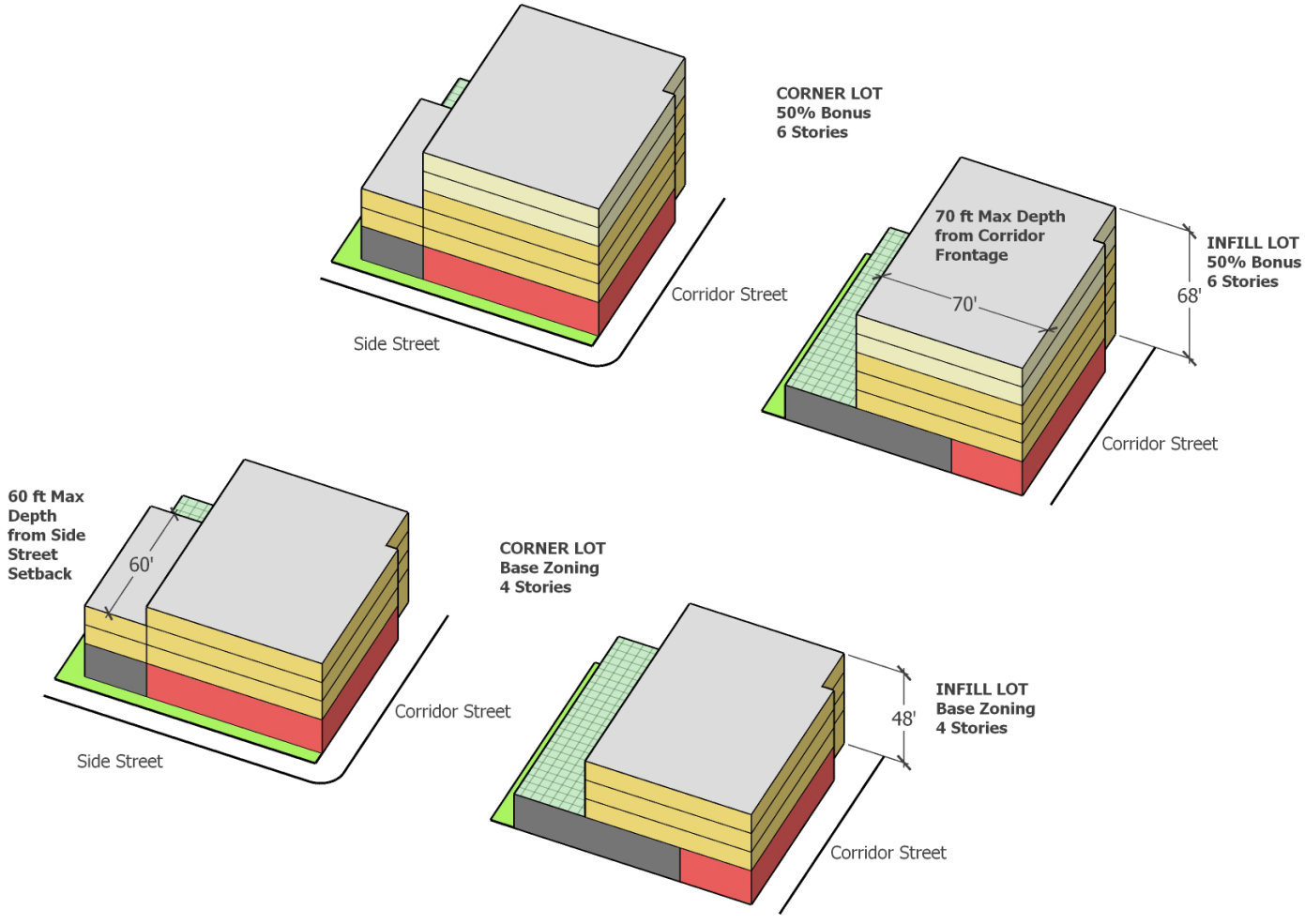
Building Massing

Building massing standards would limit where building area can be located on the site. The draft standards below show that the zoning could, for example, limit floor area above the ground floor at the rear of the lot, concentrating the building's mass along the corridor. This would create a transition to properties behind the corridor. Along side streets, the building mass could be allowed to continue along the street frontage up to 3 stories in height.

Draft Building Massing Standards:

- Floor area above the 1st story for all lots would be restricted to the first 70 feet of building area measured from the corridor frontage.
- For corner lots, additional floor area would be allowed up to the 3rd story for building massing within 60 feet of the building setback line along a side street.
- All buildings would have a minimum 10 feet rear setback when abutting residential zoning districts.

Figure 6 Draft Building Massing Standards

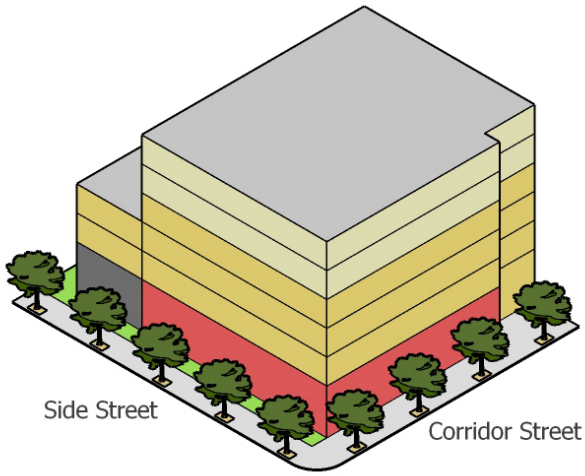


Upper Floor Step Backs

Upper floor step back standards may further sculpt a building's massing. The below alternatives for upper floor step backs would require the building façade to step back above a certain height to reduce the perceived height of a building. The alternatives range from not requiring an upper floor step back to requiring step backs on both street facing facades. Table 5 outlines upper floor step back alternatives by corridor. The diagrams below show diagrams of massing scenarios. The corridor street refers to Solano Avenue, North Shattuck, and College Avenue. The side street refers to cross streets that intersect the corridor streets.

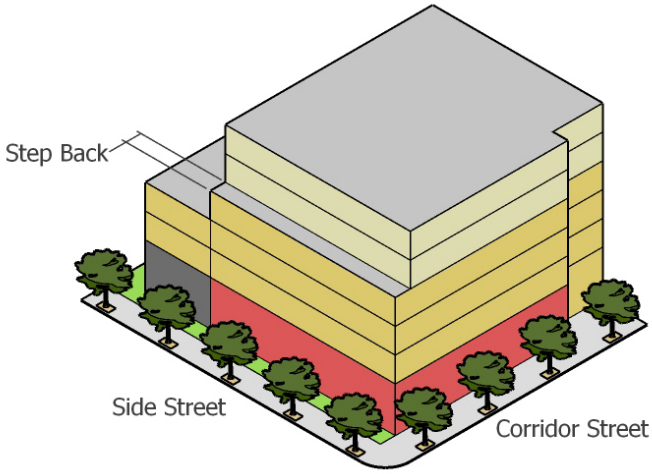
Alternative Upper Floor Step Backs 1

This alternative would require no upper floor step backs on street-facing facades.



Alternative Upper Floor Step Backs 2

This alternative would require no upper floor step backs on corridor-facing facades but would require upper floor step backs on side street-facing facades to step down building massing.



Alternative Upper Floor Step Backs 3

This alternative would require upper floor step backs on all street-facing facades to step down building massing.

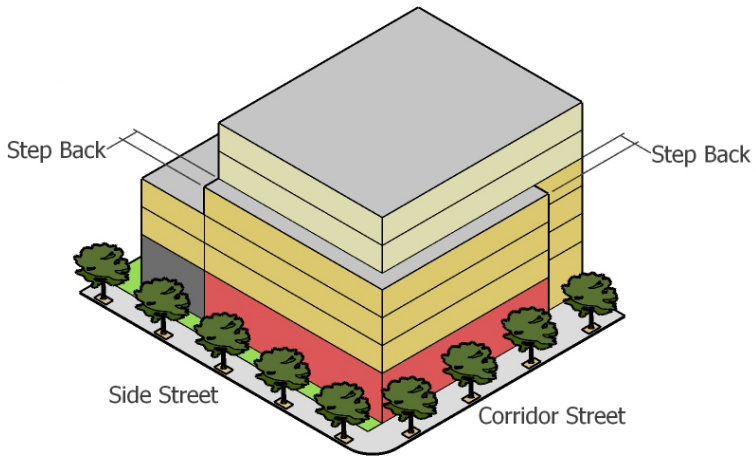


Table 5 Upper Floor Step Back Alternatives

	Alternative 1 No Upper Floor Step Back		Alternative 2 Upper Floor Step Back on Side Streets		Alternative 3 Upper Floor Step Back on All Streets	
	Corridor Street	Side Street	Corridor Street	Side Street	Corridor Street	Side Street
Solano Avenue	None	None	None	6 feet above 4th story	6 feet above 4th story	6 feet above 4th story
North Shattuck	None	None	None	6 feet above 5th story	6 feet above 5th story	6 feet above 5th story
College Avenue	None	None	None	10 feet above 3rd story	10 feet above 3rd story	10 feet above 3rd story

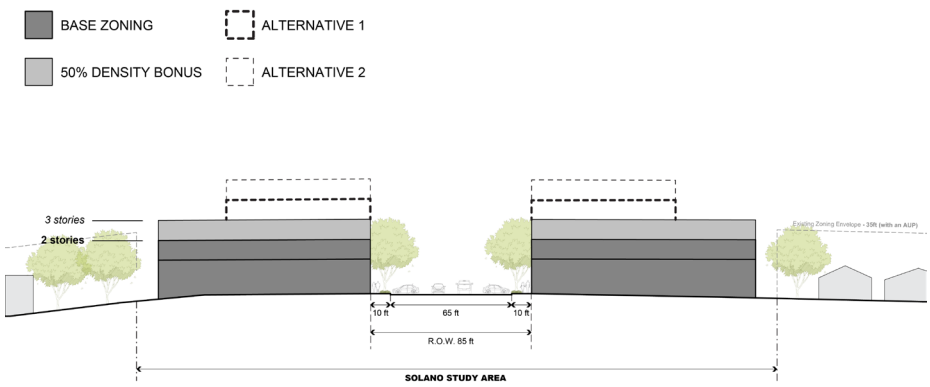
Residential-only Buildings

The existing zoning has lower maximum heights, special building setbacks, and lower allowed lot coverage for residential-only buildings. To encourage more housing, the proposed zoning alternatives do not have special form standards for residential-only buildings except for building setbacks. Residential buildings would be allowed to be of the same size and scale as mixed-use buildings.

Solano Avenue

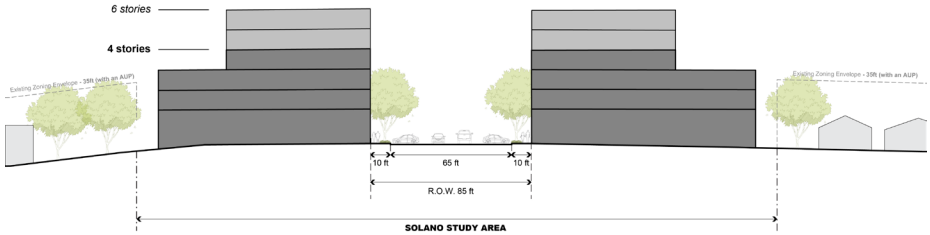
Existing Zoning

Solano Avenue (C-SO)	Existing Zoning
Base Zoning Maximum Height	2 stories 28 ft
With 50% Density Bonus	3-4 Stories
With 100% Density Bonus	5-6 stories



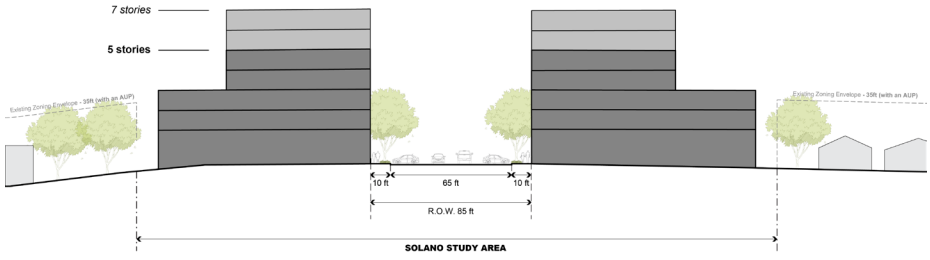
Base Zoning Alternative 1

Solano Avenue (C-SO)	Alternative 1 Medium Density
Base Zoning Maximum Height	4 stories 48 ft
With 50% Density Bonus	5-6 Stories
With 100% Density Bonus	7-8 stories



Base Zoning Alternative 2

Solano Avenue (C-SO)	Alternative 2 Higher Density
Base Zoning Maximum Height	5 stories 58 ft
With 50% Density Bonus	7-8 Stories
With 100% Density Bonus	10-11 stories



Solano Avenue

Existing Zoning

Base Zoning Alternative 1

Base Zoning Alternative 2

Solano Avenue

Existing Zoning

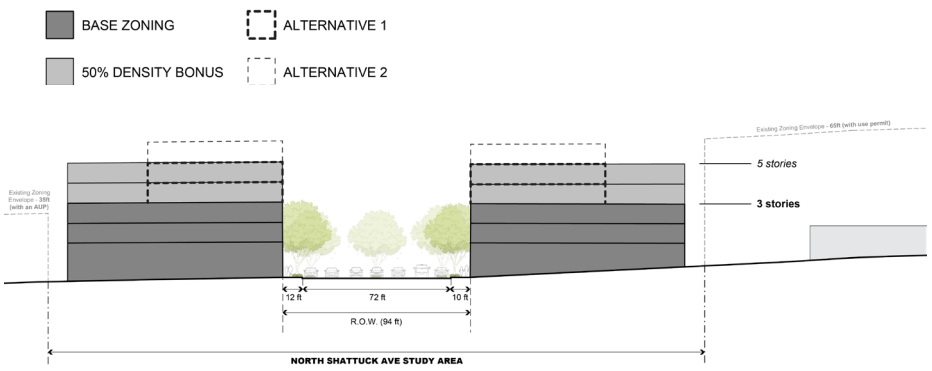
Base Zoning Alternative 1

Base Zoning Alternative 2

North Shattuck

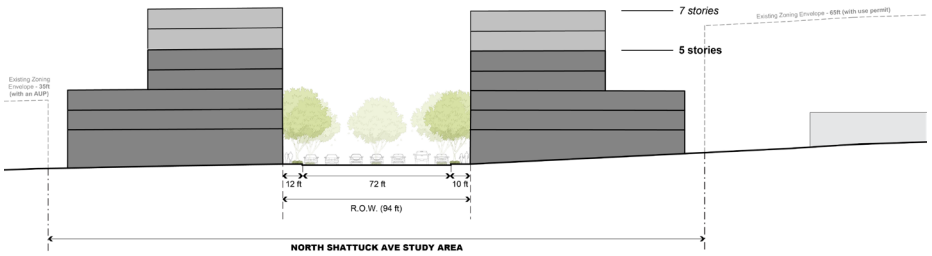
Existing Zoning

North Shattuck (C-NS)	Existing Zoning
Base Zoning Maximum Height	3 stories 35 ft
With 50% Density Bonus	5-6 stories
With 100% Density Bonus	7-8 stories



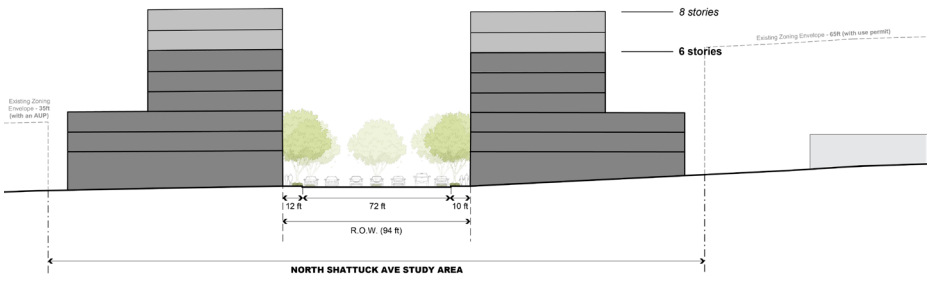
Base Zoning Alternative 1

North Shattuck (C-NS)	Alternative 1 Medium Density
Base Zoning Maximum Height	5 stories 58 ft
With 50% Density Bonus	7-8 Stories
With 100% Density Bonus	10-11 stories



Base Zoning Alternative 2

North Shattuck (C-NS)	Alternative 2 Higher Density
Base Zoning Maximum Height	6 stories 68 ft
With 50% Density Bonus	8-9 Stories
With 100% Density Bonus	11-12 stories



North Shattuck

Existing Zoning

Base Zoning Alternative 1

Base Zoning Alternative 2

North Shattuck

Existing Zoning

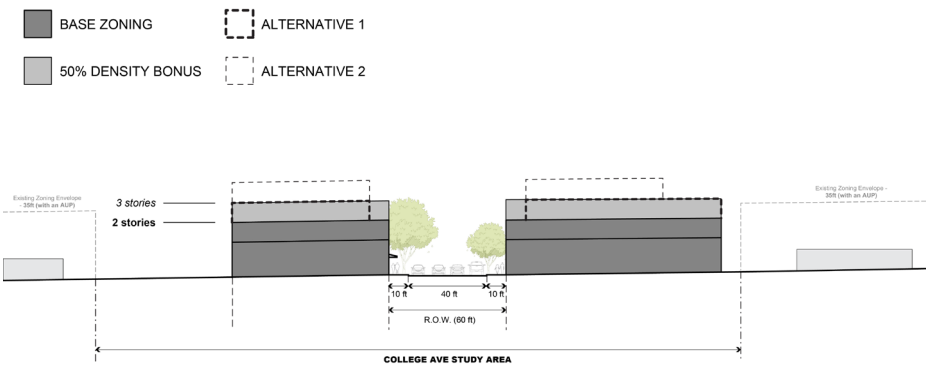
Base Zoning Alternative 1

Base Zoning Alternative 2

College Avenue/Elmwood

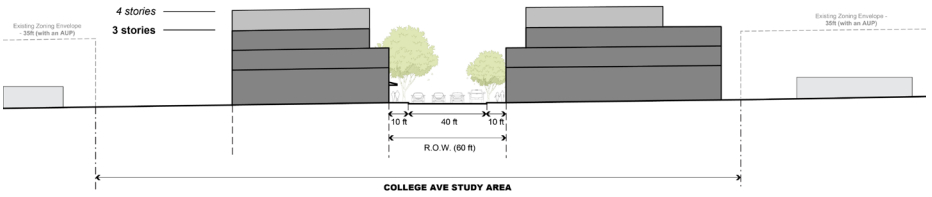
Existing Zoning

College Avenue (C-E)	Existing Zoning
Base Zoning Maximum Height	2 stories 28 ft
With 50% Density Bonus	3-4 Stories
With 100% Density Bonus	5-6 stories



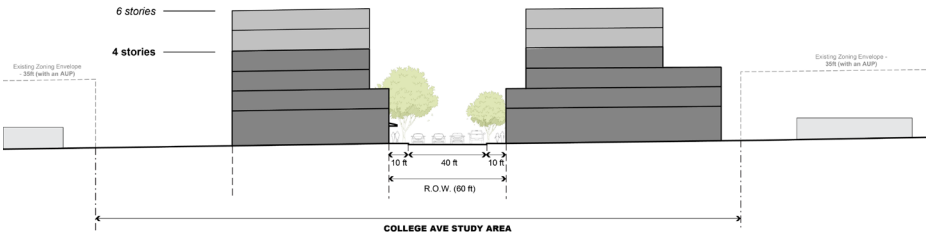
Base Zoning Alternative 1

College Avenue (C-E)	Alternative 1 Medium Density
Base Zoning Maximum Height	3 stories 38 ft
With 50% Density Bonus	4-5 Stories
With 100% Density Bonus	5-6 stories



Base Zoning Alternative 2

College Avenue (C-E)	Alternative 2 Higher Density
Base Zoning Maximum Height	4 stories 48 ft
With 50% Density Bonus	5-6 Stories
With 100% Density Bonus	7-8 stories



College Avenue/Elmwood

Existing Zoning

Base Zoning Alternative 1

Base Zoning Alternative 2

College Avenue/Elmwood

Existing Zoning

Base Zoning Alternative 1

Base Zoning Alternative 2

Density Analysis of Zoning Alternatives

The following analysis shows the potential range of development based on the likelihood of redevelopment analysis noted above. Determining how many sites may redevelop within a certain timeframe is an inexact process that is based on several factors, including market analysis, past development cycles, property ownership patterns, property sizes, and professional experience. The estimated growth ranges below show the upper end of the density range, and higher development numbers, than what has occurred in previous market cycles in Berkeley. For sites considered to have **High Redevelopment Potential**, the ranges below represent 50% to 75% of the sites redeveloping. For sites considered to have **Modest Redevelopment Potential**, the ranges below represent 20% to 40% of the sites redeveloping. The ranges assume both Andronico's locations will redevelop. For all cases, the build-out assumption meets the *Building Form Alternatives* which roughly matches the proposed *Base Zoning Alternatives* plus a 50% density bonus.

Table 6 Estimated Residential Growth Ranges of Zoning Alternatives

	Alternative 1 **Medium Density** **+ 50% Density Bonus**	**Alternative 2** **Higher Density** **+ 50% Density Bonus**
Solano Estimated growth*	**6 stories** 400 - 550 units	**7 stories** 450 - 650 units
Estimated Density**	150 du/acre	175 du/acre
North Shattuck Estimated growth*	**7 stories** 650 - 850 units	**8 stories** 750 - 1,000 units
Estimated Density**	175 du/acre	200 du/acre
College Estimated growth*	**4 stories** 50 - 80 units	**6 stories** 80 - 130 units
Estimated Density**	85 du/acre	130 du/acre
Totals	***1,100 - 1,600 units***	***1,300 - 1,780 units***

** Estimated growth numbers rounded to nearest 10 or 50 units*
***Estimated average density based on a mixed-use building with an average unit size of 1,000 sf*

Retail/Commercial Location Alternatives

The following retail alternatives outline where retail may be required and where other ground floor uses like office space or residential units may be allowed. The retail market has gone through seismic changes over the last decade and it is unlikely that each of these corridors will be able to support ground floor retail across all properties.

Alternative Retail 1

This alternative requires retail or retail-ready ground floor spaces along all areas of the C-E, C-SO, and C-NS corridor frontages.

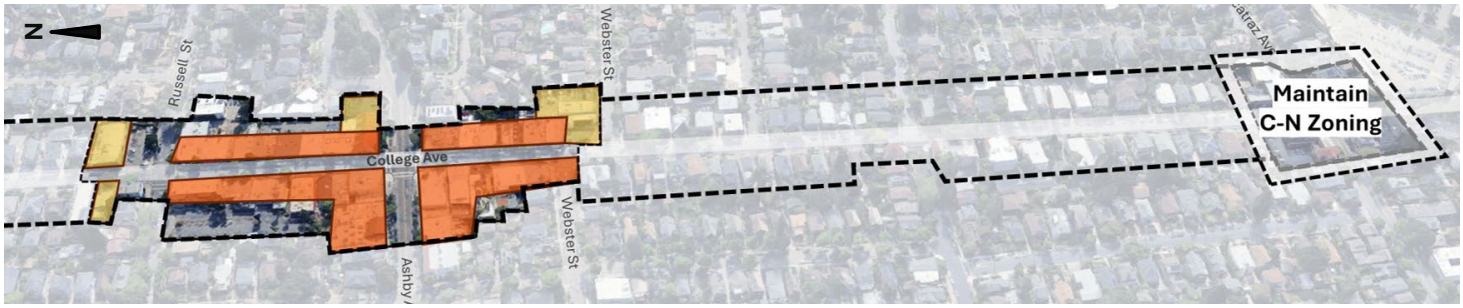
Alternative Retail 2

This alternative targets retail in certain locations along each corridor to create future nodes of retail while allowing other areas of the corridors to have 100% residential projects or ground floor office spaces. Allowing for residential-only projects and not requiring mixed-use would increase project feasibility and encourage more housing along the corridors (see Figures 7, 8, and 9).

Figure 7 Alternative Retail 2 on Solano

Figure 8 Alternative Retail 2 on North Shattuck

Figure 9 Alternative Retail 2 on College



Ground Floor Retail Required
Ground Floor Residential OK

Berkeley Corridors Zoning Update
Existing Conditions Report

March 5, 2025

Contents

Table of Figures

Table of Tables

Overall Context

Purpose

The purpose of the Berkeley Corridors Zoning Update is to explore zoning changes to increase housing development in the city's high-resource areas, specifically along Solano, North Shattuck, and College Avenues. These areas have been identified as priorities by Berkeley City Council to address housing scarcity, promote fair housing, and overcome barriers to development. A key component of the project will be a detailed analysis of current land use and potential opportunities for residential growth along these corridors. Each area presents unique challenges, including existing development, land ownership, and community concerns. The project will focus on understanding these dynamics and proposing strategies for effective zoning implementation, aligned with the City's goals of fostering environmental justice and social equity.

Project Area

The following section outlines a high-level overview of each of the project corridors. In addition to the summary information below, a project Mapbook includes visual representations of the following within the City of Berkeley and the project area boundaries:

- Public Transportation
- Existing Zoning
- General Plan Land Use
- Population by Race/Ethnicity
- Population by Age
- Median Income
- Renter-Occupied Housing
- Rent-Controlled Properties
- Recent Development (last 10 years)
- Pipeline Development
- Parcel Ownership (parcels that allow for aggregation)
- Existing Land Use
- FAR
- Building Age
- Historic Buildings
- Parcel Size
- TCAC/HCD Opportunity Map
- RCAA Map

To view the *Mapbook*, please follow this link.

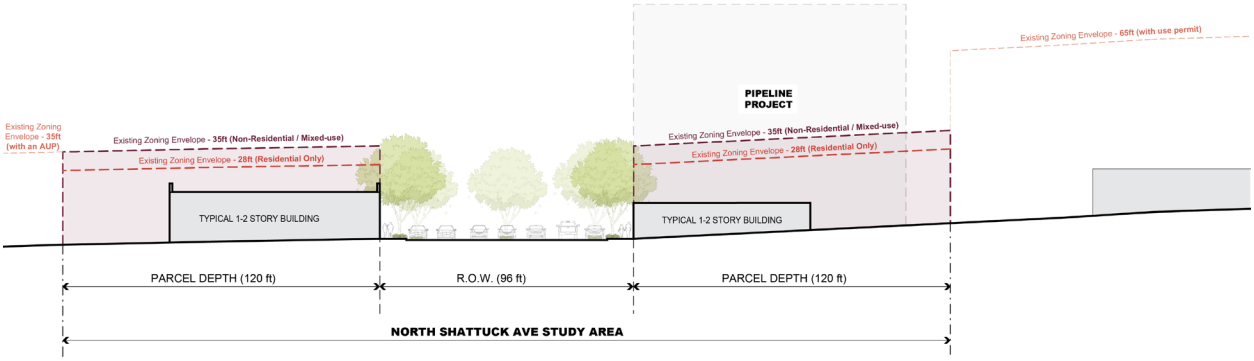
North Shattuck

Character and Use

Located just north of Downtown Berkeley, the **North Shattuck** area runs between Rose Street and Hearst Avenue. This half-mile stretch of Shattuck Avenue in the project area covers 78 parcels over approximately 19.3 acres. North Shattuck serves as the main corridor in the North Shattuck neighborhood and hosts a variety of commercial and residential uses, including two grocery stores and a national chain pharmacy. Common uses include housing, restaurants, hair and beauty salons, clothing and accessory stores, co-working spaces, financial services, and realty services. North Shattuck features a total of 155 businesses, including approximately 298.181 square feet of commercial space. Food and beverage businesses make up 26.4% of total businesses in the area. The North Shattuck area has a history of being key in the development of California Cuisine and the farm-to-table movement.

A typical section through Shattuck Avenue in the project area (Figure 1) features a right-of-way of about 95 feet, flanked by 1 and 2 story buildings on 120-foot-deep parcels. The current height standards allow new non-residential and mixed-use projects to be built up to 35 feet and three stories, while new residential-only projects can go up to 28 feet and two stories. A couple of pipeline developments currently underway are taking advantage of California's density bonus law to add taller structures up to 7 and 8 stories, changing the character of this portion of Shattuck Avenue. Abutting properties feature a range of building types including single-family and larger scale multi-family projects up to 4 stories in height. New projects in these neighboring areas can be built up to 35 feet and up to 65 feet in certain areas on the east side of the corridor with an Administrative Use Permit.

Figure 1: Typical Section of Shattuck Avenue in North Shattuck



History of Development

Both residential and commercial development in the North Shattuck area began in the late 1870s when the Berkeley Branch Railroad was extended north from its original terminus at Shattuck Avenue and University Avenue to Shattuck Avenue and Vine Street. From the late 1800's to 1948, Southern Pacific and Key System trains and streetcars provided transit services along many major corridors in the city and spurred the development of streetcar suburbs, including North Shattuck. The North Shattuck area has seen the most change in the last 20 years of the three corridors, including two sites that have 7-story mixed-use projects approved or under construction.

Figure 2: Aerial View of the North Shattuck project area

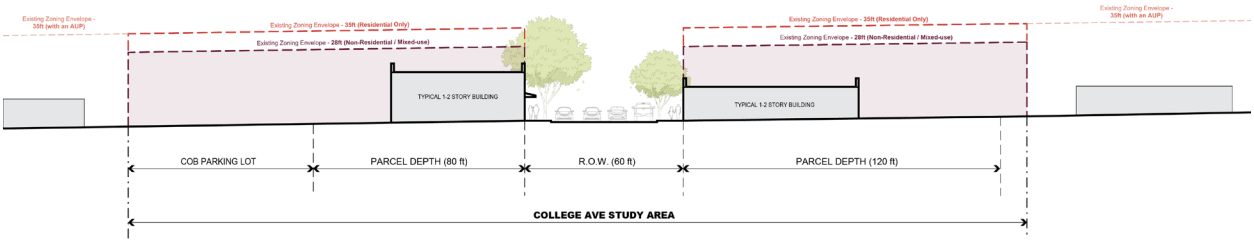
College Avenue

Character and Use

Located just south of University of California Berkeley, the **College Avenue** area runs between Dwight Way to the north and Alcatraz Ave to the south. The one-mile stretch of College Avenue that makes up the project area covers 208 parcels over approximately 30.7 acres and serves as the main commercial corridor of the Elmwood neighborhood. College hosts a variety of residential and commercial uses, including medium to high-density residential and neighborhood-serving and small- to medium-scale commercial uses. About three quarters of the total parcels in the College Avenue project area are residentially zoned (155 parcels over 23.6 acres). The residentially zoned parcels are a mix of R-3 and R-2A zoned properties. Those in the R2-A zone are currently going through a zoning update as part of the Middle Housing project and will not be considered as part of this project. The College Avenue area features a total of 102 businesses, including approximately 132,500 square feet of commercial space. Food and beverage businesses make up 27.5% of total businesses in the area.

A typical section through College Avenue in the project area (Figure 3) features a right-of-way and building-to-building dimension of about 60 feet, flanked by 1 and 2 story buildings on parcels ranging in depth from 80 to 120 feet. The current height standards allow new non-residential and mixed-use projects to be built up to 28 feet and two stories and new residential-only projects to go up to 35 feet and three stories. Abutting properties on either side of the College Avenue corridor feature low-scale residential structures. New projects in these neighboring areas can be built up to 35 feet with an Administrative Use Permit.

Figure 3: Typical Section of College Avenue



History of Development

The residential properties of College Avenue developed as a streetcar suburb as residential development in the area boomed in the early 1900s. The residential subdivisions adjacent to College Avenue were the first areas of the city to be designated as single-family residential zones. College Avenue and the adjacent Elmwood neighborhood saw major development in the first quarter of the 20th century as well as in the post-war 1960s. The major decline in new development from the 1930s to the 1950s can be attributed to depression-era economic hardship and World War II. Since the post-war boom, there has been a lack of new development.

Figure 4: Aerial View of the College Avenue project area

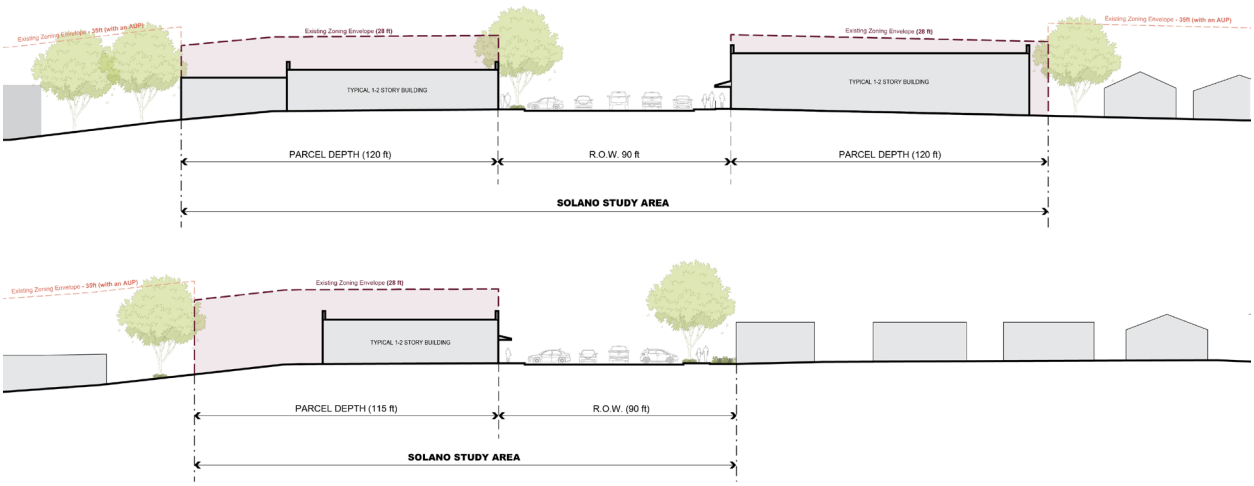
Solano Avenue

Character and Use

Located in both the Thousand Oaks and Northbrae neighborhoods, the **Solano Avenue** area runs along Solano Avenue between The Alameda to the east and slightly west of Neilson Street to City limits. This half-mile stretch of Solano Avenue in the project area covers 74 parcels over approximately 10.8 acres and serves as the main commercial corridor for the adjacent Thousand Oaks and Northbrae neighborhoods. The majority of uses along this portion of Solano Avenue are neighborhood-serving commercial uses; common businesses include hair and beauty salons, restaurants, clothing stores, home furnishings stores, and realty services. The Solano Avenue area features a total of 138 businesses, including approximately 188.278 square feet of commercial space. Food and beverage businesses make up 23.2% of total businesses in the area.

A typical section through Solano Avenue in the project area (Figure 5) features a right-of-way and building-to-building dimension of about 90 feet, flanked by 1 and 2 story buildings on 115- to 120-foot-deep parcels. The current height standards allow new projects to be built up to 28 feet and two stories. Abutting properties on either side of the Solano Avenue corridor feature low-scale residential structures. New projects in these neighboring areas can be built up to 35 feet with an Administrative Use Permit.

Figure 5: Typical Sections of Solano Avenue



History of Development

The Northbrae and Thousand Oaks communities abutting Solano Avenue first began developing in the early 20th century as commuter suburbs, especially spurred by the relocation of thousands of San Francisco residents following the 1906 earthquake that shook the region. Three of Southern Pacific's East Bay Electric Lines met at the intersections of Solano and Colusa Avenue—formerly referred to as Colusa Wye—offering access from the East Bay to San Francisco. Development along Solano Avenue in the Thousand Oaks/Northbrae area saw steady and minimal growth from the 1910s to the late 1990s. Since the turn of the century, there has been little to no development in the area. Additionally, the area has seen very little ownership parcel aggregation, as each individual storefront building is generally owned individually.

Figure 6: Aerial View of the Solano Avenue project area

Affirmatively Furthering Fair Housing

The Affirmatively Further Fair Housing (AFFH) mandate was established by the Fair Housing Act (Title VIII of the Civil Rights Act) in 1968. The Fair Housing Act not only prohibits discrimination in housing—on the basis of age, race, religion, national origin, sex, familial status, or disability—but requires federal agencies to combat the lingering effects of segregation and create real housing choice by implementing programs that further fair housing.

To further its commitment to protecting California residents' right to fair housing, the California Legislature passed AB 686 in 2019 to expand fair housing requirements outlined in the California Fair Employment and Housing Act (FEHA) and AB 1304 to require cities to identify racial integration and segregation patterns locally and regionally in the development of their Housing Elements. These updated regulations require all state and local public agencies in California to address inequities resulting from prior patterns of segregation, as well as create new requirements for Housing Elements adopted after 2021.

AFFH in Berkeley

The City establishes its commitment to AFFH in Goal E (Table 1) of its recently adopted 6th Cycle Housing Element.

Table 1: Berkeley Housing Element AFFH Policies

Goal E Affirmatively Further Fair Housing: The City should continue to take meaningful actions to affirmatively further fair housing choices in Berkeley.	
H-29	**Fair Housing.** Ensure compliance with federal, state, and local Fair Housing and anti-discrimination laws and ordinances to affirmatively further fair housing for all, ensuring equal access to housing regardless of their special circumstances as protected by fair housing laws.
H-30	**Accessible Housing.** Promote housing mobility by exceeding the accessibility requirements of the ADA and California Title 24 Disabled Access Regulations, and by encouraging incorporation into new construction and rehabilitation the use of technologies and design features that create universal accessibility.
H-31	**Affordable Accessible Housing.** Encourage new construction and rehabilitation of accessible housing units that are permanently affordable, in particular to extremely low-income households.
H-32	**Middle Housing.** Promote and facilitate a mix of dwelling types and sizes, particularly infill middle housing in high resource neighborhoods.

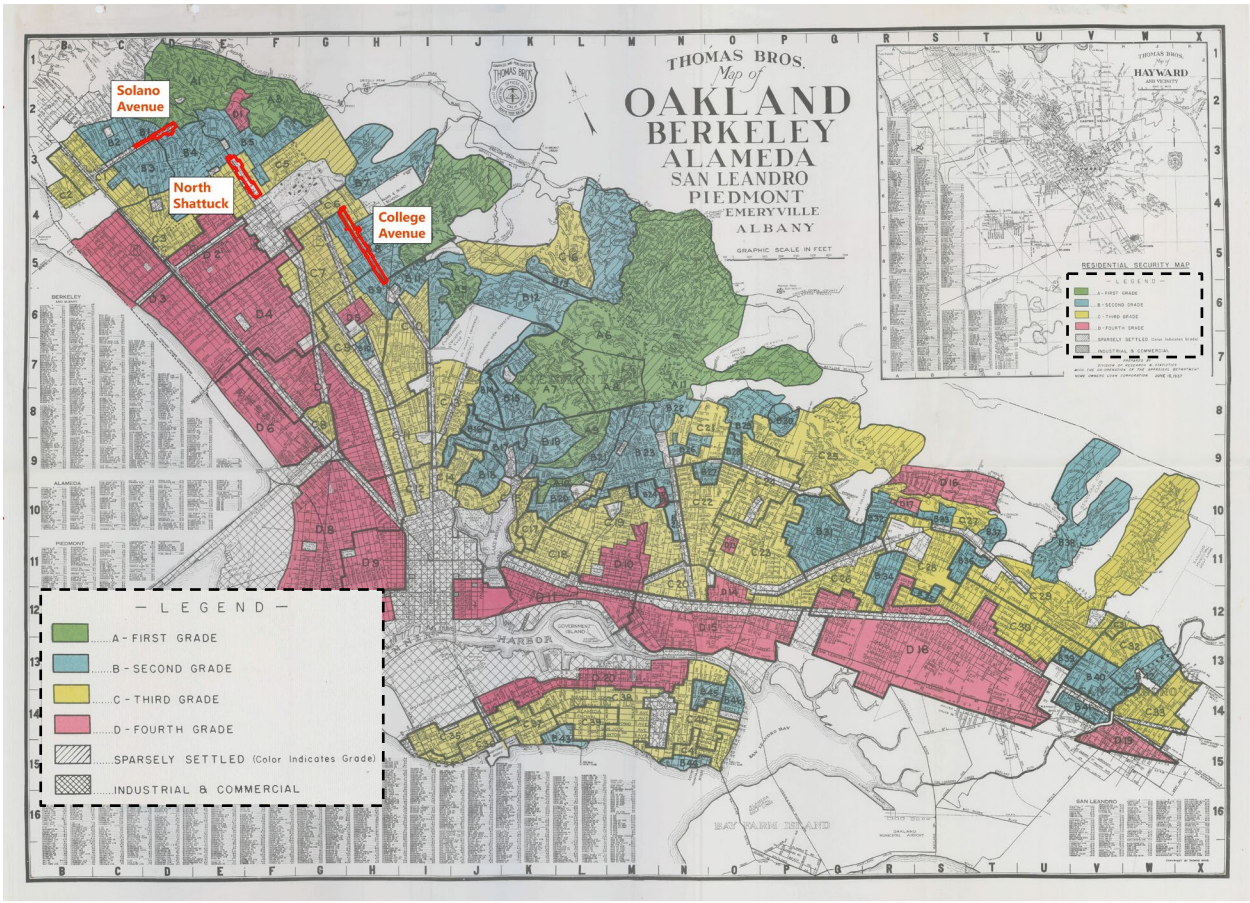
In order to implement Goal E, the City has used state resources like the California Department of Housing and Community Development's (HCD) Racially Concentrated Areas of Affluence (RCAA) and California Tax Credit Allocation Committee (TCAC) Opportunity maps to identify the areas chosen for this project. Rezoning areas along the three project areas ensures that high resourced—and in many cases more affluent—areas accommodate their fair share of affordable housing, rather than concentrating new development in historically marginalized areas of the city.

Segregation and Redlining

Many neighborhoods in the city were shaped by segregation and exclusionary practices like redlining and racially restrictive covenants. Redlining, initiated by the federal Home Owners' Loan Corporation (HOLC) in the 1930s, categorized neighborhoods by desirability, often downgrading areas with Black and immigrant populations. The HOLC maps were primarily used by banks, real estate agents, and government agencies to assess the risk of offering home loans in different neighborhoods. The maps labeled certain parts of Berkeley as "hazardous" or "declining," limiting homeownership opportunities and reinforcing segregation. These practices—alongside local housing covenants—reinforced racial inequalities, the effects of which persist today.

The Solano Avenue and College Avenue study areas were located in the A "Best" and B "Still Desirable" categories. North Shattuck was located adjacent to the B category but mostly within the C "Definitely Declining." None of the project areas are located within or near the D "Hazardous" category. These classifications are likely to have impacted the project areas positively in maintaining a high level of resources and investment over time.

Figure 7: Project areas on HOLC Map of Alameda County Cities



Downzoning and Neighborhood Preservation Ordinance

In the post-war era, several downzoning efforts occurred in Berkeley, reducing allowable densities, and limiting the construction of housing in many areas of the city. In 1951, the first downzoning action reclassified several areas of the City from R-3 and R-4 to a new, lower-density R-2A district. The new R-2A district was prevalent in the North Shattuck neighborhood and along the College Avenue corridor. In 1962, another downzoning action reduced the allowable densities in approximately 30% of the city.

In addition to downzoning actions, the Neighborhood Preservation Ordinance of 1973, a citizen-led initiative, further limited the production of housing in Berkeley by requiring use permits and public hearings for any new housing units in any zone and mandating public hearings for any demolition of a housing unit.

Racially Concentrated Area of Affluence

As a direct result of redlining and other exclusionary practices such as racial restrictive covenants, downzoning actions, and the Neighborhood Preservation Ordinance, the three project areas have historically seen a concentration of wealthy, predominantly white populations.

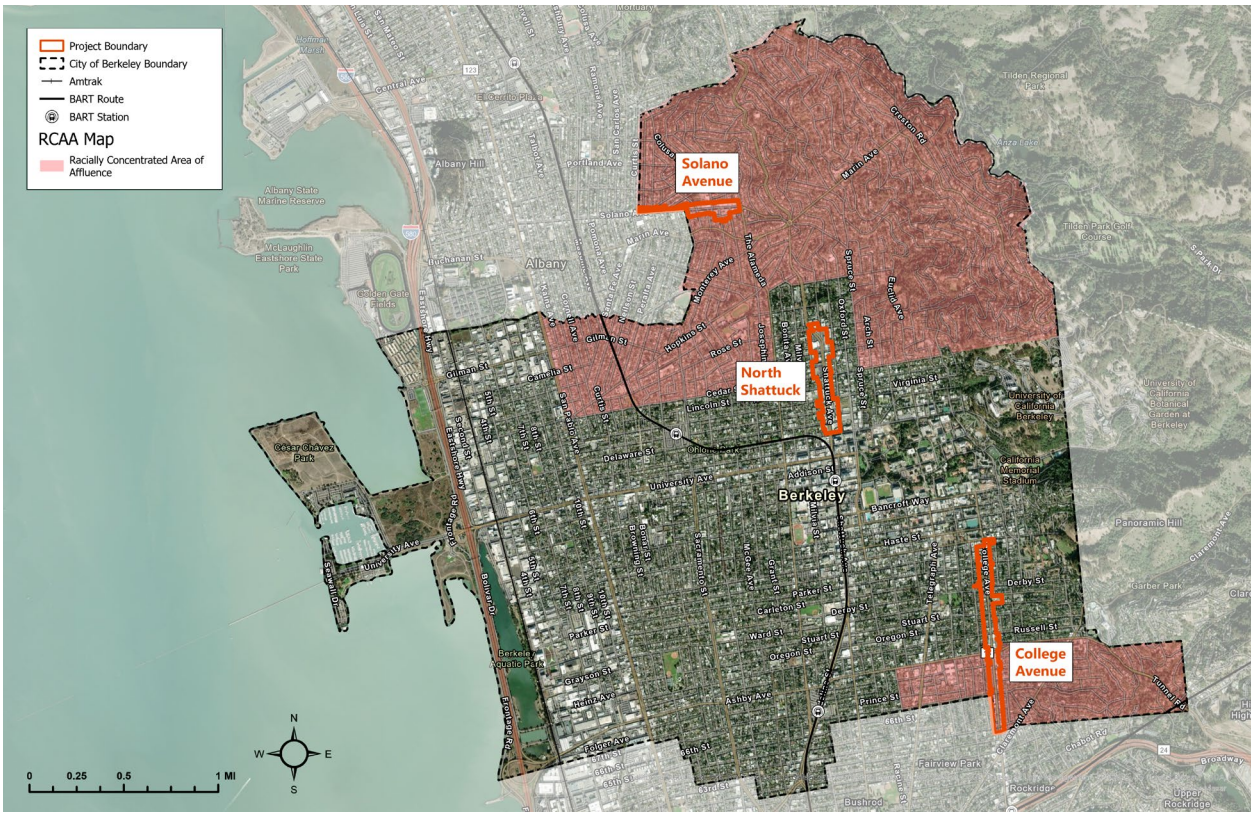
State law (Gov. Code §65583(c)(10)) requires that all jurisdictions analyze racially concentrated areas of affluence (RCAA) in the development of the Housing Element of their General Plan. An RCAA describes an area where the populations are disproportionally white and affluent, highlighting the lasting impacts that segregation and other exclusionary policies had on community makeup.

As illustrated in Figure 8, Berkeley neighborhoods that are fully or partially* a RCAA are:

- Berkeley Hills
- Claremont
- Cragmont
- Elmwood
- Le Conte
- Live Oak
- Northbrae
- South Hampton
- Terrance View
- Thousand Oaks
- Westbrae

In order to equitably distribute the stock of affordable housing across the city, the City must actively incentivize housing development in these areas. HCD has identified Solano Avenue and College Avenue south of Ashby Avenue as RCAAs, so rezoning efforts along these portions of the project area would help the City undo the lasting effects of racial and economic segregation still impacting some communities.

Figure 8: RCAAs in Berkeley

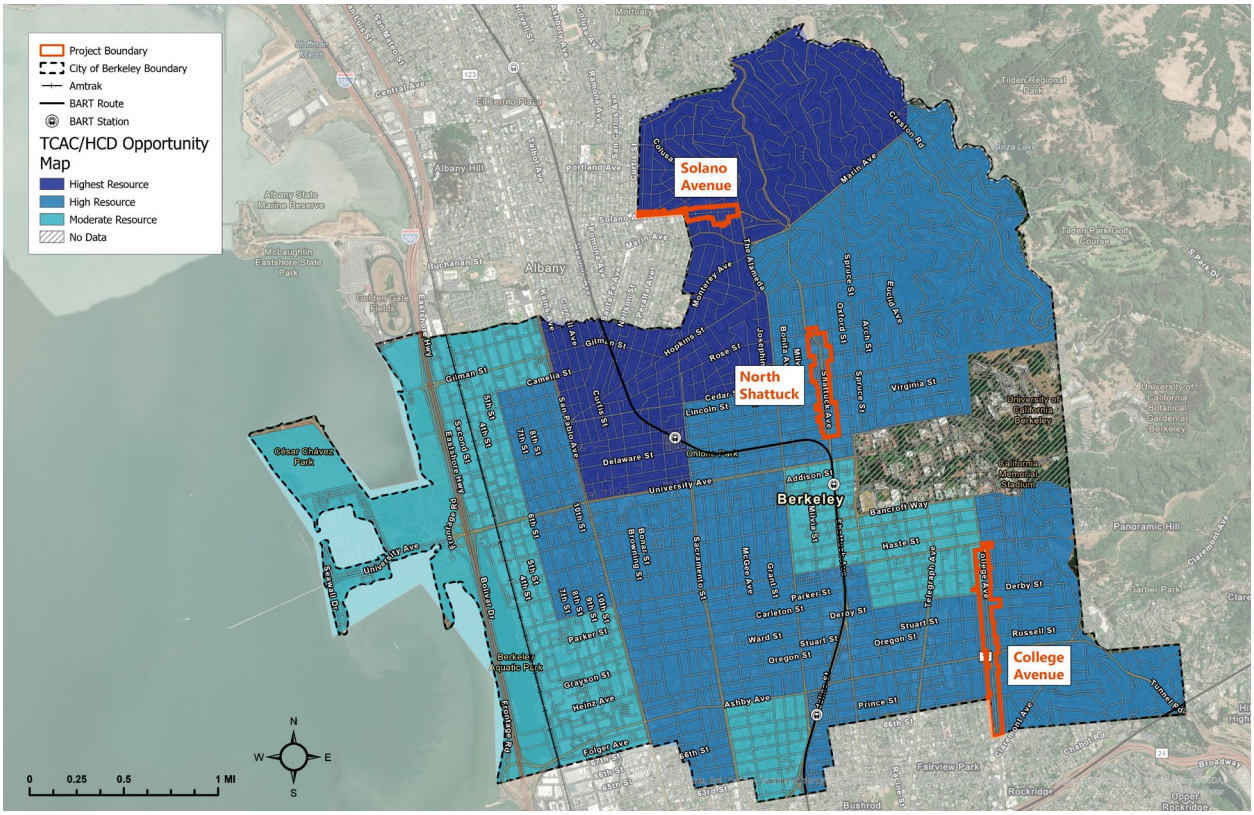


TCAC/HCD Opportunity Map

In 2017, the State Treasurer's' Tax Credit Allocation Committee (TCAC) and the Department of Housing and Community Development (HCD) established the California Fair Housing Task Force—a group of independent organizations and researched centers—to create an opportunity map that identifies areas across the state whose characteristics have been proved to support the educational, economic, and health well-being of low-income families.

The TCAC/HCD Opportunity Map (Figure 9) is used to inform statewide policy for funding affordable housing as a part of the 9% Low Income Housing Tax Credit (LIHTC) program, as well as other state programs (e.g., 4% Low-income Housing Tax Credit (LIHTC) program and HCD's Multifamily Housing Program).

Figure 9: TCAC/HCD Opportunity Map

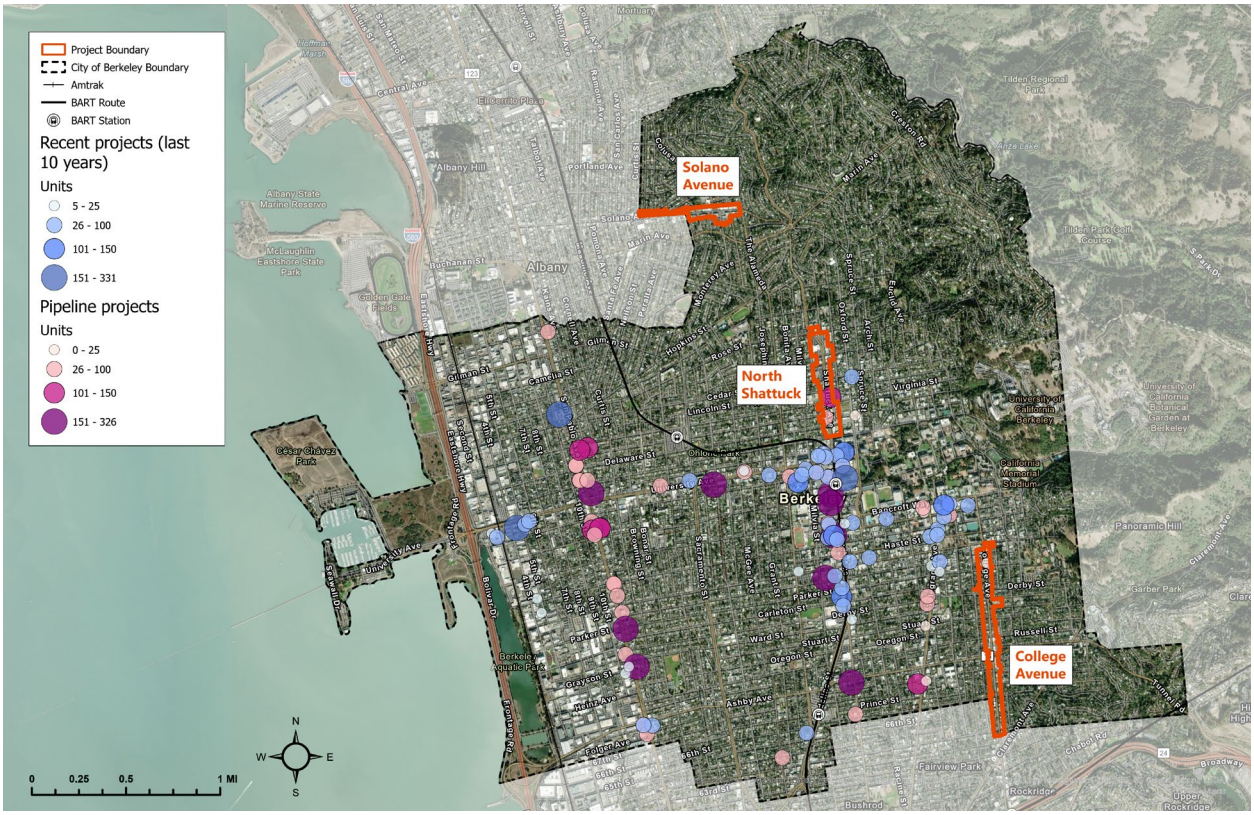


The three project areas fall in either a High or Highest Resource community. Ensuring that affordable housing options are equitably distributed across the city, especially in areas with high-quality transit, jobs, high-performing schools, and low exposure to environmental hazards and pollutants is a high priority to the City. Rezoning the three project areas for housing will encourage new residential construction and increase access to affordable housing in these amenity-rich areas through the City's Inclusionary Housing Ordinance that requires any new housing development to provide at least 20 percent affordable units.

Recent Housing Developments

The Recent Housing Development Heat Map (Figure 10) shows projects built within the last 10 years and approved multifamily housing projects, labeled as pipeline projects. The heat map shows that the majority of new housing is being built in the lower resourced areas and no new multifamily housing is being built in the RCAA areas mapped in Figure 8. The highest concentration of new housing has been along San Pablo Avenue, University Avenue, Downtown, along Shattuck Avenue, and the Southside area along Telegraph. There are only 3 projects within the study areas; two 7-story projects in North Shattuck that are approved or under construction and one 11-unit project on College Avenue that is under construction.

Figure 10: Recent and Pipeline Development Heat Map



Socioeconomic Context

The below socioeconomic data represents the project areas and a small buffer; the addition of a ⅛-mile buffer around each project area provides insight on the communities surrounding the corridors. The below sections summarize four main socioeconomic categories: age, race/ethnicity, tenancy, and income.

Age

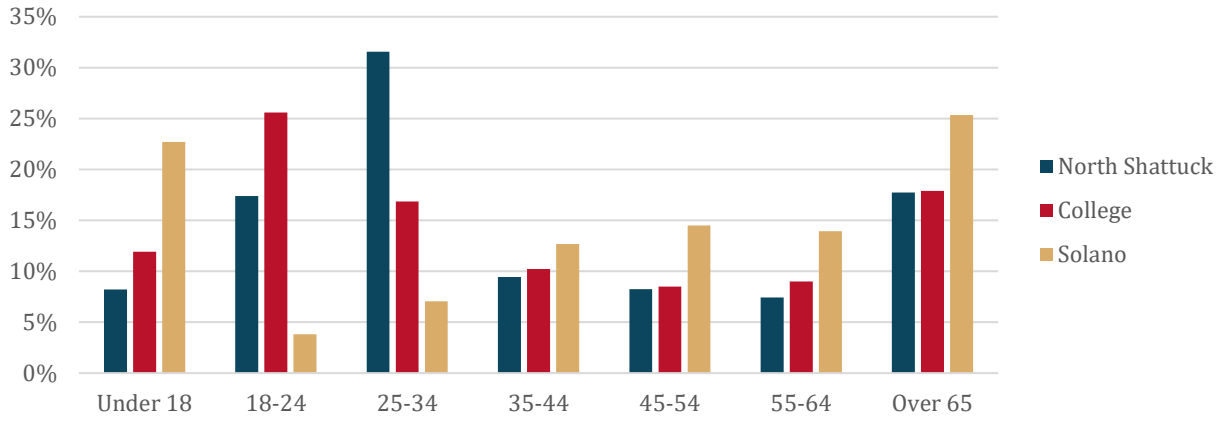
Age distribution provides insights into the community's life stage trends. A younger population may suggest a growing community with young families and schools, while an older demographic may indicate a retirement-friendly area with healthcare needs. Mixed age groups reflect intergenerational diversity, affecting community services, housing, and recreational activities.

The following are some insights drawn from the summary in Figure 11:

- **Students and Young Professionals: North Shattuck** and **College** have a notably higher proportion of young adults (18-34), at 49% and 42% respectively, compared to Solano (11%), hinting at dominant student and early career populations. College has a much higher percentage in the age group of 18-24, reflecting the student population while North Shattuck has a much higher percentage in the age group of 25-34, reflecting a larger percentage of graduate students and young professionals.
- **Families and Seniors: Solano** has a higher proportion of seniors (25%) and the highest proportion of children (22%). It also has the lowest percentage of young adults. These statistics imply it is an area of families with young school age children and retirees.

This suggests **Solano** is more family and retirement-friendly, while **North Shattuck** and **College** are more student or working-professional-focused areas.

Figure 11: Age Distribution



Race and Ethnicity

The racial and ethnic makeup of a community shapes its cultural and social landscape. A diverse population can bring a range of traditions, languages, and practices, enriching the community's social fabric. However, it may also highlight challenges in terms of equity and access to resources. A less racially and ethnically diverse population in a neighborhood also signals the lasting impacts of segregation and other exclusionary policies at the local level.

The following are some insights drawn from the summary in Table 2:

- **White** is the majority group across all areas, with **Solano** (69%) and **College** (64%) having the highest percentages. **North Shattuck** is more racially diverse, with only 51% identifying as White, indicating greater variation in ethnic backgrounds compared to the other two areas.

- **Asian** populations are notably higher in **North Shattuck** (35%) compared to **College** (20%) and **Solano** (16%), making North Shattuck the most significant Asian demographic area, possibly reflecting more cultural or community connections.
- The **Black/African American** population is small across all areas, with **North Shattuck** at 4%, slightly higher than the others.
- **Hispanic/Latino** populations are relatively small but higher in **College** (13%) and **North Shattuck** (11%) compared to **Solano** (7%).

North Shattuck appears to be the most ethnically diverse, particularly with a larger Asian presence and lower percentage of White residents, while **Solano** is less diverse, with a higher concentration of White residents. **College** strikes a middle ground between the two. North Shattuck is also the most densely populated of the three corridors and the closest to the university and downtown.

Table 2: Race and Ethnicity Distribution

Race/Ethnicity	North Shattuck	College	Solano
White (alone)	51%	64%	69%
Black / African American	4%	3%	2%
American Indian / Alaskan Native	<1%	<1%	<1%
Asian (alone)	35%	20%	16%
Hawaiian / Pacific Islander	<1%	<1%	0%
Other (alone)	3%	4%	2%
Hispanic / Latino	11%	13%	7%
Not Hispanic / Latino	89%	87%	93%

Owners and Renters

Communities with a high rate of homeownership often signal stability and long-term investment but may be more averse to change. Areas with a larger renter population may offer more affordable housing options but may suggest a younger or transient population. Renter communities are often in denser, more urban settings where mobility and flexibility of renting is valued or where there may be economic barriers to homeownership.

The following are some insights drawn from the summary in Table 3:

- **Solano** has the highest homeownership rate (83%), indicating a more stable and possibly older population. Its low renter percentage (17%) supports the idea of a more settled, owner-occupied community. This follows the age demographic spread with the very high percentage of residents that are younger than 18 and older than 65.
- **College** has a more balanced distribution, with 44% owners and 56% renters. This mix suggests a blend of long-term residents and transient populations, potentially younger people or students, making the area somewhat more dynamic and flexible. This area is close to the college but also includes a large percentage of single-family homes.
- **North Shattuck** has the lowest homeownership rate (26%) and a high renter population (74%), implying a more transient population, potentially younger people or students, possibly due to affordability issues or a higher demand for rental housing in a denser, urban setting.

In summary, **Solano** represents a homeowner-dominated area, while **North Shattuck** leans more toward a renter-heavy, potentially more mobile community. **College** falls in between, with a fairly even mix of owners and renters.

Table 3: Tenancy Distribution

Tenancy	North Shattuck	College	Solano
Owner	**26%**	**44%**	**83%**
Renter	**74%**	**56%**	**17%**

Income

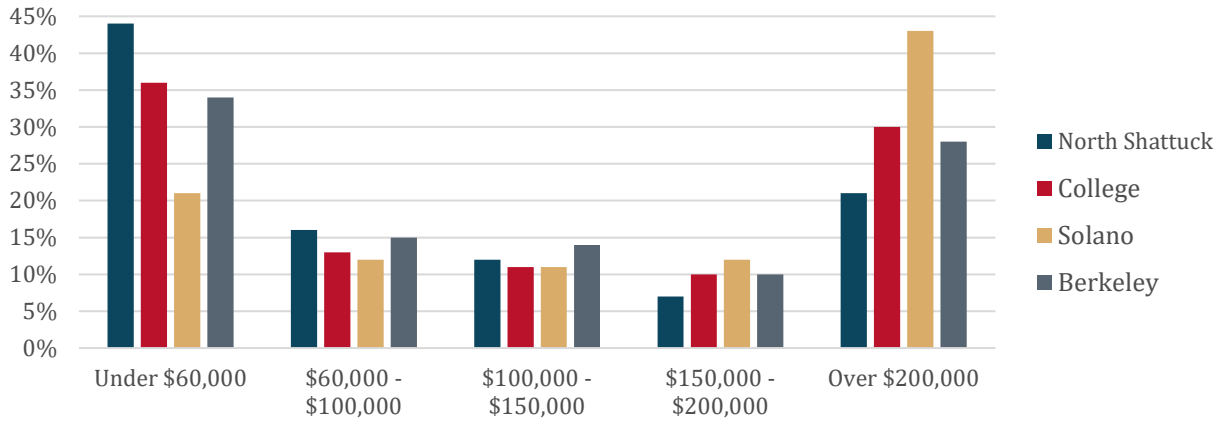
Income distribution in a community reveals economic diversity. A broad range of income levels points to a mixed-class environment with varied housing, schooling, and service needs. High concentrations of wealth or poverty highlight inequality, influencing everything from education quality to job opportunities. Communities with middle-income stability may reflect more balanced access to services and economic opportunity.

The following are insights drawn from the summary in Figure 12:

- **Solano** has the highest proportion of residents earning over $200,000 (43%), compared to North Shattuck (21%), College (30%), and Berkeley as a whole (28%), indicating it is a relatively affluent area of the city. It also has the smallest percentage of residents earning under $60,000 (21%), suggesting fewer lower-income households compared to the city's percentage (34%). This, combined with high homeownership rates, points to Solano being a wealthier community.
- **College** has a significant portion of high-income earners as well, with 30% of residents earning over $200,000, but it also has a broader distribution of incomes, including 36% of households earning under $60,000. This reflects a more mixed-income area, balancing wealthier residents with those at lower income levels. College has an income distribution that is closest to the City's overall income distribution, compared to the two other areas.
- **North Shattuck** has a higher percentage of residents earning less than $60,000 (44%), compared to Berkeley (34%), signaling a more economically diverse or lower-income area of the city. However, it also has 21% of residents earning over $200,000, showing a wide range of economic backgrounds, possibly indicating gentrification or a split between wealthy and lower-income residents.

In summary, **Solano** is clearly the wealthiest and most stable area, while **North Shattuck** appears more economically diverse, with a mix of high and low incomes. **College** sits in the middle, featuring some economic diversity but with a stronger representation of high-income households.

Figure 12: Income Distribution



Policy Framework

General Plan

Land Use Element

The Land Use Element of the General Plan outlines the long-term vision for development in the City of Berkeley, addressing how land should be used to balance housing, employment, recreation, and environmental needs. It sets the foundation for zoning regulations by guiding land use decisions and ensuring that future growth aligns with community goals. This section includes excerpts of key sections and policies from the Land Use element related to the project areas. Some things have changed since the last update to the land use element, specifically, the City has since removed land use quotas throughout the city.

Downtown and Other Commercial Mixed-Use Areas

The third objective of the Land Use Element is to maintain and enhance Berkeley's commercial areas and the Downtown. Commercial activity is primarily distributed between Downtown, West Berkeley, the neighborhood and avenue commercial districts of North Shattuck, Elmwood, Solano, Shattuck/Adeline, and Telegraph Avenue, and the commercial strips along San Pablo and University Avenues.

Berkeley's neighborhood commercial and avenue commercial areas include a large number of specialty stores and services that attract customers from outside the surrounding neighborhoods. The types of businesses that attract customers from outside the immediate neighborhood include popular restaurants, specialty furniture stores, and unique book, music, and specialty food stores which are not found in regional malls or neighboring communities.

Commercial quotas have been adopted since 1977, as part of the Zoning Ordinance, to regulate new uses occurring in the Telegraph, Elmwood, North Shattuck, and Solano Avenue commercial zoning districts. In the late 1970s, rising lease rates in some of these districts were beginning to drive out the familiar neighborhood-serving shops and services in favor of a multiplicity of new restaurants and boutique shops. In response, commercial rent control was an early method used by the City to protect merchants. However, when that was overturned by the California courts, the present quota system was enacted to regulate specific categories of use. Quotas for various uses, such as gift/novelty shops, beauty shops, or certain food services, are now codified through the Zoning Ordinance for several neighborhood and avenue commercial areas. In most cases, these numerical quotas were set at or below the existing number of establishments in any one particular category. The goal was to limit the number of certain types of businesses while allowing a diverse range of other, neighborhood-serving businesses to remain and find space in the districts.

For the neighborhood and avenue commercial corridors shown on the Land Use Diagram, the Land Use Element respects the existing development standards and height limits and provides guidance for future City decision-making to ensure that these areas continue to be vital, thriving, pedestrian-oriented commercial centers that serve area residents and provide necessary goods and services.

Policy LU-26 Neighborhood Commercial Areas

Maintain and improve Neighborhood Commercial areas, such as Elmwood, Solano, and North Shattuck, as pedestrian-friendly, visually attractive areas and ensure that Neighborhood Commercial areas fully serve neighborhood needs. (See Land Use Diagram for locations of Neighborhood Commercial areas. Also see Economic Development and Employment Policy ED-4 and Urban Design and Preservation Policy UD-28.)

Actions:

A. Require ground-floor commercial uses to be oriented to the street and sidewalks to encourage a vital and appealing pedestrian experience.

B. *Ensure safe, well-lighted, wide walkways that are appropriately shaded for compatibility with upper story residential units and adequate traffic signals for pedestrian street-crossings in commercial areas.*
C. *Provide street trees, bus shelters, and benches for pedestrians in commercial areas.*
D. *Provide bicycle facilities and ample and secure bicycle parking wherever appropriate and feasible.*
E. *Maintain and encourage a wide range of community and commercial services, including basic goods and services.*
F. *Encourage sensitive infill development of vacant or underutilized property that is compatible with existing development patterns.*
G. *Control the design and operation of commercial establishments to ensure their compatibility with adjacent residential areas.*
H. *Use design review and careful land use decisions to preserve the historic character of Neighborhood Commercial areas.*

Land Use Classifications

Neighborhood Commercial

These areas of the city are generally characterized by pedestrian-oriented, neighborhood-serving commercial development, and multi-family residential structures. These areas are typically located on two-lane streets with on-street parking and transit. Appropriate uses for these areas include: local-serving commercial, residential, office, community service, and institutional. Building intensity will generally range from a Floor Area Ratio (FAR) of less than 1 to a FAR of 3. Population density will generally range from 44 to 88 persons per acre.

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

Zoning District	***Maximum FAR***	***Maximum Height***
Neighborhood Commercial	*3*	*35 ft.*
Elmwood Commercial	*0.8 to 1*	*28 ft.*
North Shattuck Commercial	*1 (non-residential)*	*35 ft.*
Solano Avenue Commercial	*2*	*28 ft.*
South Area Commercial	*4*	*24 – 36 ft.*

Housing Element

The City of Berkeley's 6th Cycle Housing Element was adopted by City Council in January 2023. The goal of the Housing Element is to ensure that the City of Berkeley adequately plans to meet the housing needs of their communities, with a focus on affordability, inclusivity, and accessibility. Below are programs that are relevant to the project areas.

For a full table of Housing Element goals and policies, see Appendix A: Housing Element Policy Framework.

Program 27: Priority Development Areas (PDAs), Commercial and Transit Corridors

San Pablo Avenue PDA Specific Plan

The City will be developing a San Pablo Avenue Corridor PDA Specific Plan, which will increase allowed densities and/or development capacity, and study design standards, public improvements, and mechanisms to incentivize affordable housing. The Housing Element sites inventory identifies 64 sites completely or partially within the San Pablo Avenue PDA, accounting for a total of 3,429 anticipated units (665 very low income, 599 low income, 353 moderate income, and 1,812 above moderate income units). As part of the San Pablo Specific Plan, the team will also study live/work or other innovative "all-use building" strategies. The specific plan process kicks-off in December 2022.

Southside Plan Area

The City will also be pursuing zoning map and development standard amendments in the Southside Plan Area, which comprises a portion of the Telegraph PDA. These proposed zoning modifications are intended to increase housing capacity and production in the Southside through changes in a targeted number of zoning parameters: building heights, building footprints (including setbacks and lot coverage), parking, ground-floor residential use, and adjustments to the existing zoning district boundaries. Under existing zoning, the Housing Element identifies 21 sites in the Southside Plan area, accounting for a total of 752 anticipated units (44 very low income, 38 low income, 150 moderate income, and 520 above moderate income units. This Southside zoning modification program proposes amendments that could facilitate an additional 1,000 units compared to existing zoning and sites inventory capacity.

Land Use, Safety, and Environmental Justice Element Update

The City will update zoning map and development standards to accommodate housing capacity and growth on transit and commercial corridors, particularly in the highest resource and higher income neighborhoods pursuant to the Affirmatively Furthering Fair Housing requirement. These updates will increase allowed densities and/or development capacity with the goal of achieving consistency among all transit and commercial corridors, especially between formerly red-lined areas and higher-resource areas of Solano Avenue, north Shattuck Avenue, and College Avenue. An update to the City's Land Use Element, Safety Element, and Environmental Justice Element will be conducted in tandem with this effort.

Specific Actions and Timeline.	*By December 2024, complete Telegraph PDA/Southside Plan Area zoning map amendments and up-zoning.* *By December 2025, develop and adopt the San Pablo PDA Specific Plan. Conduct analysis, public and stakeholder engagement, and policy options, including zoning and General Plan amendments.* *By December 2026, update Land Use, Safety, and Environmental Justice Elements of the General Plan to increase new housing opportunities by at least 2000 units on commercial and transit corridors, particularly in the highest resource and higher income neighborhoods, to achieve consistency among all transit and commercial corridors, and revise the City's zoning map and development standards to be consistent. The City commits to initiate this work within one year of certification of the Housing Element.*
Lead Department(s)/Agency	*Planning*
Funding Source(s)	*General Fund, ABAG/MTC PDA Planning Grant*
AFFH	*New Opportunities in High Resource Areas* *Targeted outreach to Southside Area residents and UC students*
Policies Implemented	*H-16 Medium and High-Density Zoning* *H-17 Transit-Oriented New Construction* *H-19 Regional Housing Needs* *H-22 Inter-Jurisdictional and Regional Coordination* *H-33 Reduce Governmental Constraints* *H-35 Incentivize Affordable Housing*

Program 33: Zoning Code Amendment: Residential

The City will study and establish residential objective standards to provide clarity and predictability and reduce reliance on the use permit process and non-detriment findings by replacing them with new objective standards. The proposed Zoning Ordinance amendments would create or modify objective standards to increase residential development potential, including increasing building height, coverage, floor area ratio, and reducing setbacks and building separation, and allowing for more flexibility in the

calculation and configuration of open space. In addition, the Berkeley zoning code currently does not contain a minimum or maximum density standard expressed in "units per acre" for the majority of its residential and mixed-use zoning districts. While the zones have no density caps, a minimum density threshold can ensure adequate baseline capacity to meet RHNA targets and achieve Housing Element compliance. The City will also evaluate and modify the standards for ground floor uses to address commercial living situations, such as live/work artist space, in order to add vibrancy along commercial corridors and incentivize vacant space conversion for residential use.

Specific Actions and Timeline.	*By June 2024, as part of the Multi-Unit Residential Objective Standards project, minimum densities will be applied to all residential and mixed-use developments with five or more units.* *By December 2025, develop and amend the Zoning Ordinance to adopt Objective Design Standards for residential and mixed use developments in order to reduce reliance on the use permit process and non-detriment findings for larger (e.g. 10+ units) housing projects in higher density districts (e.g. R-3, R-4, and commercial districts), and commercial living situations, such as live/work units.*
Lead Department(s)/Agency	*Planning*
Funding Source(s)	*General Fund*
AFFH	*Place-Based Strategy for Neighborhood Improvements* *New Opportunities in High Resource Areas*
Policies Implemented	*H-19 Regional Housing Needs* *H-33 Reduce Governmental Constraints* *H-34 Streamlined Review Process*

Current Zoning

Zoning Districts

The eight zoning districts that make up the three project areas are summarized in Table 4. The following sections provide additional detail on each district.

Table 4: Zoning Districts by Project Area

Zone	North Shattuck	College	Solano
Corridor Commercial (C-C)	X		
Neighborhood Commercial (C-N)		X	
North Shattuck Commercial (C-NS)	X		
Elmwood Commercial (C-E)		X	
Solano Commercial (C-SO)			X
Restricted Multiple-family Residential (R-2A)	X	X	
Multiple-family Residential (R-3)		X	X
Multi-family Residential (R-4)	X	X	

Corridor Commercial (C-C)

The Corridor Commercial (C-C) district is intended to accommodate a wide variety of commercial activities, from retail to services, that can thrive along major corridors. A key aspect of the C-C zone is its emphasis on underutilized neighborhood and community shopping areas, encouraging development in locations that may have been previously overlooked or underserved.

Neighborhood Commercial (C-N)

The Neighborhood Commercial (C-N) district serves the immediate needs of local residents and focuses on creating convenient access to goods and services that cater to everyday necessities for those living nearby, like grocery stores, pharmacies, or other essential services.

North Shattuck Commercial (C-NS)

The North Shattuck Commercial (C-NS) district serves as a community-oriented hub, focusing on providing retail and services that cater to residents of both adjacent and outlying neighborhoods. The C-NS district supports a diverse mix of uses, including retail, services, and appropriate residential integration. The zoning also restricts certain commercial uses, particularly offices, from occupying excessive space, as they are seen as more suitable for the downtown area.

Elmwood Commercial (C-E)

The Elmwood Commercial (C-E) district emphasizes a community-oriented approach to commercial development that serves nearby residential neighborhoods and maintains an appropriate scale and balance of retail goods and services aligned with the everyday needs of residents.

Solano Commercial (C-SO)

The Solano Commercial (C-SO) district emphasizes maintaining a balance of commercial activities that enhances the surrounding Thousand Oaks and Northbrae neighborhoods. The C-SO district encourages neighborhood-serving businesses rather than those catering to a broader regional clientele.

Restricted Multiple-family Residential (R2-A)

The Restricted Multiple-family Residential (R-2A) district supports medium-density residential areas and is geared toward the development of small multi-family residences and garden-style apartment buildings, emphasizing a layout that maximizes open space while maintaining a residential feel. R2-A allows for up to one unit per 1,650 sf of lot area, for a maximum density of approximately 26 du/a.

The R-2A zone is the primary non-commercial or mixed-use zone located along the College Ave corridor outside of the Elmwood C-E Zone and located adjacent to the North Shattuck corridor. Adjacent to the R-2A and C-E zoning along the College Avenue corridor, the dominant zone is R-2 with some R-1 zoned parcels.

The Solano Avenue corridor is bordered by R-1 Single Family Residential.

As part of the Middle Housing project, the City is proposing to change the density of R-1, R-2, and R2-A zones to encourage a range of middle housing types, such as duplexes, triplexes, fourplexes, courtyard apartments, and other small-scale multi-family housing.

Multiple-family Residential (R-3)

The Multiple-family Residential (R-3) district supports higher density residential developments that offer a balance between urban convenience and accessible open space. This district supports the construction of a wide range of housing types, including dormitories, fraternity and sorority houses, and boarding or rooming houses. This provides flexibility for different housing needs, including student accommodations and shared living spaces.

Multi-family Residential (R-4)

The Multi-family Residential (R-4) district encourages the development of high-density residential areas, to increase housing availability in convenient, urban locations. The district also allows for the construction of institutional and office uses, provided that these developments do not negatively affect the surrounding residential neighborhood.

Uses

A full table of allowed uses for zones in the project areas is provided in *Appendix B: Allowed Uses in Commercial Districts* and *Appendix C: Allowed Uses in* Residential Districts.

Development Standards

The below sections are high-level development standards—minimum lot area, residential density, FAR, and height—for both residential and commercial zones in the project area.

Residential Zones

Table 5: Development Standards for Residential Zones

		R-2A Restricted Multiple-family Residential	R-3 Multiple-family Residential	R-4 Multi-family Residential
Min Lot Area (square feet)	New Lots	5000	5000	5000
	Per Dwelling Unit	1650	No min	No min
	2 Units	No min	No min	No min
	Per Group Living Accommodation	-	350	350
Density (dwelling units/acre)		26	No max	No max
Max Floor Area Ratio		No max	No max	No max
Max Average Height (feet)		28	35	35
Max Height (feet)		35 (with an AUP)	-	65 (with Use Permit)
Max Stories		3	3	3, 6 (with Use Permit)

Commercial Zones

Table 6: Development Standards for Commercial Zones

		C-C Corridor Commercial			C-N Neighborhood Commercial		
		Non-Residential	Mixed-Use	Residential Only	Non-Residential	Mixed-Use	Residential Only
Min Lot Area (square feet)	New Lots	No min	No min	5000	No min	No min	5000
	Per Group Living Accommodation	-	350	350	-	350	350
Density (dwelling units/acre)		-	-	-	-	-	-
Max Floor Area Ratio	Corner Lots	3.0	3.0	No max	3.0	3.0	No max
	All Other Lots	3.0	3.0	No max	3.0	3.0	No max
Max Height (feet)		40	40	35	35	35	35
Max Stories		2	3	3	2	3	3

		C-E Elmwood Commercial			C-NS North Shattuck Commercial			C-SO Solano Avenue Commercial		
		Non-Residential	Mixed-Use	Residential Only	Non-Residential	Mixed-Use	Residential Only	Non-Residential	Mixed-Use	Residential Only
Min Lot Area (square feet)	New Lots	No min	No min	5000	4000	4000	5000	No min	No min	5000
	Per Group Living Accommodation	-	350	350	-	350	350	-	350	350
Density (dwelling units/acre)		-	-	-	-	-	-	-	-	-
Max Floor Area Ratio	Corner Lots	1.0	1.0	No max	1.0	1.0	No max	2.0	2.0	No max
	All Other Lots	0.8	0.8	No max	1.0	1.0	No max	2.0	2.0	No max
Max Height (feet)		28	28	35	35	35	28	28	28	28
Max Stories		2	2	3	3	3	2	2	2	2

Other Policies and Plans

The City of Berkeley has recently undertaken planning efforts for two major commercial corridors in the city; the ongoing San Pablo Avenue Specific Plan and the Adeline Corridor Specific Plan, adopted in 2020. These plans are relevant to this project as examples of recent rezoning efforts along corridors to help achieve the Berkeley's housing goals set forth in the City's 6th Cycle Housing Element.

San Pablo Avenue Specific Plan

The San Pablo Avenue Specific Plan covers the 2.35-mile stretch of San Pablo Avenue in West Berkeley, running from the Berkeley-Oakland border to the Berkeley-Albany boundary. This plan aims to guide future development through land use policies and economic strategies that support a diverse mix of housing, commercial ventures, and public amenities.

In addition to addressing development standards and employment trends, the plan will assess transportation needs, such as improving public and active transportation. It will also examine parking and loading demands, coordinating these efforts with ongoing public improvement initiatives.

The project began in June 2023 and is expected to span approximately two years. A draft of the Specific Plan, along with an addendum to the Housing Element Environmental Impact Report (EIR), is scheduled for completion by early 2025. Following staff review, the Planning Commission will evaluate it by mid-2025, with final adoption by the City Council anticipated by the end of that year.

For more information on the San Pablo Avenue Specific Plan project, visit the project page here.

Adeline Corridor Plan

The Adeline Corridor Specific Plan focuses on a 1.3-mile area in South Berkeley, stretching north from the Berkeley-Oakland border along Adeline Street and part of Shattuck Avenue. Serving as a key gateway between Downtown Berkeley and Oakland, this corridor plays a vital role in connecting the two cities.

The plan provides a framework for guiding future development and public initiatives within the area. It aims to shape the corridor's evolution by aligning public and private actions with the community's goals. In addition to proposing new land use regulations and development standards, the plan emphasizes public improvements that foster inclusive, vibrant, and socially and economically healthy neighborhoods.

The Adeline Corridor Specific Plan establishes development standards allowing for varying densities in three plan subareas: South Shattuck (near Downtown), North Adeline, and South Adeline. The greatest density is focused in the South Shattuck area, with a maximum allowable height of 4 stories, 2.5 FAR, and residential density of 120 du/acre. The base density for the North and South Adeline subareas is slightly less intense with a maximum height of 3 stories, 2.0 FAR, and 100 du/acre residential density.

In addition to the base density, the plan offers a density bonus to incentivize the provision of on-site affordable housing units. The development standards for the affordable housing incentive allow for maximum heights ranging from 6 to 8 stories, maximum FAR of 3.5 to 5, and residential density of 150 to 300 du/acre, depending on the subarea and the level of affordability provided.

Work on the Adeline Corridor Specific Plan began in 2015, and it was formally adopted in 2020. The plan continues to serve as a roadmap for securing resources and partnerships to implement its vision.

Transit and Mobility

Bay Area Rapid Transit (BART)

Although no BART stations are located within the project areas, the Downtown Berkeley BART station is roughly ¼ mile from the southern end of the North Shattuck project area. This station is served by the Orange (Berryessa/North San Jose to Richmond) and Red (Richmond to SFO/Millbrae) Lines. Solano Avenue and the Elmwood area of College Avenue are approximately one mile from BART stations.

Alameda County (AC) Transit

AC Transit operates bus routes along North Shattuck, College, and Solano Avenues. Below is a list of bus routes that operate within the project areas:

- Line FS: University Transbay
- Line G: Colusa – Solano Transbay
- Line 7: Arlington – Shattuck – Ashby
- Line 18: Solano – Shattuck – MLK Jr.
- Line 79: Colusa – The Alameda – Claremont
- Line 51B: University – College – Rockridge
- Line 604: Head Royce – OHDS – Berk.
- Line 605: Head Royce – Montclair – College
- Line 688: St. Mary's College – Montclair
- Line 851: College – Broadway All Nighter

AC Transit Realign

AC Transit Realign is a comprehensive evaluation of all AC Transit bus routes, prompted by significant changes in ridership and commuting habits since the COVID-19 pandemic. Through data collection and public input, the goal of Realign is to create a revamped, equity-driven bus network that enhances both ridership and service reliability. The following lines in the project areas have been changed in the draft Realign plan but are yet to be approved by the AC Transit Board:

- **Line 7**: This route currently runs through North Shattuck and College, connecting El Cerrito to Emeryville. Service may be rerouted so that the route travels along Shattuck Ave and down Adeline rather than to College and down Ashby.
- **Line 18**: This route currently runs through Solano and North Shattuck, stretching from Albany to Downtown Oakland. Service may be extended west along Park Boulevard from Downtown Oakland to Piedmont.
- **Line 29**: This route currently connects Emeryville and Oakland but may be extended along Ashby and College into Downtown Berkeley.

Active Transportation Plans (ATP)

Berkeley Strategic Transportation Plan (2016)

The Complete Streets Corridors program outlined in the Strategic Transportation Plan includes both College and Shattuck Avenues:

- **College Avenue**: This project spans from the intersection of College Avenue at Bancroft Street on the north to the Oakland border on the south and includes elements of the Berkeley Bike and Pedestrian Plans designed to improve pedestrian, bicycle, and automobile safety and circulation. As a corridor project, it includes elements of other projects in the Individual/Citywide and Area Programs, such as Residential Bike Boulevard Enhancements on the Bowditch/Hillegass Bicycle Boulevard; 1 of the Bikeway Intersection projects; and 6 of the High Priority Pedestrian Plan Projects.
- **Shattuck Avenue:** This project spans from Rose Street in North Berkeley to the Oakland border in South Berkeley and includes elements of the Berkeley Bike and Pedestrian Plans, the Downtown Area Plan and Streets and Open Space Improvement Plan (SOSIP), and the South Shattuck Strategic Plan, designed to improve pedestrian, bicycle, and automobile safety and circulation. The improvements are within and provide access to the University, Downtown, Adeline, and South Shattuck PDAs. As a corridor project, it includes elements of other projects in the Individual/Citywide and Area Programs, such as 5 of the Bikeway intersection improvements; segments of the Residential Bike Boulevard Enhancements on the Milvia Street Bicycle Boulevard; an upgraded bikeway on both Adeline and Oxford/Fulton Streets, with an extension of the recently completed Fulton bikeway from

Channing Way to Dwight Way; 11 of the High Priority Pedestrian Plan Projects; the Shattuck Square/University Avenue, Center Street Plaza & Greenway, and Shattuck Park Blocks projects from the SOSIP; and improvements to pedestrian access, parking, and neighborhood cut-through traffic discouragement from the South Shattuck Strategic Plan.

Berkeley Bicycle Plan (2017)

The Berkeley Bicycle Plan recommends Complete Street Corridors studies for both the Solano and North Shattuck project areas since the implementation of Class IV Cycle Tracks to these corridors may impact transit operations.

Berkeley Pedestrian Plan (2020)

The Berkeley Pedestrian Plan did not identify any portions of the project area as *Priority Streets.*

Land Use

Existing Uses

Table 7 summarizes the number of high-level uses for each project area.

Table 7: High-Level Uses

Use Category	North Shattuck	College	Solano
Single Family Residential	11	70	39
Multiple Residential (2-4 units)	24	106	2
Multiple Residential (5+ units)	84	210	15
Commercial*	40	59	58
Improved Commercial**	13	16	15
Institutional	3	4	0

** Commercial uses include: retail stores, department stores, chain retailers, restaurants, bars, shopping center, supermarkets*
***Improved commercial uses include: Motels, mobile home parks, banks, medical/dental buildings, veterinarian offices, office buildings, bowling alleys, movie theaters, wineries, fitness centers/gyms, museums, historical societies/clubs*

Ground-floor Retail Spaces

North Shattuck

Below are the most common ground-floor retail uses in the North Shattuck area, food and beverage uses make up 26.4 percent of total businesses, bolded below. (number of establishments)

- **Full-Service Restaurant (19)**
- **Limited-Service Restaurant (12)**
- Hair & Beauty Salons (11)
- Clothing / Accessories (9)
- Co-Working Space (8)
- Banks and Financial Services (7)
- Realtor (7)
- Dry Cleaners / Laundry (5)
- **Bakery w/ Retail (5)**
- Gifts & Souvenirs (5)
- Fitness / Gyms (5)
- Medical Services (5)
- **Café (5)**

College Avenue

Below are the most common ground-floor retail uses in the College area, food and beverage uses make up 27.5 percent of total businesses, bolded below. (number of establishments)

- **Full-Service Restaurant (13)**
- Grocery Stores & Markets (4)
- **Café (6)**
- Hair & Beauty Salons (9)

- Clothing / Accessories (13)
- Gifts & Souvenirs (6)
- **Limited-Service Restaurant (4)**
- **Bakery w/ Retail (2)**
- Fitness / Gyms (5)
- Vacant (5)

Solano Avenue

Below are the most common ground-floor retail uses in the Solano area, food and beverage uses make up 23.2 percent of total businesses, bolded below. (number of establishments)

- Hair & Beauty Salons (20)
- **Full-Service Restaurant (18)**
- Clothing / Accessories (10)
- Home Furnishings (9)
- Realtor (7)
- **Limited-Service Restaurant (7)**
- Gifts & Souvenirs (6)
- Fitness / Gyms (4)
- **Café (4)**
- **Bakery w/ Retail (3)**

Rent Control

North Shattuck

North Shattuck has the highest number and density of rent-controlled units among the three areas, with 414 units over 5.4 acres of land. A total of 25 parcels in the project area have rent-controlled units, and 16 of these parcels are 100% residential.

College Avenue

The College Avenue project area includes 654 rent-controlled units distributed across 113 parcels of 15.4 acres in total. Most of these units are located within residentially zoned areas. Only 28 rent-controlled units are located within the commercial areas. A total of 8 parcels in these commercially zoned areas have rent-controlled units, 3 of which are 100% residential.

Solano Avenue

The Solano Avenue project area has 98 rent-controlled units over 2.3 acres of land. A total of 15 parcels in the project area have rent-controlled units, and 7 of these are 100% residential.

Historic Buildings

Table 8 summarizes historic buildings in the project areas. A map of historic buildings is available in the Mapbook.

Table 8: Historic Buildings

Building	Address	Corridor	Year Built
Whittlemore/Woodworth House	2043 Lincoln St	North Shattuck	1903
EBMUD Vine Street Pumping Plant	2113 Vine St	North Shattuck	1930
Swink House, Cottage, and Garden	1525 Shattuck Ave	North Shattuck	1900 and 1903
Squires Block	2100 Vine St	North Shattuck	1892
Capitol Market Building	2044 Vine St	North Shattuck	1898
Strand Theater Elmwood Theater	2966 College Ave	College Ave	1920
Bolfing's Elmwood Hardware	2947 College Ave	College Ave	1923
Mercantile Trust Co.	2959 College Ave	College Ave	1926
St. Johns Presbyterian Church	2640 College Ave	College Ave	1910
Oaks Theatre	1861 Solano Ave	Solano Ave	1925

Precedent Projects

A review of approximately 25 recent multifamily and mixed-use development projects and applications, ranging in size and scale, resulted in the selection of 13 projects to include in a precedent study. The precedent study included four projects in the study area, three of which are active projects with two currently under construction. Project summaries of the selected projects are located in Appendix D.

Notably, the projects reviewed included not only projects on larger lot sizes greater than 10,000 square feet but also projects on lots ranging from 4,000 to 6,500 square feet. These projects on smaller parcels ranged from 11 to 36 units and a height and density from 4 stories and 95 du/a to 8 stories and 232 du/a.

These precedent projects help us understand the mixed-use and multifamily housing market in Berkeley and the type of projects possible within the study area. The team will use the precedent list in conjunction with building prototype analysis of other sites to understand the redevelopment potential and develop design standards for the zoning district updates.

2942 College Ave (Not Approved)

PROJECT DATA	
Lot Area	**6346 sf**
Lot Width	**39'-5"**
Lot Depth	**162'**
Density	**41 du/a**
Number of Units	**6 units**
FAR	**0.99**
Height (feet)	**28'-0"**
Height (stories)	**2 stories**
Mixed-Use	**Yes**
Commercial Area	**1481 sf**

2555 College Ave (Under Construction)

PROJECT DATA	
Lot Area	**4000 sf**
Lot Width	**80'**
Lot Depth	**50'**
Density	**120 du/a**
Number of Units	**11 units**
FAR	**2.5**
Height (feet)	**46'-6"**
Height (stories)	**4 stories**
Mixed-Use	**No**
Commercial Area	**N/A**

1752 Shattuck Ave (Under Construction)

PROJECT DATA	
Lot Area	**10522**
Lot Width	**114'-10"**
Lot Depth	**88'**
Density	**282 du/a**
Number of Units	**68 units**
FAR	**4.5**
Height (feet)	**78'-9"**
Height (stories)	**7 stories**
Mixed-Use	**Yes**
Commercial Area	**1210 sf**

1685 Shattuck Ave (Approved)

PROJECT DATA	
Lot Area	**19788 sf**
Lot Width	**198'**
Lot Depth	**115'**
Density	**288 du/a**
Number of Units	**131 units**
FAR	**5.17**
Height (feet)	**88'-4"**
Height (stories)	**8 stories**
Mixed-Use	**Yes**
Commercial Area	**1200 sf**

Appendix A: Housing Element Policy Framework

6th Cycle Housing Element Goals and Policies	
Goal A Housing Affordability. Berkeley residents should have access to quality housing at a range of housing options and prices. Housing is least affordable for people at the lowest income levels, especially those with extremely low income, and City resources should focus on this area of need.	
H-1	**Extremely Low, Very Low, Low, and Moderate-Income Housing.** Increase the number of housing units affordable to current and future Berkeley residents, especially those with lower income levels.
H-2	**Funding Sources.** Seek, advocate for, and develop additional sources of funds for permanently affordable housing, including housing for people with extremely low incomes and special needs.
H-3	**Permanent Affordability.** Ensure that below market rate rental housing remains affordable for the longest period that is economically and legally feasible.
H-4	**Economic Diversity**. Encourage mixed income housing developments through both regulatory requirements and incentives.
H-5	**Rent Stabilization.** Protect tenants from large rent increases, arbitrary evictions, hardship from relocation, and the loss of their homes.
H-6	**Low-Income Homebuyers.** Support efforts that provide opportunities for successful home ownership.
H-7	**Berkeley Housing Authority.** Continue working with the Housing Authority to make quality affordable housing opportunities available to Berkeley residents.
H-8	**Workforce Housing.** Develop Workforce Housing for low- and moderate-income households, including teachers, artists, and other residents who work in the City of Berkeley.
Goal B Housing Preservation and Improvement: Existing housing should be maintained and improved. The City should promote efficiency in new and existing housing to improve building comfort and safety, reduce energy and water use and costs, provide quality and resilient housing, and reduce greenhouse gas emissions. Improvements that will prepare buildings for a major seismic event should be encouraged.	
H-9	**Housing Preservation.** Maintain and preserve the existing supply of housing in the City.
H-10	**Naturally Affordable Housing.** Encourage strategies to protect, preserve, and rehabilitate properties that provide rental units that are unsubsidized but affordable to low- and moderate-income households, including rent- stabilized units.
H-11	**Code Requirements.** Enforce code requirements, and provide education, funding and incentives to property owners, to ensure that existing housing meets health and safety standards.
H-12	**Prevent Deferred Maintenance.** Prevent blight and the deterioration of housing units resulting from deferred maintenance.
H-13	**Seismic Reinforcement.** Maintain housing supply and reduce the loss of life and property caused by earthquakes by incentivizing structural strengthening and hazard mitigation in Berkeley housing.
H-14	**Resource Efficiency and Climate Resilience.** Implement Berkeley's Climate Action Plan to improve building comfort and safety, reduce energy and water use and costs, provide quality and resilient housing, and reduce greenhouse gas emissions.

Goal C Housing Production: Berkeley should provide adequate housing capacity to meet its current and future housing needs, including coordinating with the UC and other agencies. New housing should be developed to expand opportunities and choices to meet the diverse needs of all socioeconomic segments of the community, and should be safe, healthy and resilient.	
H-15	**Publicly-Owned Sites.** Encourage use of publicly-owned or controlled sites for affordable housing and/or mixed-use residential projects with a substantial portion of affordable units.
H-16	**Medium and High-Density Zoning.** Maintain sufficient land zoned for medium- and high- density residential development to allow sufficient new construction to meet Berkeley's fair share of regional housing needs.
H-17	**Transit-Oriented New Construction.** Encourage construction of new high-density housing on major transit corridors and in proximity to transit stations consistent with zoning, applicable area plans, design review guidelines, and the Climate Action Plan.
H-18	**Accessory Dwelling Units.** Encourage and facilitate addition of accessory dwelling units on properties with single-family and multi-unit homes.
H-19	**Regional Housing Needs.** Encourage adequate housing production to meet City needs and the City's share of regional housing needs.
H-20	**Monitoring Housing Element Progress.** The City will continue to prepare annual Housing Element progress reports and present results to the City Council, and make necessary and appropriate adjustments to programs and actions to achieve established objectives.
H-21	**University of California.** Urge the University of California to maximize the supply of appropriately located, affordable housing for its students and also to expand housing opportunities for faculty and staff.
H-22	**Inter-Jurisdictional and Regional Coordination.** Pursue opportunities to work with other jurisdictions and with ABAG to address issues of mutual interest and priority.
Goal D Special Needs Housing & Homelessness Prevention: Berkeley should expand the supply of housing for special needs groups, including housing affordable to those with extremely low incomes.	
H-23	**Homelessness and Crisis Prevention.** Support programs and actions that prevent homelessness and other housing crises by making appropriate services available.
H-24	**Homeless Housing.** Seek solutions to the problems of individuals and families who are homeless, with the goal of first providing them with permanently affordable housing.
H-25	**Family Housing.** Support and encourage housing projects that include units affordable and suitable for households with children and large families.
H-26	**Senior Housing.** Support housing programs that increase the ability of senior households to remain in their homes or neighborhoods, and to offer other suitable affordable housing options.
H-27	**Persons with Disabilities.** Encourage provision of an adequate supply of suitable housing to meet the needs of people with disabilities, including developmental, behavioral health (mental health as well as alcohol and other drug dependence), and physical disabilities, as well as other medical conditions (such as HIV/AIDS).
H-28	**Emergency Shelters and Transitional and Supportive Housing.** Provide emergency shelter and transitional and supportive housing to homeless individuals and families, including people with mental, physical, and developmental disabilities, victims of domestic violence, youth, and seniors, as needed. The City's ultimate priority for new homeless housing opportunities is permanent housing.

Goal E Affirmatively Further Fair Housing: The City should continue to take meaningful actions to affirmatively further fair housing choices in Berkeley.	
H-29	**Fair Housing.** Ensure compliance with federal, state, and local Fair Housing and anti-discrimination laws and ordinances to affirmatively further fair housing for all, ensuring equal access to housing regardless of their special circumstances as protected by fair housing laws.
H-30	**Accessible Housing.** Promote housing mobility by exceeding the accessibility requirements of the ADA and California Title 24 Disabled Access Regulations, and by encouraging incorporation into new construction and rehabilitation the use of technologies and design features that create universal accessibility.
H-31	**Affordable Accessible Housing.** Encourage new construction and rehabilitation of accessible housing units that are permanently affordable, in particular to extremely low-income households.
H-32	**Middle Housing.** Promote and facilitate a mix of dwelling types and sizes, particularly infill middle housing in high resource neighborhoods.
Goal F Mitigate Governmental Constraints: Berkeley should identify and mitigate barriers to the construction and improvement of housing.	
H-33	**Reduce Governmental Constraints.** Periodically review City fees and regulations to ensure that they do not unduly constrain housing development.
H-34	**Streamlined Review Process.** Provide for timely and coordinated processing of residential and mixed-use development projects in order to minimize project holding costs and increase housing supply.
H-35	**Incentivize Affordable Housing.** Provide incentives where feasible to offset or reduce the costs of affordable housing development, including density bonuses and flexibility in site development standards.

Appendix B: Allowed Uses in Commercial Districts

ZC = Zoning Certificate AUP = Administrative Use Permit UP(PH) = Use Permit NP = Not Permitted -- = Permitted with AUP, see 23.204.020(B) [#] = Table Note Permit Requirement * Use-Specific Regulations Apply	COMMERCIAL DISTRICTS					USE-SPECIFIC REGULATIONS
	C-C	**C-N**	**C-E**	**C-NS**	**C-SO**	
Residential Uses						
Accessory Dwelling Unit	See 23.306--Accessory Dwelling Units					
Dwellings						
Single-Family	UP(H)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	23.204.060.B.3; 23.302.070.H
Two-Family	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	23.204.060.B.3; 23.302.070.H
Multi-Family	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	23.204.060.B.3; 23.302.070.H
Group Living Accommodation	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	23.204.060.B.3; 23.302.070.H
Hotel, Residential	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	23.204.060.B.3; 23.302.070.H
Mixed-Use Residential	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	23.204.060.B.3; 23.204.100.B.2; 23.204.110.B.5; 23.302.070.H
Senior Congregate Housing	See 23.302.070.I					
Public and Quasi-Public Uses						
Child Care Center	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Cemetery/Crematory/Mausoleum	NP	NP	NP	NP	NP	
Club/Lodge	UP(PH)	UP(PH)	UP(PH)	NP	NP	
Columbaria	See 23.302.070.C					
Community Care Facility	AUP	AUP	AUP	AUP	AUP	
Community Center	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Emergency Shelter, 25 beds or fewer	ZC	ZC	ZC	ZC	ZC	See 23.308--Emergency Shelters

Emergency Shelter, 26 to 60 beds	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Emergency Shelter, more than 60 beds	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Hospital	UP(PH)	NP	NP	NP	NP	
Library	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Low Barrier Navigation Center	ZC	ZC	ZC	ZC	ZC	
Mortuaries and Crematories	UP(PH)	NP	NP	NP	NP	
Municipal Animal Shelter	–	–	–	–	–	
Nursing Home	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Park/Playground	ZC	ZC	ZC	ZC	ZC	
Public Safety and Emergency Service	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Public Utility Substation/Tank	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Religious Assembly	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
School	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
School, Vocational	AUP	AUP	AUP	AUP	AUP	
Supportive Housing	ZC*	ZC*	ZC*	ZC*	ZC*	23.302.070. J--Supportive Housing
Retail Uses						
Alcoholic Beverage Retail Sale	UP(PH)*	UP(PH)*	UP(PH)*	UP(PH)*	UP(PH)*	23.31
Cannabis Retailer	ZC*	ZC*	ZC*	ZC*	ZC*	23.320; 12.21; and 12.22
Cannabis Retailer, Delivery Only	ZC*	ZC*	ZC*	ZC*	ZC*	23.320; 12.21; and 12.22
Firearm/Munitions Business	UP(PH)*	UP(PH)*	UP(PH)*	UP(PH)*	UP(PH)*	23.302.070.D
Industrial and Mining Products	–	–	–	–	–	
Pawn Shop/Auction House	UP(PH)	NP	NP	NP	NP	
Pet Store	AUP	AUP	AUP	AUP	AUP	
Retail, General	ZC	ZC*	ZC*	ZC*	ZC*	23.204.040(C) 23.204.040(D)
Smoke Shop	UP(PH)*	UP(PH)*	UP(PH)*	UP(PH)*	UP(PH)*	23.302.070.K
Personal and Household Service Uses						
Personal and Household Services, General	ZC	ZC	ZC	ZC	ZC	
Kennels and Pet Boarding	NP	NP	NP	NP	NP	
Laundromats and Cleaners	AUP	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Veterinary Clinic	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Video Tape/Disk Rental	ZC	ZC	AUP	ZC	ZC	
Office Uses						

Business Support Services	ZC	ZC	ZC	ZC	ZC	23.204.110(B)(4)
Banks and Financial Services, Retail	AUP	UP(PH)	UP(PH)	UP(PH)	UP(PH)	23.204.110(B)(4); 23.204.130(B)(3); 23.204.130(D)(3)
Insurance Agents, Title Companies, Real Estate Agents, Travel Agents	ZC	ZC*	ZC*	ZC*	ZC*	23.204.040(B); 23.204.110(B)(4); 23.204.130(D)(3)
Medical Practitioners	ZC	AUP	NP	UP(PH)	UP(PH)	23.204.040(B); 23.204.110(B)(4); 23.204.130.D.3
Non-Chartered Financial Institutions	UP(PH)*	NP	NP	NP	NP	23.302.070.F 23.204.110(B)(4)
Office, Business and Professional	ZC	AUP*	AUP*	ZC*	AUP*	23.204.040(B); 23.204.110.(B)4; 23.204.130(D)(3)
Food and Alcohol Service, Lodging, Entertainment, and Assembly Uses						
Adult-oriented Business	UP(PH)*	NP	NP	NP	NP	23.302.070.A
Amusement Device Arcade	See 23.204.040.A					23.302.070.B
Bar/Cocktail Lounge/Tavern/Tap Room/Wine Tasting	AUP*	AUP*	AUP*	AUP*	AUP*	23.31
Commercial Recreation Center	See 23.204.040.A					
Entertainment Establishment	UP(PH)	UP(PH)	NP	UP(PH)	UP(PH)	
Food Service Establishment, under 3,000 sq. ft.	ZC*	ZC*	ZC*	ZC*	ZC*	23.302.070(E)
Food Service Establishment, 3,000 sq. ft. or larger	AUP*	AUP*	AUP*	AUP*	AUP*	23.302.070(E)
Group Instruction, Under 3,000 sq. ft.	ZC	ZC	ZC	ZC	ZC	
Group Instruction, 3,000 sq. ft. or larger	ZC	AUP	AUP	ZC	AUP	
Health and Fitness Facility, Under 7,500 sq. ft.	ZC	ZC	ZC	ZC	ZC	
Health and Fitness Facility, 7,500 sq. ft. or larger	ZC	AUP	AUP	ZC	AUP	
Hotels, Tourist	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Motels, Tourist	UP(PH)	NP	NP	NP	NP	
Theater	UP(PH)	UP(PH)	UP(PH)	NP	NP	
Vehicle Service and Sales Uses						
Alternative Fuel Station	UP(PH)	UP(PH)	NP	UP(PH)	UP(PH)	23.204.110(B)(2); 23.204.110(B)(3)
Electric Vehicle Charging Station	AUP	AUP	AUP	AUP	AUP	
Gasoline Fuel Stations	UP(PH)	UP(PH)	NP	UP(PH)	UP(PH)	23.204.140.B.3

Large Vehicle Sales and Rental	AUP	NP	NP	NP	NP	23.204.110(B)(3)
Small Vehicle Sales and Service	AUP	NP	NP	NP	NP	23.204.100(B)(3); 23.204.110(B)(3)
Tire Sales and Service	UP(PH)	NP	NP	NP	NP	23.204.140.B.3
Vehicle Parts Store	ZC	ZC	ZC	ZC	ZC	
Vehicle Rentals	AUP	NP	NP	NP	NP	23.204.140(B)(3)
Vehicle Repair and Service	AUP	NP	NP	NP	NP	
Vehicle Sales, New	AUP	NP	NP	NP	NP	23.204.140(B)(3)
Vehicle Sales, Used	AUP	NP	NP	NP	NP	23.204.100(B)(3); 23.204.140(B)(3) ; 23.204.140(D)(4)
Vehicle Wash	UP(PH)	NP	NP	NP	NP	23.204.140.B.3
Vehicle Wrecking	NP	NP	NP	NP	NP	
Industrial and Heavy Commercial Uses						
Bus/Cab/Truck/Public Utility Depot	–	–	–	–	–	
Commercial Excavation	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Contractors Yard	–	–	–	–	–	
Dry Cleaning and Laundry Plant	UP(PH)	NP	–	UP(PH)	NP	
Laboratory						
Commercial Physical or Biological	AUP	NP	NP	NP	NP	
Cannabis Testing	AUP	NP	NP	NP	NP	
Manufacturing						
Construction Products	–	–	–		–	
Light Manufacturing	–	–	–		–	
Pesticides/Herbicides/Fertilizers	–	–	–		–	
Petroleum Refining and Products	–	–	–		–	
Pharmaceuticals	–	–	–		–	
Primary Production Manufacturing	–	–	–	NP	–	
Semiconductors	–	–	–	NP	–	
Material Recovery Enterprise	–	–	–	–	–	
Media Production	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	23.204.130.B.4
Mini-storage	UP(PH)	NP	NP	NP	–	
Recycled Materials Processing	–	–	–	–	–	
Recycling Redemption Center	AUP	AUP	AUP	AUP	AUP	
Repair Service, Non-Vehicle	–	–	–	–	–	
Research and Development	–	–	–	–	–	
Services to Buildings and Dwellings	–	–	–	–	–	

Warehouse	UP(PH)	NP	NP	NP	–	
Warehouse-Based Non-Store Retailer	–	–	–		–	
Wholesale Trade	–	–	–	--	–	
Incidental Uses						
Amusement Devices	AUP*	AUP*	AUP*	AUP*	AUP*	23.302.070.B
Alcoholic Beverage Service	See 23.310					
Cafeteria, On-Site	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Columbaria	See 23.302.070.C					
Food and Beverage for Immediate Consumption	ZC	ZC	ZC	ZC	ZC	
Food Service Establishment, under 3,000 sq. ft.	ZC*	ZC*	ZC*	ZC*	ZC*	23.310.030
Food Service Establishment, 3,000 sq. ft. or larger	AUP*	AUP*	AUP*	AUP*	AUP*	23.310.030
Live Entertainment, Unamplified	ZC	ZC	ZC	ZC	ZC	
Live Entertainment, Amplified	AUP	AUP	AUP	AUP	AUP	
Manufacturing	AUP	UP(PH)	UP(PH)	NP	AUP	
Retail Sale of Goods Manufactured On-Site	ZC	ZC	ZC	ZC	ZC	
Storage of Goods (>25% gross floor area)	AUP*	AUP*	AUP*	AUP*	AUP*	23.302.020.C
Wholesale Activities	AUP*	UP(PH)*	UP(PH)*	NP	AUP*	23.204.080.B.3
Other Miscellaneous Uses						
Art/Craft Studio	ZC	ZC	ZC	ZC	ZC	
ATM, Exterior and Attached to Bank	AUP	AUP	UP(PH)	AUP	AUP*	23.204.120.B.2
ATM, Interior or Exterior and Not With Bank	UP(PH)	UP(PH)	NP	UP(PH)	NP	23.204.130.B.2
Circus/Carnival	UP(PH)	UP(PH)	UP(PH)	UP(PH)	UP(PH)	
Drive-in Uses	UP(PH)	NP	NP	UP(PH)	UP(PH)	
Home Occupations	See 23.302.040					
Live/Work	See 23.312					
Parking Lot/Structure	See 23.302.070.G					
Public Market, Open Air	AUP	AUP	AUP	AUP	AUP	
Public Market, Enclosed	AUP	AUP	AUP	AUP	AUP	
Short-Term Rental	See 23.314	NP	NP	See 23.314	NP	

Urban Agriculture, Low-Impact	ZC*	ZC*	ZC*	ZC*	ZC*	23.318
Urban Agriculture, High-Impact	AUP*	AUP*	AUP*	AUP*	AUP*	23.318
Wireless Telecommunication Facility	See 23.332--Wireless Communication Facilities					

Notes:

[1] Require a Use Permit if either 5,000 sq. ft. or more of floor area or 10,000 square feet or more of lot area.

[2] Requires a Use Permit if more than 10,000 sq. ft.

Appendix C: Allowed Uses in Residential Districts

ZC = Zoning Certificate AUP = ADMINISTRATIVE USE PERMIT UP(PH) = Use Permit NP = Not Permitted * Use-Specific Regulations Apply **--Required permits for specific uses are set forth in the R-BMU Master Development Permit (MDP). See 23.202.150.A and 23.202.150.D	RESIDENTIAL DISTRICTS			USE-SPECIFIC REGULATIONS APPLIES TO USES WITH AN ASTERISK FOLLOWING THE PERMIT REQUIREMENT (E.G., ZC*)
	R-2A	**R-3**	**R-4**	
Residential Uses				
Accessory Dwelling Unit	See 23.306--Accessory Dwelling Units			
Dwellings				
Single-Family	UP(PH)	UP(PH)*	UP(PH)	23.302.070.H
Two-Family	UP(PH)	UP(PH)*	UP(PH)	23.302.070.H
Multi-Family	UP(PH)	UP(PH)*	UP(PH)*	23.302.070.H
Group Living Accommodation	NP	UP(PH)*	UP(PH)*	23.302.070.H
Senior Congregate Housing	See 23.302.070.I--Use-Specific Regulations			
Mixed-Use Residential	UP(PH)	UP(PH)*	UP(PH)*	23.302.070.H
Public and Quasi-Public Uses				
Child Care Center	UP(PH)	UP(PH)	UP(PH)	
Club/Lodge	UP(PH)	UP(PH)	UP(PH)	
Columbaria	AUP*	AUP*	AUP*	23.302.070.C--Use-Specific Regulations
Community Care Facility	See 23.202.040.A--Use-Specific Regulations			
Community Center	UP(PH)	UP(PH)	UP(PH)	
Emergency Shelter, 15 beds or fewer	NP	NP	ZC	23.308--Emergency Shelters
Emergency Shelter, more than 15 beds	NP	NP	UP(PH)	
Hospital	NP	UP(PH)	UP(PH)	
Library	UP(PH)	UP(PH)	UP(PH)	
Low Barrier Navigation Center	ZC	ZC	ZC	
Nursing Home	UP(PH)	UP(PH)	UP(PH)	

Park/Playground	ZC	ZC	ZC	
Public Safety and Emergency Service	UP(PH)	UP(PH)	UP(PH)	
Public Utility Substation/Tank	UP(PH)	UP(PH)	UP(PH)	
Religious Assembly	UP(PH)	UP(PH)	UP(PH)	
School	UP(PH)	UP(PH)	UP(PH)	
Supportive Housing	ZC*	ZC*	ZC*	23.302.070. J--Supportive Housing
Commercial Uses				
Alcoholic Beverage Service	NP	NP	NP	23.310--Alcoholic Beverage Sales and Service
Food Products Store	NP	NP	NP	23.202.140.B.3--R-SMU Residential Southside District
Food Service Establishment, Under 3000 sq. ft.	NP	NP	NP	23.302.070(E) – Use-Specific Regulations
Food Service Establishment, 3,000 sq. ft. or larger	NP	NP	NP	23.302.070(E) – Use-Specific Regulations
Group Instruction	NP	NP	NP	23.202.150(C)--R-BMU Residential BART Mixed Use District
Health and Fitness Facility	NP	NP	NP	23.202.150(C)--R-BMU Residential BART Mixed Use District
Hotel, Tourist	NP	NP	UP(PH)	
Laundromat and Cleaner	NP	NP	NP	
Office	NP	NP	UP(PH)	23.202.150.C--R-BMU Residential BART Mixed Use District
Parking Lot/Structure	UP(PH)*	UP(PH)*	UP(PH)*	23.302.070.G--Unenclosed Accessory Structures in Residential Districts 23.322.100--On-site Loading Spaces
Personal and Household Service, General	NP	NP	NP	23.202.140.B.2--R-SMU Residential Southside District
Retail, General	NP	NP	UP(PH)*	23.202.040.B--Use-Specific Regulations
Veterinary Clinic	NP	NP	NP	
Theater	NP	NP	NP	
Video Tape/Disk Rental	NP	NP	NP	
Industrial and Heavy Commercial Uses				
Commercial Excavation	UP(PH)	UP(PH)	UP(PH)	
Other Uses				
Accessory Uses	See 23.302.020.A--General Use Regulations			
Art/Craft Studio	NP	NP	NP	
ATM: Exterior and Attached to Bank or Interior or Exterior and Not With Bank	NP	NP	NP	

Home Occupations	See 23.302.040--Home Occupations			
Live/Work	NP	NP	NP	23.312--Live/Work
Public Market, Open Air	NP	NP	NP	
Public Market, Enclosed	NP	NP	NP	
Short-Term Rental	ZC*	ZC*	ZC*	23.314--Short-Term Rentals
Temporary Uses	See 23.302.030--Temporary Uses and Structures			
Urban Agriculture, Low-Impact	ZC*	ZC*	ZC*	23.318--Urban Agriculture
Urban Agriculture, High-Impact	AUP*	AUP*	AUP*	23.318--Urban Agriculture
Wireless Telecommunication Facility	See 23.332--Wireless Communication Facilities			
Incidental Uses				
Live Entertainment, Unamplified	NP	NP	NP	
Live Entertainment, Amplified	NP	NP	NP	

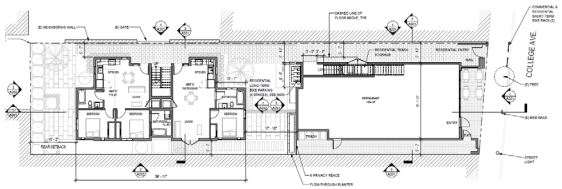
Appendix D: Precedent Project Summary

A review of approximately 25 recent multifamily and mixed-use development projects and applications, ranging in size and scale, resulted in the selection of 13 projects to include in a precedent study. These precedent projects help us understand the mixed-use and multifamily housing market in Berkeley and the type of projects possible within the study area.

2942 College Ave
Berkeley, CA

PROJECT DATA

Lot Area	**6346 sf**
Lot Width	**39'-5"**
Lot Depth	**162'**
Density	**41 du/a**
Number of Units	**6 units**
FAR	**0.99**
Height (feet)	**28'-0"**
Height (stories)	**2 stories**
Mixed-Use	**Yes**
Commercial Area	**1481 sf**



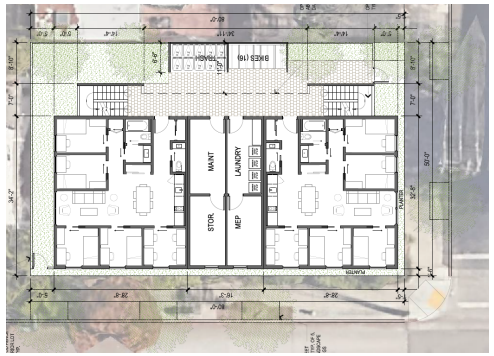
GROUND FLOOR PLAN

TYPICAL FLOOR PLAN

2555 College Ave Berkeley, CA

PROJECT DATA

Lot Area	**4000 sf**
Lot Width	**80'**
Lot Depth	**50'**
Density	**120 du/a**
Number of Units	**11 units**
FAR	**2.5**
Height (feet)	**46'-6"**
Height (stories)	**4 stories**
Mixed-Use	**No**
Commercial Area	**N/A**

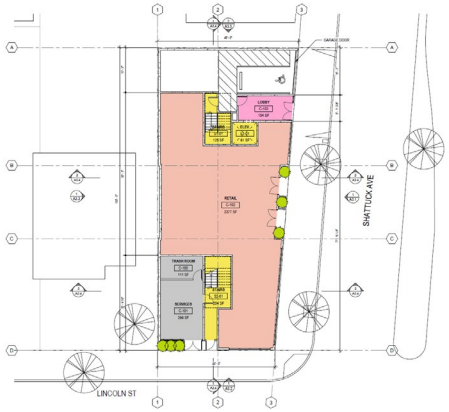


GROUND FLOOR PLAN

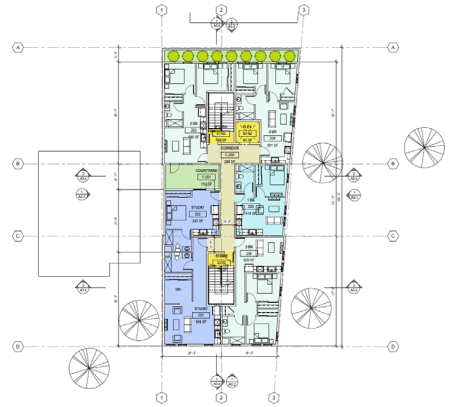
TYPICAL FLOOR PLAN

1650 Shattuck Ave
Berkeley, CA

PROJECT DATA	
Lot Area	**4600 sf**
Lot Width	**39'-6"**
Lot Depth	**103'**
Density	**95 du/a**
Number of Units	**10 units**
FAR	**2.49**
Height (feet)	**48'-0"**
Height (stories)	**4 stories**
Mixed-Use	**Yes**
Commercial Area	**2559 sf**



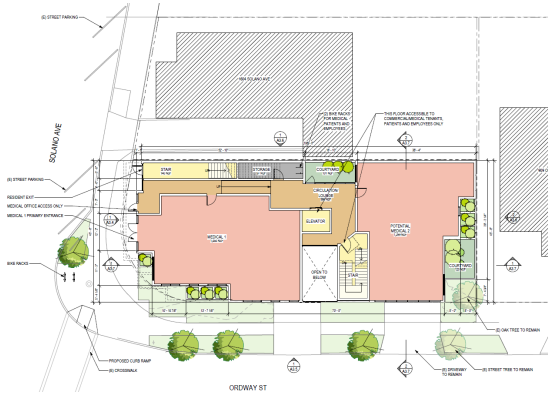
GROUND FLOOR PLAN



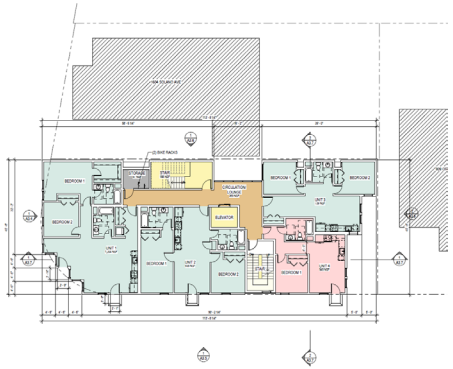
TYPICAL FLOOR PLAN

1600 Solano Ave
Albany, CA

PROJECT DATA	
Lot Area	**5127 sf**
Lot Width	**113'-8"**
Lot Depth	**45'-8"**
Density	**102 du/a**
Number of Units	**12 units**
FAR	**3.75**
Height (feet)	**49'-0"**
Height (stories)	**4 stories**
Mixed-Use	**Yes**
Commercial Area	**2753 sf**



GROUND FLOOR PLAN

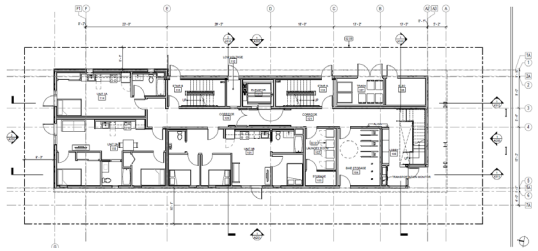


TYPICAL FLOOR PLAN

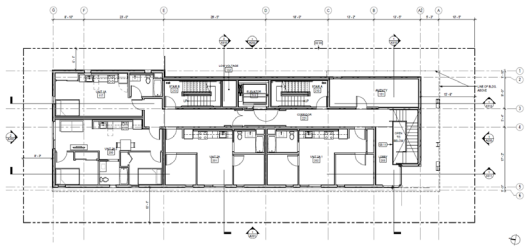
2317 Channing Way
Berkeley, CA

PROJECT DATA

Lot Area	**6507 sf**
Lot Width	**50'**
Lot Depth	**130'**
Density	**147 du/a**
Number of Units	**11 units**
FAR	**2.62**
Height (feet)	**50'**
Height (stories)	**5 stories**
Mixed-Use	**No**
Commercial Area	**N/A**



GROUND FLOOR PLAN

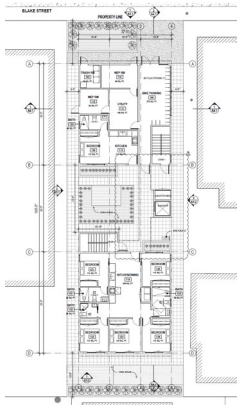


TYPICAL FLOOR PLAN

2018 Blake St Berkeley, CA

PROJECT DATA

Lot Area	**5189 sf**
Lot Width	**40'**
Lot Depth	**130'**
Density	**101 du/a**
Number of Units	**12 units**
FAR	**2.55**
Height (feet)	**61'**
Height (stories)	**6 stories**
Mixed-Use	**No**
Commercial Area	**N/A**

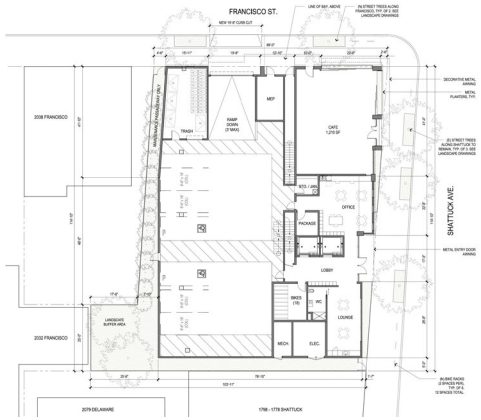


GROUND FLOOR PLAN

TYPICAL FLOOR PLAN

1752 Shattuck Ave Berkeley, CA

PROJECT DATA	
Lot Area	**10522**
Lot Width	**114’-10"**
Lot Depth	**88’**
Density	**282 du/a**
Number of Units	**68 units**
FAR	**4.5**
Height (feet)	**78’-9”**
Height (stories)	**7 stories**
Mixed-Use	**Yes**
Commercial Area	**1210 sf**

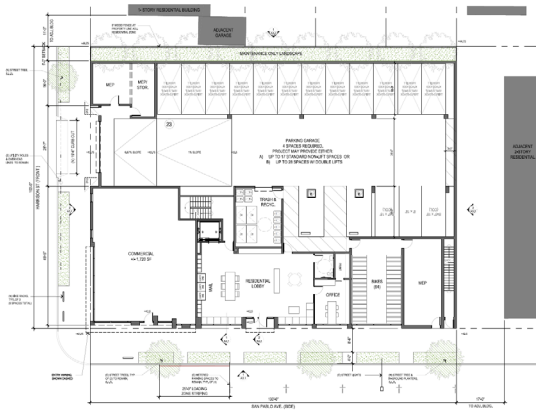


GROUND FLOOR PLAN

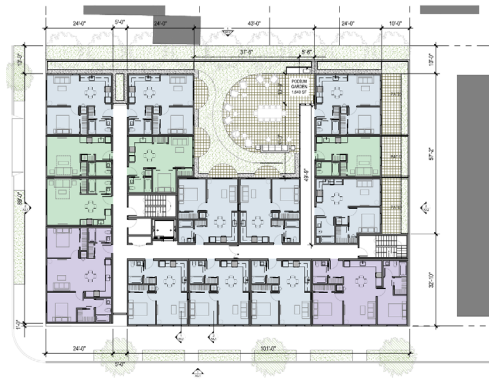
TYPICAL FLOOR PLAN

1201 San Pablo Ave Berkeley, CA

PROJECT DATA	
Lot Area	**13000 sf**
Lot Width	**130'**
Lot Depth	**100'**
Density	**221 du/a**
Number of Units	**66 units**
FAR	**3.6**
Height (feet)	**68'-3"**
Height (stories)	**6 stories**
Mixed-Use	**Yes**
Commercial Area	**1720 sf**



GROUND FLOOR PLAN



TYPICAL FLOOR PLAN

1685 Shattuck Ave/ 2109 Virginia St Berkeley, CA

raimi+ associates

PROJECT DATA	
Lot Area	**19788 sf**
Lot Width	**198'**
Lot Depth	**115'**
Density	**288 du/a**
Number of Units	**131 units**
FAR	**5.17**
Height (feet)	**88'-4"**
Height (stories)	**8 stories**
Mixed-Use	**Yes**
Commercial Area	**1200 sf**

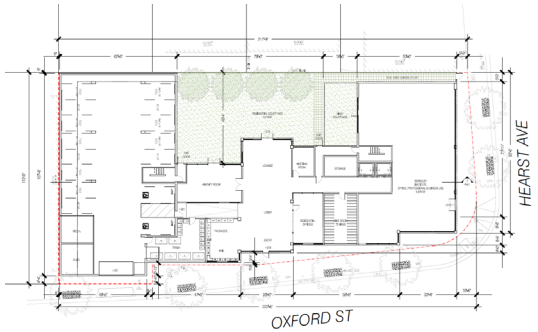
GROUND FLOOR PLAN

TYPICAL FLOOR PLAN

1899 Oxford St
Berkeley, CA

PROJECT DATA

Lot Area	**22304 sf**
Lot Width	**222'-6"**
Lot Depth	**112'-6"**
Density	**418 du/a**
Number of Units	**214 units**
FAR	**4.36**
Height (feet)	**78'-9"**
Height (stories)	**7 stories**
Mixed-Use	**Yes**
Commercial Area	**3873 sf**

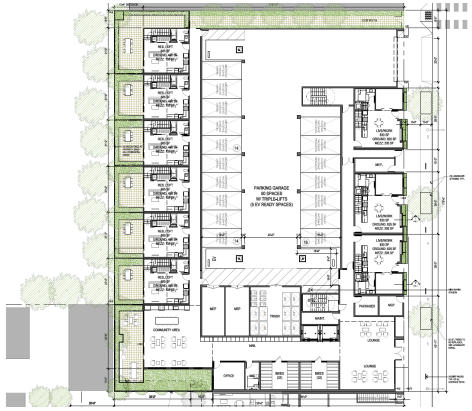


GROUND FLOOR PLAN

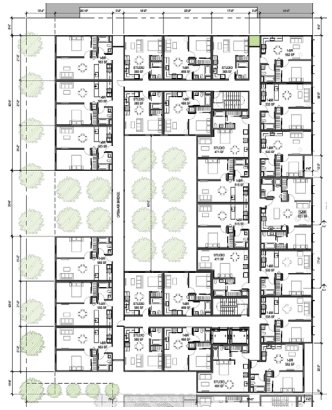
TYPICAL FLOOR PLAN

2136-2154 San Pablo Ave Berkeley, CA

PROJECT DATA	
Lot Area	**23301 sf**
Lot Width	**175'**
Lot Depth	**133'-2"**
Density	**236 du/a**
Number of Units	**126 units**
FAR	**3.48**
Height (feet)	**69'-6"**
Height (stories)	**6 stories**
Mixed-Use	**Yes**
Commercial Area	**1245 sf**



GROUND FLOOR PLAN

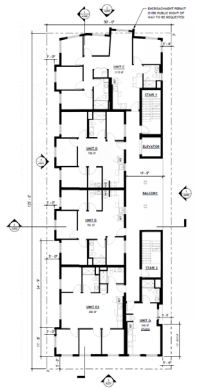


TYPICAL FLOOR PLAN

2442 Haste St
Berkeley, CA

PROJECT DATA	
Lot Area	**6750 sf**
Lot Width	**50'**
Lot Depth	**135'**
Density	**232 du/a**
Number of Units	**36 units**
FAR	**5.7**
Height (feet)	**85'-6"**
Height (stories)	**8 stories**
Mixed-Use	**No**
Commercial Area	**N/A**

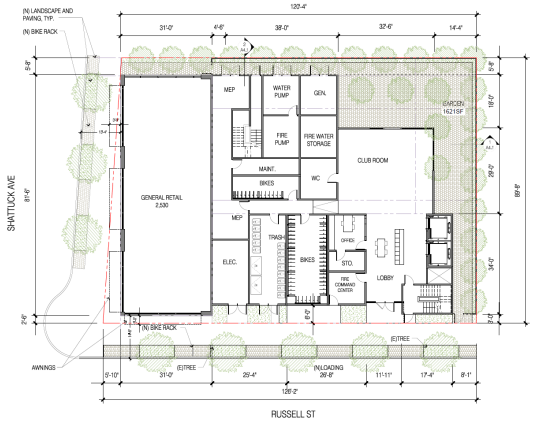
GROUND FLOOR PLAN



TYPICAL FLOOR PLAN

2847 Shattuck Ave
Berkeley, CA

PROJECT DATA	
Lot Area	**11036 sf**
Lot Width	**89'-8"**
Lot Depth	**120-4"**
Density	**537 du/a**
Number of Units	**136 units**
FAR	**5.34**
Height (feet)	**100'-6"**
Height (stories)	**9 stories**
Mixed-Use	**Yes**
Commercial Area	**2530 sf**



GROUND FLOOR PLAN

TYPICAL FLOOR PLAN