

Office of the City Manager

## REVISED AGENDA MATERIAL for Supplemental Packet 1

**Meeting Date:** July 11, 2023

**Item Number:** 33

**Item Description:** Civic Center Phase II – Design Concept

**Submitted by:** Eleanor Hollander, Office of Economic Development

The attached supplemental item provides edits to the original item that are *not intended to change the substance of the item*, but just clarify (1) that Council is asked to only affirm a high-level design concept for Civic Center with this item, and (2) that all subsequent project decisions will be subject to the proper environmental review. The edits contained herein also ensure that terminology in the report is used precisely; as the word “project” has a specific definition with respect to environmental review.



Office of the City Manager

ACTION CALENDAR

July 11, 2023

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, City Manager

Submitted by: Liam Garland, Public Works Director

Subject: ~~Adoption~~—Civic Center Phase II - Design Concept

RECOMMENDATION

Adopt a Resolution approving *Berkeley's Civic Center Design Concept ~~Plan~~*, and declaring Council's intention to support the preferred design concept and necessary future studies ~~and projects~~ articulated in the plan ~~and directing staff to pursue the next steps identified in the plan, including seeking funding and conducting further studies.~~

SUMMARY

This item presents City Council with the culmination of the work to build on the adopted Civic Center Vision and Implementation Plan for Berkeley's Civic Center area ("Vision"), which

includes a vision for the following:

- Veterans Memorial Building;
- Maudelle Shirek Building ("Old City Hall"); and
- Martin Luther King Jr. Civic Center Park ("Civic Center Park").

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

The City's Veterans Memorial Building, Maudelle Shirek Building, and Civic Center Park are important cultural resources, not only due to their age, but also their architectural significance, central location, and history as the center of City government. Adopting a shared Vision for Civic Center was an important Phase 1 accomplishment. Phase II ~~of the Civic Center project~~ sought to sharpen the vision-aligned consensus design concept for Civic Center and ~~set a~~ describe a potential course for the next steps of implementation. Phase I (Vision) of the project commenced in summer 2019 and was funded through Phase 1 of the Measure T1 infrastructure bond designated to repair, renovate, replace, or reconstruct the City's infrastructure, facilities, and buildings. Phase



II (Design Concept Plan) ~~of the Civic Center project~~ was funded via a General Fund budget referral approved in the City Council's adoption of the FY 2022 Budget. Staff work on Phase II began in September of 2022. The 156-page final report entitled *Berkeley's Civic Center Design Concept Report* (May 2023) is presented as Exhibit A in Attachment 1. The accompanying resolution adopting *Berkeley's Civic Center Vision Aligned Design Concept Plan* provides direction for the Civic Center's next act.

The Public Works Department and Office of Economic Development (OED) worked with a consultant team led by Siegel & Strain Architects. The consultant team spent the fall of 2022 and winter/early spring of 2023 conducting a public workshop about Civic Center, holding focus group interviews, hosting site tour(s), facilitating two "youth focused" workshops, and an in-depth session with Berkeley's art and culture organizations, attending approximately eight briefings with the Community for a Cultural Civic Center (CCCC) group, and engaging with five city commissions and the project's technical advisory group composed of city staff in a wide variety of departments. In March of 2023, the team presented a draft design concept for Civic Center to Berkeley's City Council for feedback.<sup>1</sup>

The consultant team continued to work throughout the spring of 2023 to deliver a refined conceptual design, update cost estimates, provide an in-depth set of funding strategies, and develop a robust implementation plan or "next steps" for further study. This report presents the final report from the consultant team (Attachment 1) which includes a design concept for Berkeley's Civic Center, a summary of the community engagement conducted through May of 2023 and the resulting design drivers, next steps including future studies needed to accommodate a design with a daylight creek, and an appendix with the updated cost estimate for this once-in-a-generation project.

#### *Design Concept – Recommendations*

Integrating the input received through the engagement efforts, additional study on the changing context of the Civic Center, and the programmatic requirements heard from current and potential users, the Civic Center Design Concept Plan ("Plan") proposes includes the following vision:

- *Maudelle Shirek Building* - seat of Berkeley's democracy with flexible meeting spaces and supportive and vision-aligned city services and educational uses.
- *Veterans Memorial Building* – a Community Arts Center, run by the City, with performance venues, teaching and exhibit space, accessible by all in the community.
- *Civic Center Park & Surrounding Streets* - a safe nature-based urban oasis for all of Berkeley, supporting community use throughout the day and strolling, relaxing, having lunch, visiting, and attending an impromptu gathering or organized event on evenings or weekends.

<sup>1</sup> Berkeley City Council Agenda Worksession, *Civic Center Phase II - Design Concept*, [Item #2](#) March 21, 2023.

The preferred design concept, visualized on pages 70-71 of the Plan is detailed in *Section 5: Design Concept* (Attachment 1).

### FISCAL IMPACTS OF RECOMMENDATION

Adoption of the Plan does not commit Council to completing the design elements described therein. The exact fiscal impacts of the finalized design concept plan for Civic Center are to be determined. Preliminary construction cost estimates to achieve the design concepts discussed in the final report range from \$103,753,000 to \$131,587,000. These estimates assume additions and improvements that support the desired uses for the buildings, associated required seismic upgrades, and other park and street improvements.<sup>2</sup>

### CURRENT SITUATION AND ITS EFFECTS

#### *Project Timeline*

Phase II (development of the Plan) ~~of the Civic Center project~~ began in September 2022 and will be completed by June of 2023:

- Phase II Funding for Conceptual Design Plan Authorized by Council June 29, 2021
- Project-Phase II Commencement Sept. 1, 2022
- Public and City Engagement: Design Approach
  - Technical Advisory Committee Sept. 29, 2022
  - “Super” Subcommittee Meeting of the Public Works/Transportation, Landmarks, Parks and Civic Arts Commissions Sept. 29, 2022
  - 25+ Small Focus Group Interviews Sept. ‘22 – Feb. ‘23
  - Monthly meetings with Community for a Cultural Civic Center (CCCC) Sept. ‘22 – Feb. ‘23
  - Workshop #1: Open House (Berkeley Public Library) Nov. 16, 2022
  - Online Community Survey: Berkeley Civic Center Vision Project Nov. ‘22 – Jan. ‘23
  - Art Organizations Survey: Berkeley Arts Space Needs Assessment Jan. ‘23 – Feb. ‘23
- Public and City Engagement: Draft Design Concept
  - Technical Advisory Committee Meeting #2 Feb. 9, 2023

<sup>2</sup> *Berkeley’s Civic Center Design Concept*, Attachment 1, Sections 5.3, 5.4. The design concept recommends a Building Performance Objective for New Buildings Plus (BPON+) seismic upgrade scheme for the Veterans Memorial Building (Attachment 1, Section 5.4). A combined Damage Control Plus (DC+) / Immediate Occupancy (IO) scheme, abbreviated as “DC+/IO” is recommended for the Maudelle Shirek building (Attachment 1, Section 5.3).

- Commission Engagement - Super Subcommittee Meeting #2  
Feb. 9, 2023
- Workshop #2: Youth Focus at Berkeley High  
Feb. 15, 2023
- Workshop #3: Education Focus at Berkeley City College  
Feb. 15, 2023
- Veterans Memorial Building Arts Space Focus Group Meeting  
Feb. 24, 2023
- Council Work Session - Emerging Preferred Design Concept  
March 21, 2023
- Monthly meeting with CCCC group  
April 25, 2023
- Four Arts Organization Meetings  
April - May 2023
- Super Sub Committee of the Commissions Briefing  
May 16, 2023
- Council Adoption (anticipated) - Design Concept  
July 11, 2023

### *Summary of Meetings and Outreach*

The consultant team, led by Sigel & Strain Architects and supported by staff from PW, OED, and other City departments, kicked off this phase with a series of public meetings in September 2022. The public outreach effort is described in more detail in Attachment 1, Section 2.

**Technical Advisory Committee (TAC).** The TAC is composed of City of Berkeley staff from a variety of departments, and its purpose is to provide subject matter expertise and feedback throughout the process. TAC members represent a cross-section of knowledgeable participants with an interest and stake in the Civic Center. The TAC met for the first time prior to releasing the [RFQ for the Vision Plan project RFQ](#) in late 2018, and has since gathered formally in this [project](#) phase twice with the consultant team: at the Phase II [project](#) kick-off meeting in September 2022, and to review the draft consensus design concept in February 2023. In addition to formal meetings, ad hoc consultations with individual TAC members (e.g., the City’s special events coordinator, real estate manager, City Clerk, Public Safety, and PW Facilities Maintenance) have made essential contributions to the [projectPlan](#).

**Super Subcommittee of City Commissions.** To efficiently engage with City Commissions that have an interest in this [projectPlan](#), a “super” subcommittee meeting structure was established. Three City of Berkeley Commissions—the Public Works, Parks Recreation and Waterfront, and the Landmarks Preservation Commissions—already had established ad-hoc subcommittees to address projects funded by Measure T1 bond improvements, and the Civic Arts Commission established an ad-hoc standing subcommittee for the Civic Center visioning process. During Phase II ~~of the Civic Center project~~, the super sub-committee structure continued. This larger group of subcommittees met twice in publicly noticed meetings on Zoom in the webinar format, first to kick off [the projectPhase II](#) and discuss design approaches in September of 2022 and [then](#) to review and comment on the draft design concept in February 2023. The Super Subcommittee of the Commissions, and representatives of a fifth commission,

the Commission on Disability, had an in-person briefing in May 2023 to go over the final design concept report and discuss engagement of their “home” commissions prior to the final report publication in June of 2023. See <https://berkeleyca.gov/your-government/our-work/capital-projects/civic-center-vision-plan-project> for a complete list of materials presented at the Super Subcommittee meetings during Phase II.

**Site Tours.** City staff members have received many requests to tour the two buildings. During ~~this project P~~phase II, the consultant team has toured the buildings with PW, and the park with the City’s urban forester and arborist. Members of CCCC, TAC, Super Subcommittee of the commissions, and arts organizations have also toured the buildings to help envision programmatic uses. Several site tours were also conducted in the Vision phase of this planning effort (2019-2020).

**Focus Groups and Interviews.** From September 2022 through February 2023, staff and the consultant team conducted 25+ one-on-one or small group interviews with Civic Center stakeholders, including the current Civic Center tenants, several City Council Members (and/or their staff) and the Mayor’s office, representatives from the Berkeley Unified School District including the principal of Berkeley High School, planners of annual community events that occur in Civic Center, arts organizations, business associations, local media outlets, ecological and riparian experts, city staff, and local community groups including the CCCC. See Attachment 1, Section 2.2 for a complete list of interviewees.

**Open House, Workshops & Survey.** On November 16, 2022, staff and the consultant team hosted an in-person Open House Workshop at the Berkeley Public Library. Approximately 40 community members attended the session, which was designed to generate thoughts about the underlying purposes and functions of our Civic Center, and to inform the ~~project’s~~ Preferred Design Concept development. The consultant team organized the session into stations, with opportunities for discussion in small groups and written feedback on postcards at each station. This was supplemented with an **Online Survey** that asked the same questions of respondents as the in-person workshop did. The online survey recorded 694 responses, far exceeding the stated survey goal of 400 responses. Highlights of the survey responses are summarized in Attachment 1, Section 2.2. On February 15, 2023, staff and the consultant team hosted two **Youth-Focused Workshops**, one at Berkeley High School and one at Berkeley City College. Staff led students through a series of activities where participants were asked to identify what they liked and disliked about the draft design concept for Civic Center and asked participants to complete comment cards about their opinions related to the park and street design approach. Highlights and key takeaways of the youth focused workshops are summarized in Attachment 1, Section 2.2.

**Arts Organizations.** A tailored workshop, the *Veterans Memorial Building Arts Space Focus Group Meeting*, was hosted by the City of Berkeley’s Civic Arts team on February 24, 2023 and included a detailed tour of the Veterans Building and dedicated focused discussions by artistic discipline. The goal of the meeting was to identify priority space needs for the Community Arts Center and to get input on the development of a spatial

program to help determine if the Veterans Memorial Building has sufficient spaces to serve the programmatic needs of the community. This workshop was not open to the general public, but instead sought to elicit targeted feedback from individuals that are representative of Berkeley’s diverse arts community. Sixteen arts professionals from the disciplines of theater, dance, music, visual arts, and literary arts participated in the focus group meeting with the aim to have representation from various areas of Berkeley, racial and ethnic diversity, and a wide range of arts disciplines and organization sizes. Feedback gathered from this workshop is summarized in Attachment 1, Section 2.2.

**City Council Worksession.** The consultant team, in consultation with staff, developed an emerging preferred design concept, and draft concept design report that was presented to the Berkeley City Council members and the general public for feedback at a Berkeley City Council Worksession on March 21, 2023. The final report (Attachment 1) incorporates feedback received at the March 2023 Council Worksession and hews closely to the draft concept design presented in March 2023. The construction cost estimates and the Implementation chapters (Sections 6 and 7) are the areas of the report with the most updates since March 21, 2023.

#### *Civic Center Design Concept*

The outreach effort during ~~this phase of the project~~Phase II (2022-23) affirmed the Vision Statement adopted in 2020. With the adopted Civic Center Vision serving as the north star for this projectPlan, four points on a compass emerged to further guide the design concept:

- **Community** – an inclusive and caring community;
- **The Arts** – expressive artistic and cultural events;
- **Governance** – good governance demonstrated through progressive policies;
- **Education** – powerful educational activities tied directly to history and nature.

Integrating the input received through outreach efforts, and the programmatic requirements heard from current and future users of the Civic Center, the projectPlan proposes the following current and potential future uses for each project element:

**Maudelle Shirek Building** will be the seat of Berkeley’s democracy with flexible meeting spaces and supportive and vision-aligned city services and educational uses, accessible by all in the community. As the historic seat of government in Berkeley, this projectPlan proposes returning city functions back to the Maudelle Shirek Building. In the public engagement efforts, Hearing & Meeting Rooms, Council Chambers, and flexible spaces for public-facing city services all scored high as priority uses for the building. Adding these functions to the heart of Berkeley’s Civic Center will bring residents to the area throughout the day and into the evenings, to attend meetings, speak at hearings, and organize with their community.

Public outreach also showed strong support for vision-aligned organizations finding a home in the Maudelle Shirek Building, including the Berkeley Historical Society & Museum and Berkeley Community Media. In order to support these functions, a number



of improvements to the building will be required, including accessible improvements to the main entry and throughout, upgraded mechanical, electrical and plumbing systems, improved fire and egress systems, seismic retrofit, and an addition to provide space for the uses. For further discussion of the proposed uses, improvements, and management structure for the Maudelle Shirek building see Attachment 1, Sections 5.3 and 7.1.

**Veterans Memorial Building** will be a community Arts Center, run by the city, with performance venues, teaching and exhibit space, accessible by all in the community. This project identifies the building as a future Community Arts Center for the City of Berkeley, a use broadly supported by the public, Civic Arts Program, and the Community for a Cultural Civic Center. In a survey and workshop with local arts organizations who expressed interest in using the building, they identified exhibition and performance space as priorities, which aligns with the perception of need discovered in the public engagement process. Further, arts survey respondents identified a need for flexible multi-disciplinary spaces that are available to rent by the larger community, rather than controlled by a single anchor tenant.

The arts functions will require improvement to the Veterans Memorial building including accessible improvements throughout, upgraded mechanical, electrical and plumbing systems, improved fire and egress systems, seismic retrofit, and possibly additions to the sides of the main stage, and at the rooftop. For further discussion of the approach to this building, see Attachment 1, Sections 5.4 and 7.1.

**Civic Center Park & Surrounding Streets** will become a safe nature-based urban oasis for all of Berkeley. The park design will support community use throughout the day, evening and weekend for strolling, relaxing, sharing or having a meal, visiting, and attending an impromptu gathering or organized event.

#### *Park Uses & Improvements*

The design concept for MLK Jr. Civic Center Park builds from the existing condition of the park, and layers in new design elements and programs that support the desired everyday vibrancy of the park. It simplifies the path layout and reclaims underutilized space to fit new activity areas where possible. The proposed design preserves and builds upon the existing structure of the park, including the mature tree canopy, the central green open space, and the planned Turtle Island Monument terrace. Recommended improvements include simplified and widened path systems, native and biodiverse planting areas, a multi-use plaza with skate-able elements, a multi-age playground, an arts and market plaza to support the Farmers Market, expanded seating opportunities, and food and beverage vendors. For further discussion of the proposed park improvements, see Attachment 1, Section 5.2.

#### *Creek Daylighting Considerations*

Throughout the public engagement process in Phase II, the ~~project~~ team heard a consistent desire from some members of the community to “daylight” or bring Strawberry Creek to the surface area of Civic Center Park, and consistent concerns

from others about cost, maintenance, and safety of a daylight creek. An alternate design concept layout (Attachment 1, Section 5.2, pages 104-107) illustrates a partial-flow daylighting scenario. The placement of the creek along Center Street aligns with the current location of the culvert under the park, and minimizes disruption to the overall park layout and monuments. However, it does have a number of impacts that need to be considered more carefully through additional study:

- **Center Street** – The daylit creek reduces the width of Center Street to 26' travel path, allowing for emergency vehicle access. Parking and other vehicular traffic flow is removed. A parking & traffic study should be completed to understand the impact of closing Center Street to public traffic, and design solutions will need to be developed for providing delivery/drop-off to the buildings along Center Street. The Farmers Market also may need to be relocated to a new site with sufficient width for the market.
- **Hydrology** – The partial flow scenario is based on the 1999 Creek Study by Wolf Mason Associates. This report notes that the culvert is likely 18' under the surface of the park, sloping down to the west. A full restoration of the creek would require 150' in width and was determined infeasible. A partial flow scenario would require that the existing culvert remain, and that water is diverted through a flow control structure somewhere upstream of the park and downstream from the BART station to bring water closer to the surface. The exact width, depth, and design of a partial flow creek would need to be developed through a detailed hydrological study and will likely call for an engineered solution.
- **Maintenance** – any creek feature would involve new maintenance requirements, flooding mitigation considerations, and associated costs.

### *Parking and Circulation*

In addition to the pedestrian pathway changes within the park, the concept design proposes changes to parking and circulation at both Center Street and Martin Luther King Jr Way.

- **Center Street** – aligned with the City's goal of a Green Center Street, the design proposes making this a pedestrian priority shared street, with a flush, curb-less transition from street to sidewalk, along with adding additional street trees and bioswales for stormwater management. A curve has been introduced in the road to create a more gracious entry plaza for the Veterans Memorial Building. The proposal shows 16 parallel parking spaces, in place of the 59 paid parking spaces currently on Center Street. These parking spaces generated \$156,860 in calendar year 2022 (at a rate of \$3.50/hour). There are also currently reserved parking spaces on this block – five for judges at the Alameda County Courthouse, one loading spot for the City mail truck, and four accessible "blue curb" spaces. The remaining 16 parallel spaces articulated in the plan could

serve as reserved parking, or a small number of paid parking spaces could be maintained.

- *Martin Luther King Jr Way* – the primary concern at this road is pedestrian safety crossing between the park and the Maudelle Shirek Building. Currently, the edge of the curb between Allston and Center does not align with the curb on the blocks to the north or the south – the road widens along the park’s edge. The concept design proposes reclaiming the portion of the road currently used as parallel parking to re-align the curbs in this area, and to create pedestrian bulb-outs at the street crossings. While the traffic lanes are not impacted, eight parking spaces would be removed. Another consideration for a future design phase will be raised pedestrian crosswalk or tables at Center and Allston.

In a next planning phase of work, a full traffic study should be implemented for this area to understand the impacts of the proposed improvements on traffic flow, circulation delays, intersection capacity, parking, and emergency response times.

Project Costs

The following high-level construction cost range estimations (Table 1) have been developed by staff and the consulting team (TBD Consultants working with Siegel & Strain) based on the design concept as presented in Attachment 1, Section 5. The total construction costs from TBD Consultants are very similar to the draft report presented at the March 21, 2023 Council Worksession. Additional cost information has been provided; including the construction costs of photovoltaic panels at both buildings and an addition at the Veterans Memorial building. In addition, a discussion on Operations & Maintenance Costs, a 10% construction contingency and 20% City costs have been added to the report (Section 6.1).

Other Costs

With an approved design concept, this project the City can move into its the next phase of additional recommended studies, environmental reviews, and initiating specific design projects. This work, to get to the “shovel ready” stage is estimated to cost approximately \$15 million dollars and take 2-3 years to complete (Attachment 1, Sections 0.2 and 7.2).

Table 1: High-Level Construction Cost Estimate Range

SUMMARY PROJECT COSTS	SITE AREA (Total Square Foot, or SF)	\$/SF MIDRANGE	MID- RANGE (\$ in Millions)	LOW (-10%) \$ in Millions	HIGH (+10%) \$ in Millions
<b>Maudelle Shirek Building</b> <i>(Assumes 27,000 Gross Square Feet (GSF) Existing + 15,500 GSF Addition, DC+/IO seismic retrofit, upgraded building envelope &amp; systems)</i>	43,000	\$1,323	\$56.9	\$51.2	\$62.6



<b>Veterans Memorial Building</b> <i>(Assumes 28,000 GSF Existing + 5,950 GSF addition, BPON+ seismic retrofit, upgraded building envelope &amp; systems)</i>	33,950	\$987	\$33.5	\$26.3	\$36.9
<b>MLK Jr Civic Center Park &amp; Streets</b> <i>(4.6 acres including park &amp; streets with improved paths/paving, planting/irrigation, trees/tree protection, utilities, furnishings, lighting, public restroom improvements)</i>	223,000	\$82	\$18.3	\$16.47	\$20.13
<b>SUBTOTAL CONSTRUCTION COST</b>		\$1,413	\$108.7	\$93.97	\$119.63
CONTINGENCY Cost (Construction)	10%	\$141	\$10.87	\$9.783	\$11.957
<b>CONSTRUCTION COST</b> <i>(with contingency)</i>		\$1,554	\$119.570	\$103.753	\$131.587
<b>SUMMARY PROJECT COSTS, continued</b>	SITE AREA (Total Square Foot, or SF)	\$/SF MIDRANGE	MID-RANGE (\$ in Millions)	LOW (-10%) \$ in Millions	HIGH (+10%) \$ in Millions
<b>CITY COSTS</b> <i>(including permitting, inspections, design fees, technical reports, consultants, Construction Management and Project Management)</i>	20%	\$311	\$23.914	\$21.523	\$26.305
<b>TOTAL PROJECT COST</b> <i>Including contingency (10%) and city costs (20%)</i>		\$1,865	\$143.484	\$125.276	\$157.892

**Project Funding Plan**

A variety of funding sources could contribute to the City’s approach to funding. The first approach would involve many different sources of funding all leading to one large project, phased in over the course of years. If full project funding isn’t secured quickly, an opportunistic approach might be available. Instead, City staff would identify discrete project components that could be built without the entire project moving forward. When successful in gaining grants of other funding for these components, work could proceed. This approach would likely take more time and involve more project cost overall, given fewer opportunities for efficiencies of scale. See Attachment 1, Section 7.2 for a detailed discussion of funding strategies. In any case, the Civic Center project implementing the Vision will be significantly more attractive for funding with an adopted conceptual design. Strong plans need funding, and funding is attracted to strong plans.

**Next Steps**

The next steps for project implementation for implementing the Civic Center Vision are outlined below and described in greater detail in Attachment 1, Section 7.3. They include:

- Identify, fund and realize early activation projects.
- Initiate efforts for next phase of work including further studies and specific designs including environmental review as appropriate.
- Develop funding and phasing plans for each of the project components.

Effect of Approving the Design Concept Plan

The proposed Design Concept Plan is not a “project” for purposes of CEQA or NEPA because it does not commit the City to a definite course of action. Council retains full discretion to mitigate environmental impacts, select other feasible alternatives that will avoid environmental impacts, balance the benefits of any future actions against the environmental impacts, or decline to carry out any of the design concept elements, all based upon information generated by the environmental review process.

## BACKGROUND

Originally conceived at the turn of the 20th Century, the Civic Center was planned and molded by City Beautiful Movement principles, and anchored by the 1909 construction of Berkeley’s second City Hall (now known as the Maudelle Shirek Building at 2134 Martin Luther King Jr Way). The plan transformed the City’s center into a cohesive group of civic buildings surrounding a central park by the 1940s. Today the Civic Center comprises portions of the area surrounding Martin Luther King Jr. Civic Center Park including the Maudelle Shirek Building ‘Old City Hall’ (1909) and the Veterans Memorial Building (1928) which flank the Park on the west and north sides. The larger Berkeley Civic Center District (codified by the Civic Center Overlay Zone, 2014) itself was listed on the National Register of Historic Places in 1998. In addition, many of the buildings in the Civic Center District, including the Maudelle Shirek Building, the Veterans Memorial Building, and the Park itself, have been individually recognized as City Landmarks. Since the 1940s seismic building codes have evolved, requiring different thresholds of required maintenance and upkeep depending on use, and presently the historic buildings show signs of deferred maintenance.

### *Seismic Safety and Analysis*

The Maudelle Shirek Building and the Veterans Memorial Building were evaluated in 2002 for seismic safety. The assessment included rough cost estimates for retrofitting the structures. In 2019, the 2002 figures were updated for consideration of current building code. In 2022, City Council received further information on both the buildings’ seismic analysis and costing, and the buildings’ leak study. The seismic analysis from Tipping Engineering and the costing from Public Works Department have contributed to the development the high-level cost estimates presented in Table 1 above. Public Works’ leak study identified \$1.48 million in necessary repairs for the Maudelle Shirek Building and \$1.9 million in repairs for the Veterans Building. These repairs primarily involve roof replacements and spot repairs to better prevent water intrusion.

Based on the adopted Vision ~~Plan~~, and the proposed ~~design concept and building program~~ Plan, the following building seismic retrofit levels are recommended:

**Veterans Memorial Building** is a three story, heavy concrete perimeter wall building with wood framed floors and roof that is seismically deficient and could pose life safety hazards to building occupants. For the design concept, the City’s Public Works Department recommends a seismic upgrade for the Veterans Memorial Building to the level of Building Performance Objective for New Buildings Plus (BPON+). At this level of seismic retrofit, the building would be reoccupied several months to a year after a major seismic event.

**Maudelle Shirek Building** is a three story, non-ductile concrete building that is seismically deficient and could pose life safety hazards to building occupants, as the building could collapse or partially collapse in a major earthquake proximate to the site. For the proposed design concept, the City's Public Works Department recommends a seismic upgrade for the Maudelle Shirek Building to the level of Damage Control Plus (DC+) at the historic structure and the new addition be built to the Immediate Occupancy (IO) level. At the DC+ level of seismic retrofit, the Maudelle Shirek Building would be occupiable weeks to months after a major seismic event. The addition, built at the IO level, could be re-opened days after a major seismic event.

#### ENVIRONMENTAL SUSTAINABILITY

Successful initiatives that repurpose existing buildings and civic space for subsequent generations' fruitful use promotes beneficial environmental, civic, and economic sustainability. In addition, future action to renovate the existing buildings and park will incorporate specific sustainable measures into the design concept. These will include but are not limited to: electrifying buildings, installing solar systems, incorporating native/pollinator friendly plantings, deploying best practices in bioswales & stormwater management, permeable paving, and the protection of mature tree canopy.

[Any required environmental review under California Environmental Quality Act \(CEQA\) and the National Environmental Policy Act \(NEPA\), including consideration of mitigation measures and alternatives, will be conducted prior to committing to construct any of the above Plan elements.](#)

#### RATIONALE FOR RECOMMENDATION

The preferred design concept for the adaptive reuse of both buildings and the Park articulates how the Veterans Memorial Building, the Maudelle Shirek Building, and Civic Center Park can be used going forward. The accompanying research includes cost estimates and potential revenue strategies to support renovation and ongoing operations for programs in Civic Center. By adopting the *Civic Center Design Concept Plan* the City Council sets a clear direction for [achieving the Vision](#).

#### ALTERNATIVE ACTIONS CONSIDERED

None.

#### CONTACT PERSON

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Eleanor Hollander, Economic Development Manager, (510) 981-7536  
Elmar Kapfer, Supervising Civil Engineer, Public Works, (510) 981-6435

#### Attachments:

- 1: Resolution ~~Adopting~~ Berkeley's Vision Aligned Civic Center Design Concept  
Exhibit A: ~~Final Report: Berkeley Civic Center Design Concept~~, May 2023.

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

~~APPROVING~~ BERKELEY'S VISION-ALIGNED CIVIC CENTER DESIGN CONCEPT

WHEREAS, in September 2020, the Berkeley City Council adopted a Vision for Berkeley's Civic Center to, "*be the heart of Berkeley's community. Civic Center will be the prime space for civic life, culture, and the arts. It will reflect the city's diverse identities, celebrating its history, and contributing to shaping its future. A place of shared resources and a platform for free expression accessible to all, Civic Center aims to manifest the city's values, advance social justice, and demonstrate the power of true public space.*"; and

WHEREAS, the development of the Civic Center Vision Plan (2019-2020) was underwritten by the *T1 Bond Funding for Infrastructure and Facilities*, to repair, renovate, replace, or reconstruct the City's aging infrastructure and facilities, including the Veterans Memorial Building, the Maudelle Shirek Building, and Civic Center Park, to help determine a direction for future capital improvements to restore and secure these facilities to maximize their community benefit; and

WHEREAS, in August of 2022, the city engaged a qualified project consultant team underwritten by general fund dollars to assist in the completion of Phase II, ~~of the project~~ and the development of a consensus design concept aligned with the adopted vision for Civic Center; and

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

WHEREAS, *Berkeley's Civic Center Design Concept Plan* ~~determines~~ describes a direction for future capital improvements to restore and secure these facilities, park, and surrounding area to maximize their community benefit; and

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the City Council approves and adopts *Berkeley's Civic Center Design Concept Plan* (Exhibit A) and ~~declares its intent to support the vision and design concept articulated in the plan~~ directs staff to pursue the next steps identified in the Plan, including any necessary environmental review.

BE IT FURTHER RESOLVED by the Council of the City of Berkeley that Council retains full discretion to mitigate environmental impacts, select other feasible alternatives that will avoid environmental impacts, balance the benefits of any future actions against the environmental impacts, or decline to carry out any of the design concept elements, all based upon information generated by the environmental review process.

~~Adoption~~ – Civic Center Phase II – Design Concept

ACTION CALENDAR  
July 11, 2023

~~BE IT FURTHER RESOLVED by the Council of the City of Berkeley that, to the extent that prior environmental review is not required, the City Manager is hereby authorized to further the implementation of the design concept as it embodies, reflects, and advances Berkeley's ambitious vision for its Civic Center.~~

Exhibits:

A: ~~Final Report: Berkeley's Civic Center Design Concept~~, May 25, 2023

1660866.1



Office of the City Manager

ACTION CALENDAR

July 25, 2023

(Continued from July 11, 2023)

To: Honorable Mayor and Members of the City Council

From: Dee Williams-Ridley, City Manager

Submitted by: Liam Garland, Public Works Director

Subject: Adoption - Civic Center Phase II - Design Concept

RECOMMENDATION

Adopt a Resolution approving *Berkeley's Civic Center Design Concept Plan*, and declaring Council's intention to support the preferred design concept and necessary future studies and projects articulated in the plan.

SUMMARY

This item presents City Council with the culmination of the work to build on the adopted Civic Center Vision and Implementation Plan for Berkeley's Civic Center area, which includes the following:

- Veterans Memorial Building;
- Maudelle Shirek Building ("Old City Hall"); and
- Martin Luther King Jr. Civic Center Park ("Civic Center Park").

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

The City's Veterans Memorial Building, Maudelle Shirek Building, and Civic Center Park are important cultural resources, not only due to their age, but also their architectural significance, central location, and history as the center of City government. Adopting a shared Vision for Civic Center was an important Phase 1 accomplishment. Phase II of the Civic Center project sought to sharpen the vision-aligned consensus design concept for Civic Center and set a course for the next steps of implementation. Phase I (Vision) of the project commenced in summer 2019 and was funded through Phase 1 of the Measure T1 infrastructure bond designated to repair, renovate, replace, or reconstruct the City's infrastructure, facilities, and buildings. Phase II (Design Concept) of the Civic Center project was funded via a General Fund budget referral approved in the City



Council's adoption of the FY 2022 Budget. Staff work on Phase II began in September of 2022. The 156-page final report entitled *Berkeley's Civic Center Design Concept Report* (May 2023) is presented as Exhibit A in Attachment 1. The accompanying resolution adopting *Berkeley's Civic Center Vision Aligned Design Concept* sets a clear direction for the Civic Center's next act.

The Public Works Department and Office of Economic Development (OED) worked with a consultant team led by Siegel & Strain Architects. The consultant team spent the fall of 2022 and winter/early spring of 2023 conducting a public workshop about Civic Center, holding focus group interviews, hosting site tour(s), facilitating two "youth focused" workshops, and an in-depth session with Berkeley's art and culture organizations, attending approximately eight briefings with the Community for a Cultural Civic Center (CCCC) group, and engaging with five city commissions and the project's technical advisory group composed of city staff in a wide variety of departments. In March of 2023, the team presented a draft design concept for Civic Center to Berkeley's City Council for feedback.<sup>1</sup>

The consultant team continued to work throughout the spring of 2023 to deliver a refined conceptual design, update cost estimates, provide an in-depth set of funding strategies, and develop a robust implementation plan or "next steps" for further study. This report presents the final report from the consultant team (Attachment 1) which includes a design concept for Berkeley's Civic Center, a summary of the community engagement conducted through May of 2023 and the resulting design drivers, next steps including future studies needed to accommodate a design with a daylit creek, and an appendix with the updated cost estimate for this once-in-a-generation project.

#### *Design Concept – Recommendations*

Integrating the input received through the engagement efforts, additional study on the changing context of the Civic Center, and the programmatic requirements heard from current and potential users, the Civic Center design concept proposes the following:

- *Maudelle Shirek Building* - seat of Berkeley's democracy with flexible meeting spaces and supportive and vision-aligned city services and educational uses.
- *Veterans Memorial Building* – a Community Arts Center, run by the City, with performance venues, teaching and exhibit space, accessible by all in the community.
- *Civic Center Park & Surrounding Streets* - a safe nature-based urban oasis for all of Berkeley, supporting community use throughout the day and strolling, relaxing, having lunch, visiting, and attending an impromptu gathering or organized event on evenings or weekends.

The preferred design concept, visualized on pages 70-71 of the Plan is detailed in *Section 5: Design Concept* (Attachment 1).

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<sup>1</sup> Berkeley City Council Agenda Worksession, *Civic Center Phase II - Design Concept*, [Item #2](#) March 21, 2023.

FISCAL IMPACTS OF RECOMMENDATION

The exact fiscal impacts of the finalized design concept plan for Civic Center are to be determined. Preliminary construction cost estimates to achieve the design concepts discussed in the final report range from \$103,753,000 to \$131,587,000. These estimates assume additions and improvements that support the desired uses for the buildings, associated required seismic upgrades, and other park and street improvements.<sup>2</sup>

CURRENT SITUATION AND ITS EFFECTS*Project Timeline*

Phase II of the Civic Center project began in September 2022 and will be completed by June of 2023:

- Phase II Funding Authorized by Council June 29, 2021
- Project Commencement Sept. 1, 2022
- Public and City Engagement: Design Approach
  - Technical Advisory Committee Sept. 29, 2022
  - “Super” Subcommittee Meeting of the Public Works/Transportation, Landmarks, Parks and Civic Arts Commissions Sept. 29, 2022
  - 25+ Small Focus Group Interviews Sept. ‘22 – Feb. ‘23
  - Monthly meetings with Community for a Cultural Civic Center (CCCC) Sept. ‘22 – Feb. ‘23
  - Workshop #1: Open House (Berkeley Public Library) Nov. 16, 2022
  - Online Community Survey: Berkeley Civic Center Vision Project Nov. ‘22 – Jan. ‘23
  - Art Organizations Survey: Berkeley Arts Space Needs Assessment Jan. ‘23 – Feb. ‘23
- Public and City Engagement: Draft Design Concept
  - Technical Advisory Committee Meeting #2 Feb. 9, 2023
  - Commission Engagement - Super Subcommittee Meeting #2 Feb. 9, 2023
  - Workshop #2: Youth Focus at Berkeley High Feb. 15, 2023
  - Workshop #3: Education Focus at Berkeley City College Feb. 15, 2023

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<sup>2</sup> *Berkeley’s Civic Center Design Concept*, Attachment 1, Sections 5.3, 5.4. The design concept recommends a Building Performance Objective for New Buildings Plus (BPON+) seismic upgrade scheme for the Veterans Memorial Building (Attachment 1, Section 5.4). A combined Damage Control Plus (DC+) / Immediate Occupancy (IO) scheme, abbreviated as “DC+/IO” is recommended for the Maudelle Shirek building (Attachment 1, Section 5.3).



- Veterans Memorial Building Arts Space Focus Group Meeting  
Feb. 24, 2023
- Council Work Session - Emerging Preferred Design Concept March 21, 2023
- Monthly meeting with CCCC group April 25, 2023
- Four Arts Organization Meetings April - May 2023
- Super Sub Committee of the Commissions Briefing May 16, 2023
- Council Adoption (anticipated) - Design Concept June 27, 2023

### *Summary of Meetings and Outreach*

The consultant team, led by Sigel & Strain Architects and supported by staff from PW, OED, and other City departments, kicked off this phase with a series of public meetings in September 2022. The public outreach effort is described in more detail in Attachment 1, Section 2.

**Technical Advisory Committee (TAC).** The TAC is composed of City of Berkeley staff from a variety of departments, and its purpose is to provide subject matter expertise and feedback throughout the process. TAC members represent a cross-section of knowledgeable participants with an interest and stake in the Civic Center. The TAC met for the first time prior to releasing the Vision Plan project RFQ in late 2018, and has since gathered formally in this project phase twice with the consultant team: at the Phase II project kick off meeting in September 2022, and to review the draft consensus design concept in February 2023. In addition to formal meetings, ad hoc consultations with individual TAC members (e.g., the City’s special events coordinator, real estate manager, City Clerk, Public Safety, and PW Facilities Maintenance) have made essential contributions to the project.

**Super Subcommittee of City Commissions.** To efficiently engage with City Commissions that have an interest in this project, a “super” subcommittee meeting structure was established. Three City of Berkeley Commissions—the Public Works, Parks Recreation and Waterfront, and the Landmarks Preservation Commissions—already had established ad-hoc subcommittees to address projects funded by Measure T1 bond improvements, and the Civic Arts Commission established an ad-hoc standing subcommittee for the Civic Center visioning process. During Phase II of the Civic Center project, the super sub-committee structure continued. This larger group of subcommittees met twice in publicly noticed meetings on Zoom in the webinar format, first to kick off the project and discuss design approaches in September of 2022 and to review and comment on the draft design concept in February 2023. The Super Subcommittee of the Commissions, and representatives of a fifth commission, the Commission on Disability, had an in-person briefing in May 2023 to go over the final design concept report and discuss engagement of their “home” commissions prior to the final report publication in June of 2023. See <https://berkeleyca.gov/your-government/our-work/capital-projects/civic-center-vision-plan-project> for a complete list of materials presented at the Super Subcommittee meetings during Phase II.

**Site Tours.** City staff members have received many requests to tour the two buildings. During this project phase, the consultant team has toured the buildings with PW, and the park with the City's urban forester and arborist. Members of CCCC, TAC, Super Subcommittee of the commissions, and arts organizations have also toured the buildings to help envision programmatic uses. Several site tours were also conducted in the Vision phase of this planning effort (2019-2020).

**Focus Groups and Interviews.** From September 2022 through February 2023, staff and the consultant team conducted 25+ one-on-one or small group interviews with Civic Center stakeholders, including the current Civic Center tenants, several City Council Members (and/or their staff) and the Mayor's office, representatives from the Berkeley Unified School District including the principal of Berkeley High School, planners of annual community events that occur in Civic Center, arts organizations, business associations, local media outlets, ecological and riparian experts, city staff, and local community groups including the CCCC. See Attachment 1, Section 2.2 for a complete list of interviewees.

**Open House, Workshops & Survey.** On November 16, 2022, staff and the consultant team hosted an in-person Open House Workshop at the Berkeley Public Library. Approximately 40 community members attended the session, which was designed to generate thoughts about the underlying purposes and functions of our Civic Center, and to inform the project's Preferred Design Concept development. The consultant team organized the session into stations, with opportunities for discussion in small groups and written feedback on postcards at each station. This was supplemented with an **Online Survey** that asked the same questions of respondents as the in-person workshop did. The online survey recorded 694 responses, far exceeding the stated survey goal of 400 responses. Highlights of the survey responses are summarized in Attachment 1, Section 2.2. On February 15, 2023, staff and the consultant team hosted two **Youth-Focused Workshops**, one at Berkeley High School and one at Berkeley City College. Staff led students through a series of activities where participants were asked to identify what they liked and disliked about the draft design concept for Civic Center and asked participants to complete comment cards about their opinions related to the park and street design approach. Highlights and key takeaways of the youth focused workshops are summarized in Attachment 1, Section 2.2.

**Arts Organizations.** A tailored workshop, the *Veterans Memorial Building Arts Space Focus Group Meeting*, was hosted by the City of Berkeley's Civic Arts team on February 24, 2023 and included a detailed tour of the Veterans Building and dedicated focused discussions by artistic discipline. The goal of the meeting was to identify priority space needs for the Community Arts Center and to get input on the development of a spatial program to help determine if the Veterans Memorial Building has sufficient spaces to serve the programmatic needs of the community. This workshop was not open to the general public, but instead sought to elicit targeted feedback from individuals that are representative of Berkeley's diverse arts community. Sixteen arts professionals from the disciplines of theater, dance, music, visual arts, and literary arts participated in the focus

group meeting with the aim to have representation from various areas of Berkeley, racial and ethnic diversity, and a wide range of arts disciplines and organization sizes. Feedback gathered from this workshop is summarized in Attachment 1, Section 2.2.

**City Council Worksession.** The consultant team, in consultation with staff, developed an emerging preferred design concept, and draft concept design report that was presented to the Berkeley City Council members and the general public for feedback at a Berkeley City Council Worksession on March 21, 2023. The final report (Attachment 1) incorporates feedback received at the March 2023 Council Worksession and hews closely to the draft concept design presented in March 2023. The construction cost estimates and the Implementation chapters (Sections 6 and 7) are the areas of the report with the most updates since March 21, 2023.

### *Civic Center Design Concept*

The outreach effort during this phase of the project (2022-23) affirmed the Vision Statement adopted in 2020. With the adopted Civic Center Vision serving as the north star for this project, four points on a compass emerged to further guide the design concept:

- **Community** – an inclusive and caring community;
- **The Arts** – expressive artistic and cultural events;
- **Governance** – good governance demonstrated through progressive policies;
- **Education** – powerful educational activities tied directly to history and nature.

Integrating the input received through outreach efforts, and the programmatic requirements heard from current and future users of the Civic Center, the project proposes the following current and potential future uses for each project element:

**Maudelle Shirek Building** will be the seat of Berkeley’s democracy with flexible meeting spaces and supportive and vision-aligned city services and educational uses, accessible by all in the community. As the historic seat of government in Berkeley, this project proposes returning city functions back to the Maudelle Shirek Building. In the public engagement efforts, Hearing & Meeting Rooms, Council Chambers, and flexible spaces for public-facing city services all scored high as priority uses for the building. Adding these functions to the heart of Berkeley’s Civic Center will bring residents to the area throughout the day and into the evenings, to attend meetings, speak at hearings, and organize with their community.

Public outreach also showed strong support for vision-aligned organizations finding a home in the Maudelle Shirek Building, including the Berkeley Historical Society & Museum and Berkeley Community Media. In order to support these functions, a number of improvements to the building will be required, including accessible improvements to the main entry and throughout, upgraded mechanical, electrical and plumbing systems, improved fire and egress systems, seismic retrofit, and an addition to provide space for the uses. For further discussion of the proposed uses, improvements, and management structure for the Maudelle Shirek building see Attachment 1, Sections 5.3 and 7.1.

**Veterans Memorial Building** will be a community Arts Center, run by the city, with performance venues, teaching and exhibit space, accessible by all in the community. This project identifies the building as a future Community Arts Center for the City of Berkeley, a use broadly supported by the public, Civic Arts Program, and the Community for a Cultural Civic Center. In a survey and workshop with local arts organizations who expressed interest in using the building, they identified exhibition and performance space as priorities, which aligns with the perception of need discovered in the public engagement process. Further, arts survey respondents identified a need for flexible multi-disciplinary spaces that are available to rent by the larger community, rather than controlled by a single anchor tenant.

The arts functions will require improvement to the Veterans Memorial building including accessible improvements throughout, upgraded mechanical, electrical and plumbing systems, improved fire and egress systems, seismic retrofit, and possibly additions to the sides of the main stage, and at the rooftop. For further discussion of the approach to this building, see Attachment 1, Sections 5.4 and 7.1.

**Civic Center Park & Surrounding Streets** will become a safe nature-based urban oasis for all of Berkeley. The park design will support community use throughout the day, evening and weekend for strolling, relaxing, sharing or having a meal, visiting, and attending an impromptu gathering or organized event.

#### *Park Uses & Improvements*

The design concept for MLK Jr. Civic Center Park builds from the existing condition of the park, and layers in new design elements and programs that support the desired everyday vibrancy of the park. It simplifies the path layout and reclaims underutilized space to fit new activity areas where possible. The proposed design preserves and builds upon the existing structure of the park, including the mature tree canopy, the central green open space, and the planned Turtle Island Monument terrace. Recommended improvements include simplified and widened path systems, native and biodiverse planting areas, a multi-use plaza with skate-able elements, a multi-age playground, an arts and market plaza to support the Farmers Market, expanded seating opportunities, and food and beverage vendors. For further discussion of the proposed park improvements, see Attachment 1, Section 5.2.

#### *Creek Daylighting Considerations*

Throughout the public engagement process in Phase II, the project team heard a consistent desire from some members of the community to “daylight” or bring Strawberry Creek to the surface area of Civic Center Park, and consistent concerns from others about cost, maintenance, and safety of a daylight creek. An alternate design concept layout (Attachment 1, Section 5.2, pages 104-107) illustrates a partial-flow daylighting scenario. The placement of the creek along Center Street aligns with the current location of the culvert under the park, and minimizes disruption to the overall

park layout and monuments. However, it does have a number of impacts that need to be considered more carefully through additional study:

- **Center Street** – The daylight creek reduces the width of Center Street to 26' travel path, allowing for emergency vehicle access. Parking and other vehicular traffic flow is removed. A parking & traffic study should be completed to understand the impact of closing Center Street to public traffic, and design solutions will need to be developed for providing delivery/drop-off to the buildings along Center Street. The Farmers Market also may need to be relocated to a new site with sufficient width for the market.
- **Hydrology** – The partial flow scenario is based on the 1999 Creek Study by Wolf Mason Associates. This report notes that the culvert is likely 18' under the surface of the park, sloping down to the west. A full restoration of the creek would require 150' in width and was determined infeasible. A partial flow scenario would require that the existing culvert remain, and that water is diverted through a flow control structure somewhere upstream of the park and downstream from the BART station to bring water closer to the surface. The exact width, depth, and design of a partial flow creek would need to be developed through a detailed hydrological study and will likely call for an engineered solution.
- **Maintenance** – any creek feature would involve new maintenance requirements, flooding mitigation considerations, and associated costs.

### *Parking and Circulation*

In addition to the pedestrian pathway changes within the park, the concept design proposes changes to parking and circulation at both Center Street and Martin Luther King Jr Way.

- **Center Street** – aligned with the City's goal of a Green Center Street, the design proposes making this a pedestrian priority shared street, with a flush, curb-less transition from street to sidewalk, along with adding additional street trees and bioswales for stormwater management. A curve has been introduced in the road to create a more gracious entry plaza for the Veterans Memorial Building. The proposal shows 16 parallel parking spaces, in place of the 59 paid parking spaces currently on Center Street. These parking spaces generated \$156,860 in calendar year 2022 (at a rate of \$3.50/hour). There are also currently reserved parking spaces on this block – five for judges at the Alameda County Courthouse, one loading spot for the City mail truck, and four accessible "blue curb" spaces. The remaining 16 parallel spaces articulated in the plan could serve as reserved parking, or a small number of paid parking spaces could be maintained.
- **Martin Luther King Jr Way** – the primary concern at this road is pedestrian safety crossing between the park and the Maudelle Shirek Building. Currently, the edge of the curb between Allston and Center does not align with the curb on the blocks

to the north or the south – the road widens along the park’s edge. The concept design proposes reclaiming the portion of the road currently used as parallel parking to re-align the curbs in this area, and to create pedestrian bulb-outs at the street crossings. While the traffic lanes are not impacted, eight parking spaces would be removed. Another consideration for a future design phase will be raised pedestrian crosswalk or tables at Center and Allston.

In a next phase of work, a full traffic study should be implemented for this area to understand the impacts of the proposed improvements on traffic flow, circulation delays, intersection capacity, parking, and emergency response times.

**Project Costs**

The following high-level construction cost range estimations (Table 1) have been developed by staff and the consulting team (TBD Consultants working with Siegel & Strain) based on the design concept as presented in Attachment 1, Section 5. The total construction costs from TBD Consultants are very similar to the draft report presented at the March 21, 2023 Council Worksession. Additional cost information has been provided; including the construction costs of photovoltaic panels at both buildings and an addition at the Veterans Memorial building. In addition, a discussion on Operations & Maintenance Costs, a 10% construction contingency and 20% City costs have been added to the report (Section 6.1).

**Other Costs**

With an approved design concept, this project can move into its next phase of additional recommended studies, environmental reviews, and initiating specific design projects. This work, to get to the “shovel ready” stage is estimated to cost approximately \$15 million dollars and take 2-3 years to complete (Attachment 1, Sections 0.2 and 7.2).

Table 1: High-Level Construction Cost Estimate Range

<b>SUMMARY PROJECT COSTS</b>	<b>SITE AREA (Total Square Foot, or SF)</b>	<b>\$/SF MIDRANGE</b>	<b>MID- RANGE (\$ in Millions)</b>	<b>LOW (-10%) \$ in Millions</b>	<b>HIGH (+10%) \$ in Millions</b>
<b>Maudelle Shirek Building</b> <i>(Assumes 27,000 Gross Square Feet (GSF) Existing + 15,500 GSF Addition, DC+/IO seismic retrofit, upgraded building envelope &amp; systems)</i>	43,000	\$1,323	\$56.9	\$51.2	\$62.6
<b>Veterans Memorial Building</b> <i>(Assumes 28,000 GSF Existing + 5,950 GSF addition, BPON+ seismic retrofit, upgraded building envelope &amp; systems)</i>	33,950	\$987	\$33.5	\$26.3	\$36.9

<b>MLK Jr Civic Center Park &amp; Streets</b> <i>(4.6 acres including park &amp; streets with improved paths/paving, planting/irrigation, trees/tree protection, utilities, furnishings, lighting, public restroom improvements)</i>	223,000	\$82	\$18.3	\$16.47	\$20.13
<b>SUBTOTAL CONSTRUCTION COST</b>		\$1,413	\$108.7	\$93.97	\$119.63
CONTINGENCY Cost (Construction)	10%	\$141	\$10.87	\$9.783	\$11.957
<b>CONSTRUCTION COST</b> <i>(with contingency)</i>		\$1,554	\$119.570	\$103.753	\$131.587
<b>SUMMARY PROJECT COSTS, continued</b>	SITE AREA (Total Square Foot, or SF)	\$/SF MIDRANGE	MID-RANGE (\$ in Millions)	LOW (-10%) \$ in Millions	HIGH (+10%) \$ in Millions
<b>CITY COSTS</b> <i>(including permitting, inspections, design fees, technical reports, consultants, Construction Management and Project Management)</i>	20%	\$311	\$23.914	\$21.523	\$26.305
<b>TOTAL PROJECT COST</b> <i>Including contingency (10%) and city costs (20%)</i>		\$1,865	\$143.484	\$125.276	\$157.892

**Project Funding Plan**

A variety of funding sources could contribute to the City’s approach to funding. The first approach would involve many different sources of funding all leading to one large project, phased in over the course of years. If full project funding isn’t secured quickly, an opportunistic approach might be available. Instead, City staff would identify discrete project components that could be built without the entire project moving forward. When successful in gaining grants of other funding for these components, work could proceed. This approach would likely take more time and involve more project cost overall, given fewer opportunities for efficiencies of scale. See Attachment 1, Section 7.2 for a detailed discussion of funding strategies. In any case, the Civic Center project will be significantly more attractive for funding with an adopted conceptual design. Strong plans need funding, and funding is attracted to strong plans.

**Next Steps**

The next steps for project implementation are outlined below and described in greater detail in Attachment 1, Section 7.3. They include:

- Identify, fund and realize early activation projects.
- Initiate efforts for next phase of work including further studies and specific designs.
- Develop funding and phasing plans for each of the project components.

**BACKGROUND**

Originally conceived at the turn of the 20th Century, the Civic Center was planned and molded by City Beautiful Movement principles, and anchored by the 1909 construction of Berkeley’s second City Hall (now known as the Maudelle Shirek Building at 2134 Martin Luther King Jr Way). The plan transformed the City’s center into a cohesive group of civic buildings surrounding a central park by the 1940s. Today the Civic Center

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

### *Seismic Safety and Analysis*

The Maudelle Shirek Building and the Veterans Memorial Building were evaluated in 2002 for seismic safety. The assessment included rough cost estimates for retrofitting the structures. In 2019, the 2002 figures were updated for consideration of current building code. In 2022, City Council received further information on both the buildings’ seismic analysis and costing, and the buildings’ leak study. The seismic analysis from Tipping Engineering and the costing from Public Works Department have contributed to the development the high-level cost estimates presented in Table 1 above. Public Works’ leak study identified \$1.48 million in necessary repairs for the Maudelle Shirek Building and \$1.9 million in repairs for the Veterans Building. These repairs primarily involve roof replacements and spot repairs to better prevent water intrusion.

Based on the adopted Vision Plan, and the proposed design concept and building program, the following building seismic retrofit levels are recommended:

**Veterans Memorial Building** is a three story, heavy concrete perimeter wall building with wood framed floors and roof that is seismically deficient and could pose life safety hazards to building occupants. For the design concept, the City’s Public Works Department recommends a seismic upgrade for the Veterans Memorial Building to the level of Building Performance Objective for New Buildings Plus (BPON+). At this level of seismic retrofit, the building would be reoccupied several months to a year after a major seismic event.

**Maudelle Shirek Building** is a three story, non-ductile concrete building that is seismically deficient and could pose life safety hazards to building occupants, as the building could collapse or partially collapse in a major earthquake proximate to the site. For the proposed design concept, the City’s Public Works Department recommends a seismic upgrade for the Maudelle Shirek Building to the level of Damage Control Plus (DC+) at the historic structure and the new addition be built to the Immediate Occupancy (IO) level. At the DC+ level of seismic retrofit, the Maudelle Shirek Building would be occupiable weeks to months after a major seismic event. The addition, built at the IO level, could be re-opened days after a major seismic event.



ENVIRONMENTAL SUSTAINABILITY

Successful initiatives that repurpose existing buildings and civic space for subsequent generations' fruitful use promotes beneficial environmental, civic, and economic sustainability. In addition, future action to renovate the existing buildings and park will incorporate specific sustainable measures into the design concept. These will include but are not limited to: electrifying buildings, installing solar systems, incorporating native/pollinator friendly plantings, deploying best practices in bioswales & stormwater management, permeable paving, and the protection of mature tree canopy.

RATIONALE FOR RECOMMENDATION

The preferred design concept for the adaptive reuse of both buildings and the Park articulates how the Veterans Memorial Building, the Maudelle Shirek Building, and Civic Center Park can be used going forward. The accompanying research includes cost estimates and potential revenue strategies to support renovation and ongoing operations for programs in Civic Center. By adopting the *Civic Center Design Concept* the City Council sets a clear direction for subsequent phases of this keystone project.

ALTERNATIVE ACTIONS CONSIDERED

None.

CONTACT PERSON

Liam Garland, Public Works Director, (510) 981-6303

Eleanor Hollander, Economic Development Manager, (510) 981-7536

Elmar Kapfer, Supervising Civil Engineer, Public Works, (510) 981-6435

Attachments:

- 1: Resolution Adopting Berkeley's Vision Aligned Civic Center Design Concept  
Exhibit A: Final Report: *Berkeley Civic Center Design Concept*, May 2023.

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

APPROVING BERKELEY’S VISION-ALIGNED CIVIC CENTER DESIGN CONCEPT

WHEREAS, in September 2020, the Berkeley City Council adopted a Vision for Berkeley’s Civic Center to, “*be the heart of Berkeley’s community. Civic Center will be the prime space for civic life, culture, and the arts. It will reflect the city’s diverse identities, celebrating its history, and contributing to shaping its future. A place of shared resources and a platform for free expression accessible to all, Civic Center aims to manifest the city’s values, advance social justice, and demonstrate the power of true public space.*”; and

WHEREAS, the development of the Civic Center Vision Plan (2019-2020) was underwritten by the *T1 Bond Funding for Infrastructure and Facilities*, to repair, renovate, replace, or reconstruct the City’s aging infrastructure and facilities, including the Veterans Memorial Building, the Maudelle Shirek Building, and Civic Center Park, to help determine a direction for future capital improvements to restore and secure these facilities to maximize their community benefit; and

WHEREAS, in August of 2022, the city engaged a qualified project consultant team underwritten by general fund dollars to assist in the completion of Phase II of the project and the development of a consensus design concept aligned with the adopted vision for Civic Center; and

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

WHEREAS, *Berkeley’s Civic Center Design Concept Plan* determines a direction for future capital improvements to restore and secure these facilities, park, and surrounding area to maximize their community benefit; and

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the City Council approves and adopts *Berkeley’s Civic Center Design Concept* (Exhibit A) and declares its intent to support the vision and design concept articulated in the plan.

BE IT FURTHER RESOLVED by the Council of the City of Berkeley that the City Manager is hereby authorized to further the implementation of the design concept as it embodies, reflects, and advances Berkeley’s ambitious vision for its Civic Center.

Exhibits:

A: Final Report: *Berkeley’s Civic Center Design Concept*, May 25, 2023



May 25, 2023

# Berkeley's Civic Center

Design Concept  
Report

# A Vision for Berkeley's Civic Center

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



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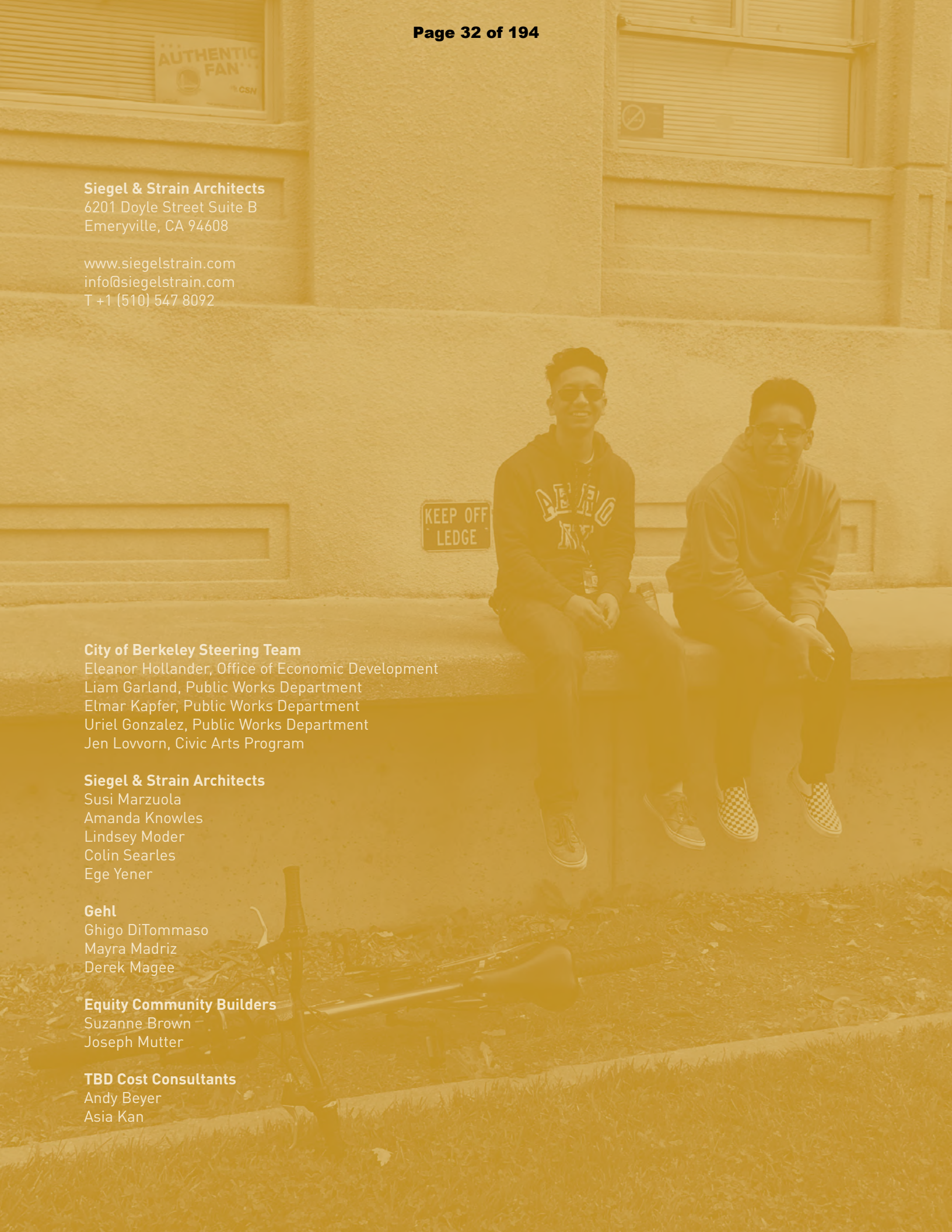
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## 0.1

# Executive Summary

## Design Concept Phase

The Berkeley Civic Center is a place in Downtown Berkeley of great community and historic significance. The 6-acre project area, set within the Berkeley Civic Center Historic District and comprised of Martin Luther King Jr. Civic Center Park, the Maudelle Shirek Building, and the Veterans Memorial Building, is located at a physical crossroads between downtown Berkeley and residential neighborhoods amid well-established educational, cultural and civic institutions. The Berkeley Civic Center is also at a crossroads in time, awaiting a re-energization for use by its community as an updated civic space that embodies the values the community lives by.

This design concept effort is a continuation of the work completed in 2019/20 on the Berkeley Civic Center Vision and Implementation Plan. The purpose of this work is to document a design concept that reflects a synthesis of the shared aspirations captured in the vision statement and illustrates design ideas borne out of ongoing engagement with the Berkeley community. As with the previous Berkeley Civic Center effort, members of the community turned up in high numbers to work collaboratively for a common purpose, and the resulting design concept reflects their shared vision.



*Berkeley Civic Center*

### → Timeline

On September 22, 2020, Berkeley City Council adopted the Vision Statement articulated in the 2020 Vision & Implementation Plan Report for the Berkeley Civic Center project. This vision statement remains the north star for the project.

On June 1, 2021 and related to City Center District Visioning Resolution No. 69,579-N.S., the Berkeley City Council allocated funding and directed City Staff to provide additional public process, planning and design to develop a preferred design concept based on input from the community, City Commissions, and City Council.

The project's Steering Team, comprised of Berkeley City Staff from Public Works, Office of Economic Development, and Civic Arts, and design consultants began work on the 2022/23 Berkeley Civic Center Design Concept effort in September 2022.



## → Methodology

The key components of the project team's effort for this phase are research, community engagement and development of a high-level design concept.

The design team began this current effort by researching policies and improvements implemented since the conclusion of the 2019/20 Vision and Implementation Plan.

Working collaboratively with the project's Steering Team and with input from the Community for a Cultural Civic Center (CCCC), the design team developed an approach to community engagement with the goal of collecting input to inform a preferred design concept for the Martin Luther King Jr. Civic Center Park, the Maudelle Shirek Building and the Veterans Memorial Building.

The engagement effort was organized into two major efforts:

- General Public Engagement, including an open house, workshops and an online survey
- Focused Engagement, including meetings and work sessions with specific organizations and entities who are currently active in the Berkeley Civic Center and/or whose missions and interests align with and support the adopted Vision Statement.

Based on the engagement effort, which included input from over 700 individuals and 36 separate entities and organizations, the design team developed key design drivers that informed the emerging preferred design concept. The design concept was reviewed by the CCCC, Commissioners on the Super Sub-Committee, City of Berkeley staff representatives, students from Berkeley High School and Berkeley City College, and was presented to City Council and the general public at a Work Session on March 21, 2023. Comments from these groups were integrated in the preferred design concept described in the pages that follow.

## Executive Summary

## → Key Design Drivers

The outreach effort uncovered the following key design drivers that advance the vision statement, capture the unique identity and spirit of the Berkeley community, and inform the design concepts illustrated in the plan:

1. The Civic Center park and buildings should be a place to gather as a community.
2. MLK Jr Civic Center Park should be natural in character, preserving mature trees and enhancing native biodiversity.
3. The Park and open space should offer a safe, clean, and comfortable place to be outdoors with others.
4. Many are passionate about daylighting Strawberry Creek while others raised concerns.
5. Center Street should be better integrated into the Park and open space experience.
6. The Maudelle Shirek Building should be the seat of Berkeley's democracy with meeting and public-serving spaces supporting civic participation in City government.
7. These civic uses in Maudelle Shirek Building should be paired with vision-aligned services and educational functions.
8. The Veterans Memorial Building should be a Community Arts Center for creative expression and accessible to all.
9. The Community Arts Center should be activated all day every day, hosting arts organizations and practitioners across all disciplines, delivering performances and programming for the community.

## → Design Concept

Integrating the input received through the engagement efforts, additional study on the changing context of the Civic Center, and the programmatic requirements heard from current and potential users, the Civic Center project proposes the following:

- **Maudelle Shirek Building**  
Seat of Berkeley's democracy with flexible meeting spaces and supportive and vision-aligned city services and educational uses.
- **Veterans Memorial Building**  
A Community Arts Center, run by the City, with performance venues, teaching and exhibit space, accessible by all in the community.
- **Civic Center Park & Surrounding Streets**  
A safe nature-based urban oasis for all of Berkeley, supporting community use throughout the day, evening and weekend for strolling, relaxing, having lunch, visiting, and attending an impromptu gathering or organized event.

## → Recommended Next Steps

The project team proposed the following next steps for project implementation, outlined below and described in greater detail in Section 7 of this report.

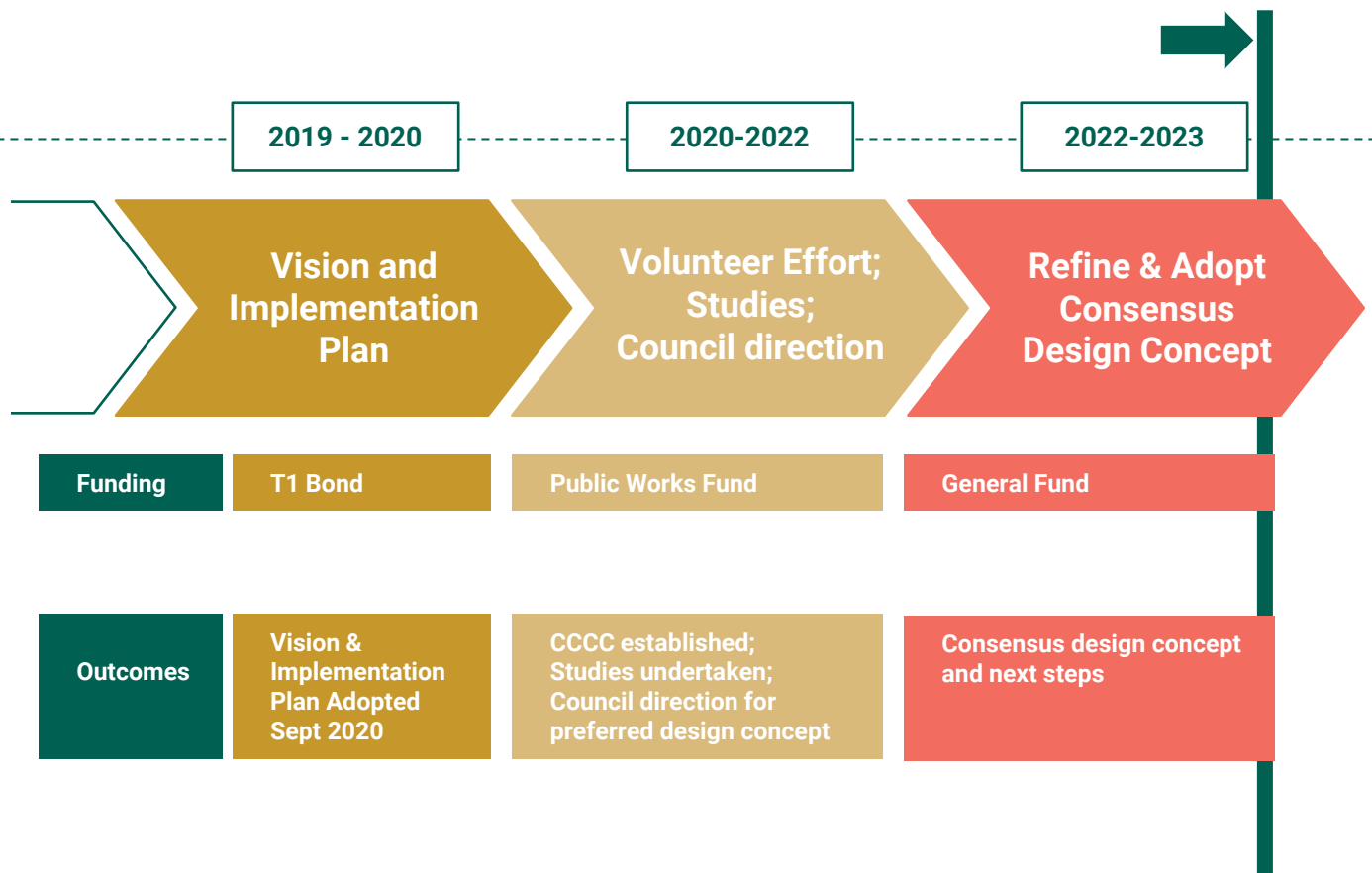
- Identify, fund and realize early activation projects.
- Initiate efforts for next phase of work including further studies and specific designs.
- Develop funding and phasing plans for each of the project components.

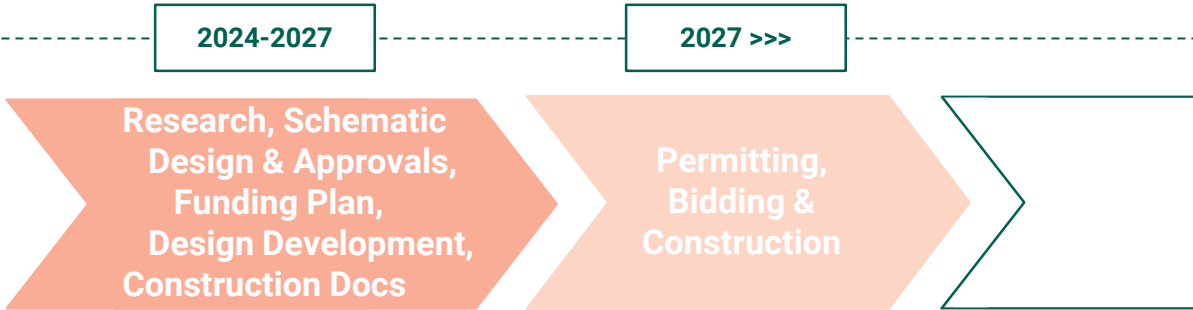


*View to fountain terrace and sequoia from large green*

0.2

# Overall Project Schedule







Existing Conditions



# Existing Conditions

1.1 Base Maps

1.2 Site Assessments

## 1.1

# Base Maps

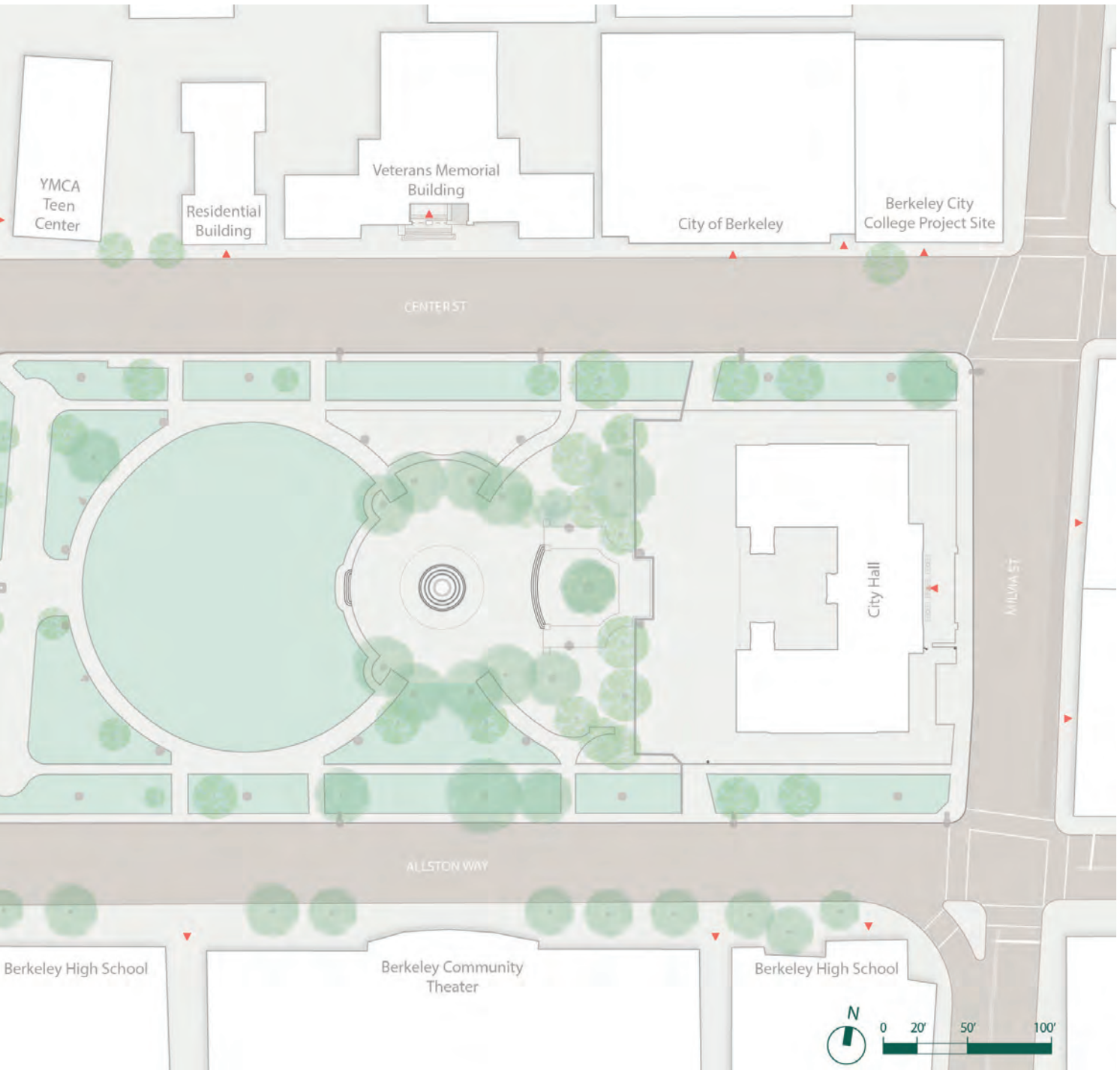
As part of the 2019-2020 Vision and Implementation Plan, the consultant design team developed base maps from historical plans and aerial imagery of the Martin Luther King Jr. Civic Center Park, the Maudelle Shirek Building, and the Veterans Memorial Building in the Civic Center. The design team has continued to use these as base drawings for the current Berkeley Civic Center design concept effort.

Verification of current conditions of the buildings, park and streets are required prior to specific design efforts. See Section 7.2 for a more complete list of recommended existing conditions documentation.

Additional site assessment is offered herein as diagrams to inform the design concept.







Existing Civic Center Site Plan

## 1.2

# Site Assessments

## Project Area Map

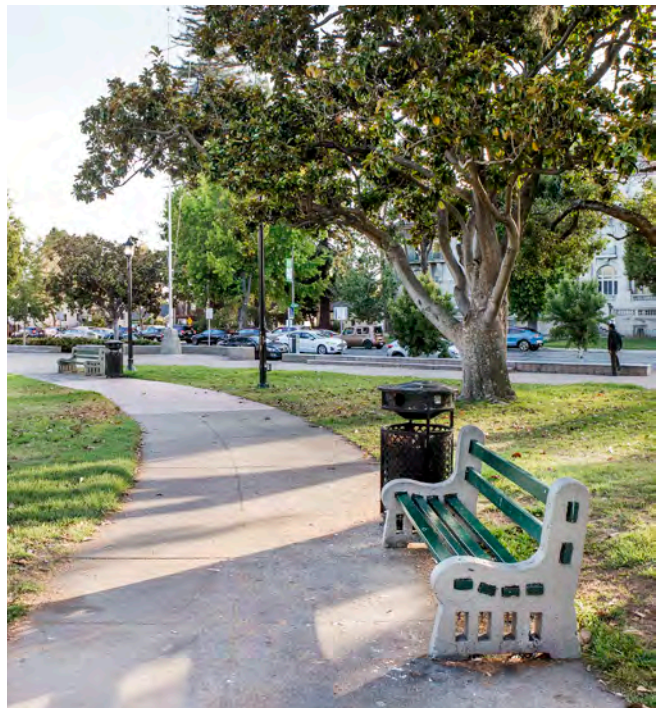
The project is located in the downtown area of Berkeley, one block west of the Bay Area Rapid Transit (BART) station, and two blocks west of the UC Berkeley campus. Directly south of the site sits the main campus of Berkeley High School. To the west, the urban fabric shifts to single family residential scale development.

As a part of this phase of work, additional site assessments were developed on the following topics:

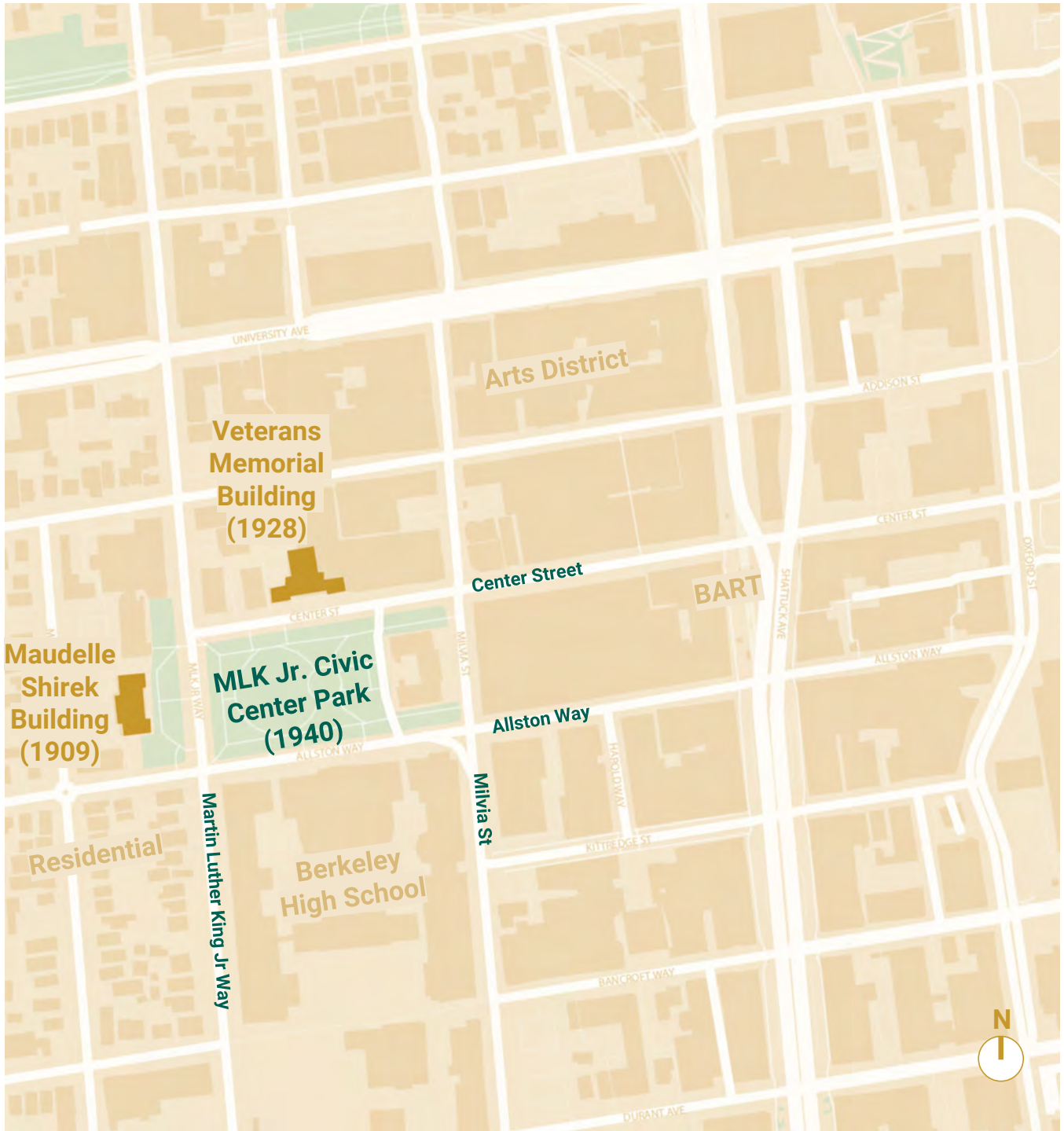
- Policy Context
- Circulation Context
- Input since 2020
- Civic Center Park Tree Map



*Civic Center Park Peace Wall*



*Curved Path and Bench at Civic Center Park*



**Project Area Map**



## Policy Context

A number of City Policies affect the Berkeley Civic Center study area, including recent Council-adopted initiatives listed to the right. These have implications for proposed improvements at the buildings, park and the streets.

Most notably, the project is a part of the Civic Center Zoning Overlay District, established in 2014 and which encompasses a number of historic structures in the area. All proposed uses should fall within the allowable permitted uses listed to the right.



*Fountain at Civic Center Park*



### Vision 2050

Equity, Public Health & Safety, Strong Local Economy, Resiliency & Sustainability (May 2020)



### Existing Buildings Electrification Strategy

(November 2021)



### Native Species Policy

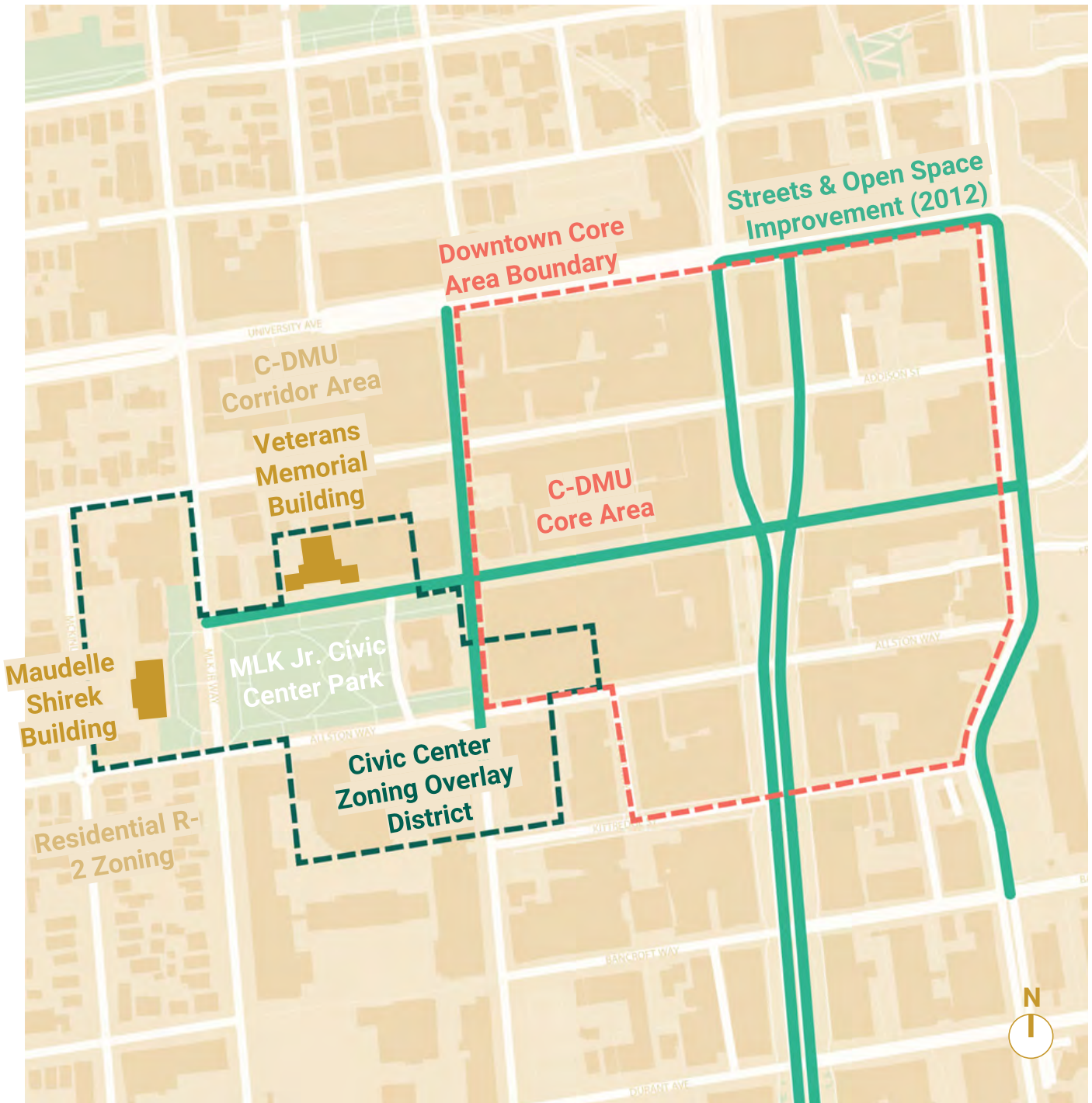
Native, Drought-Resistant, Pollinator-Friendly (April 2022)



### Permitted Uses

Civic Center Zoning Overlay District (2014)

- Libraries & Museums
- Parks & Playgrounds
- Public Safety & Emergency Services
- Government Agencies / Institutions & Judicial Courts
- Public Schools / Educational Facilities
- Non-Profit Organizations
- Live Performance Theatre
- Public Market



**Policy Context Map**

## Circulation Context

A number of improvements have been completed in the Civic Center area since conclusion of the 2020 Vision Phase.




Implementation of Milvia Bicycle Boulevard improvements changed traffic circulation west of Shattuck Avenue and the City's new Center Street Garage increased parking capacity in the downtown area.

Improved pedestrian safety is an identified priority for the area and will require changes to the streets. Proposed changes to MLK Jr Way, Allston Way and Center Street need to consider existing circulation, traffic and parking patterns.

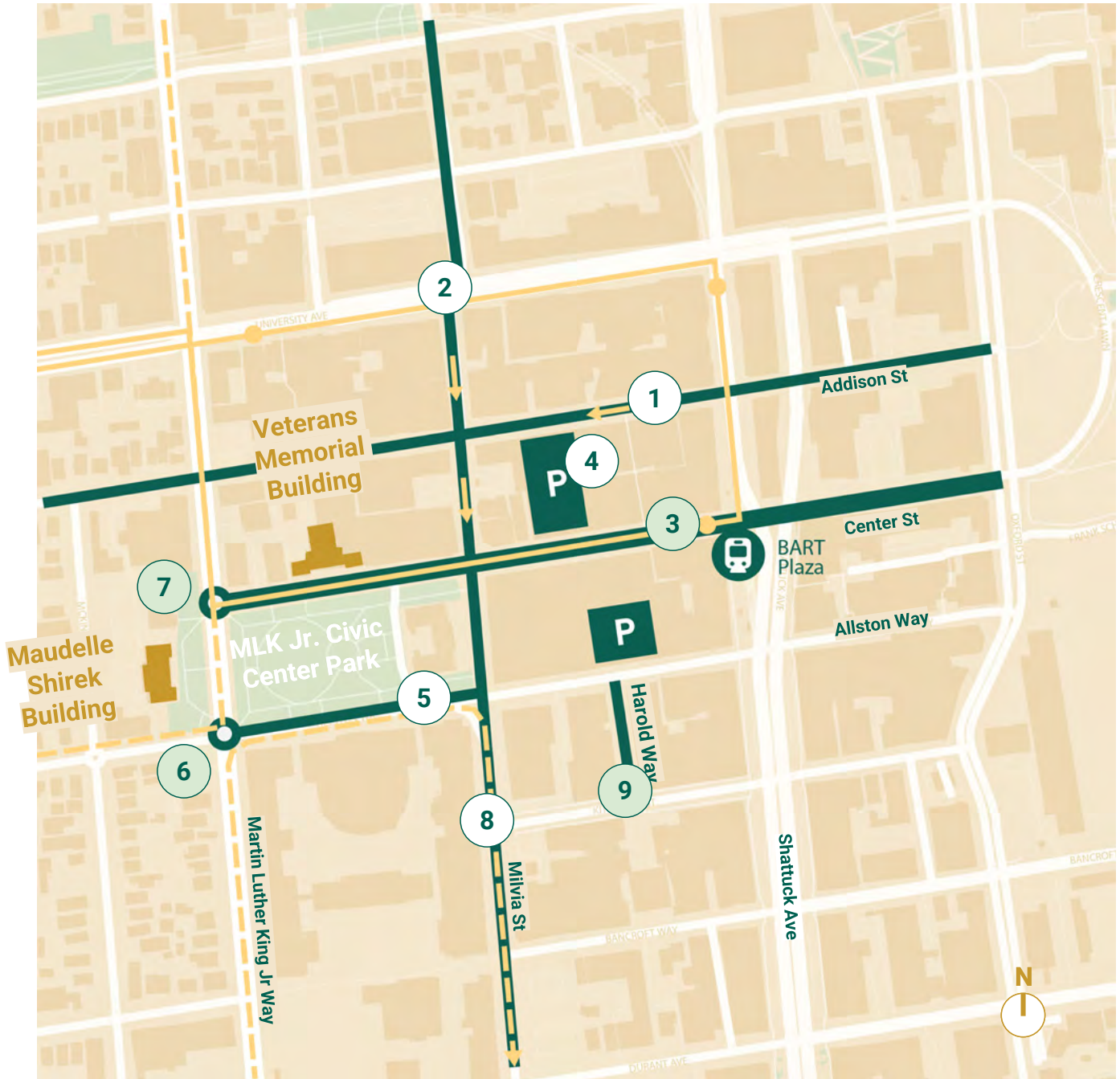


View at MLK Jr. Way & Allston Way Intersection looking North

## Legend

1. **Addison Bicycle Boulevard**  
(Bicycle Plan 2017)
  2. **Milvia Bicycle Boulevard**  
(Completed May 2022)
  3. **Center Street Greenway & Center Street Plaza**  
(Streets and Open Space Improvement Plan 2012-23)
  4. **Center Street Parking Garage and BART Bike Parking**  
720 vehicle spaces; 20 EV charging spaces; 350 bicycle spaces
  5. **Allston Way Civic Street**  
(Streets and Open Space Improvement Plan 2012-23)
  6. **Pedestrian Signal Improvements**  
(Pedestrian Master Plan 2019-20)
  7. **Crosswalk Bulbouts**  
(Pedestrian Master Plan 2019-20)
  8. **Berkeley High School Loading**  
(Completed May 2022)
  9. **Harold Way**  
(Pedestrian Only)
-  **AC Transit Bus Route**
  -  **BHS Drop-off Approach Routes**
  -  **One-Way traffic**





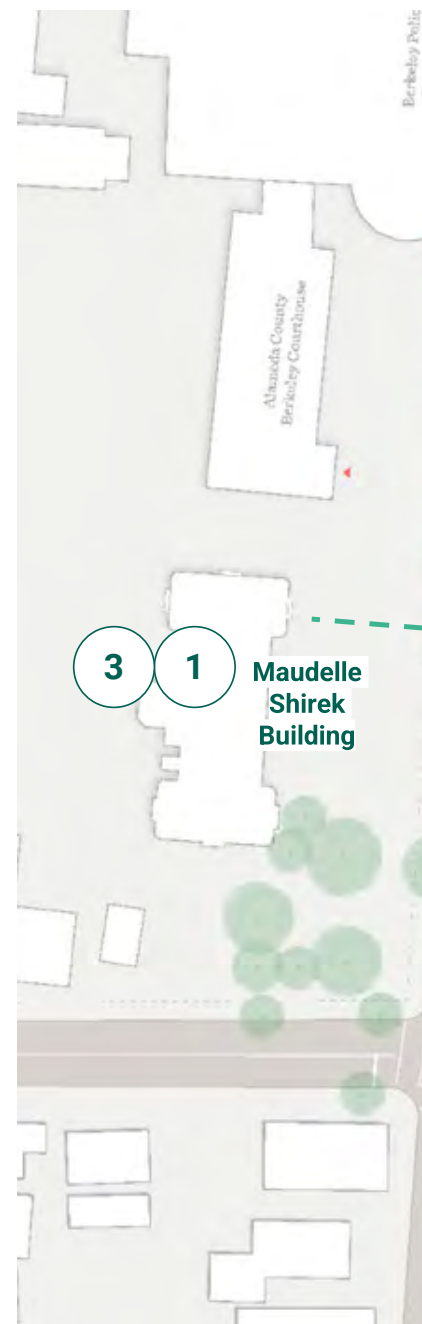
Circulation Context Map

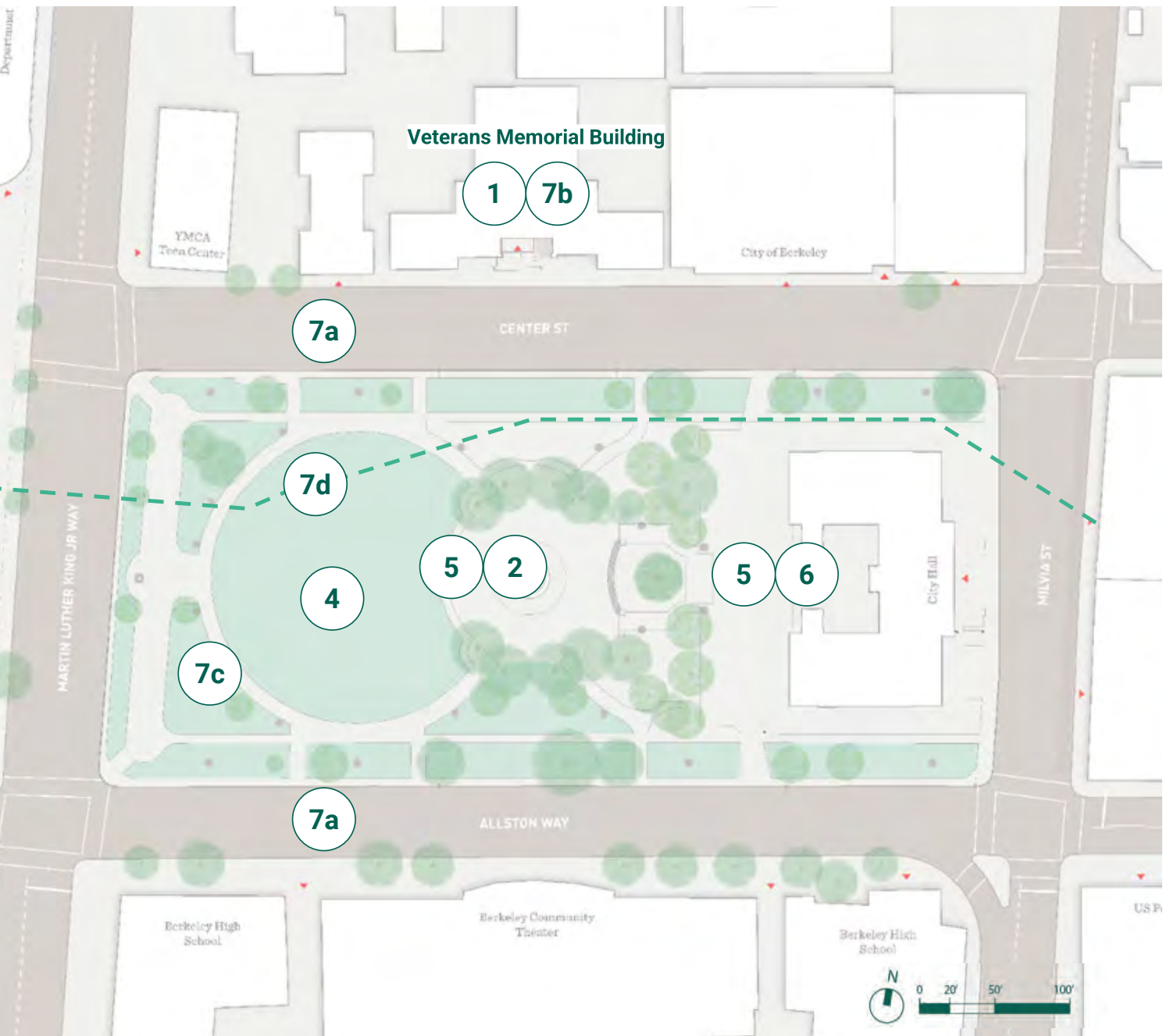


## Input Since 2020

Since the adoption of the Berkeley Civic Center Vision Statement in 2020, the City and active community members, primarily associated with the Community for a Cultural Civic Center (CCCC), provided additional input on the Vision & Implementation Plan, including:

- 1. Seismic Retrofit Study**  
Exploration of alternate seismic approaches by Tipping Structural Engineers
- 2. Turtle Island Monument**  
Design Development & Funding
- 3. Meeting Hall / Council Chambers**  
Preference for Maudelle Shirek Building location
- 4. More Planting, Less Paving**  
Preference for integration of native species and biodiversity, preservation of existing mature tree canopy, and inclusion of a large green open space
- 5. Park Performance Venues**  
Study of Park performance venues by ELS Architecture & Urban Design
- 6. 2180 Milvia Parking Lot Removal**  
Integration of Park uses into the parking lot west of 2180 Milvia
- 7. Identified for additional study:**
  - a. Allston Way & Center Street closure
  - b. Dorothy Day House & Options Recovery relocation
  - c. Inclusion of historic interpretive panels
  - d. Daylighting of Strawberry Creek & culverts





Site Plan indicating areas of Additional Study

Existing Conditions - Site Assessment

### Tree Condition Map

Dan Gallanger, City of Berkeley Urban Forester, and Thomas Dodge, City of Berkeley Forestry Technician, walked the Civic Center area with the design team. Gallanger and Dodge identified the high value trees and gave the team an oral overview of the trees' health.

In addition to discussing tree protection strategies for the high value trees, the group identified the need for an updated tree survey, a tree protection plan, and a tree succession plan to support a healthy tree canopy ecosystem in the park into the future.



Sequoia (center) east of Turtle Island Monument







**Tree Site Plan**



BERKELEY  
FARMERS' MARKETS

The heart of the local food movement since 1937

Questions? Come see our staff at the info booth!

WE LOVE YOUR PET,  
BUT THEY'RE NOT  
ALLOWED AT MARKET



NO SMOKING



ZERO WASTE  
ZONE

# Community Engagement

2.1 Engagement Plan

2.2 Engagement Summary

2.3 Key Design Drivers



## 2.1

# Engagement Plan

The primary task of this phase is to create a preferred design concept for the Civic Center based on community, Commission, and Council input. The design team combined engagement with the general public and targeted outreach efforts to groups with specialized knowledge or interests in the project, including:

### General Public Engagement

- > Open House - Nov 16, 2022
- > Online Survey - Dec 2022 - Jan 2023

### Youth Engagement

- > In-person Work Sessions - Feb 15, 2023

### Focused Engagement

- > Online & In-person Meetings  
Sept 2022 - May 2023

### Arts Organization Engagement

- > Online Survey - Jan - Feb 2023
- > Focus Group Tour & Meeting - Feb 24, 2023

Documentation of these efforts includes detailed meeting notes, and summaries of survey data and open-ended responses. The design team synthesized the input into key design drivers to guide the design concept.



*Open House Nov 16, 2022*



*Veterans Memorial Building Art Organization Focus Group Tour*



## Maudelle Shirek Building

**Question:**  
Which proposed uses are you most excited about for the Maudelle Shirek Building?  
*(Pick up to four)*

- ...
- ...
- ...
- ...

## Veterans Memorial Building

**Question:**  
What kinds of art programs do you think the community needs most at a new Arts Center in the Veterans Memorial Building?  
*(Pick up to four)*

- Visual Arts Exhibition
- Dance Performance
- Theater Performance
- Music Performance
- Film Screenings
- Visual Arts Class Spaces
- Dance Class Spaces
- Theater Class Spaces
- Music Class Spaces
- Digital Arts Class Spaces

## Slower and Safer Streets

**Question:**  
How do you feel about the following design approaches to improve pedestrian safety and calm traffic around Civic Center?

A. ... Reducing or eliminating parking on Center?

B. ...

## MLK Jr. Civic Center Park

**Question:**  
In your view, what park character would best enhance the vision for Civic Center?

*(The pie chart between 3 options)*



**Traditional**  
**Playful**  
**Natural**

**Example Responses:**

"The park should be traditional and formal"



"A balance of old, new & natural"



"Mostly Natural"











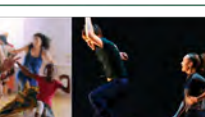
Engagement  
Cards &  
Boards

Civic Center Design Concept | Open House | Wednesday, November 16, 2022




City of Berkeley

### Berkeley Community Arts Center at the Veterans Memorial Building







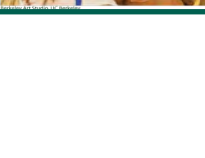
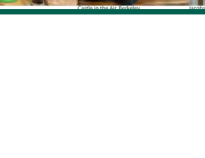

EXISTING CHARACTER AND SPACE





PERFORM

PRACTICE

CREATE

### MLK Jr Civic Center Park Character Inspiration

#### Traditional

Focuses on traditional park elements and materials, often with formal and symmetrical path layout that frames grand spaces and views.








#### Playful

Focuses on elements that promote active uses and provide moments of delight and whimsy. Allows for use of non-traditional elements and materials, and informal path layouts.








#### Natural

Focuses on organic elements, with use of wood, stone, and planting to create a space with wilder feel. Can also incorporate strategies to enhance biodiversity and local stormwater systems.








## 2.2

# Engagement Summary

## General Public Engagement

To complement the public outreach effort of the 2020 Vision & Implementation Plan, the design team developed a presentation and survey to reintroduce the Civic Center project to the public, and to gather feedback on design approaches to the buildings, park and streets.

The presentation and survey were shared in two forms - in person and online - to maximize the response rate. Almost **700** responses were gathered, providing the design team with feedback in the form of multiple-choice and open-ended responses.

### Public Open House on Nov 16, 2022

- Participants gave input on four topics: **MLK Jr Civic Center Park, Surrounding Streets, Maudelle Shirek, and Veterans Memorial Buildings**
- Participants provided written feedback on more than **200 postcards**
- Held at **Berkeley Main Library**

### Online Survey Dec 9, 2022 to Jan 6, 2023

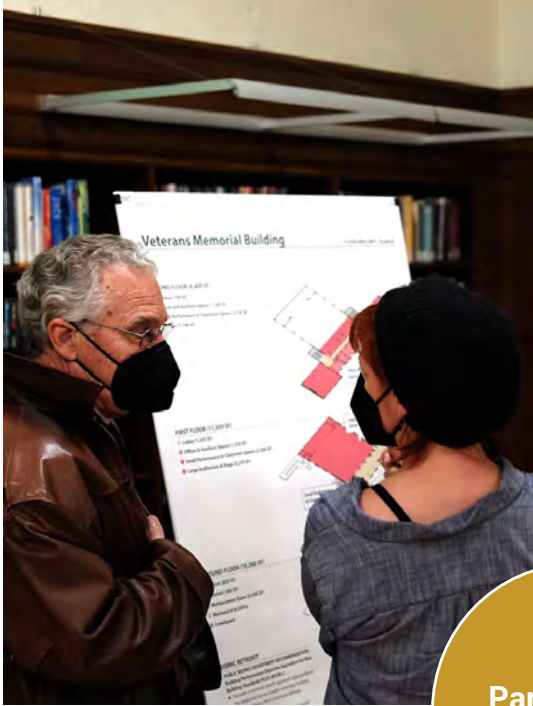


**654**

**Online Survey Respondents**

Dec 2022 to Jan 2023





**200+**  
Written  
Comments on  
Postcards  
Nov 2022

**40**  
Participants  
at Open  
House  
Nov 2022



Photos of Open House - Nov 16, 2022

Community Engagement - Engagement Summary

## General Public Engagement Results

Participants in the outreach effort were asked to provide information about themselves, including age, district they lived in, and relationship to Civic Center area.

The results indicated that less than 6% of participants were between the ages of 15 and 24. With Berkeley High School and Berkeley City College in the adjacent blocks, students in this age range are important users of the Civic Center.

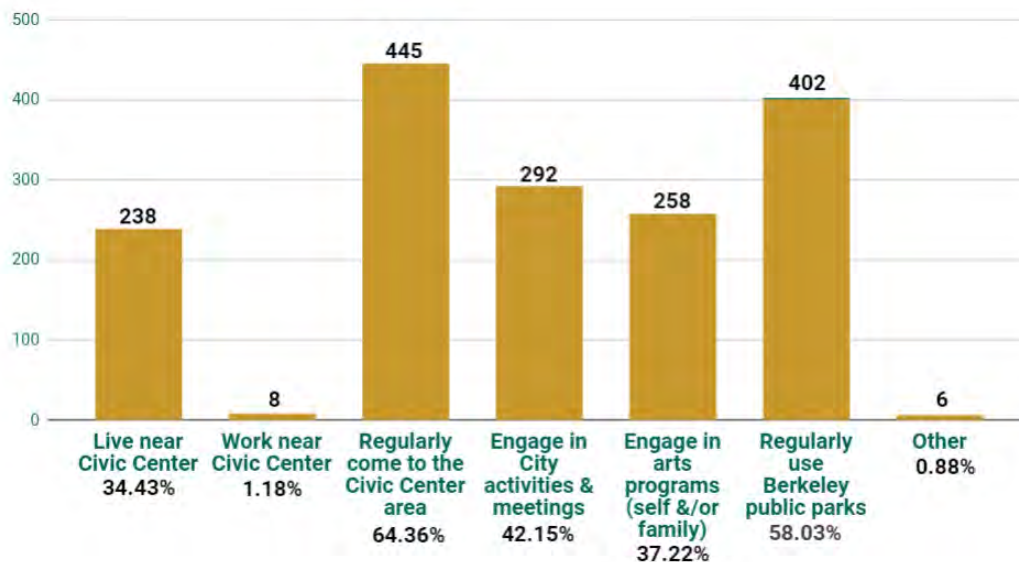
To address this missing age group, additional engagement events were held at Berkeley High School and at Berkeley Community College on February 15, 2023.

**32 additional youth participants** were shown preliminary design concepts and asked similar questions to the Open House participants about the parks and streets. Students were also given the opportunity to provide open-ended feedback on the design - what they liked, what they would change.

In most cases, their responses aligned with the commentary heard during the Open House and Online Survey - with some notable differences. Highlights from their responses are noted throughout the Engagement Results on the following pages.

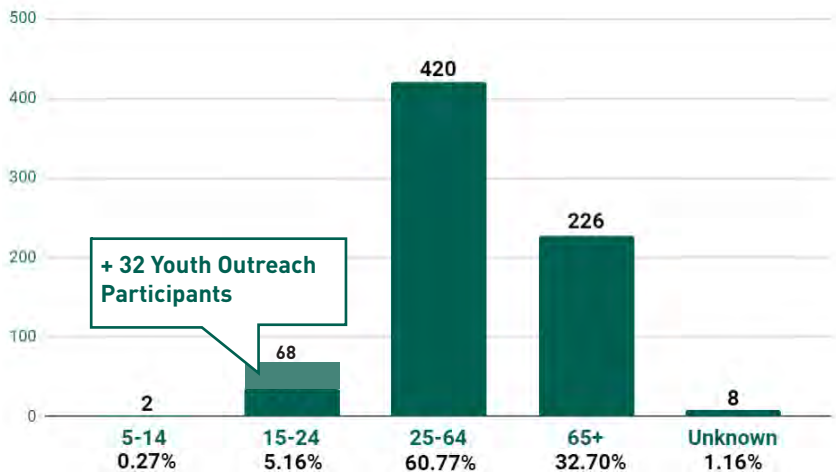
## What is your relationship to MLK Jr. Civic Center Park?

Amounts are shown as a percentage of total respondents, respondents were allowed to choose more than one answer.



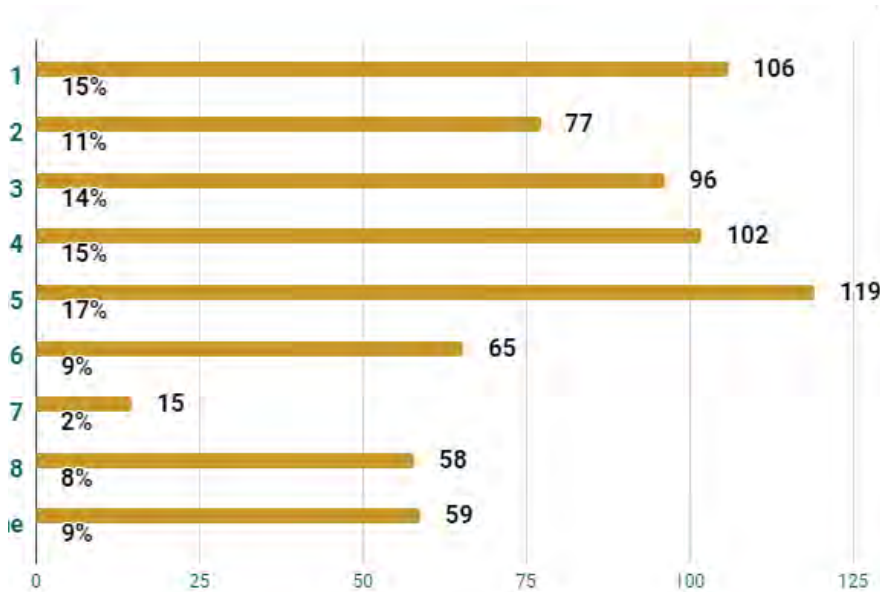
## How old are you?

Amounts are shown as a percentage of 692 total respondents.



## What City Council district do you live in?

Amounts are shown as a percentage of 697 total respondents.

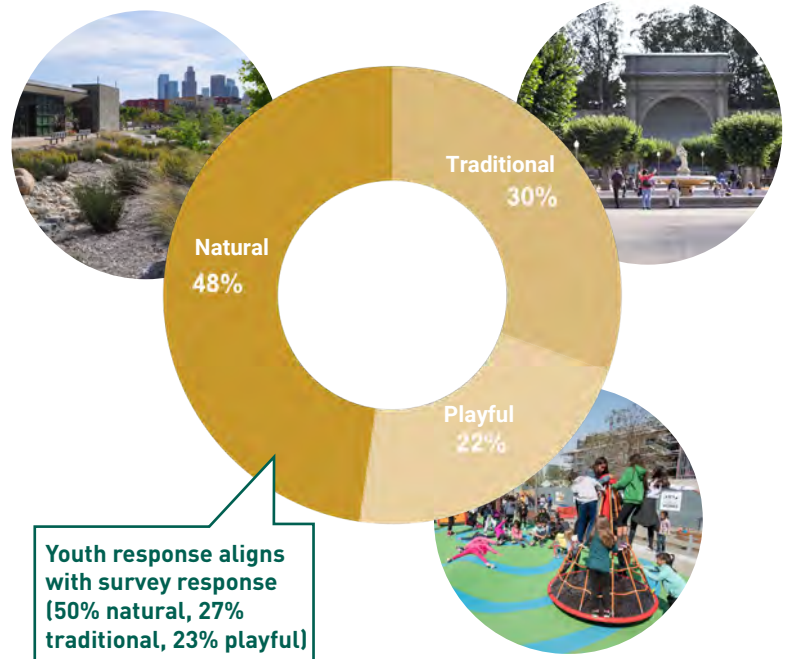




# Martin Luther King Jr Civic Center Park

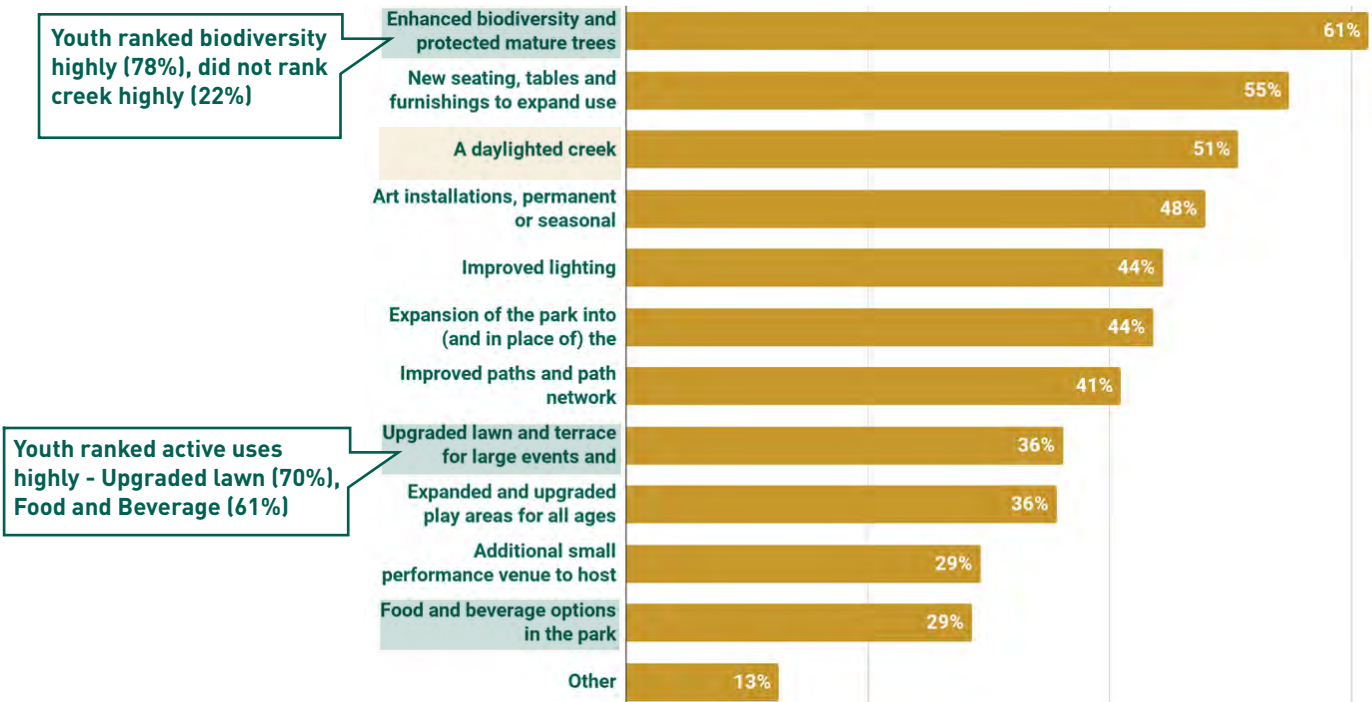
## What character would you like to see in the park?

Amounts are shown as a percentage of 692 total respondents.



## What uses would you like to see in prioritized in the park?

Amounts are shown as a percentage of 683 total respondents.





## Anything else you want to share with us about MLK Jr. Civic Center Park?

Online Survey: 290 write-in responses

## What, in your opinion, should the park be designed for?

Online Survey: 453 write-in responses



## Write-In Response Emerging Themes

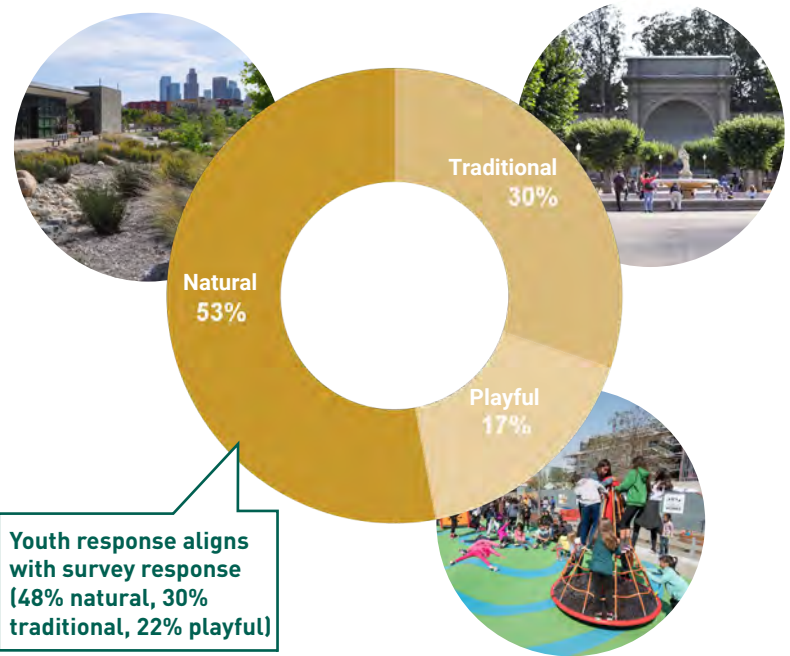
- 1 There are significant safety concerns about the presence of the unhoused population.
- 2 There's a desire for a mix of programs and spaces to invite a range of people to use the park.
- 3 People want to bring more nature to the park by promoting biodiversity and daylighting Strawberry Creek.
- 4 People want to see spaces for families & kids.
- 5 People want clean, safe, and well-maintained restrooms.

Youth also noted current safety concerns at park.

## Surrounding Streets

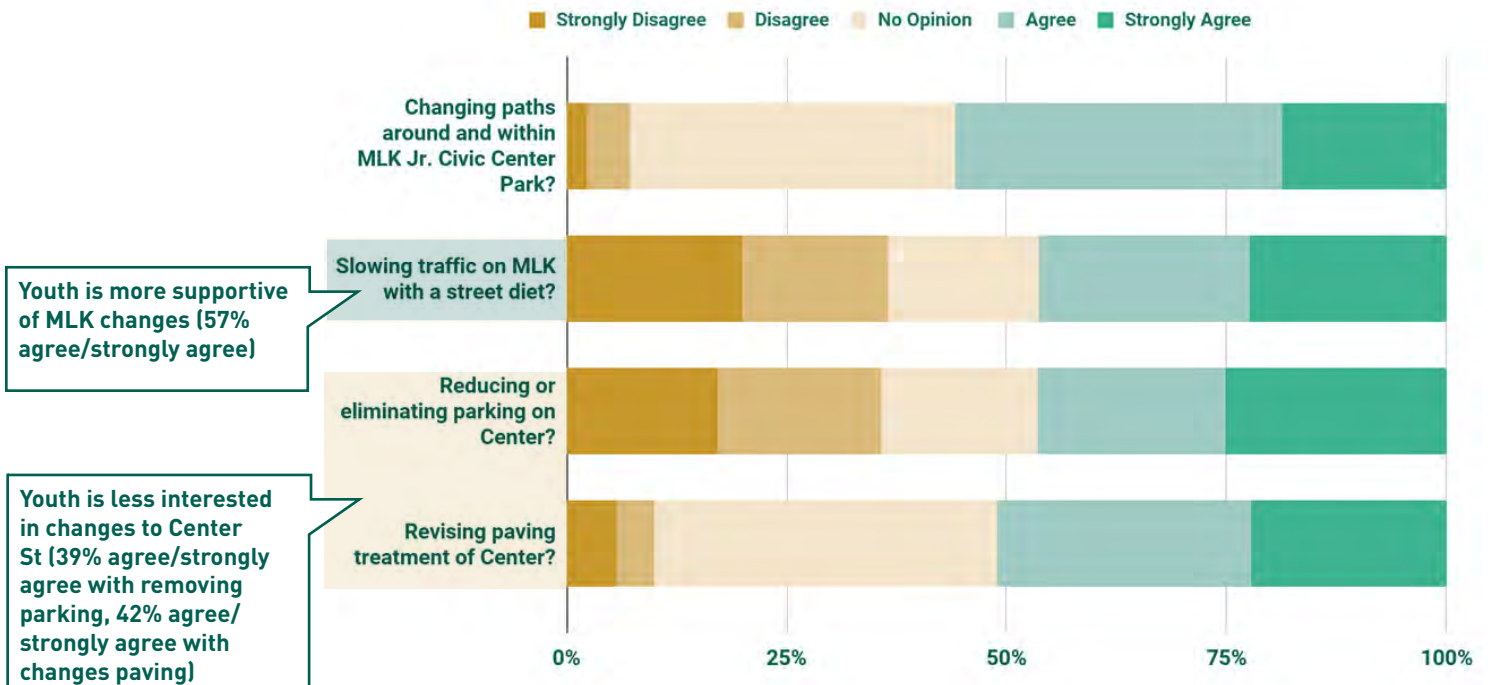
### What character would you like to see in the surrounding streets?

Amounts are shown as a percentage of 665 total respondents.



### How do you feel about the following design approaches to improve pedestrian safety and calm traffic around the park?

Amounts are shown as a percentage of 647 total respondents.



## Anything else you want to share with us about the streets around MLK Jr. Civic Center Park?

Online Survey: 274 write-in responses



### Write-In Response Emerging Themes

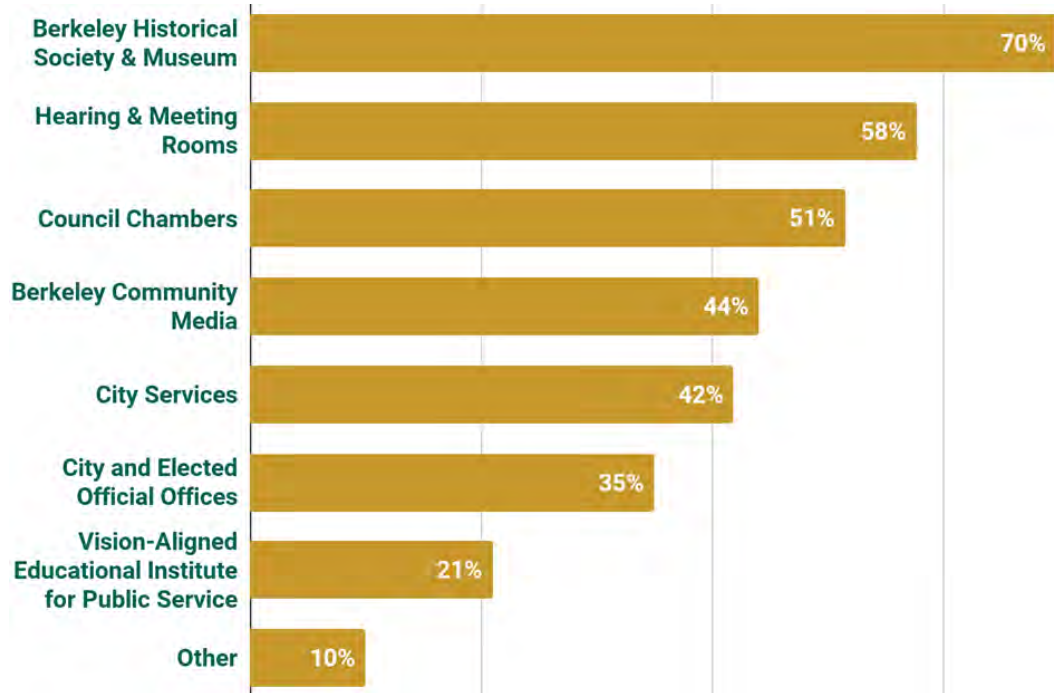
- 1 There are divergent opinions on traffic mitigation on MLK, however, the majority of comments are not in favor of a road diet.
- 2 People want to see pedestrians and cyclists prioritized on Center Street and Allston Street.
- 3 People want to ensure dropoff and pickup needs are met around Berkeley High School.
- 4 There are concerns about parking being removed.

Youth noted concerns related to dropoff and parking near BHS

## Building Uses

### Which proposed use are you most excited about for the Maudelle Shirek Building?

Amounts are shown as a percentage of 564 total respondents.



"Having a go to location to vote on election day and all related Berkeley city services."

**BHS students noted interest in internship opportunities (BCM, Public Policy Institute)**

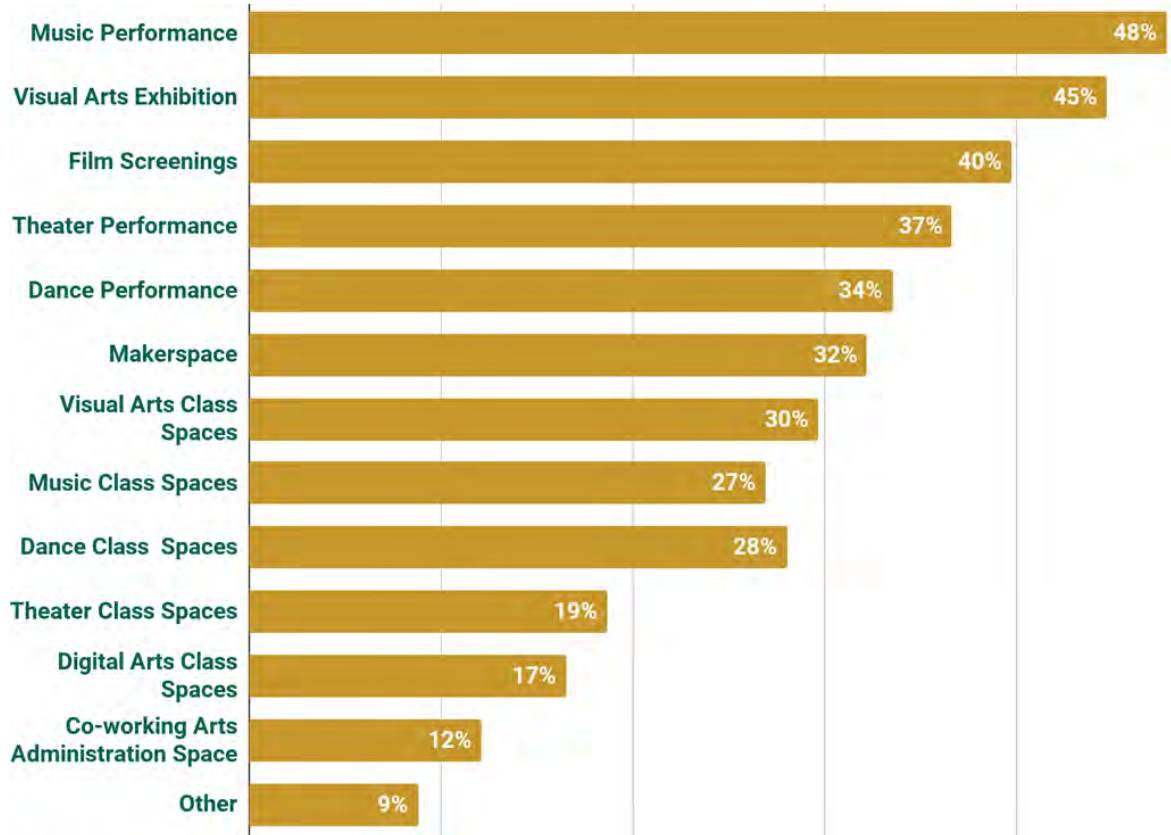
"Active use of meeting rooms for organizing events and activism, attending City Council meetings and public meetings."

"Perhaps some sort of partnership with UC to bring new energy and researchers to the building?"

"With the co-location of the Historical Society, Vision Institute, and Community Media, the community will have better access to these resources."

## What types of programs do you think the community needs most at a new Arts Center in the Veterans Memorial Building?

Amounts are shown as a percentage of 546 total respondents.



'Film screenings and music performances!'

There's a shortage of arts class spaces, and I think this would be a great thing for the community."

BCC students noted interest in using the space for art classes, performances

"Love the idea of a true dance/music/arts center integrated into a revitalized & restored park."

"I think it needs to appear more open, accessible, inviting and welcoming...signage and a well-designed entrance foyer."



## Focused Engagement

In addition to the general public, and with input from the project's City Steering Team, the design team identified City departments, park users, neighbors, and affiliated organizations who could provide detailed input on the design concept.

The design team shared drawings, diagrams, photographs, and precedent images of the park and buildings at these meetings and asked specific questions aimed at gathering insights from those most familiar with the area and its current condition.

The groups ranged from current tenants like the Berkeley Historical Society & Museum and The Ecology Center to discuss specific space needs, to the Parks, Recreation and Waterfront Department staff to discuss park maintenance budgets, approaches, and possible community involvement.

The design team met with representatives from some of these groups, such as BUSD and the CCCC, multiple times to solicit specific feedback.

## City of Berkeley Staff & Departments

Civic Arts  
City Clerk  
Elected Officials  
Fire Department  
Parks, Recreation and Waterfront  
Police Department  
Public Works Department  
Real Estate  
Special Events  
Transportation  
Urban Forester

## Neighbors, Users & Affiliated Organizations

Berkeley City College  
Berkeley Community Media  
Berkeley Commissioners  
Berkeley Historical Society & Museum  
Berkeley Unified School District  
Community for a Cultural Civic Center (CCCC)  
Creek Daylighting Advocates  
Ecology Center  
Potential Educational Partners  
Skate XP

**Farmers Market**  
2000 vtrs/wk  
60 Vendors



**Berkeley Historical Society & Museum**



**Berkeley Community Media**  
60 City Broadcasts / year

**Council, Commissions, Committee Meetings**  
350+ / year



**Special Events**  
16+ / year pre-pandemic



*Berkeley Civic Center User Groups*

Community Engagement - Engagement Summary

## Arts Organization Engagement

As part of this effort and with assistance from the design team, the Civic Arts Division of Economic Development devised and released a survey to the recipients of City Civic Arts grants in January 2023. A focus group work session was held in February 2023 to discuss transforming the Veterans Memorial Building into a Berkeley Community Arts Center.

### 79 Arts Organizations and Cultural Producers

responded to questions related to their current space use, space needs, and desire to be located in the Civic Center area through the online survey.

**16 participants** from a wide-range of organization sizes, representing the disciplines of theater, dance, music, visual arts, and literary arts, attended the focus group to identify priority space needs in the Veterans Memorial Building for a Community Arts Center and to give input on the development of a spatial program.

### Strong interest and demonstrated need for a Community Arts Center

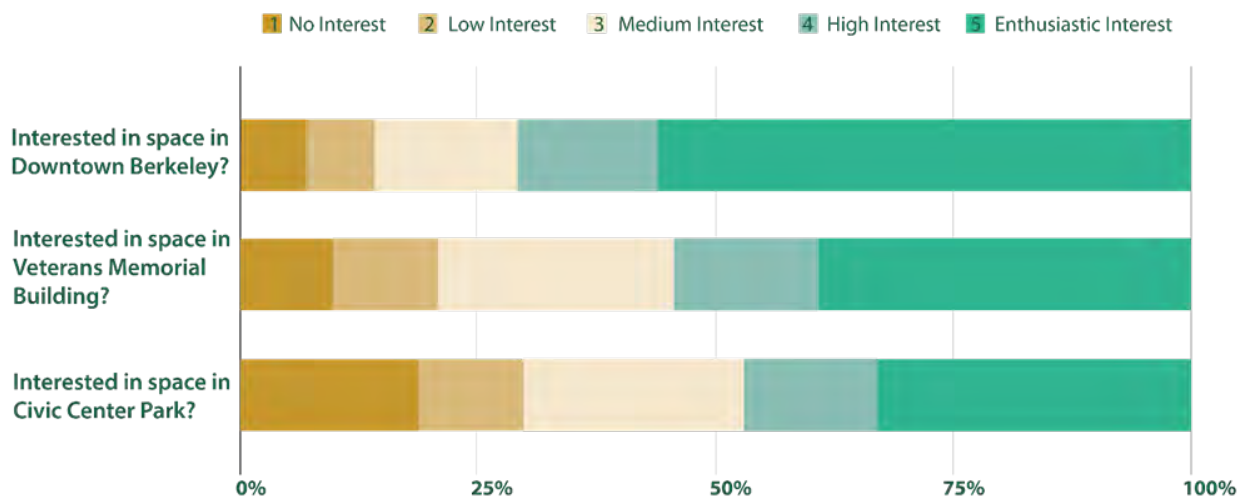
Survey responses demonstrate that Berkeley-based arts organizations have a need for spaces for performances, classes, workshops, exhibitions and other public programs:

**43% Respondents** do not have a facility for their public programming. They operate out of a home office or an administrative office and rent venues as needed for public programming.

**66% Respondents** rent space for their programming. This includes organizations that do not have a facility, and those that have a facility but need additional space on an occasional basis.

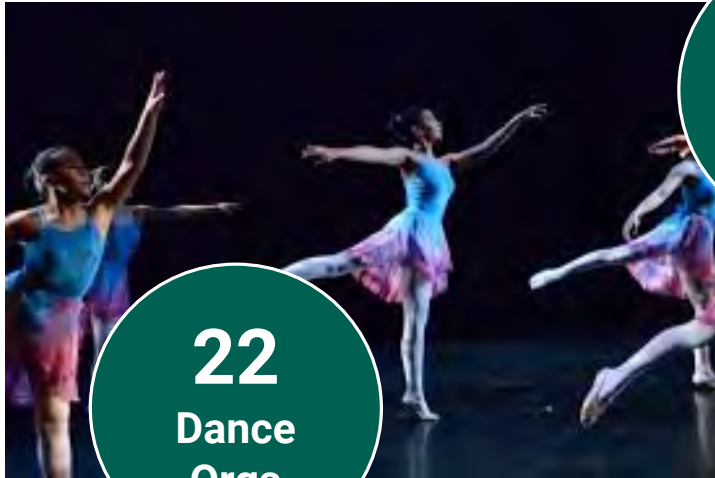
**46% Respondents** produce public programs for smaller audience sizes (250 people or less) indicating a good fit for the various public spaces in the Veterans Memorial Building.

### Veterans Memorial Building’s downtown, central location near the arts district and transit is very appealing to arts groups.





## Arts Survey Respondents



**22**  
Dance  
Orgs

**33**  
Music  
Orgs



**27**  
Theater  
Orgs

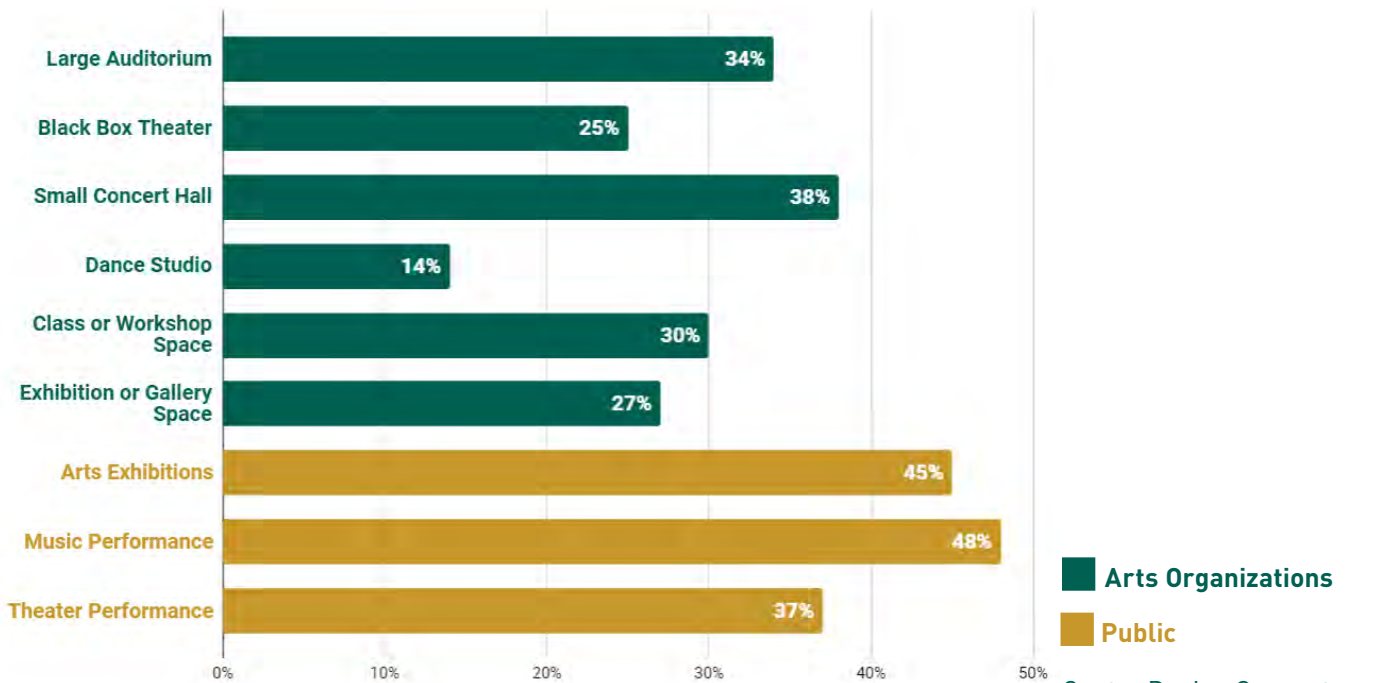


**27**  
Visual  
Arts  
Orgs



**30**  
Arts  
Education  
Orgs

Arts organizations are interested in multiple types of public program space in a renovated Veterans Memorial Building:



## 2.3

# Key Design Drivers

The design team received feedback during the outreach and engagement events in a number of forms - written responses to directed and open-ended survey questions, verbal feedback, and additional feedback sent via email to the Civic Center email address. The outcome of the engagement effort was integrated into **9 key design drivers** to guide the design concept.

Overall, the community's responses during this phase reinforced the 2020 Vision Statement:

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

**Slower and Safer Streets**

Anything else you want to share with us?

Answer: I would make center street part of the park - and use addition for traffic currently using center. The safest street has no cars 😊

Age:  5-14  25-64  15-24  65+

Relation to Place:  Live near the Civic Center  Regularly come to the Civic Center area  Other:

City of Berkeley

**MLK Jr. Civic Center Park**

Anything else you want to share with us?

Answer: YES! ELIMINATE REDUNDANT PERIMETER PATHS - JUST MORE GREEN, LESS PAVING - HIDDEN ELECTRICAL/ ONE! INFRASTRUCTURE THROUGHOUT @ SYCAMORE. LIKE WALKWAYS) AREA UNDER TREE LANYARD. SOUND INSTALLATION @ FOUNTAIN - BIRDSONG. ADD BETTER PATH LIGHTING THROUGHOUT - ACTIVATE PARK DEFINITELY ADD FOOD ARTS - HUGE MISSING OPPORTUNITY CURRENTLY. MORE HOURS!

Age:  5-14  25-64  15-24  65+

Relation to Place:  Live near the Civic Center  Regularly come to the Civic Center area  Use Berkeley Park

City of Berkeley

**Maudelle Shirek Building**

Anything else you want to share with us?

Answer: IMO - super critical to have council chamber in M. Shirek Bldg - It is the most "memorable" structure on the park - and should be part of Gov. I would also prioritize making it useful (at sale, etc) over perfect historic restoration.

Age:  5-14  25-64  15-24  65+

Relation to Place:  Live near the Civic Center  Regularly come to the Civic Center area  Engage in City activities & meetings

City of Berkeley



# 1

## The Civic Center Park and buildings should be a place to gather as a community.

Parks should bring people together

Relaxing at performances, listening to music

Inviting public space for gathering & enjoyment

“  
Informal and formal gatherings of people of all ages. A safe place to be in community together.”



**300 +**  
Written comments related to community gathering

# 2 MLK Jr Civic Center Park should be natural in character, preserving mature trees and enhancing native biodiversity.

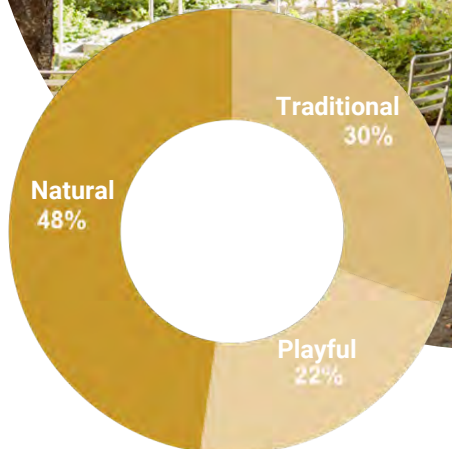
Return nature in the urban setting

The park should be a place for relaxing with nature

Amplify nature and art because that's what Berkeley is basically about.

“

As our city is becoming increasingly developed, the park should present a peaceful, calming, safe space where people can be in nature.”



**61%**  
of respondents prioritized biodiversity and protecting mature trees



# 3 The Park and open space should offer a safe, clean, and comfortable place to be outdoors with others.



The focus should be in day-to-day use with events being an important secondary use. Keep the park safe and accessible.

55%

of respondents prioritized new seating, tables and furnishing

Sitting & relaxing

Playing & recreating

Strolling/Walking

48%

of respondents prioritized art installations

44%

of respondents prioritized improved lighting



# 4 Many are passionate about daylighting Strawberry Creek while others raised concerns.



**51%**  
of respondents  
prioritized  
daylighting  
Strawberry  
Creek

“Costs of daylighting need to be weighed against other park improvements.”

Too expensive / infeasible, hard to maintain.

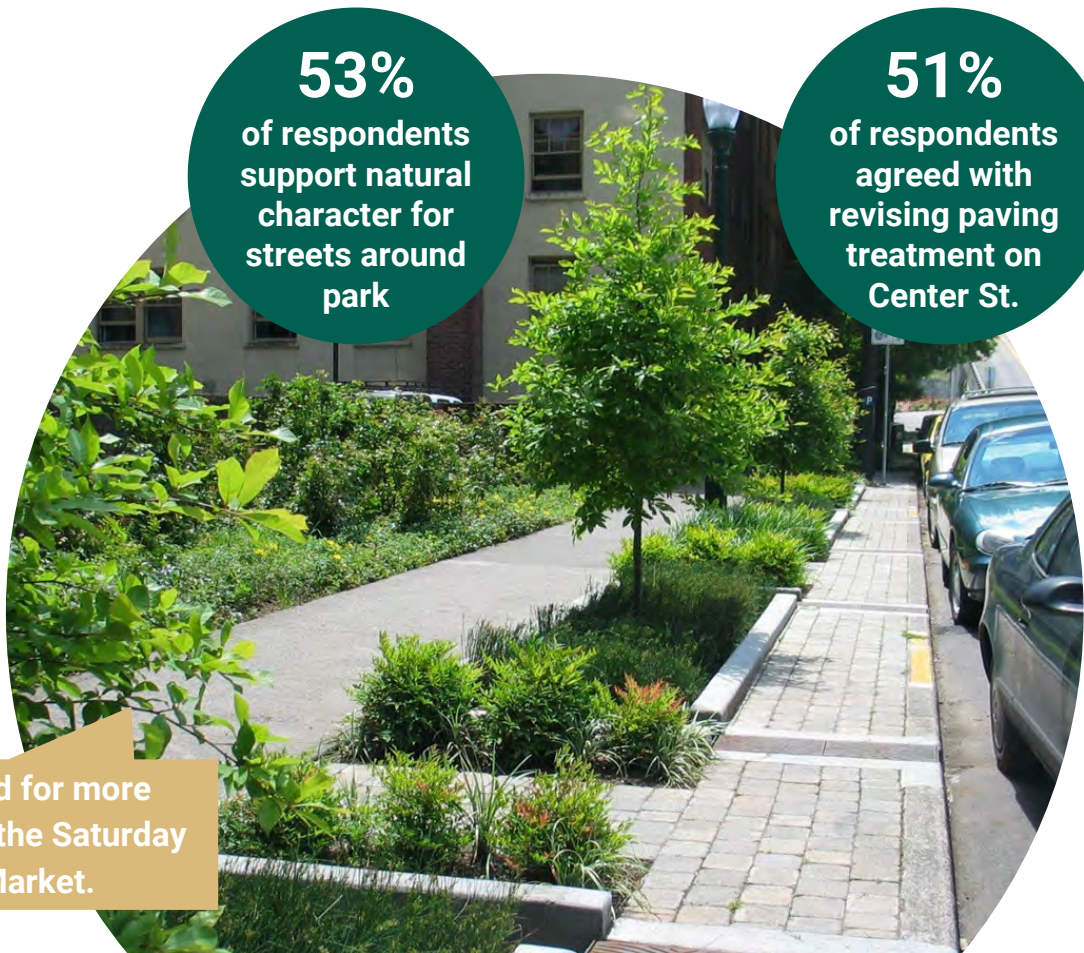
A perfect opportunity to restore native plants and biodiversity, and to daylight Strawberry Creek

“Daylighting Strawberry Creek and restoring native vegetation can be a wonderful anchor to this vision.”



# 5

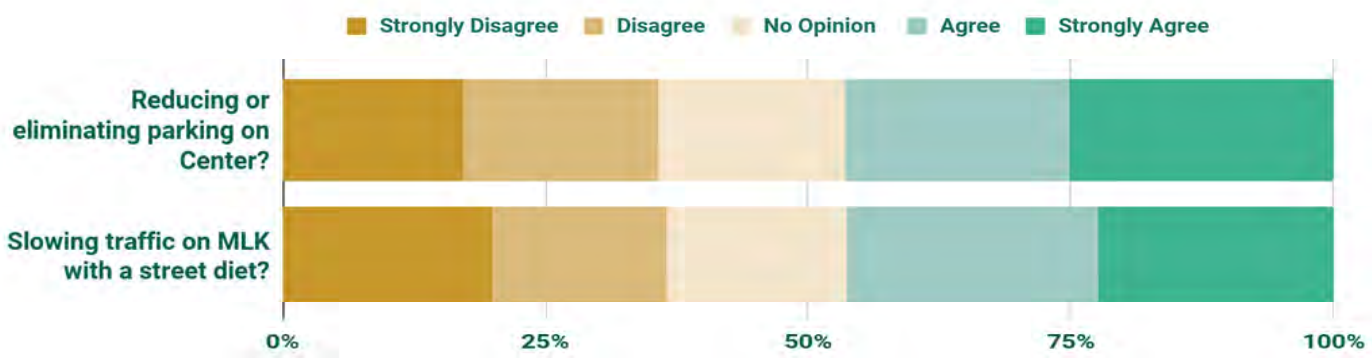
## Center Street should be better integrated into the Park and open space experience.



**53%**  
of respondents support natural character for streets around park

**51%**  
of respondents agreed with revising paving treatment on Center St.

Center St used for more active uses, like the Saturday Farmer's Market.

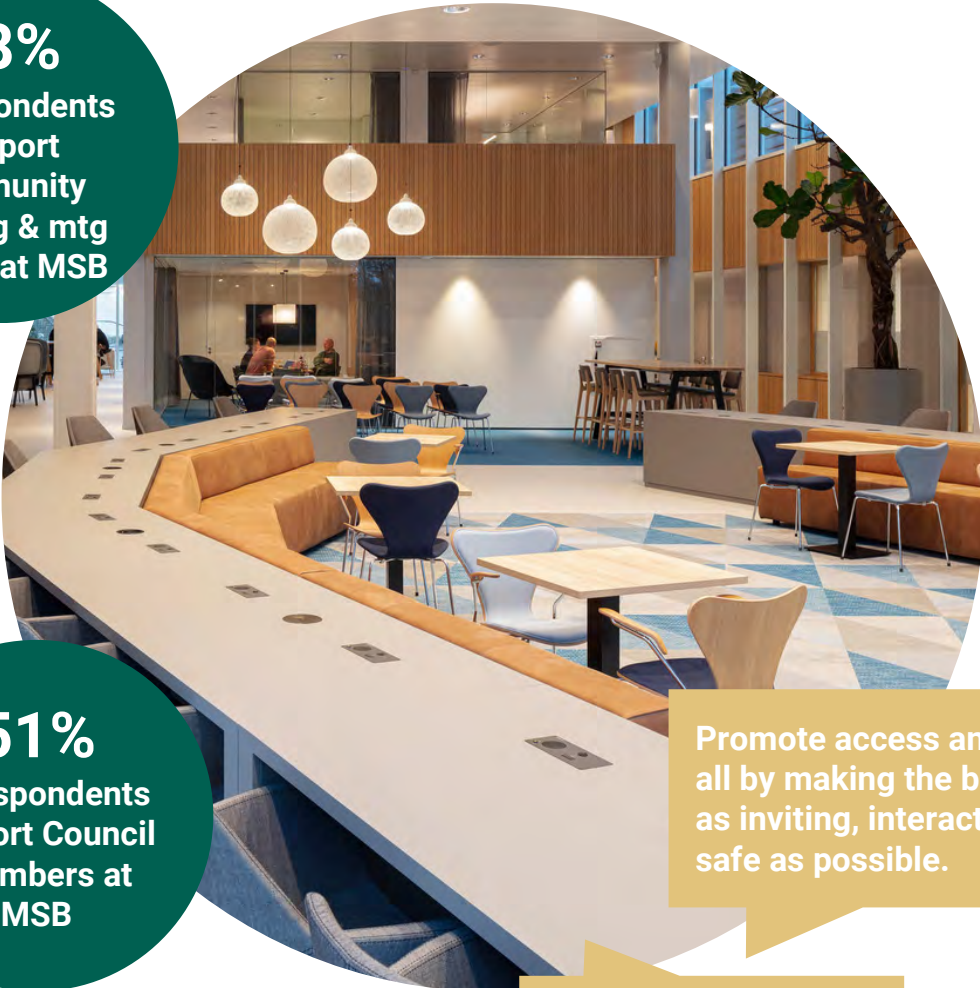




# 6 The Maudelle Shirek Building should be the seat of Berkeley's democracy, with meeting and public-serving spaces supporting civic participation in City government.

**58%**  
of respondents support community hearing & mtg rooms at MSB

**51%**  
of respondents support Council Chambers at MSB



Promote access and use by all by making the building as inviting, interactive, and safe as possible.

A one stop shop for the general public.

# 7 The civic uses in the Maudelle Shirek Building should be paired with vision-aligned services and educational functions.

...center for education, inspiration, and action. Celebrate Berkeley's activist history!

**70%**  
of respondents support Berkeley Historical Society & Museum at MSB

**44%**  
of respondents support Berkeley Community Media at MSB

..a hub for BCM's important educational and public service work.

# 8 The Veterans Memorial Building should be a Community Arts Center for creative expression and accessible to all.

**72%**  
of arts survey  
respondents  
showed high  
interest in space  
downtown



It would be fantastic to have a community, municipal arts space in downtown.



# 9

The Community Arts Center should be activated all day every day, hosting arts organizations and practitioners across all disciplines, delivering performances and programming for the community.



Generate lots of activity in the building day and night!

Proximity to BHS, BCC supports partnerships and youth engagement





Vision





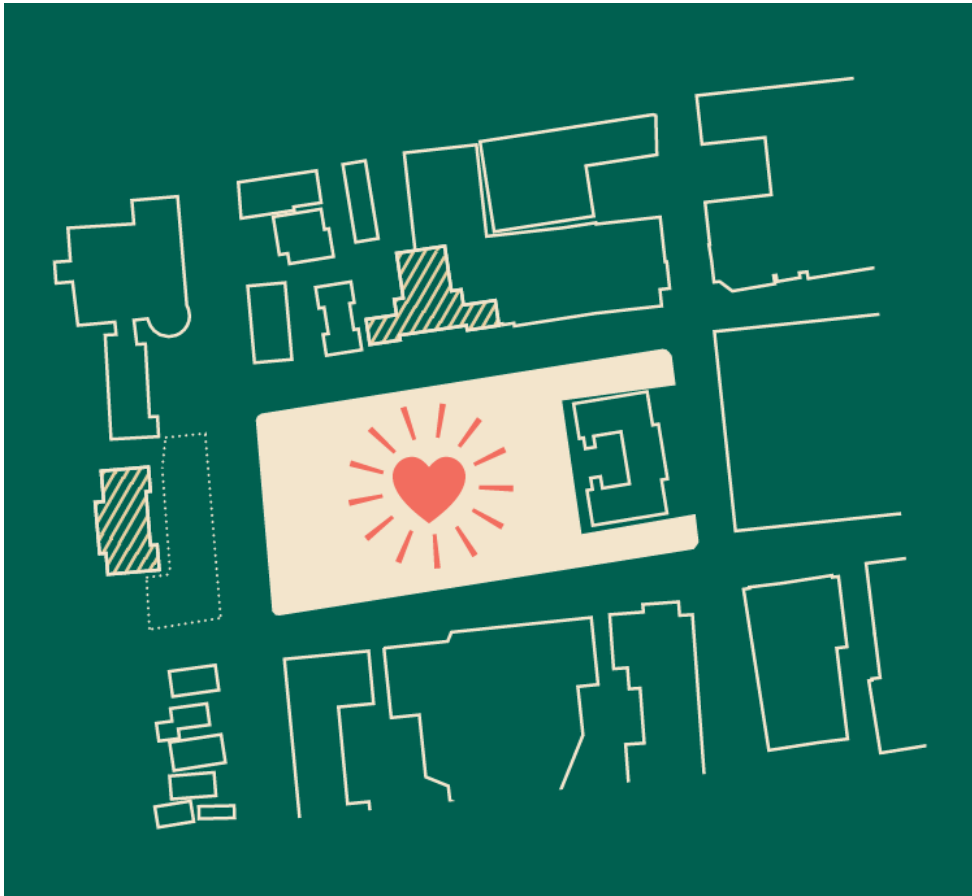
# Vision

## 3.1 Vision Statement

### 3.1

# Vision Statement for Berkeley's Civic Center

Reaffirmed in 2022-23 public engagement process.



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





# Design Considerations

4.1 Opportunities

4.2 Programs & Uses

## 4.1

# Opportunities

### A Historic Asset

The Maudelle Shirek Building, Veterans Memorial Building, and Civic Center Park are contributing structures to the Berkeley Civic Center Historic District which is recognized both locally and nationally. Together they have served and are serving the community as gathering places, the seat of democracy, and settings for art and artistic expressions. They maintain much of their historic fabric, and present to the City an opportunity to reestablish the area as the heart of Berkeley's civic life.

### A City Campus

This one block area of downtown contains seven structures owned or operated by the City of Berkeley. Densifying city uses in this area will further strengthen the city campus and provide flexibility for future growth and changing needs.

### A Guiding Vision

With the adopted vision statement as the north star for the project, four points on a compass emerge from the engagement efforts and design thinking which are representative of Berkeley's culture and collective values:

#### Community

an inclusive and caring community

#### The Arts

expressive artistic and cultural events and pieces

#### Governance

good governance demonstrated through progressive policies

#### Education

powerful education tied directly to history and nature



"It is beautiful and should be invested in now, to preserve what we have and make it publicly usable again. Don't let it further deteriorate."

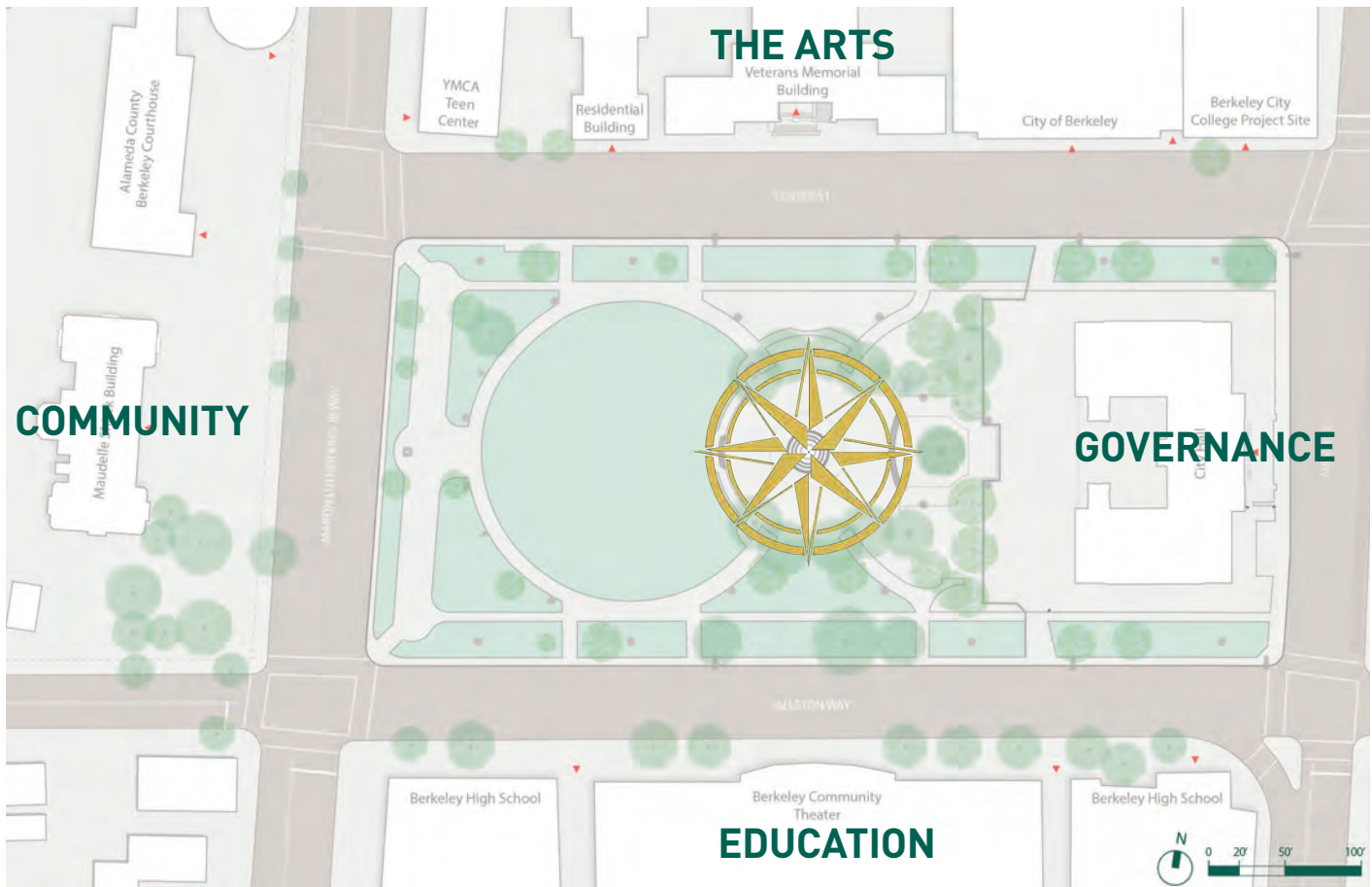
"It is a historical architectural treasure that needs our love and funding!"

"It is beautiful, and an asset to the city."

Maudelle Shirek Building Entry



Veterans Memorial Building Ceiling



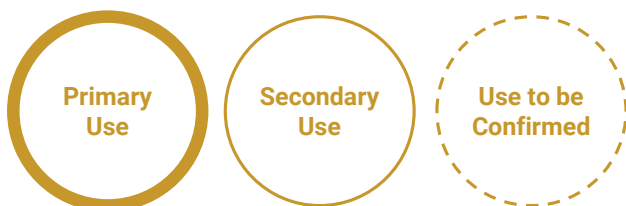
## 4.2

# Programs & Uses

## Parameters for Prioritizing Uses

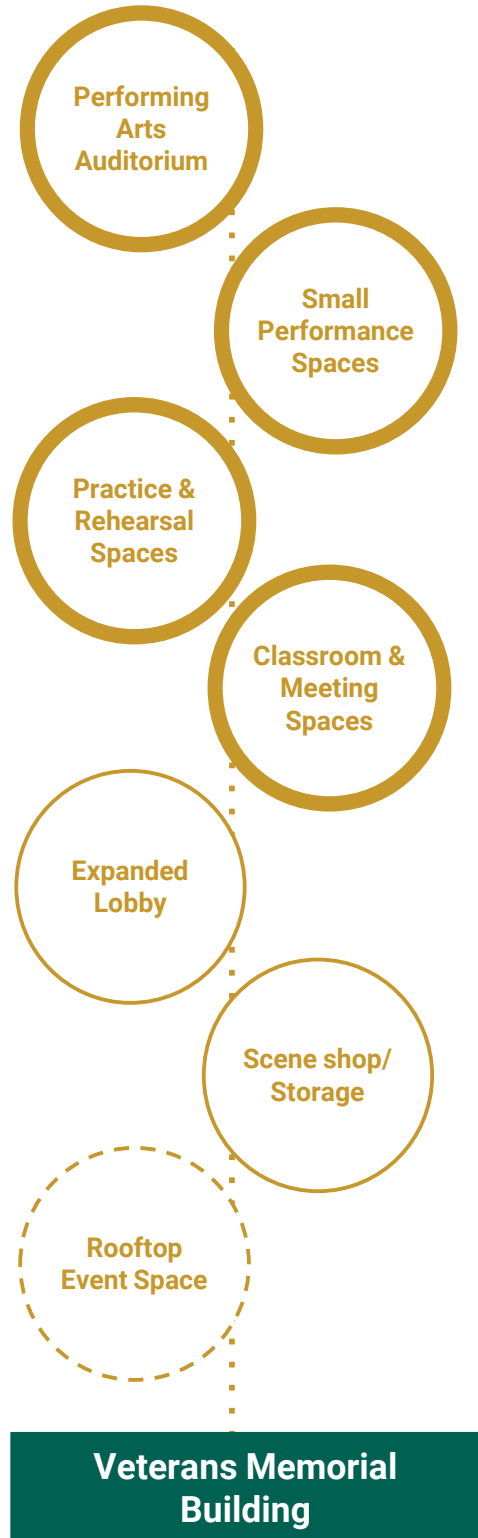
Through the public outreach effort, many programs and uses were proposed and discussed for the Civic Center Park, Maudelle Shirek Building, and Veterans Memorial building. In order to prioritize those uses in the available space, the design team considered three additional parameters:

- **Vision Aligned** - Strengthen community; support civic life, culture and the arts; reflect diverse identities; celebrate Berkeley’s history; and manifest the city’s values.
- **Use Aligned** - Complement co-located uses based on space type needs, access and security requirements, and time of use to activate the area 24/7.
- **Funding** - Draw on sources of outside funding to bring investment to the restoration and enhancement of this historic district.



Civic Center Park





# Civic Center Park

PARK ELEMENTS	NOTES
<b>Civic Gathering Space</b> Large Green	Utilized for civic events, festivals
<b>Turtle Island Monument</b>	Separate project under Civic Arts and Park, Recreation and Waterfront Department
<b>Performance Spaces</b> Large Performance Venue Small Performance Venue(s)	Co-located with civic gathering Identify multiple small performance spaces
<b>Neighborhood Park Functions</b> Seating for individuals and groups Play Areas Skate Spot	Multi-age, natural in character Multi-use plaza w/ skatable elements
<b>Natural Habitat</b> Native plants Historic/Mature Trees	Pollinators and habitat builders Protect existing tree canopy, develop tree succession plan
<b>Food &amp; Beverage</b> Leasable space for vendors Cafe seating	For high school and city college students, people who live & work in area
<b>Farmers Market</b> Stalls, Food Trucks, Fresh Produce, Prepared Food, Crafts	Center Street, expansion into park
<b>Daylit Creek</b>	Partial-flow most likely, needs further study



**Civic Center Park**



*Entrance to fountain terrace from green*



*Existing Skate spot along MLK Jr Way*



*Large central green*

## Design Considerations - Programs / Uses Matrix

# Maudelle Shirek Building

USE	NOTES
<p><b>Hearing Rooms - 9,600 SF</b>            Large Multi-purpose meeting room/            Council Chambers            Conference Room            Historic Hearing Room            New Hearing Room            Support Spaces</p>	<p>Seats 200-300</p> <p>Can be used for closed sessions            Historic Council Chambers, seats 70            Seats 120</p>
<p><b>Meeting Rooms - 2,165 SF</b>            Small Meeting Rooms            Large Meeting Rooms</p>	<p>Seat 10-20            Seat 20-30</p>
<p><b>Flexible Work Spaces - 3,375 SF</b>            Reception Area/Service Counter            Private &amp; Open offices            Conference Rooms            Print, Storage &amp; Support            Break Room/Kitchenette</p>	
<p><b>Berkeley Historical Society &amp; Museum - 8,000 SF</b>            Permanent &amp; Temporary Exhibit            Offices, Research Room, Meeting Rooms            Exhibit Preparation Room            Archival Storage            Bookstore/Gift Shop</p>	<p>3500 SF, may be located off-site</p>
<p><b>Berkeley Community Media - 5,500 SF</b>            Broadcast, Podcast &amp; Green Cove Studios            Offices, Editing Suites            Lounge/Classroom            Kitchenette</p>	
<p><b>Public Facing City Offices - SF Varies</b></p>	<p>To be determined, dependent            on department</p>
<p><b>Public Policy Institute - SF Varies</b>            Classrooms, Meeting Rooms            Offices</p>	<p>To be determined, dependent            on program development</p>





*Historic Hearing Room Dias*



*Central Stair at Second Floor*



*Second Floor Office Space*

# Veterans Memorial Building

## USE

## NOTES

### Performance Space

Large Performance Auditorium  
Small Performance Rooms  
Backstage

300-500 seats  
100-120 seats  
Expanded for access to basement

### Multi-functional Spaces

Rehearsal Spaces  
Lecture/Conference spaces  
Classrooms/Workshops

Also function as small performance  
Could utilize large auditorium

### Exhibition Space

Visual Arts Exhibition Hall  
Flexible Arts Exhibition Space

Climate controlled, gallery lighting  
In public halls, temporary exhibits

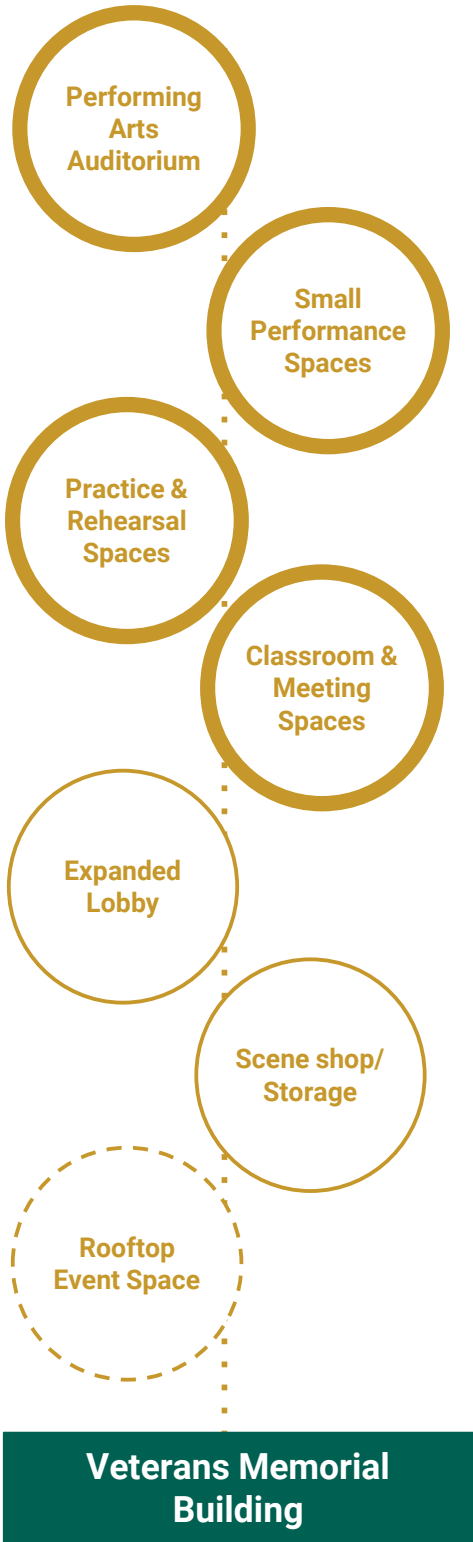
### Support Spaces

Offices  
Bathrooms  
Dressing Rooms  
Storage  
Stage/Scenery Shop

### Event Space

Entry Porch  
Lobby/Pre-function Space  
Banquet Area  
Commercial Kitchen  
Rooftop Terrace

To be determined



*Veterans Memorial Building facade*



*Large Auditorium*



*Balcony ceiling*







# Design Concept

**5.1 Preferred Design Concept**

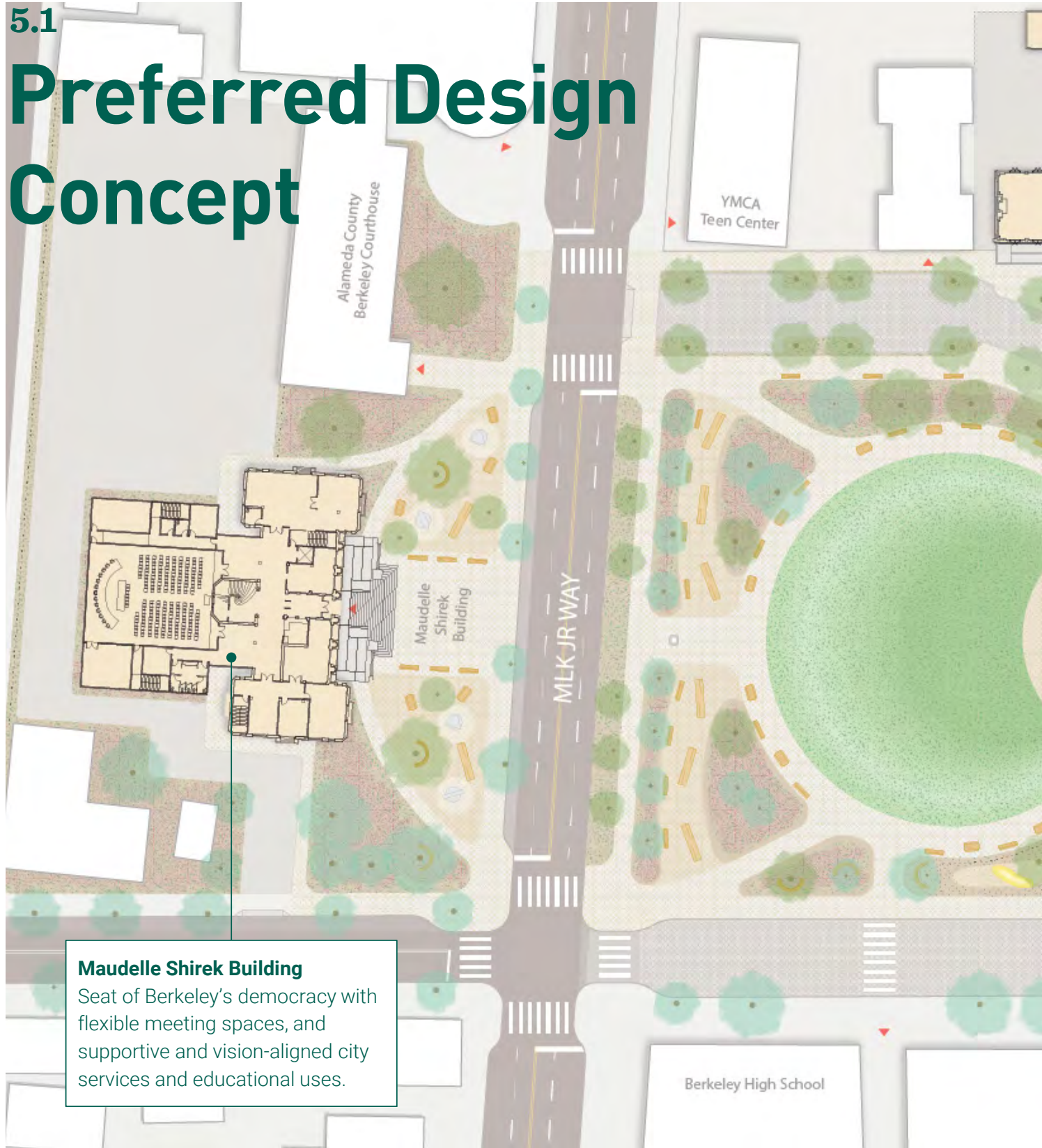
**5.2 MLK Jr Civic Center Park & Surrounding Streets**

**5.3 Maudelle Shirek Building**

**5.4 Veterans Memorial Building**

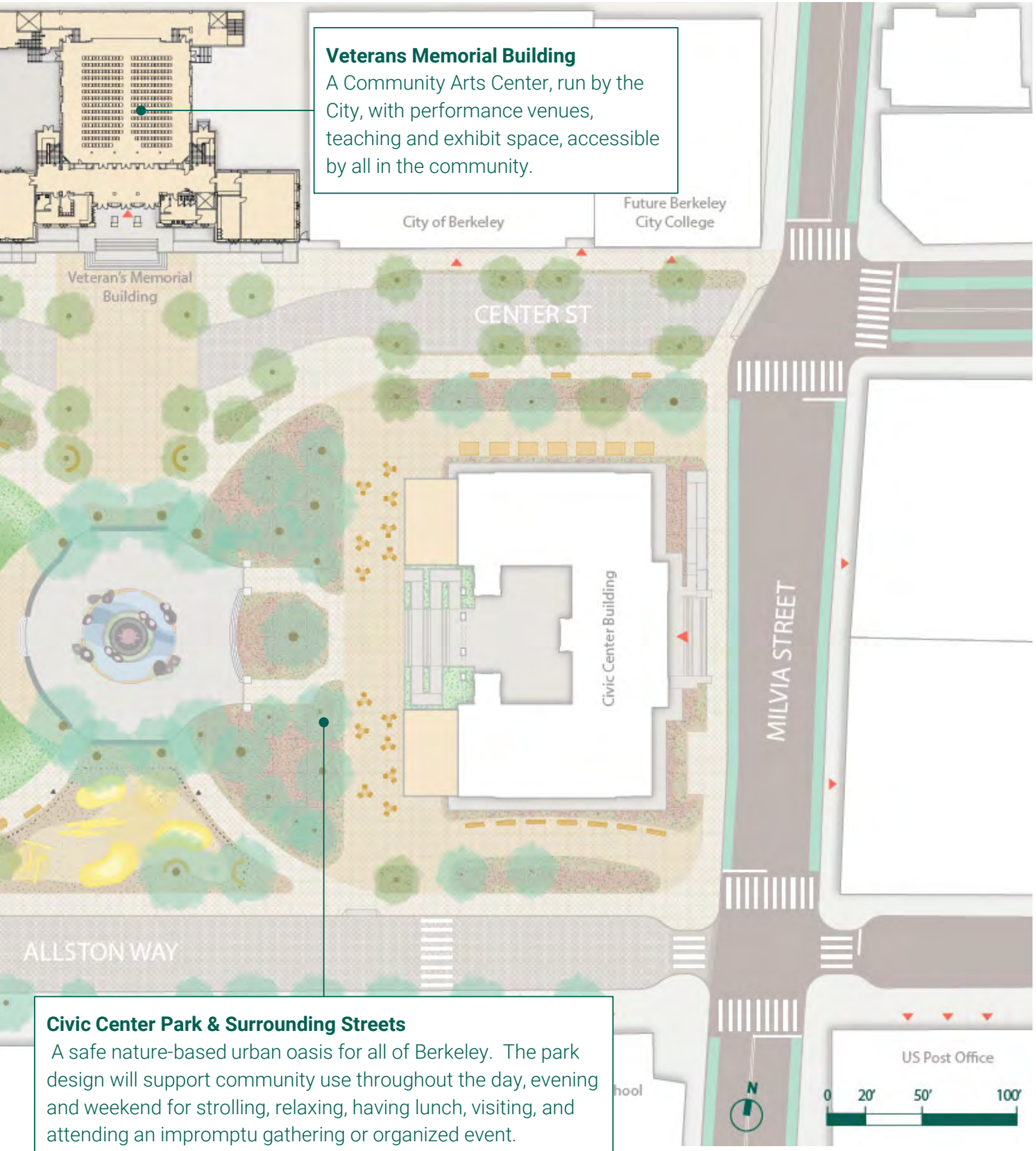
5.1

# Preferred Design Concept



**Maudelle Shirek Building**  
Seat of Berkeley's democracy with flexible meeting spaces, and supportive and vision-aligned city services and educational uses.

**Note:** All drawings are illustrative and conceptual. Further landscape and architectural design is required in future specific design phases.



**Veterans Memorial Building**  
A Community Arts Center, run by the City, with performance venues, teaching and exhibit space, accessible by all in the community.

**Civic Center Park & Surrounding Streets**  
A safe nature-based urban oasis for all of Berkeley. The park design will support community use throughout the day, evening and weekend for strolling, relaxing, having lunch, visiting, and attending an impromptu gathering or organized event.





# 5.2 MLK Jr Civic Center Park & Surrounding Streets

## 5.2

# Design Goals

## MLK Jr Civic Center Park and Surrounding Streets

Civic Center Park has the potential to be an urban oasis for residents and visitors to Berkeley's Downtown, and also provide a central gathering place for civic life - from outdoor performances to political demonstrations.

The design concept for Civic Center Park builds from the existing organization of the park, and layers in new design elements and programs that support the desired everyday vibrancy of the Park. The proposed design concept also simplifies the layout and reclaims underutilized space to accommodate new activity areas where possible.

**The design concept is based on six key design goals to be achieved through targeted reconfiguration and refurbishment of the Park.**

All of these goals point towards a future for Civic Center Park that the public is asking for: **a place of natural and architectural beauty that provides both calm retreat and invitation to participate in public life**, both through everyday activities and special events.



**1**

**Preserve and build upon Civic Center Park's strengths**

**2**

**Improve pedestrian safety and usability of paths**

**3**

**Enhance natural features, promote biodiversity and green design**

**4**

**Expand invitations for a variety of everyday uses**

**5**

**Enhance the potential of the Park to host weekly and special events**

**6**

**Study feasibility and tradeoffs of daylighting Strawberry Creek**

# 1

## Preserve and build upon the strengths of Civic Center

The design process for the Park and surrounding streets began with a thorough analysis of the existing elements in the Park to **determine what needs to remain and what should be improved**. This was also informed by insights into what aspects of the Park were performing well and could be enhanced through public realm upgrades.

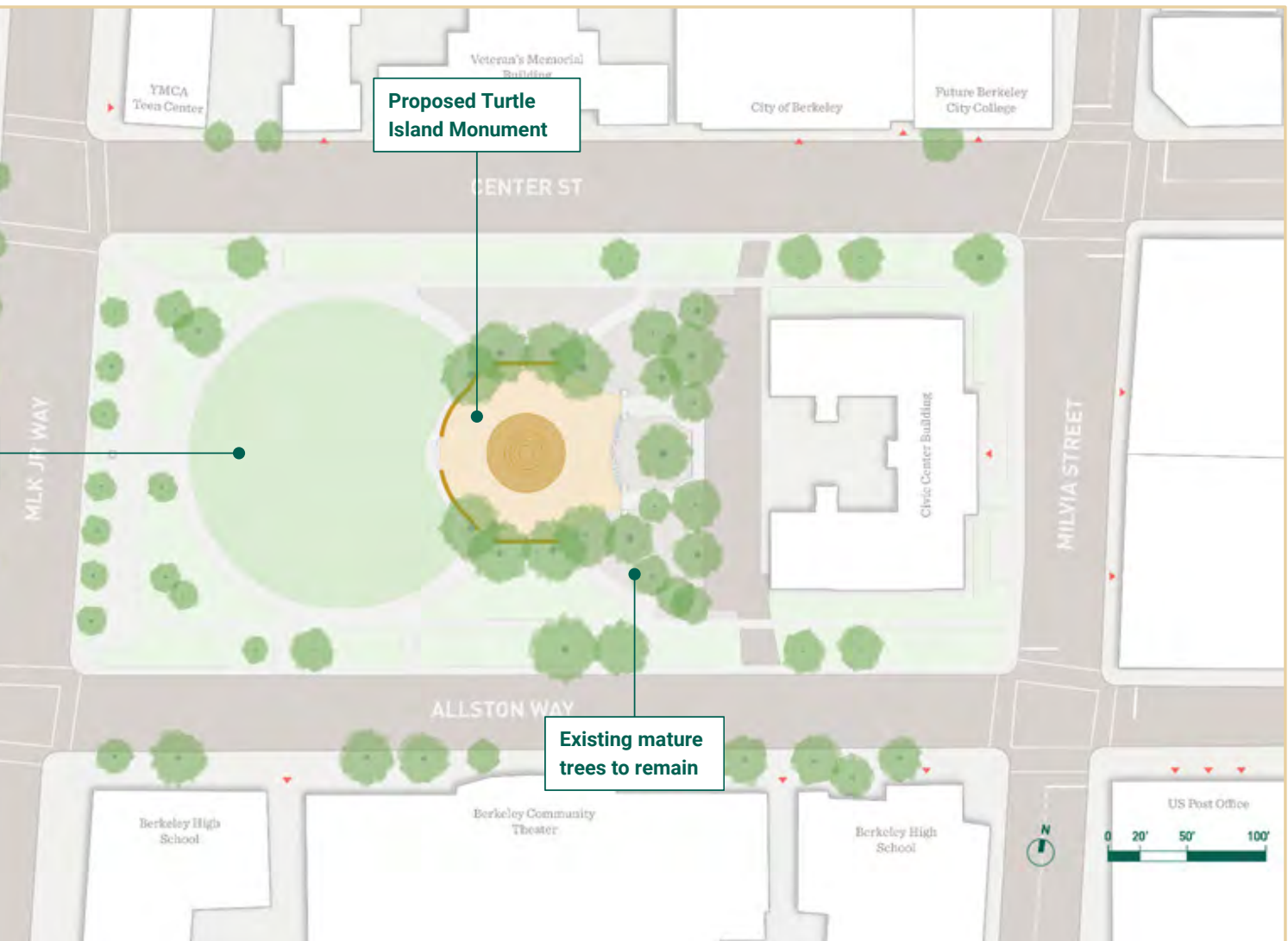
This led to a design approach that **maintains the overall structure of the park**, and **preserves existing mature trees, important monuments and memorials, and the main central gathering space - the lawn**. Any upgrades to the Park will also need to be reviewed by the Landmarks Preservation Commission.



**Mature Trees, MLK Jr Civic Center Park**

**Note:** All drawings are illustrative and conceptual, further landscape design will be required.





Site Plan with Existing Elements to Remain



Peace Wall and site of future Turtle Island Monument



Central Lawn, MLK Jr Civic Center Park

# Learning from feedback on the 2020 Vision Plan

During the 2019/2020 Vision and Implementation Plan effort, multiple alternative design concepts were developed for the park and neighboring buildings, shown on the opposite page. These options varied in levels of intervention and big moves that organized the park.

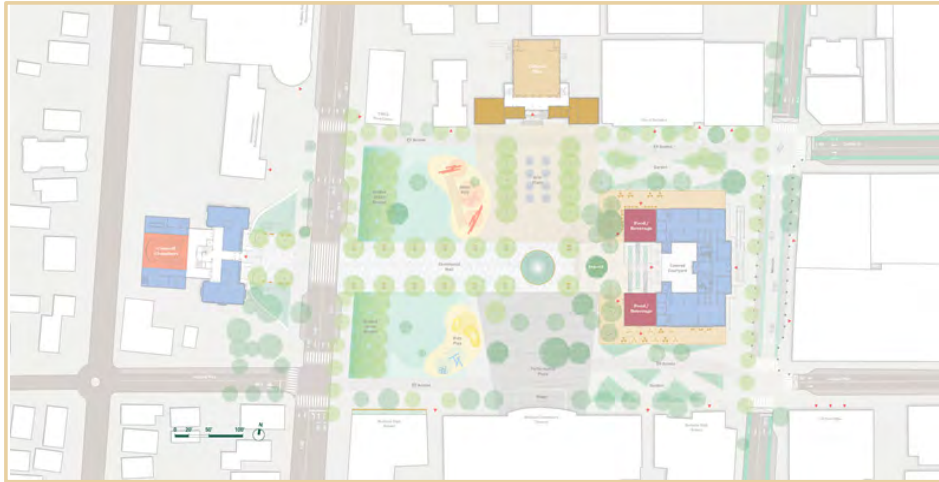
While the overall vision statement was supported and accepted, the recommended design concept was not adopted or instructed to move forward.

For this design concept effort, the design team employed a lighter touch towards the park, seeking a balance between retaining the historic character and key elements with park enhancements for everyday vitality and user experience.

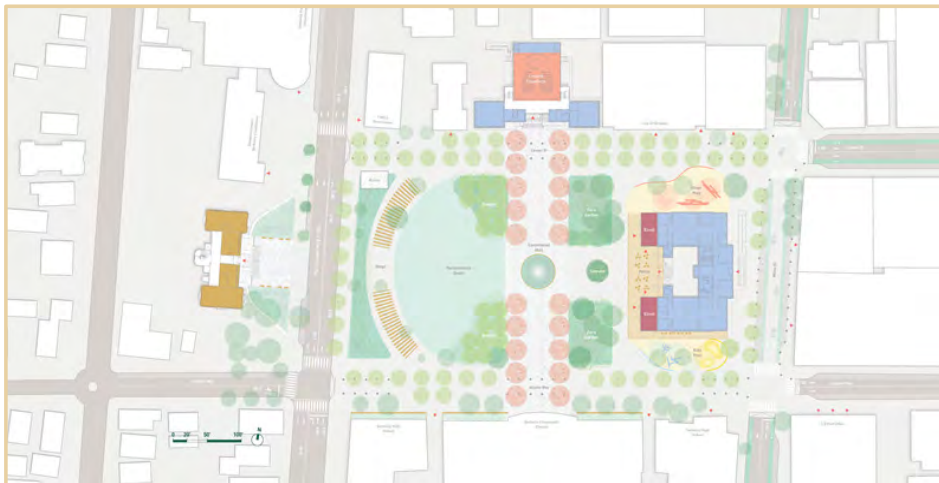
Key guidance from the feedback received during the Vision Plan process was applied to the updated design concept:

- ➔ Avoid introducing too much new hardscaping and retain as much green space and softscape as possible.
- ➔ Avoid removing existing trees if possible, especially mature trees that help create the iconic canopy and support biodiversity
- ➔ Keep Allston Way open for vehicle circulation as a key east-west connection through Berkeley

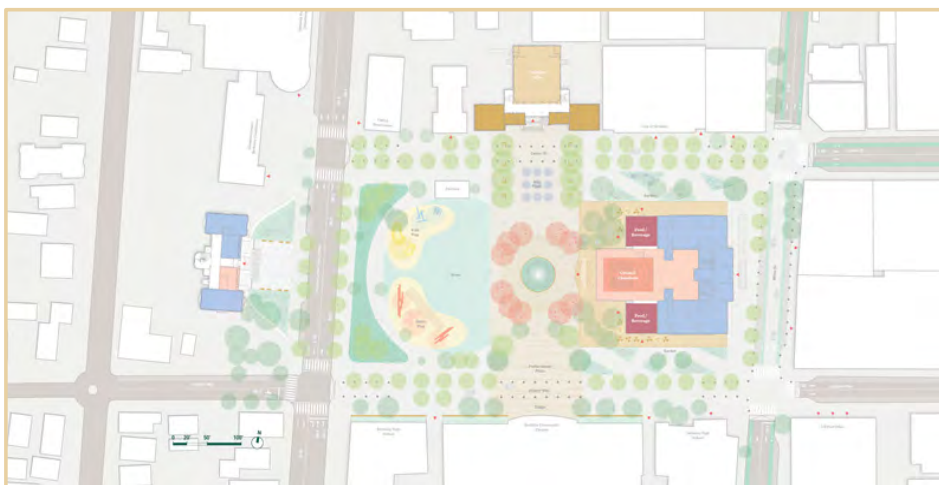
A



B



C



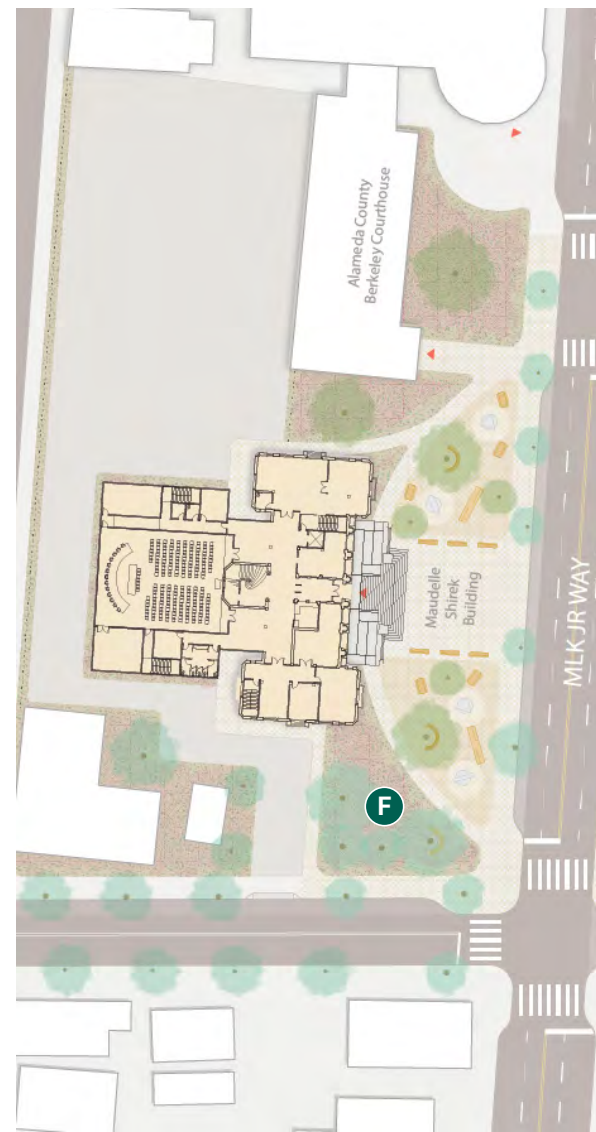
2019/2020 Vision Plan Alternative Site Plans



# Monuments and Memorials

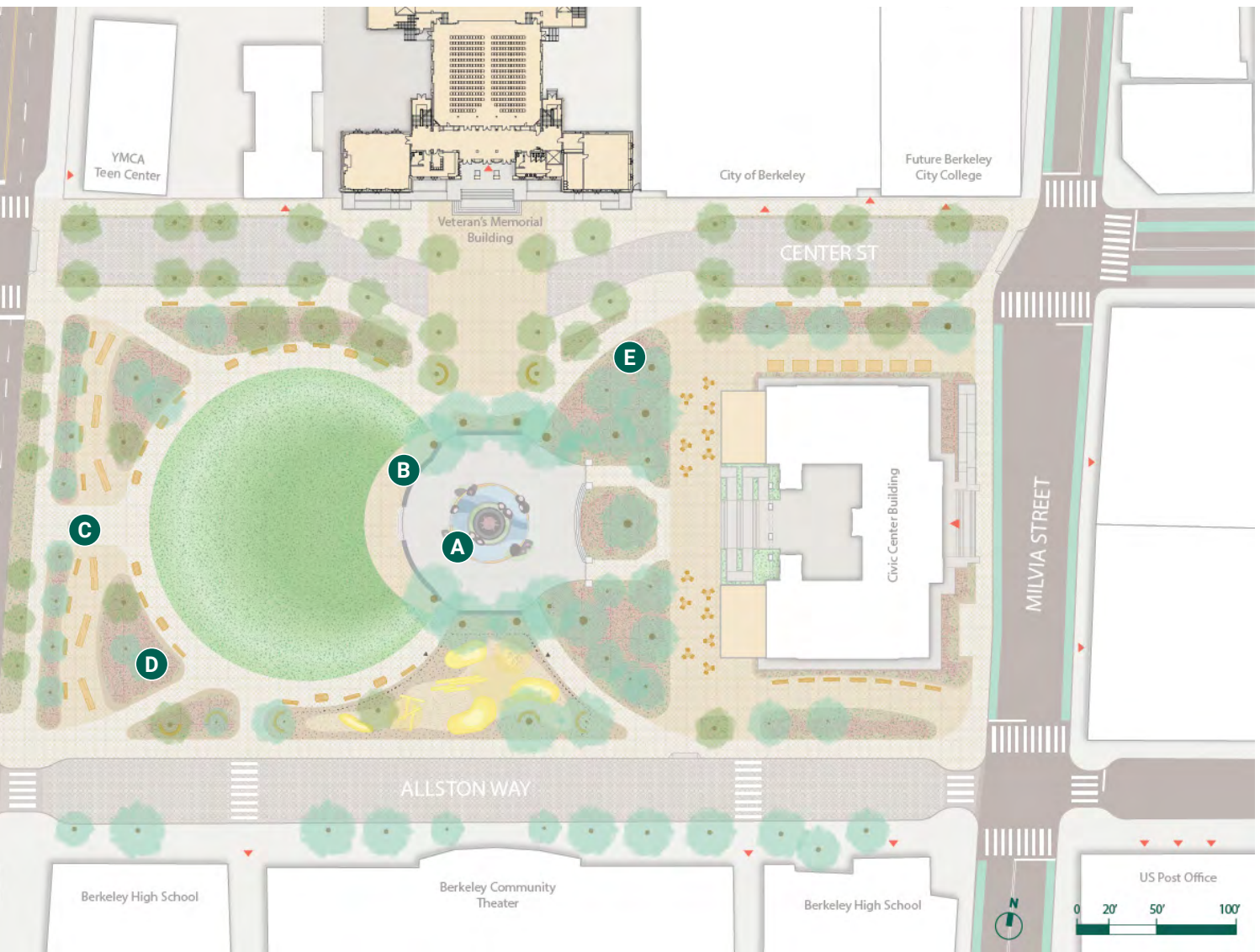
The emerging design concept proposes keeping the following monuments and memorials in their current locations:

- A Turtle Island Monument**  
A proposed indigenous monument that will restore the center of the park and reintroduce water to the fountain.
- B Peace Wall**  
Perimeter wall at fountain terrace, with mosaic of individually decorated tiles, rebuilt in 1988.
- C Existing Flag Pole**  
One of the first elements of the park. It was relocated to its current position in 2006.
- D Strawberry Tree Memorial**  
Two trees and a plaque were placed to honor Irish students who died in a nearby balcony collapse.
- E Peace Marker**  
A small marker was placed here as part of the Peace Pole Project, date unknown.
- F Old City Hall Markers**  
This area has a few ground marking plaques. A proposed sculpture is also to be installed in this area.



**Turtle Island Monument, MLK Jr Civic Center Park (early concept rendering, PGAdesign)**





Site Plan with Monuments and Memorials



Peace Wall, MLK Jr Civic Center Park



Flag Pole, MLK Jr Civic Center Park

# 2

## Improve pedestrian safety and usability of paths

In order to better connect the park to its surrounding context and invite more pedestrian activity, the design concept shows a number of treatments to **increase safety and enhance the pedestrian experience.**

Key elements of these treatments may include:

- > **pedestrian bulb-outs at intersections** on MLK Jr Way,
- > **new crosswalks** between Berkeley High School and the Park at Allston Way
- > **a new flush-surface, shared street** on Center Street.

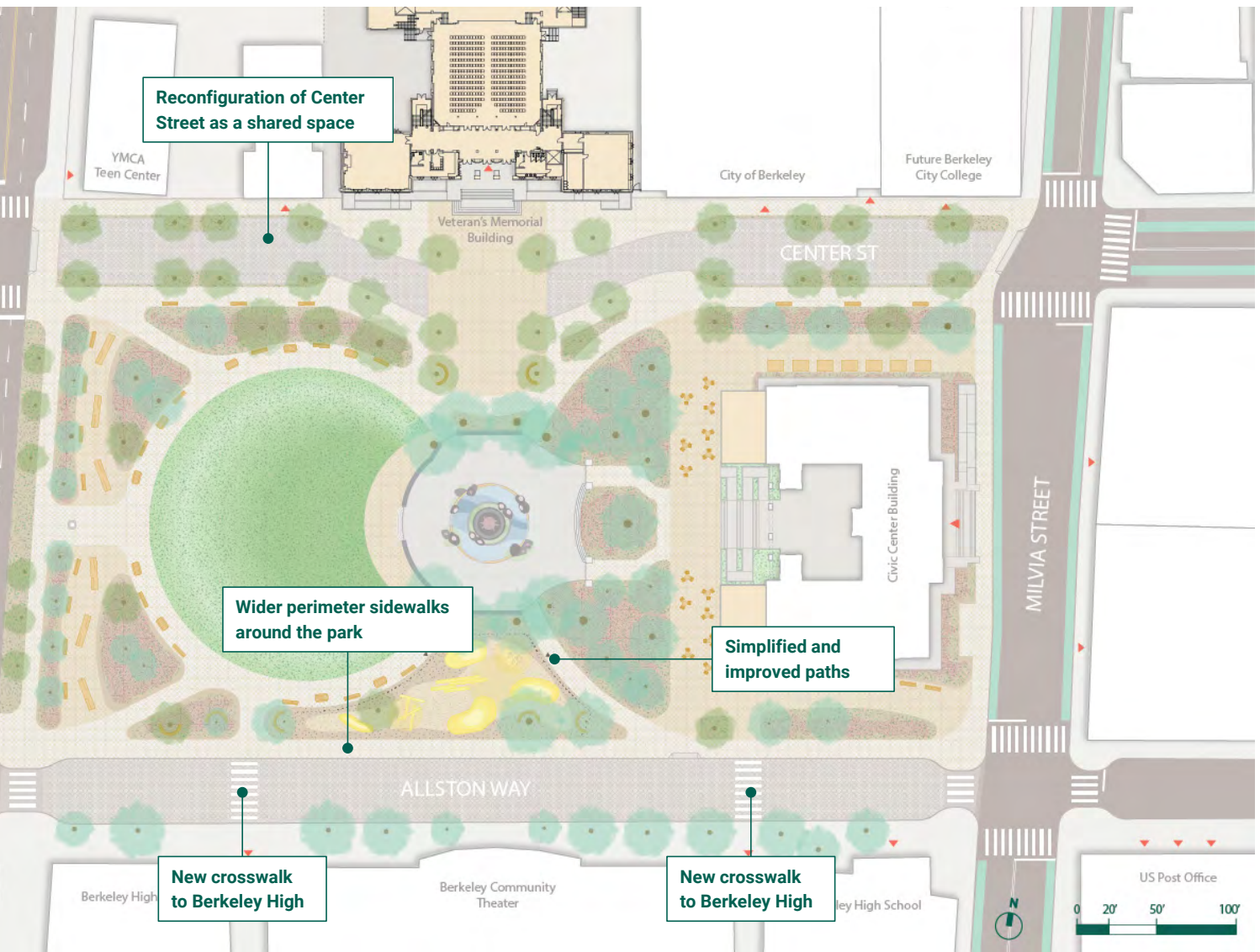
These proposals and other traffic calming approaches, such as raised pedestrian crosswalks or tables on MLK Jr Way at Center and Allston, will be considered in an area-wide traffic study recommended by this report.

Another pivotal change is the **realignment of the park path network, elimination of the secondary interior paths, and widening of the perimeter sidewalks** to allow for a more comfortable walking experience.



 Funnycross, Madrid





Site Plan with Pedestrian Improvements



Inviting and wider paths

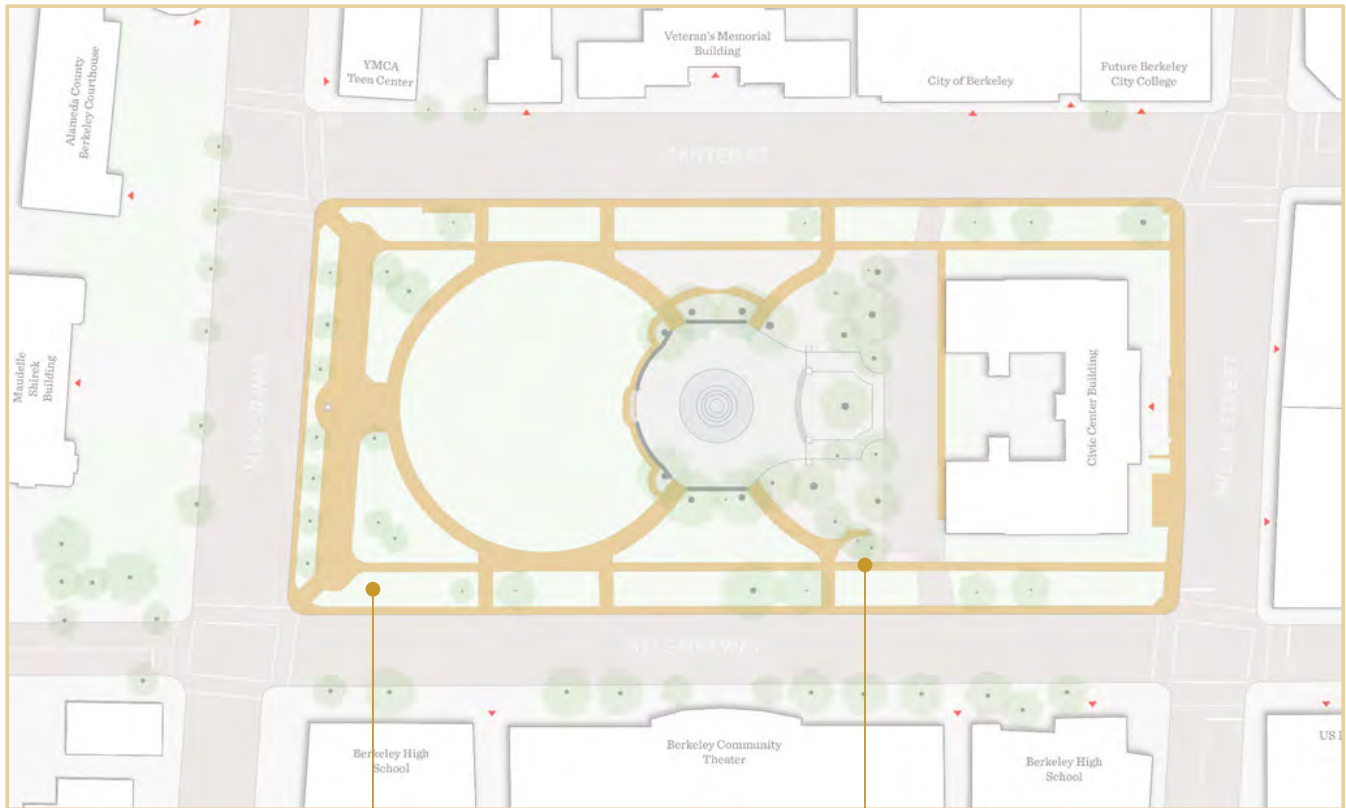
HtO Park, Toronto



Pedestrian priority shared street

Clematis Street, West Palm Beach

Design Concept - MLK Jr Civic Center Park & Surrounding Streets



Small open spaces left between path divisions

Parallel network of narrow perimeter paths

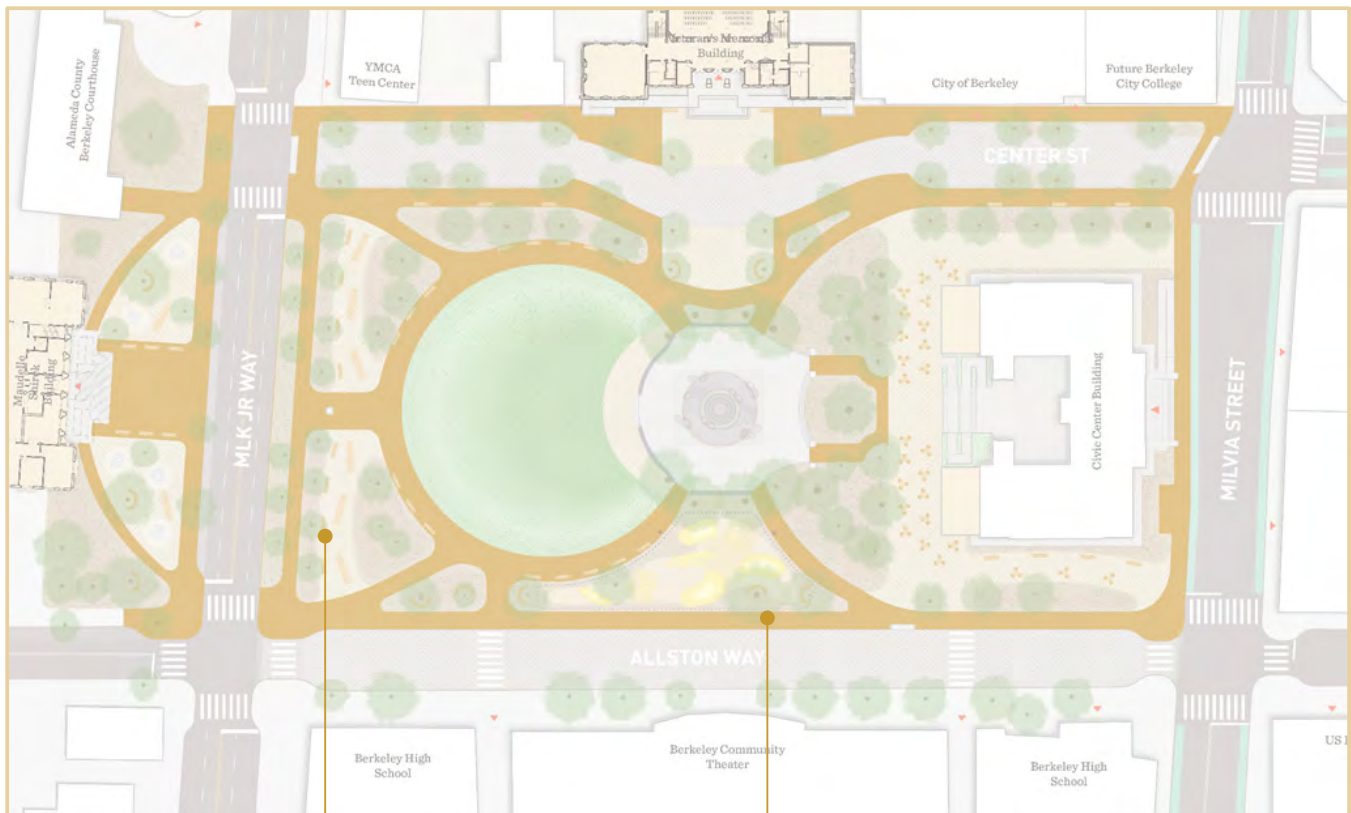
## Existing Path System

The existing path system is notably defined by the narrow perimeter sidewalk and redundant parallel path running nearby. While the original intent was to encourage more people to walk within the park, both sets of narrow paths end up providing a substandard pedestrian experience. Additionally, this layout carves the park into a multitude of small spaces that are harder to occupy and program.



MLK Jr Civic Center Park, Present





Consolidated program areas between fewer paths

Wider sidewalks around the perimeter of MLK Jr Civic Center Park

## Proposed Path System

The proposed path network eliminates redundant internal parallel paths while widening both the perimeter sidewalk and the remaining internal pathways. This provides a better pedestrian experience while creating larger program areas between the paths. It also better accommodates furnishings for pop-up programming.



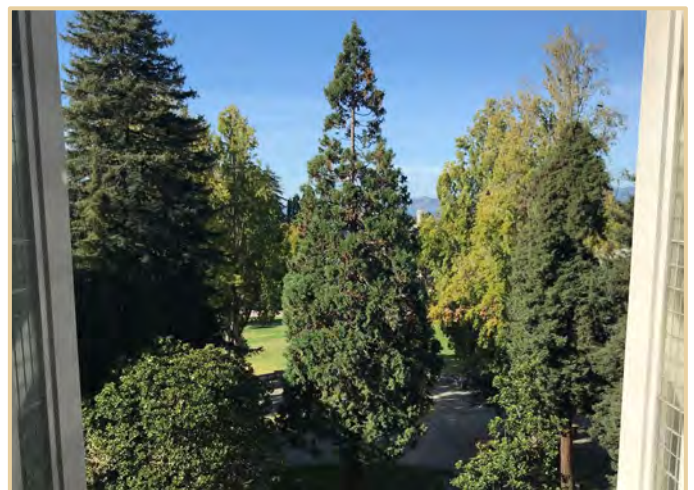
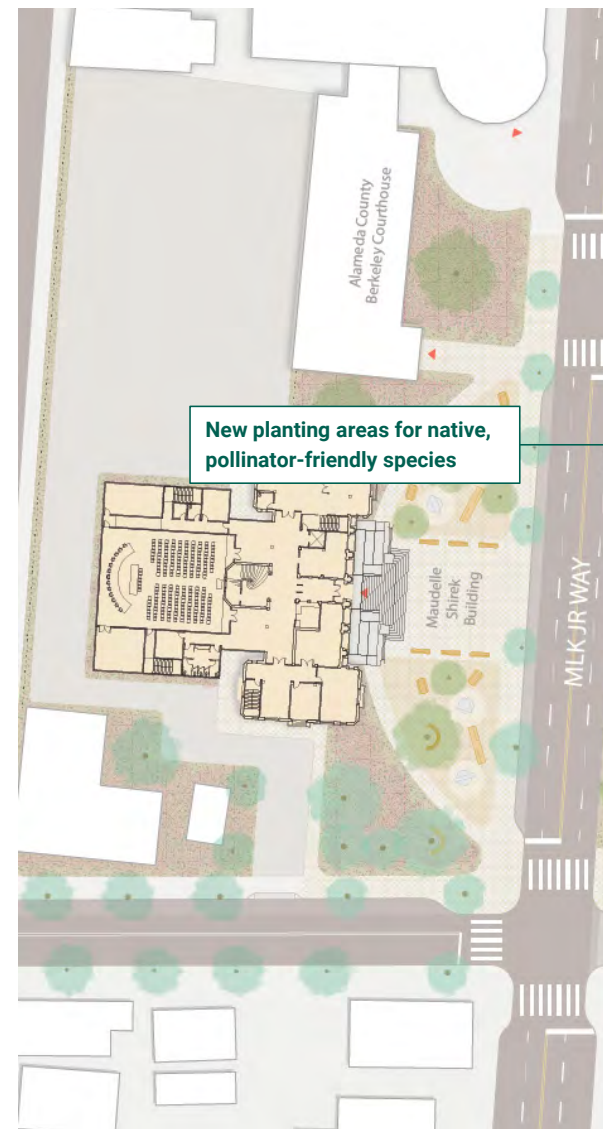
Remiseparken, Copenhagen

# 3

## Enhance natural features, promote biodiversity and green design

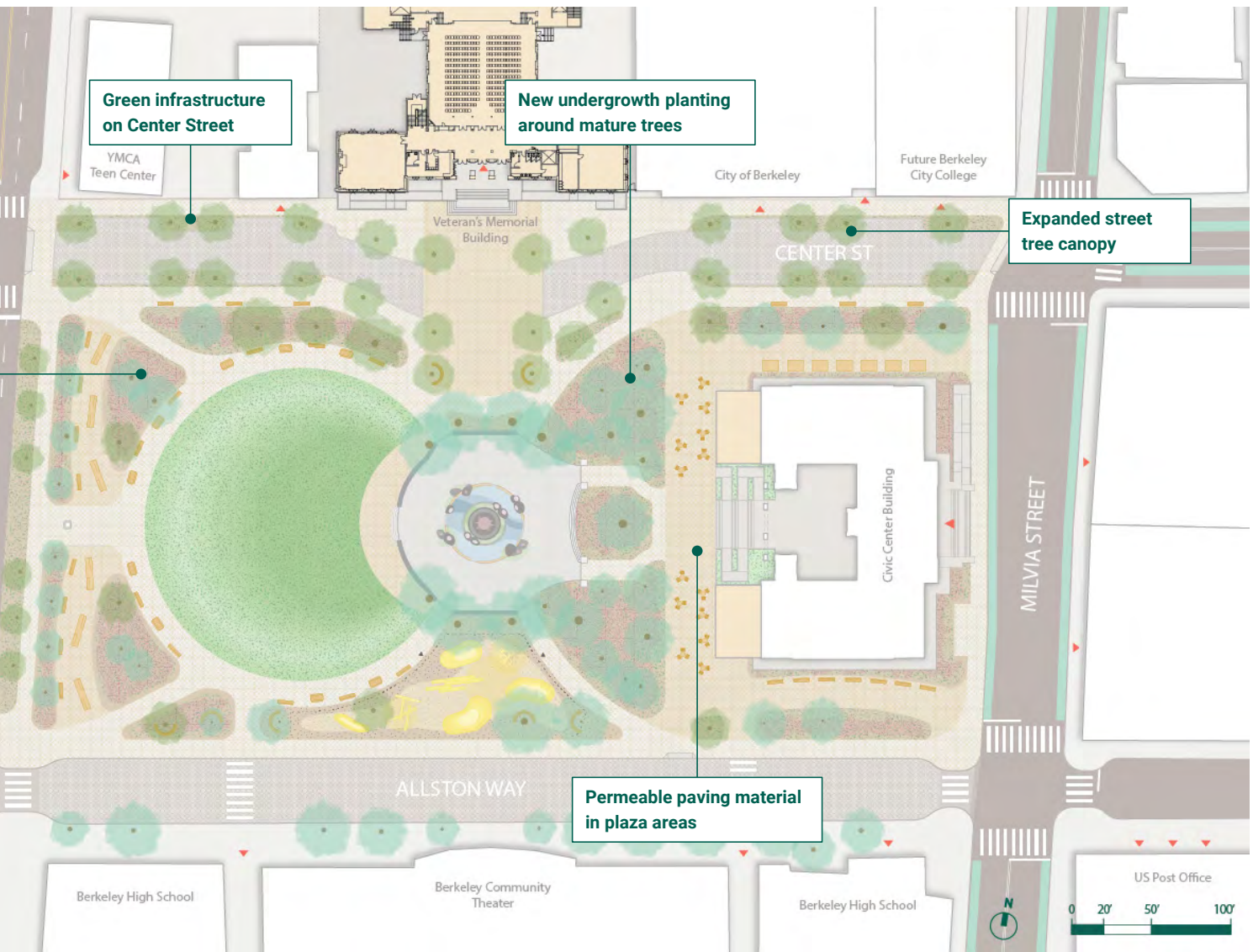
During the 2022/23 Design Concept public engagement process, participants were very clear about **prioritizing nature** in the MLK Jr Civic Center Park.

The design concept incorporates this commitment to nature in multiple ways, including the retention of almost all existing mature trees and a **“Green” Center Street** that features **stormwater infrastructure and bioswales**. Woven throughout the park between pathways and the more active open green and plaza areas are enhanced plantings that introduce **more pollinator-friendly, native, and less water-intensive softscape to the park**, adding color and habitat while protecting the roots of the trees they surround from heavy foot-traffic and over-watering.



Existing Giant Sequoia and other mature trees, Civic Center Park





Site Plan with improved plantings & green infrastructure



Bioswales and permeable paving for stormwater runoff

SW 12th Avenue, Portland, OR



Pollinator-friendly, native plantings

California Native Plant Society



# Landscape and Planting Palette

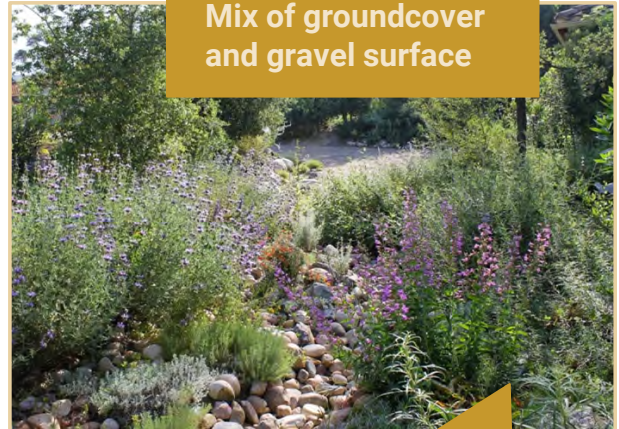
While the mature tree canopy is an irreplaceable asset for the Park that will be retained in the design concept, other existing softscape and planting areas leave room for improvement.

The design concept proposes a series of planting areas that ring the main open space, enhance the existing mature tree root zones, and help create a strong buffer along MLK Jr Way.

These planting areas will balance spaces for nature with quiet spaces for people, mixing a variety of species and programs - from quiet seating under mature trees to pollinator gardens to bioswales managing stormwater.



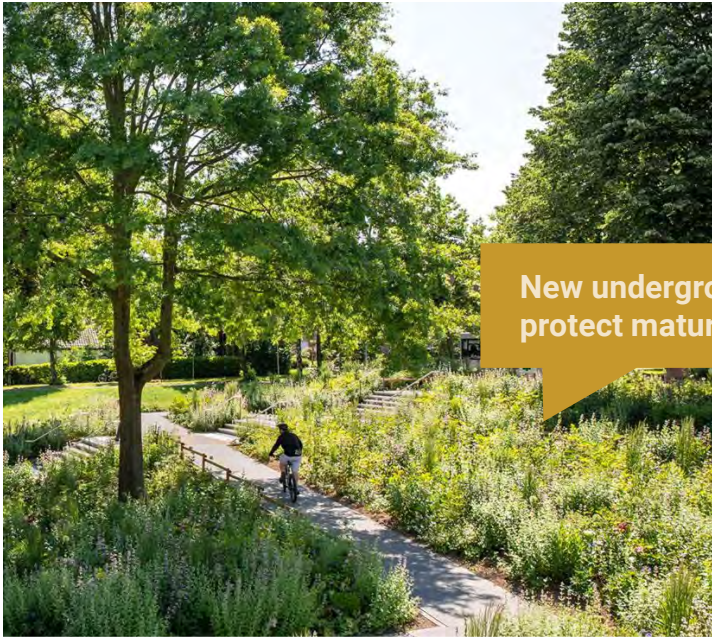
Mix of groundcover and gravel surface



Native, pollinator, friendly species







New undergrowth to protect mature trees



Expanded street tree canopy



Green infrastructure for stormwater management

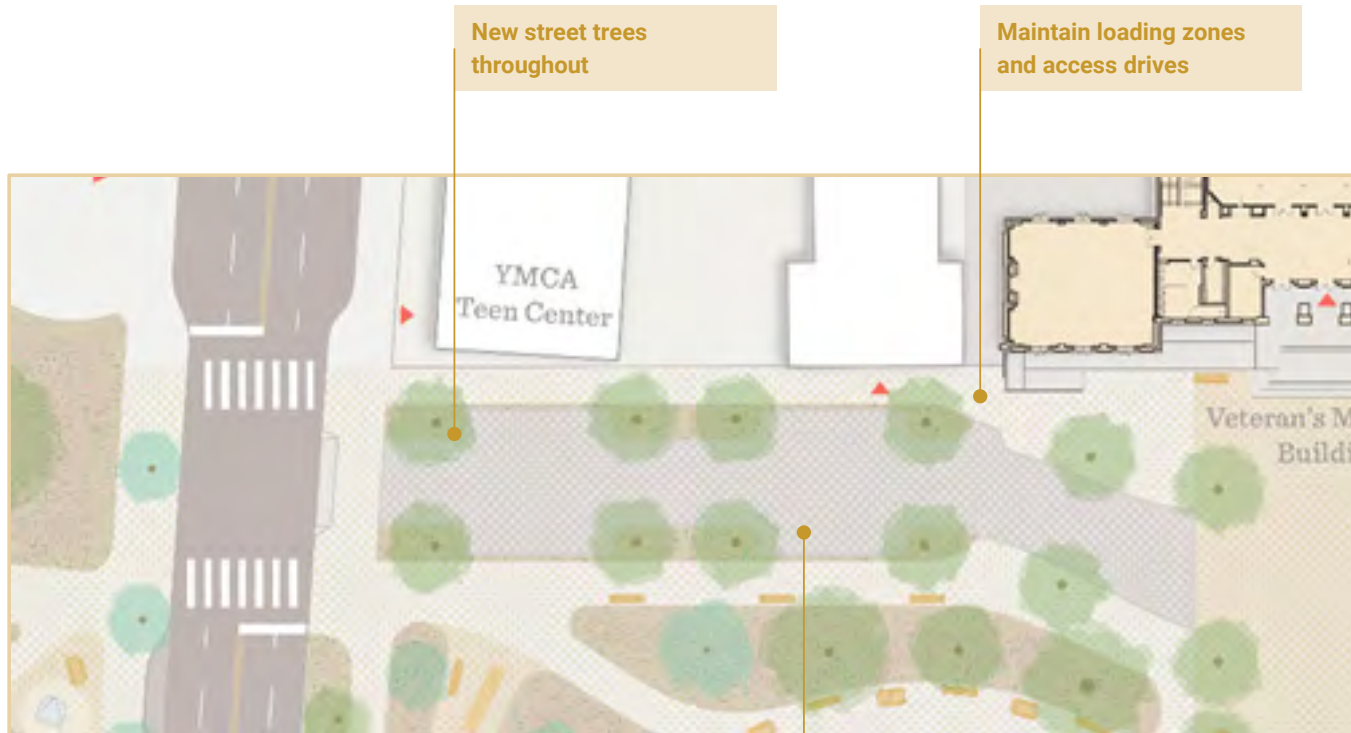


Permeable paving areas





Design Concept - MLK Jr Civic Center Park & Surrounding Streets



New street trees throughout

Maintain loading zones and access drives

Provide 16 parallel public parking spaces, including blue curb accessible spaces

## **B** “Green” Center Street

A space for all modes of transportation that prioritizes pedestrians and landscaping, aligned with the City’s Streets and Open Space Improvement Plan. An area-wide traffic study including the redesigned Center Street is recommended by this report.



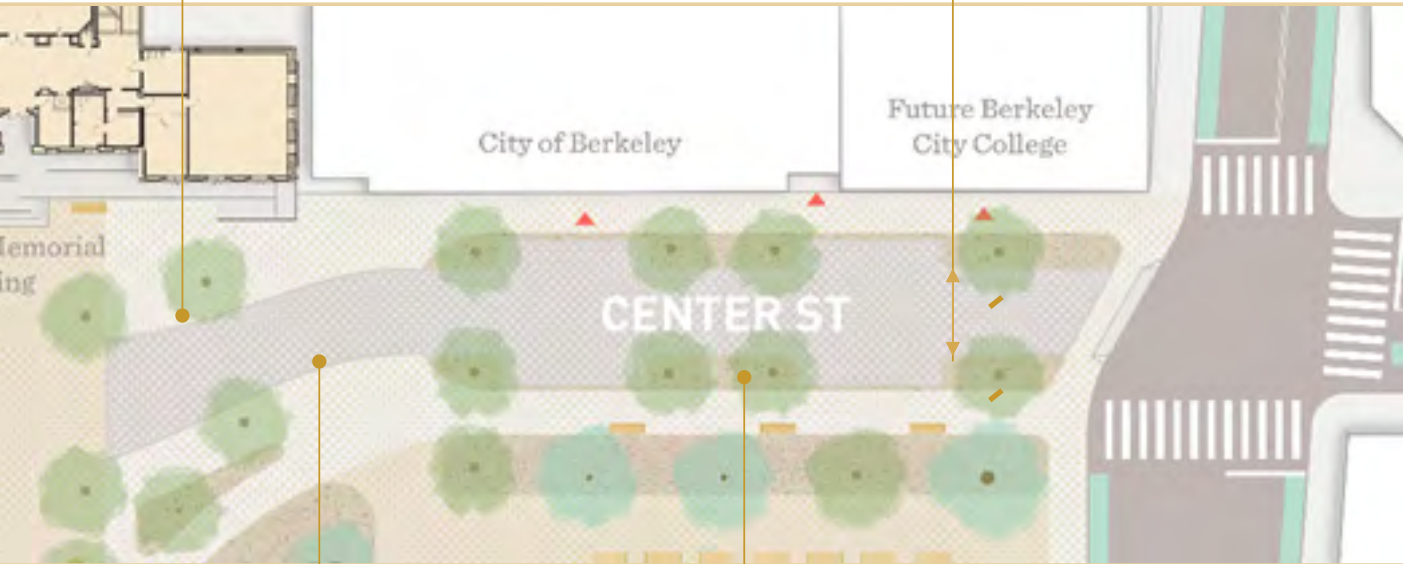
Bell Street Park, Seattle



Bell Street Park, Seattle

Realignment to create plaza space in front of Veterans Memorial Building

Maintain 26' clear for emergency access



Flush, curbless transition from street to sidewalk

Green infrastructure and bioswales for stormwater management and greening



Occidental Ave, Seattle



Woonerf, Odense



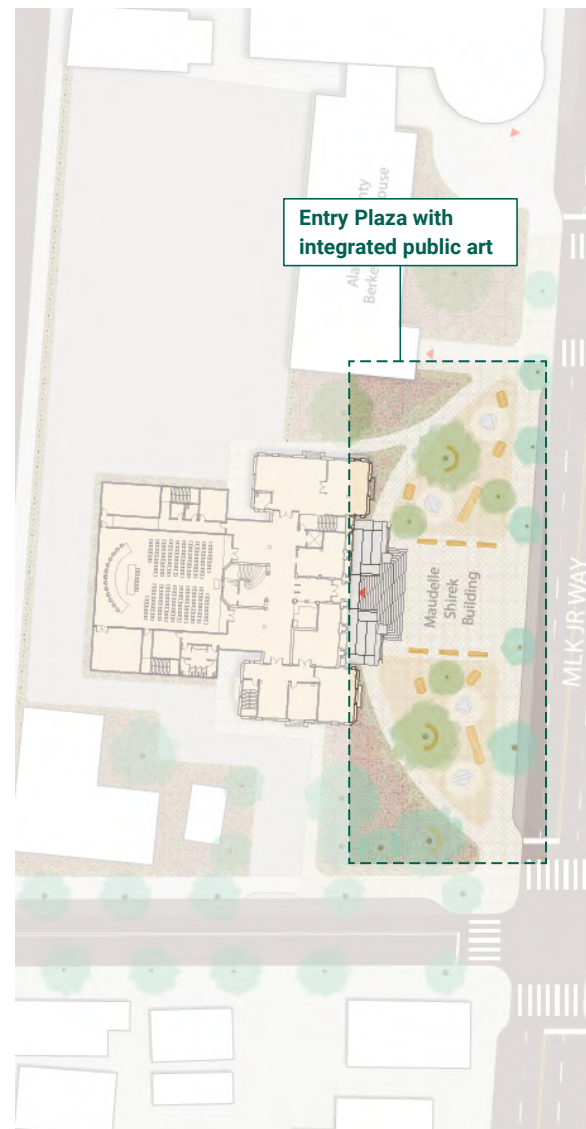
# 4

## Expand invitations for a variety of everyday uses

While the existing park is well-activated a few times a year for large events and festivals, it lacks furnishings and sufficient programs to enliven it on a daily basis.

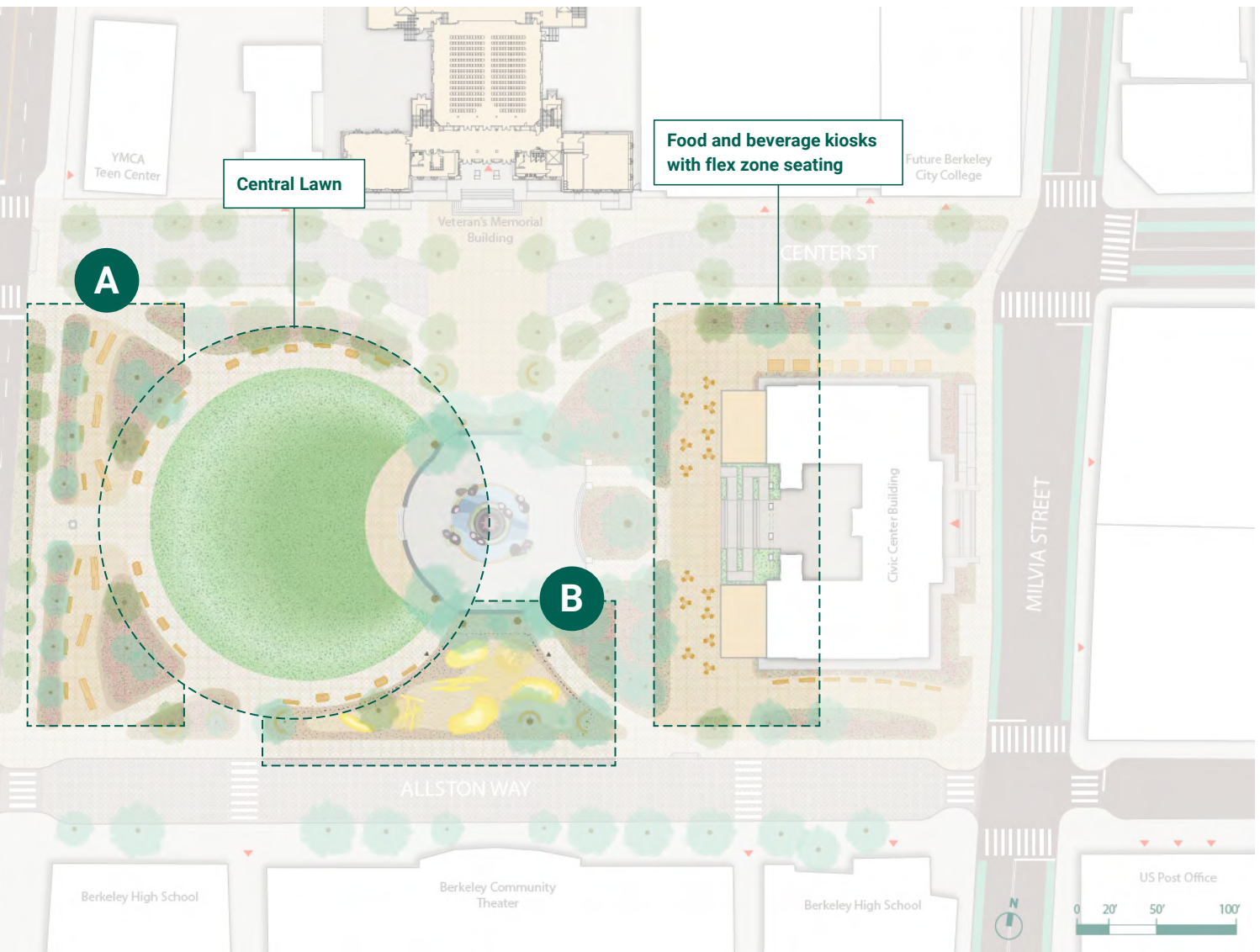
Through upgrading existing park activity areas like the skate spot and lawn, and introducing new programs like food and beverage and a multi-age play area, the design concept expands the everyday potential of the space.

Along with these key program areas, upgrading and adding seating and lighting will make the park a safer and more inviting space.



 Berggruen Museum, Berlin





Site Plan with improvements for everyday uses

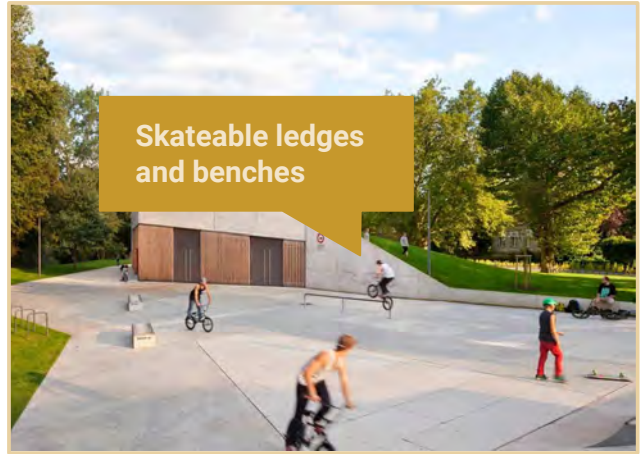


Jubilee Gardens, London



The Italian Gardens Cafe, London





■ Youth Centre, Oberhausen, Germany



■ Skate Plaza, Torroella, Spain



## Skate Spot

A plaza area with skateable features and furnishings mixed with general seating and plantings.



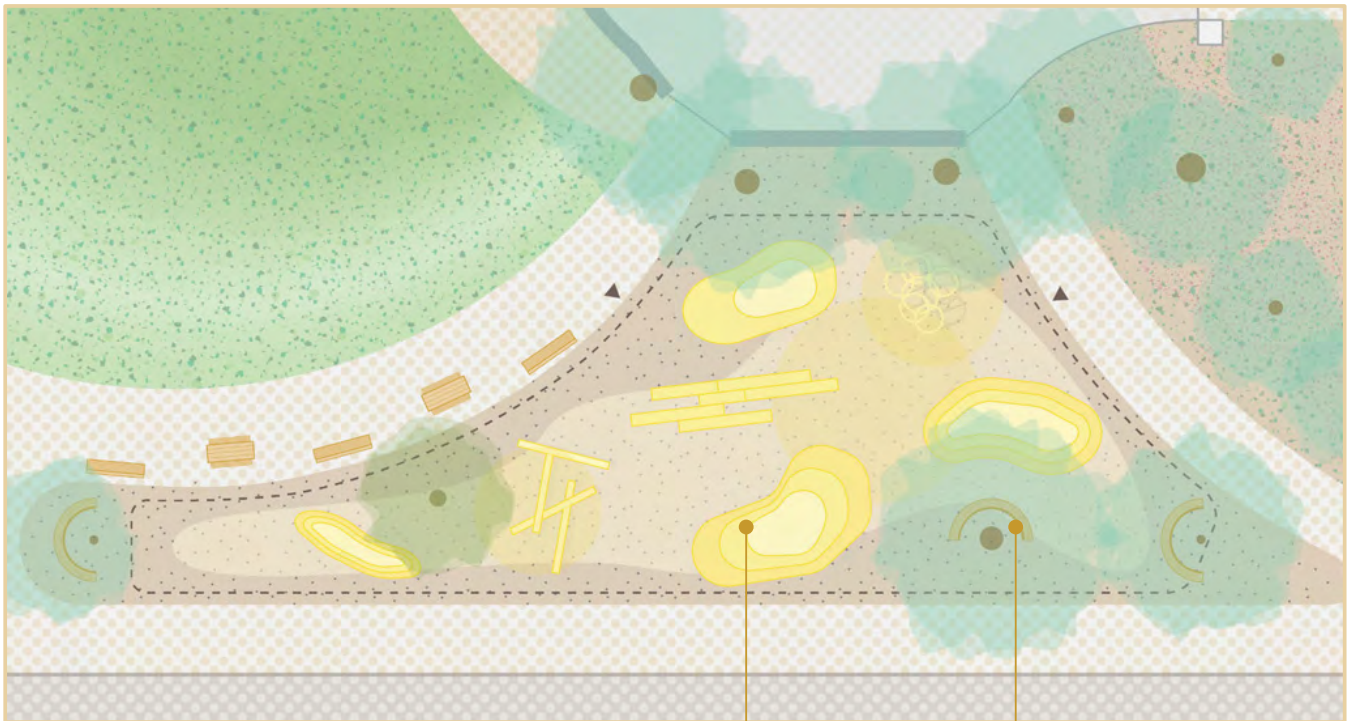
Nature-based play

Tunnel Tops Park, San Francisco



Dynamic play elements

Osdorp Oever, Amsterdam



# B

## Playground

A natural play area for children mixed with landscaping and trees.

Nature-inspired play features

New benches to protect tree root zones



# Seating and Furnishings

One of the key components of the design concept is the desire to expand invitations for people to use and stay in the Park by increasing the amount, variety, and quality of furnishings available.

Fixed benches in activity areas, cafe seating near new food and beverage options, and possibly larger signature seating fixtures will create space for a variety of users - from farmer's market attendees to Berkeley High students on their lunch break. Additionally, well-designed benches can be placed under mature trees to protect the roots while providing a quiet place of repose.

Beyond seating, other key opportunities to improve the level of comfort and safety for park users include upgrading lighting, signage, art installations, and trash receptacles. Lighting is to be carefully located and designed to provide safe pathways and gathering areas while reducing impact on adjacent neighborhoods and complying with dark-sky requirements.

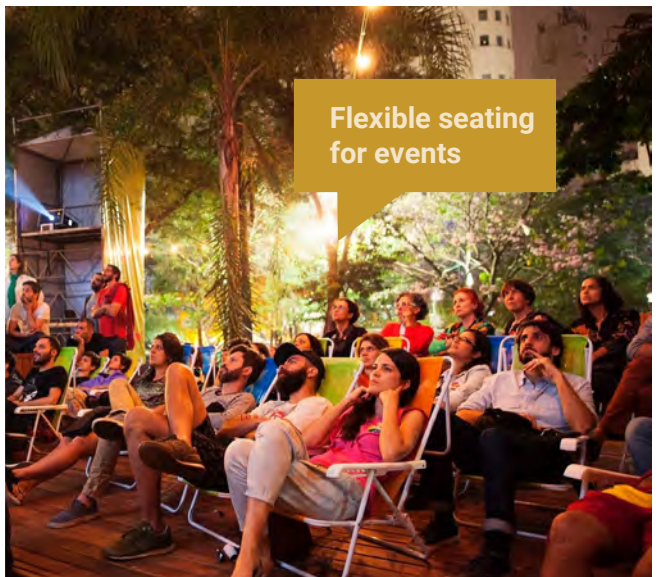
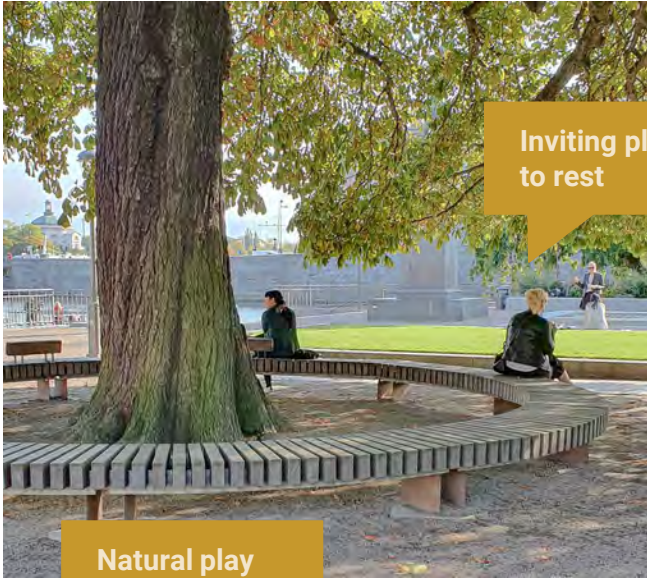


Play spaces for all ages



Comfortable microclimates







# 5

## Enhance the potential of the park to host weekly and special events

Along with the everyday experience, the Park also needs to accommodate a variety of weekly and special events.

The design concept focuses on a few key areas that are able to **flex between everyday activity and the special gatherings** that happen at Civic Center, from outdoor music performances to craft fairs.

There is also an opportunity to **rethink the relationship between the farmer's market and the Park**, and create a more integrated experience between the two.

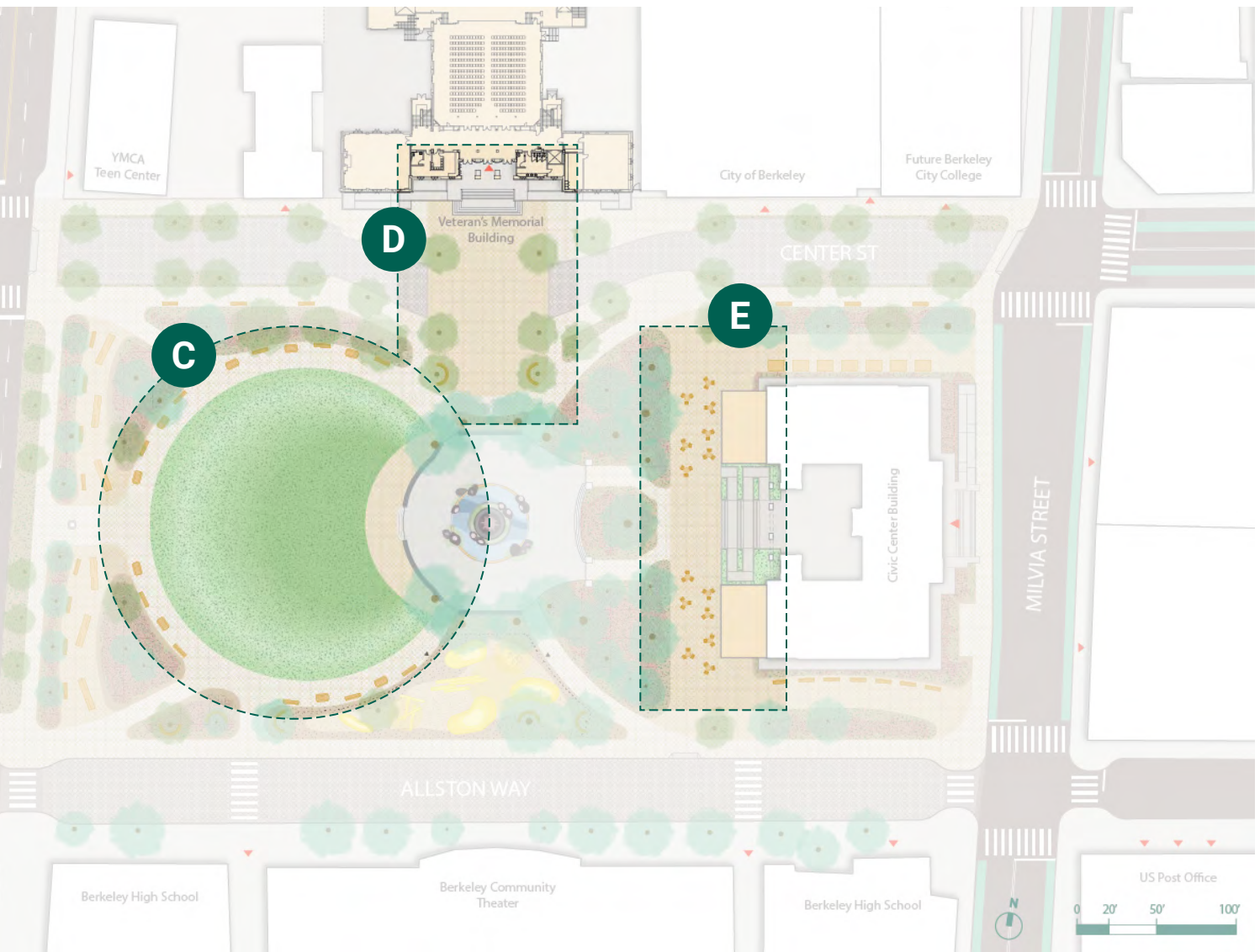


Central green for events and performances



MFA Concerts in the Courtyard, Boston





Site Plan with improvements for special events

Flexible space for markets and fairs

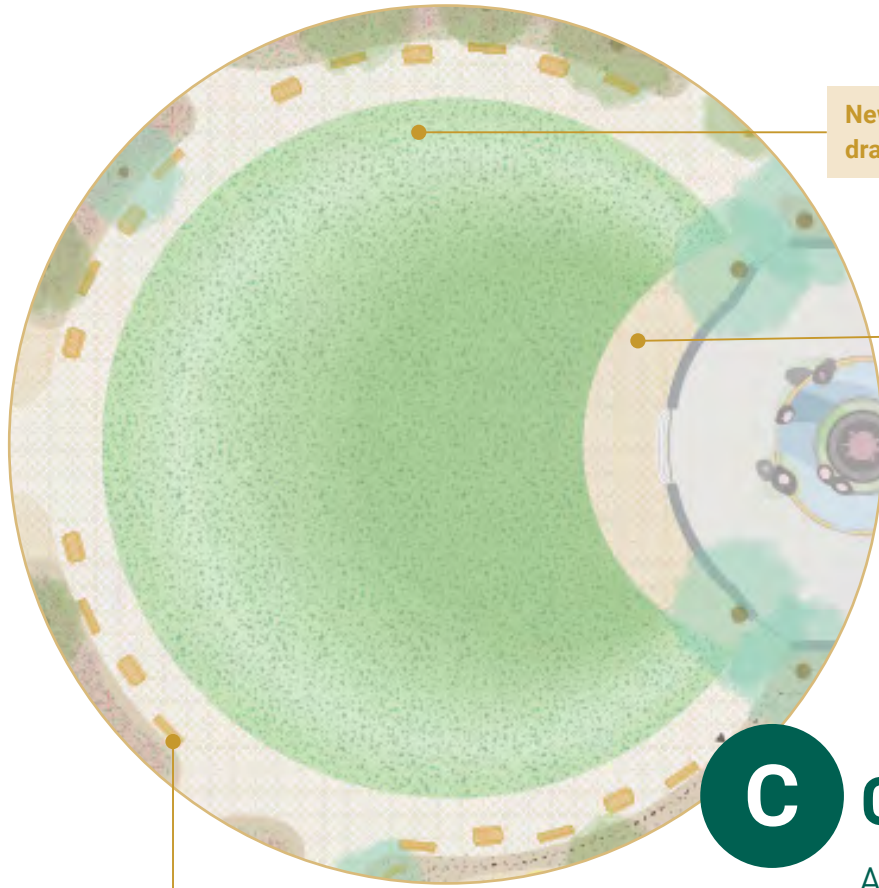


La Placita, Mission, San Francisco

Seating for everyday social gatherings



Grand Park, Los Angeles



Newly graded lawn to improve drainage and seating configuration

Performance area with carefully designed sound & light infrastructure to minimize impact on neighborhood

New seating and space for pop-up activation around perimeter paths

## C Central Lawn

A flexible, open green space for daily recreation and public gatherings.



Expansive green for everyday and special events

Queens Park, Toronto



Seating along path edges

Brunnsparken, Gothenburg



Space for markets and commerce



Bell Street Park, Seattle

Performance areas

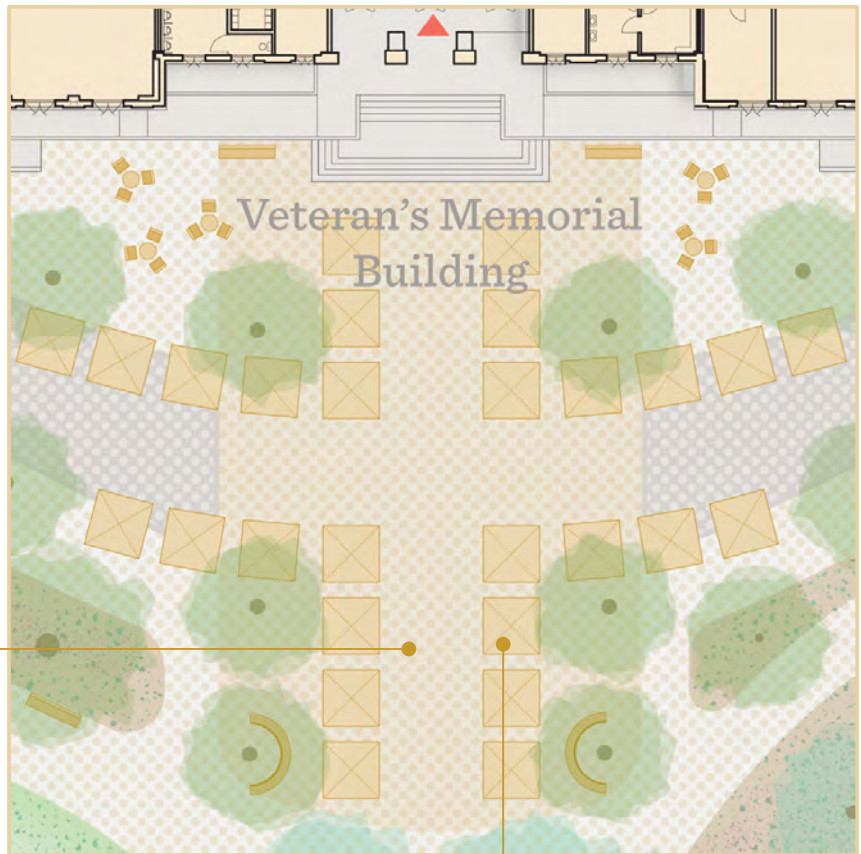


The Porch at 30th, Philadelphia

## D Arts and Market Plaza

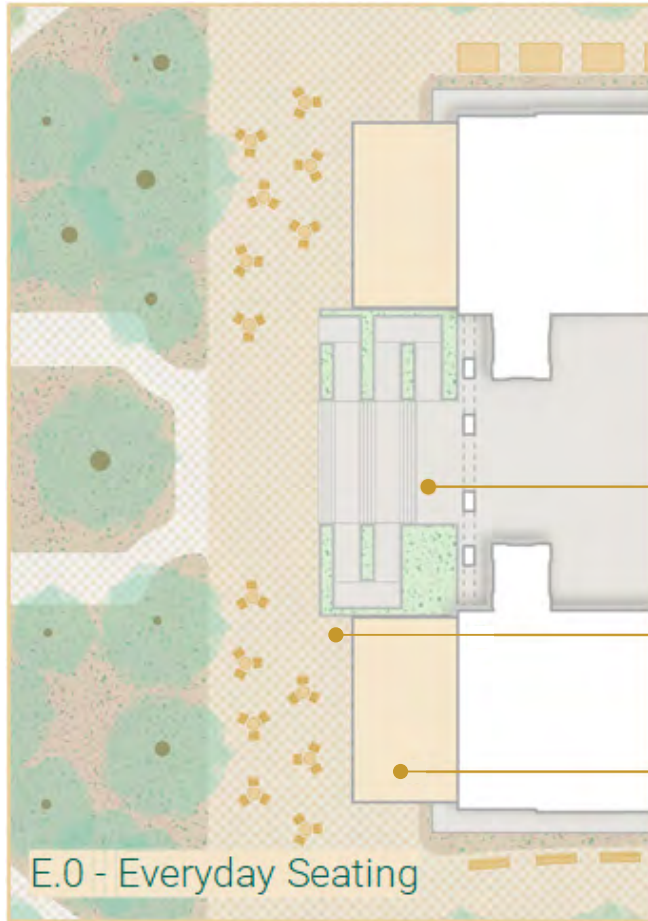
A dignified accessible entrance to the Veterans Memorial Building that integrates Center Street and the park.

Permeable paving surface



Space to allow the farmer's market to expand into the park





## Flex Zone

Replace existing parking lot with a space for food, beverage, and outdoor seating that can flexibly accommodate events, performances, deliveries, and support functions for the park.

New open back stair and entrance to 2180 Milvia

Permeable, drivable paving treatment to accommodate a variety of uses

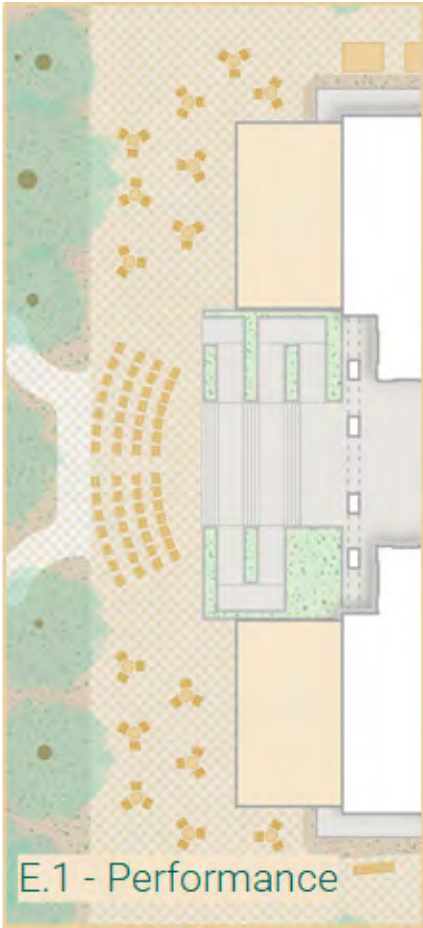
New food and beverage kiosks at rear of building



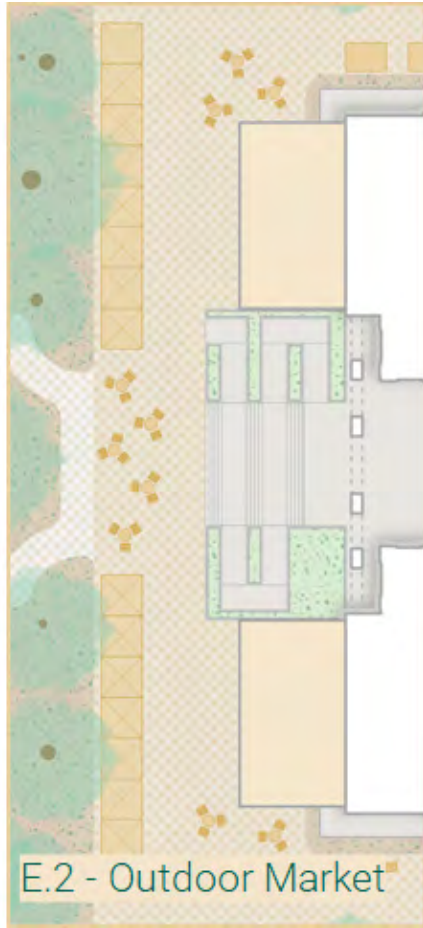
Lower Sproul Plaza, Berkeley



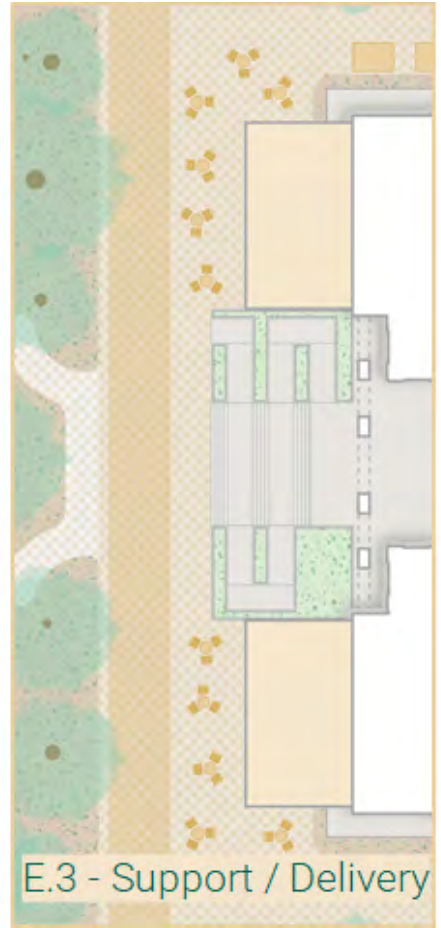
Monash University, Melbourne



E.1 - Performance



E.2 - Outdoor Market



E.3 - Support / Delivery



Lincoln Center, New York



Flower Market, Barcelona



# 6

## Study feasibility and tradeoffs of daylighting Strawberry Creek

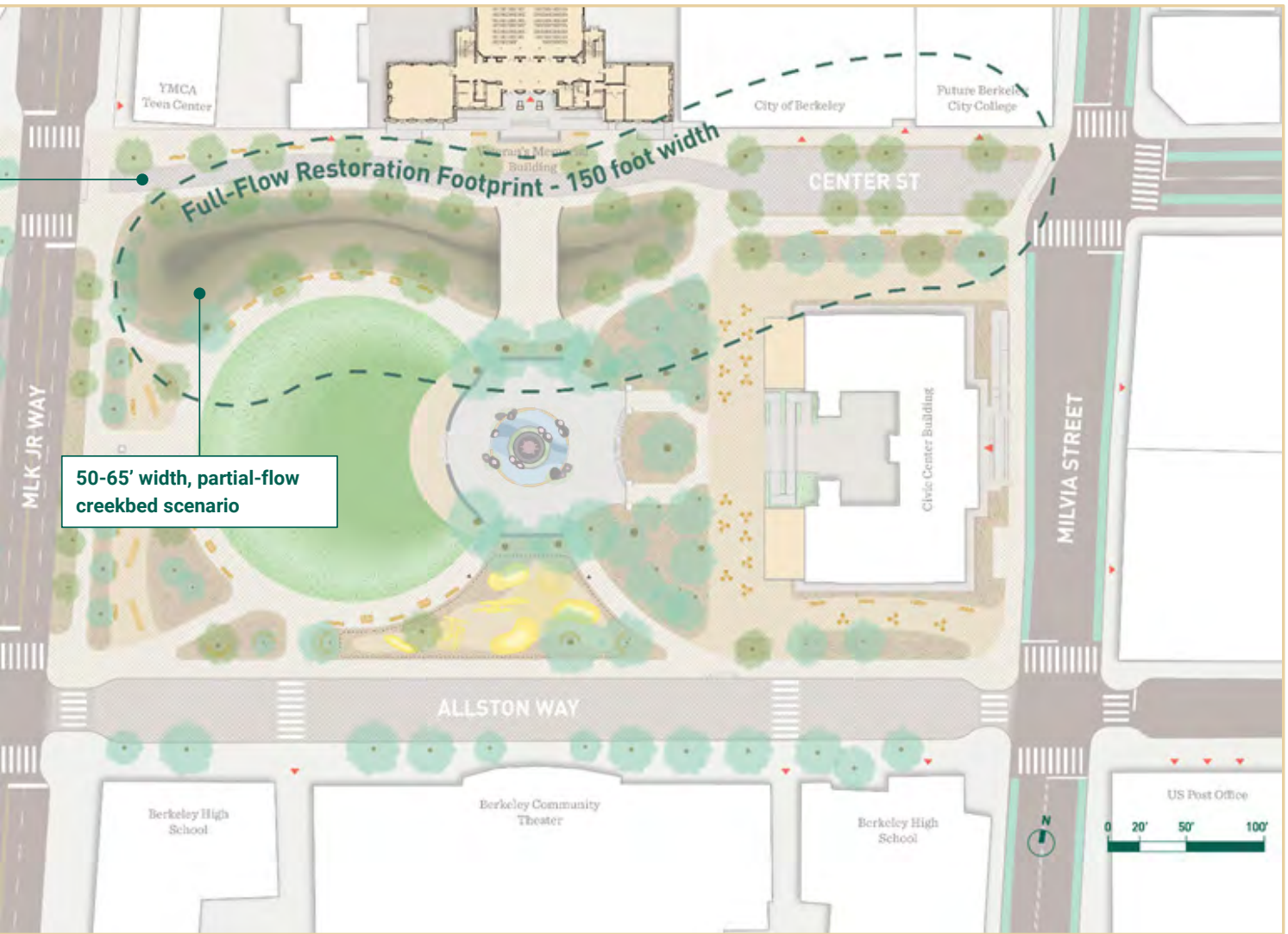
While public engagement revealed a consistent desire to daylight Strawberry Creek, it also brought up concerns of feasibility, cost, maintenance, and spatial constraints.

This alternate design concept illustrates **a partial-flow daylighting scenario** that minimizes disruption to the overall park layout and key monuments, while reducing Center St to a minimum-required driving lane for emergency and service access. Deliveries and drop-off to the Veterans Memorial Building would be impacted, and need further study. The size of the Arts & Market Plaza has been reduced to a bridge spanning the daylit creek, and the farmer's market would need to be relocated to another site. Extending the daylit creek into the block west of Martin Luther King Jr Way was also mentioned by some in the community, and needs further study.



Strawberry Creek, Berkeley





Site Plan with partial flow daylit Strawberry Creek



Rockridge-Temescal Greenbelt, Oakland



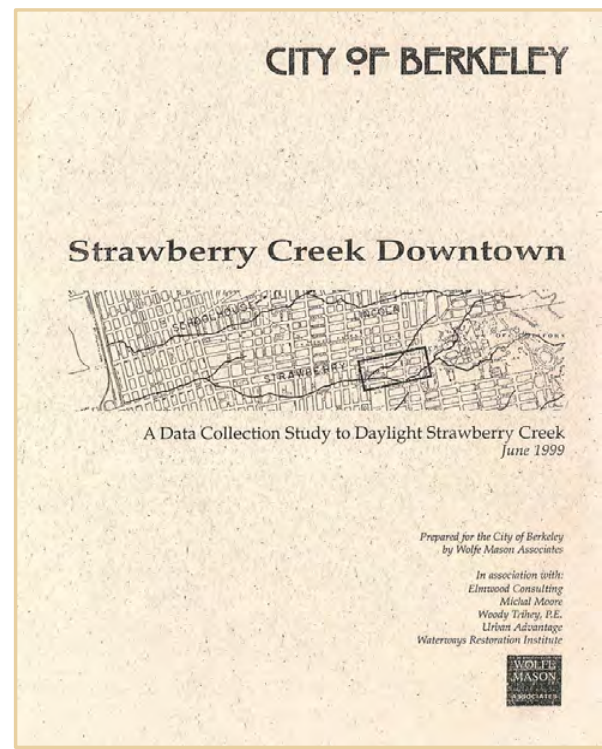
Los Angeles State Historic Park, LA

# Daylighting Considerations

A 1999 Creek Study prepared by Wolf Mason included investigation of various daylighting scenarios for Strawberry Creek in Downtown Berkeley, including a partial flow scenario at MLK Jr Civic Center Park. Key takeaways from the report and its implications on the Park are:

- ➔ The existing culvert is estimated to be roughly 18' under the surface of the park, sloping down to the west. Because of this depth, a full restoration of a natural creek bed would require over 150' of width, which is considered infeasible.
- ➔ Partial-flow scenarios require retaining the existing culvert and introducing a flow control structure somewhere downstream of the BART line, most likely near the northeast corner of Civic Center Park.

Further study will be required to ultimately determine feasibility for daylighting the creek, including studies of the creek hydrology, traffic impacts, emergency access and public use.



Wolfe Mason Report Cover, 1999

Further community outreach is needed to stakeholders such as the Ecology Center, festival operators, Berkeley High School, Berkeley City College, Civic Arts groups, the YMCA Teen Center, and other nearby property owners.

Once a specific project is identified, additional studies will be needed to determine impact and comply with the CEQA process. A strategy for long-term maintenance and management will need to be proposed.

While this process continues, some park upgrades may be completed outside of the area of impact of the creek.





**A flow control structure would be required in this area for a partial-flow daylighting scenario.**

**The existing culvert passes through the BART alignment along Shattuck Avenue through a roughly 8' diameter culvert.**

**Existing Strawberry Creek culvert location in Downtown Berkeley**  
*(based on Wolfe Mason Study From 1999)*





# 5.3 Maudelle Shirek Building

### 5.3

# Maudelle Shirek Building- Seat of Berkeley's Democracy

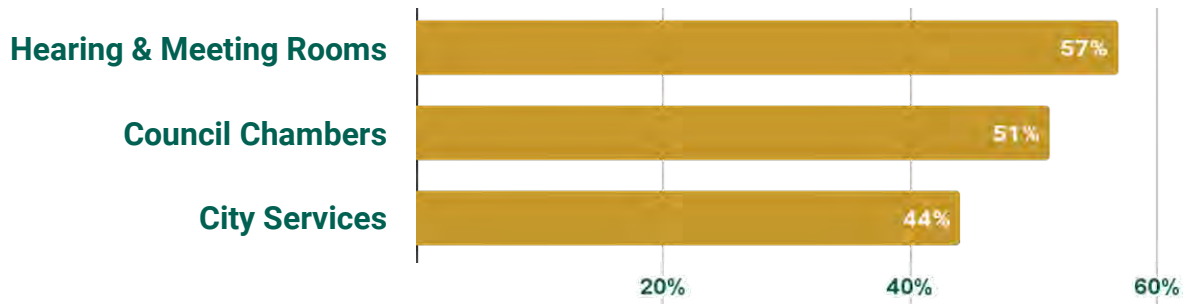
As the historic seat of government in Berkeley, this project proposes returning city functions back to the Maudelle Shirek Building. Input from public engagement scored Hearing & Meeting Rooms, Council Chambers, and public-facing city services as priority uses for the building.

Returning these functions to the heart of Berkeley's Civic Center will bring citizens to the area throughout the day and into the evening to attend meetings, hearings, and gatherings.

In order to return the highest and best use to this site, the Maudelle Shirek Building required additions, modern amenities, seismic upgrades, and other repairs.

**"Active use of meeting rooms for organizing events and activism, attending City Council meetings and public meetings."**

**"Its use should honor the memory of Maudelle Shirek with progressive social action, women's leadership, and racial justice."**







*View to Maudelle Shirek Building from roof of Veterans Memorial Building*



# Additions & Improvements

## Main Entry

The main entry to the Maudelle Shirek Building is up an inaccessible flight of stairs. This plan proposes an improved plaza and universally accessible ramps leading up to the main entry on the first floor. The ramps curve from the two crossings at Martin Luther King Jr Way towards the central entry terrace, creating a gracious way for all to access the building through the same main entry.



*Conceptual Ramp Approach*

## Rear Addition

The design concept includes an addition at the rear of the building, creating space for a modern and appropriately sized multi-purpose gathering room that can serve the community as a space for large public events and City Council meetings.



*Existing Rear Addition*

The addition replaces the ahistorical rear additions, and is sited on the southern portion of the Public Service Building's controlled parking lot.

A study of the police and fire departments parking capacity and needs is required to confirm that they can be met on this site or nearby.





*Addition at the Exploratorium, San Francisco*



*St. Johns Library, Winnipeg, Canada*



*East Bay Performing Arts Center, Richmond*



**Site Plan - Proposed Addition Location**



## Seismic Improvements: Damage Control + to Immediate Occupancy

**Approach:** The City's Public Works Department recommends a seismic upgrade for the Maudelle Shirek Building to the level of Damage Control Plus (DC+) at the historic structure and the new addition be built to the Immediate Occupancy [IO] level.

At the DC+ level of seismic retrofit, the Maudelle Shirek Building would be occupiable weeks to months after a major seismic event. The addition, built at the IO level, could be re-opened days after a major seismic event.

**Discussion:** This combined DC+/IO structure will provide flexibility for City and public use of this asset now and in the future. After a major seismic event, the combined structure is likely to experience minimal damage. The IO addition should be designed to operate independently of the historic portion, so it can reopen quickly after inspections and minor repairs. The historic structure may need to remain closed pending further repairs, depending on the results of the inspection. With this level of improvement, the building can function

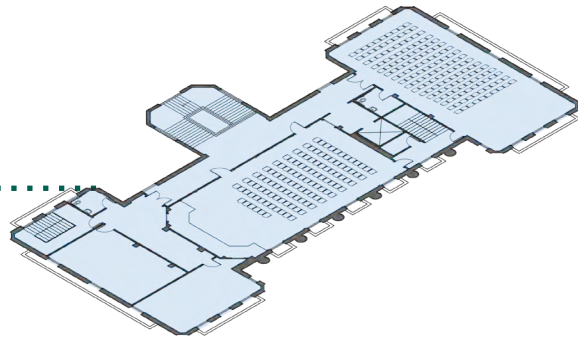
as an operations and service center in the event of natural disasters or other emergencies.

As part of the 2020 Vision Plan, the City investigated an IO solution that featured base isolators either at or below the ground level of the Maudelle Shirek Building. This approach represents a significant cost and potential impacts on usable space.

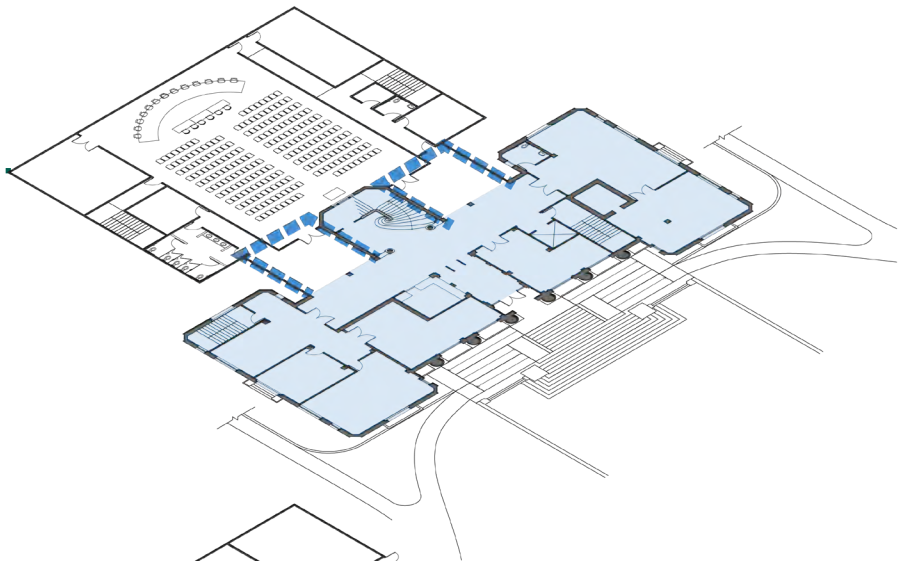
Tipping Structural Engineers developed a concept for achieving DC+ to near IO levels by addressing structural deficiencies related to lateral and shear strength through additions. This scheme would also involve strengthening individual beams and columns in shear, likely using fiber reinforced polymer sheets. Their study is documented in a report on the Civic Center buildings submitted to Council in August 2021.

Further refinement of this approach to minimize impact on historic finishes while optimizing performance and cost considerations will be required as part of the development of a specific design for the historic building and addition.

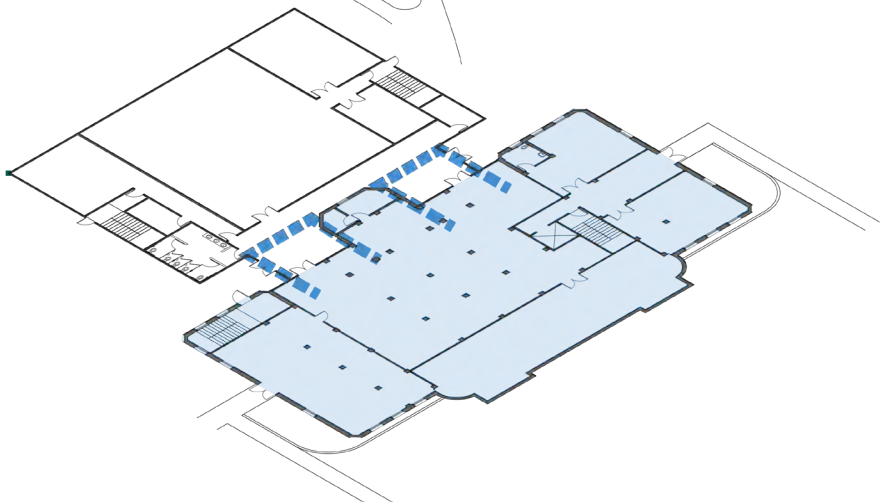
SECOND FLOOR (6,500 SF)



FIRST FLOOR (14,400 SF)



GROUND FLOOR (16,350 SF)



### Seismic Improvement Locations

## Other Improvements

Beyond the additions, a specific design will need to address other required improvements. These include addressing the mechanical, electrical, lighting and plumbing systems to bring them into compliance with current building code and City policy. The City of Berkeley is committed to converting buildings to be all-electric, including this historic structure. Relatedly, energy production through solar panels on the roof of the addition should be explored. A building assessment report was completed in 2021 by Allana Buick and Bers to identify needed improvements and repairs to the building envelope (enclosure), and their recommendations should be integrated into a future project. All of this work taken together results in a more sustainable and resilient building.

Along with the improved entrance, accessibility upgrades will be required throughout including: adjusting door widths and locations, clearing accessible

pathways, installing a modern elevator core, and modifying elements to meet accessible reach requirements.

Egress from the building does not comply with modern fire codes. Proper exit separations and paths will need to be added, as will additional stair cores and exits from the building for the increased occupancy.

An existing attic space could be upgraded to serve as storage space with improvements to the vertical circulation. This will require further study in a specific design phase.

All of these changes will need to be addressed while respecting the historic nature of the building, and meeting Secretary of the Interior standards for historic preservation. As a part of that effort, the beautiful historic finishes will need repairs and restoration, and non-historic elements will be replaced with modern, healthy and resilient materials.



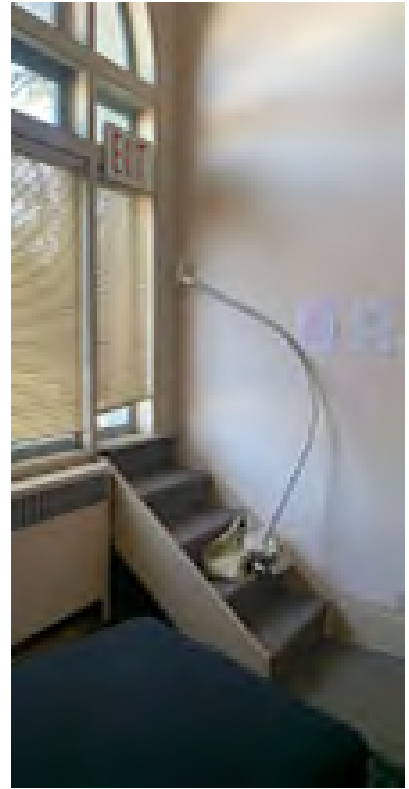
Accessibility



Finishes



Egress/Safety



System Upgrades



Building Performance



"...upgrade to LEED standards, include solar panels...advanced MERV/HVAC...light filled with natural materials."

"...it was a pain to get to and move between rooms and floors"

"...accessibility through the front door is important."

# Space Use

## Meeting & Hearing Rooms

Between Council, Commissions and Boards, the City hosts over 350 public meetings every year. Currently City Council meetings are held at the BUSD board room on Addison Street, and most other meetings are held in various locations around Berkeley. Providing new meeting spaces in Civic Center will create a central building in the City of Berkeley that is a symbol of citizen involvement in governance.

Creation of a multi-purpose hearing room or meeting space similar in size to that of BUSD's Board Room will require an addition to the Maudelle Shirek Building, best located on the west side or behind the building.

As a two-story structure, this new addition could house the large multi-purpose hearing room with flexible seating for over 200, plus an expanded public lobby on the first floor. This level could also contain multiple support spaces for the hearing room - closed session meeting rooms, AV support, restrooms, storage, and more. Near the entry, two small meeting rooms can be used by City staff, commissions, and the public.

The historic meeting room on the second floor could be refurbished for smaller meetings of around 70 people. A proposed second small hearing room on the north wing could hold over 100 occupants and the south wing could be divided into two additional meeting rooms.



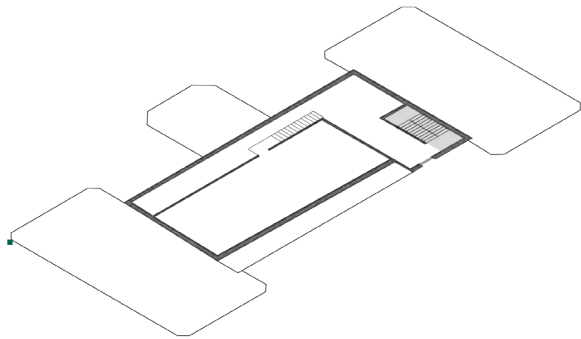
*Uppsala Town Hall, Sweden*

**51%**  
of respondents  
support returning  
Council  
Chambers



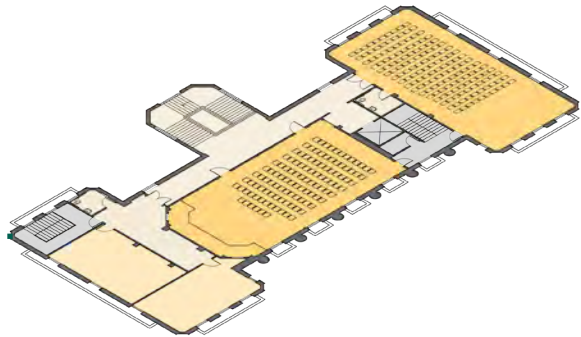
*Historic Hearing Room, Maudelle Shirek Building*

**ATTIC (2,500 SF)**



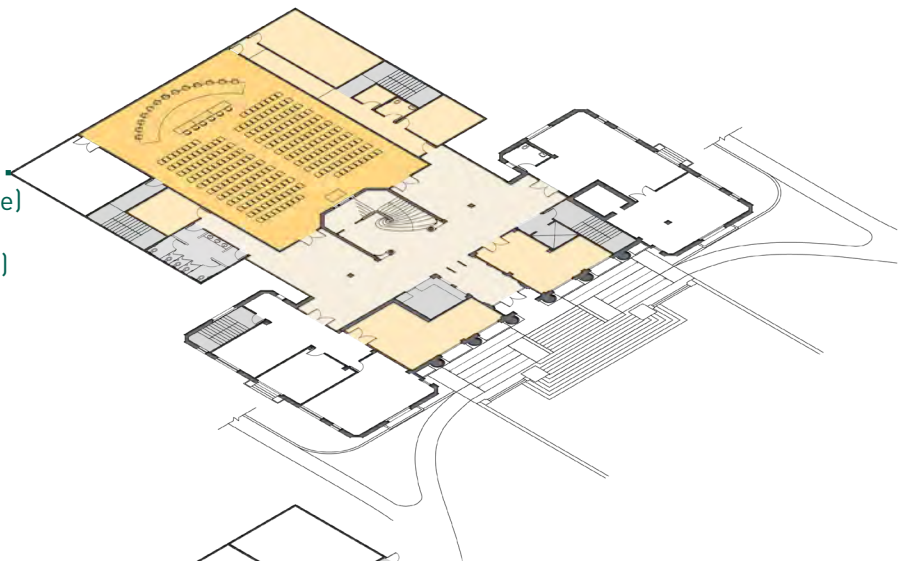
**SECOND FLOOR (6,500 SF)**

- Small Hearing Rooms (70-120 people)
- Large Meeting Rooms (20-30 people)



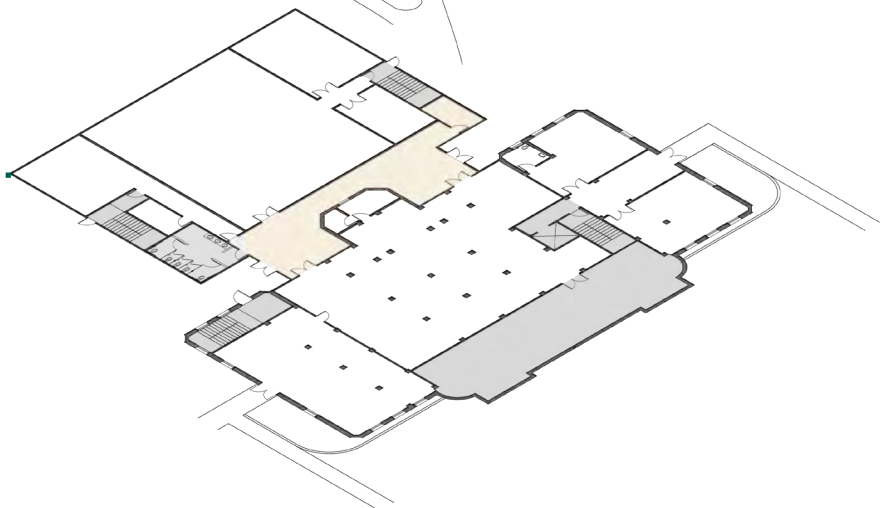
**FIRST FLOOR (14,400 SF)**

- Large Hearing Room (200-300 people)
- Council Support Spaces
- Small Meeting Rooms (10-20 people)



**GROUND FLOOR (16,350 SF)**

- Mechanical
- Vertical Circulation
- Restrooms





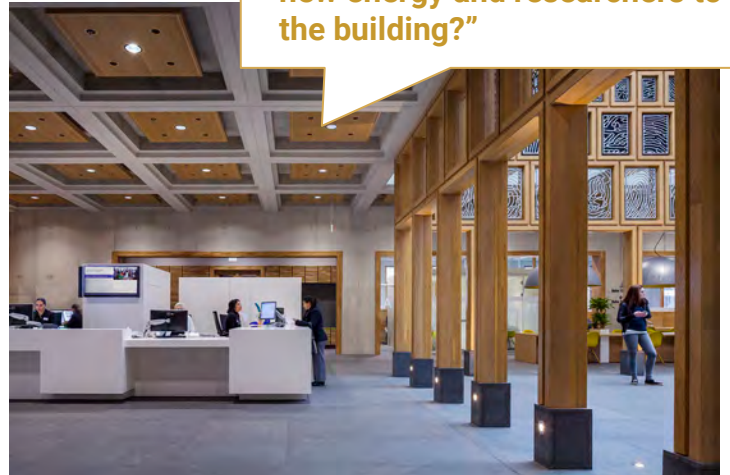
## Flexible Office/Meeting Space

The north and south wings on the first (or main) floor of the historic Maudelle Shirek Building offer high-ceiling spaces. During the engagement process the public expressed support for uses such as public-facing city services, offices, and other interactive city functions in this building as a way to bring foot-traffic to the building throughout the day. These first floor wing spaces are optimal for these types of uses.

A detailed spatial programming effort during a specific design phase is necessary to determine the appropriate uses, some ideas for consideration include:

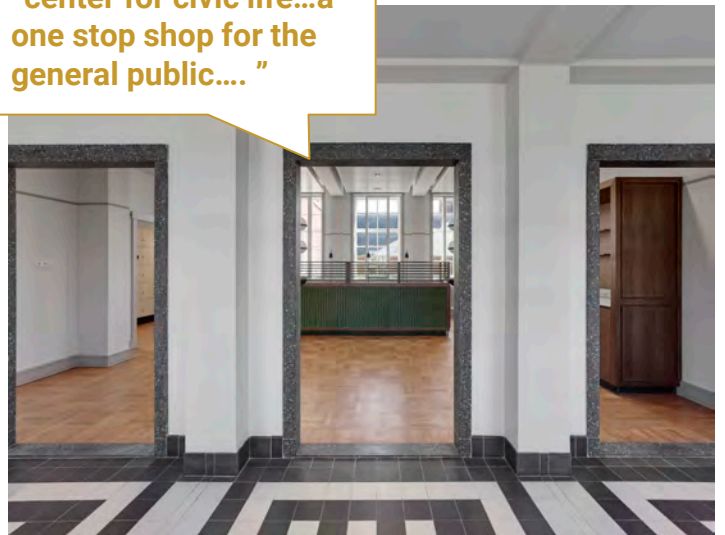
- City Customer Service Counter - interface with City staff and get help with City processes
- Building administration offices - support spaces for running the daily operations of the meeting spaces and public services in the building.
- Public Policy Institute - partnership with local educational institutions to support the development of future decision makers

**"I'd like to see see more active uses...perhaps some sort of partnership with UC to bring new energy and researchers to the building?"**



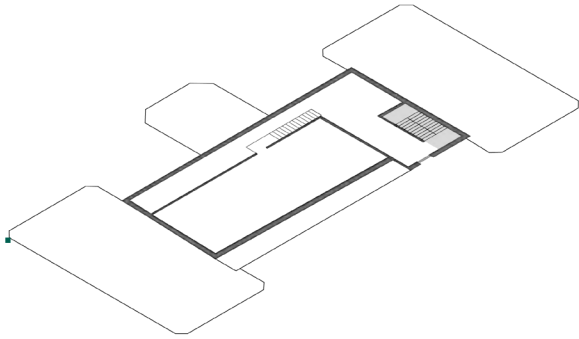
*Public Lobby at Deventer City Hall, Netherlands*

**"center for civic life...a one stop shop for the general public...."**

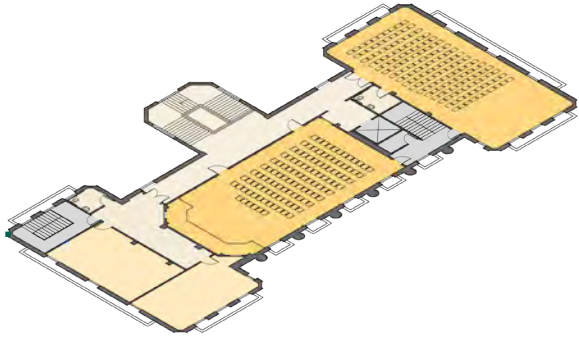


*Leiden City Hall Lobby, Netherlands*

**ATTIC (2,500 SF)**

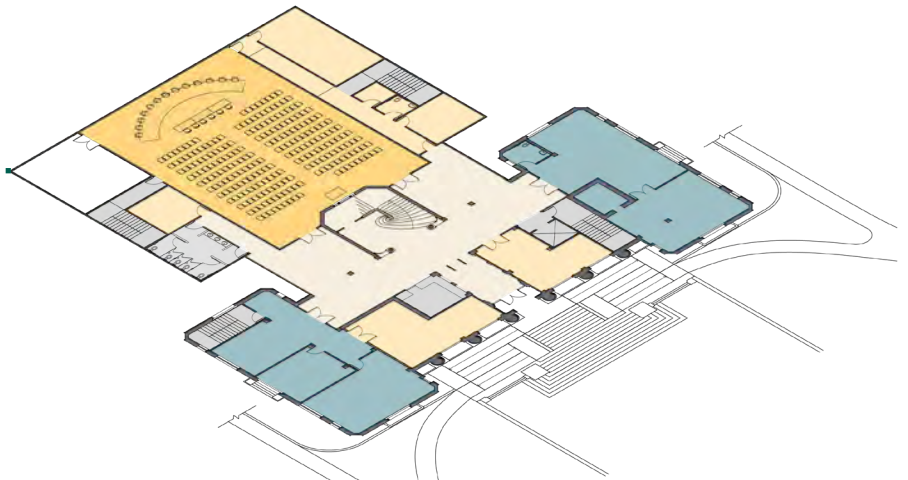


**SECOND FLOOR (6,500 SF)**

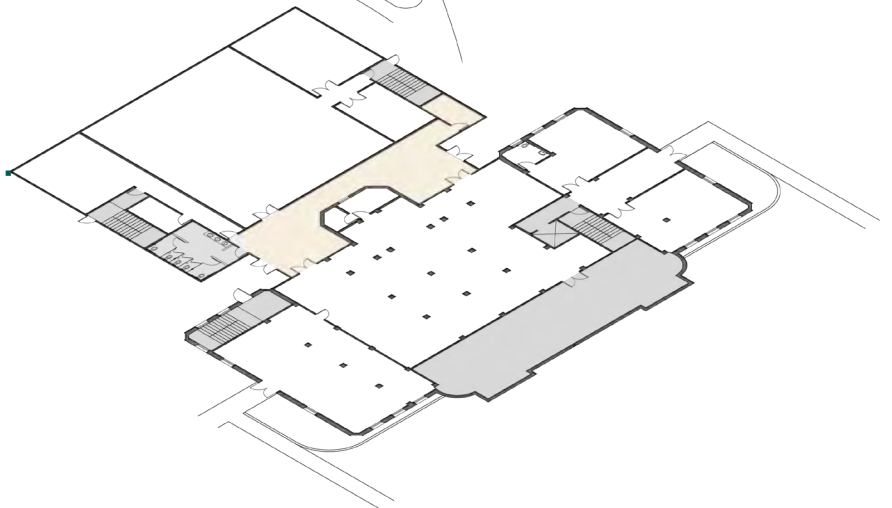


**FIRST FLOOR (14,400 SF)**

- Reception/Counter Areas
- Offices
- Conference/Meeting Rooms
- Support Spaces



**GROUND FLOOR (16,350 SF)**



## Berkeley Historical Society & Museum

The Historical Society envisions a museum that “engages visitors of all ages in learning what has made Berkeley ‘Berkeley,’ and showcases the City as a place where ideas emerge that influence the rest of the country and the world.”

Providing a source of information and inspiration for the current participants in the City’s government is a strong use of the space that aligns with the vision of the Civic Center as the heart of civic life in Berkeley. The public halls and lobbies of the Maudelle Shirek Building could host rotating exhibits that can be explored either as a visitor or while waiting to attend a public meeting or for a turn at the customer service desk.

On the ground floor, a permanent exhibit, research room, offices, and exhibit preparation room are proposed. Archival storage could be located either off-site, in an improved attic, or on the ground floor of the building, depending on other space needs.

Controlling access between the exhibits and more secure spaces of the building could present a conflict, and would need to be carefully managed. Sources for funding a museum expansion should be further studied.

**70%**  
of respondents  
support Berkeley  
Historical Society  
& Museum at  
MSB

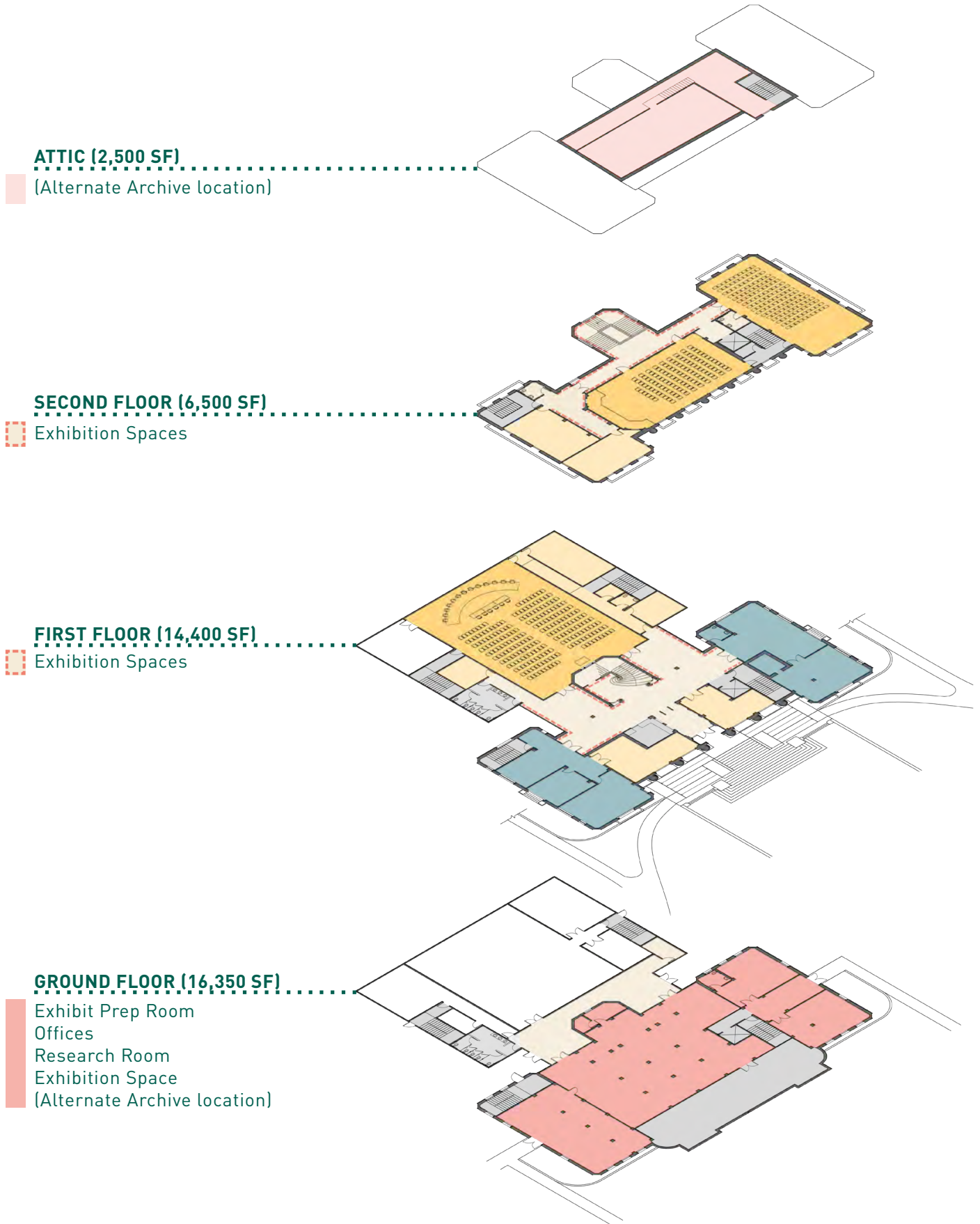


*African American Museum & Library, Oakland CA*



*Square Headquarters, San Francisco CA*





## Berkeley Community Media

BCM serves multiple functions related to the city government. They broadcast city meetings, including Council, ZAB and Rent Stabilization meetings; they work with governmental non-profits and politicians; and they offer support in developing Public Service Announcements. Their internship program teaches students media literacy and production technology.

BCM's space needs are substantial, and many of them are single-use. They currently operate mostly through funding from the City and grants. Their mission and function are well aligned with returning public meeting spaces to the building, and with the larger vision of the Civic Center.

BCM's space needs include a broadcast studio which can double as a press conference room which is a complementary use to Council Chambers with similar controlled access requirements. BCM also needs smaller studio spaces, editing suites, offices, lounge and kitchenette.

44%  
of respondents  
support  
Berkeley  
Community  
Media at MSB

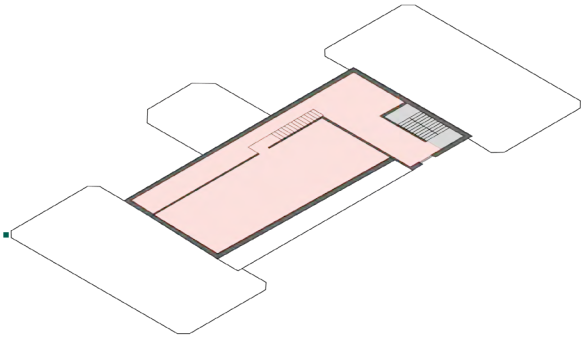


Marwen Classroom, Chicago IL

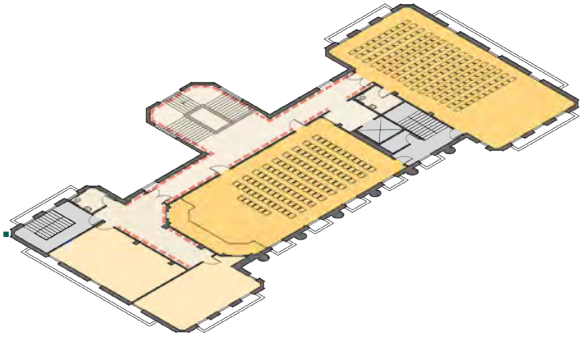


David Brower Center, Berkeley CA

**ATTIC (2,500 SF)**

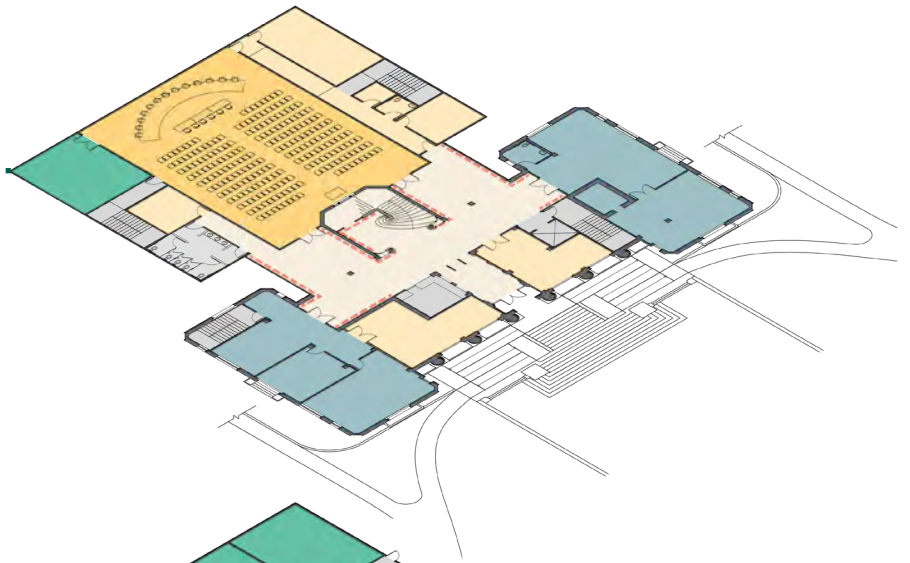


**SECOND FLOOR (6,500 SF)**



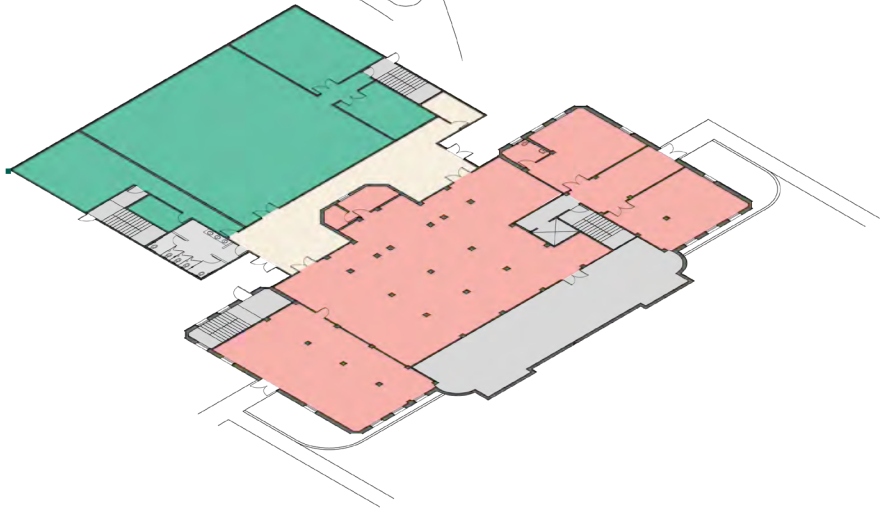
**FIRST FLOOR (14,400 SF)**

Broadcast Studio



**GROUND FLOOR (16,350 SF)**

Offices  
Editing Suite  
Small Studios  
Lounge/Kitchenette







# 5.4 Veterans Memorial Building

## 5.4

# Veterans Memorial Building- Community Arts Center

The public, Berkeley's arts community, Civic Arts Commission, and the Civic Arts Program broadly support the use of the Veterans Memorial Building as a Community Arts Center. To ensure that the building is a shared resource and platform for creative expression accessible to all, the Community Arts Center would be owned and operated by the City of Berkeley for the benefit of our community. Community need demonstrates that the Veterans Memorial Building could be active throughout the day, every day of the week, presenting and hosting all types of arts organizations and artists across all disciplines including music, theater, dance, visual arts, literary arts, and more.

New art functions may require additions, particularly related to the stage. Further study with arts organizations, Civic Arts staff, related commissions and the interested public is required to determine the detailed space needs and the best way to meet them. In a survey with local arts organizations who expressed interest

in using the building, many expressed interest in utilizing all the spaces that the VMB has to offer for public programming. These takeaways align with the perception of need in the general public survey responses.

### **Veterans Memorial Building is very desirable as an arts center:**

- Downtown, central location near arts district and transit is very appealing to arts groups.
- Multi-unit residential buildings are located nearby; VMB is accessible by walking.
- Historic structure with tall ceilings and natural light. Architectural features worth preserving.
- Unique flexible spaces and smaller performance spaces for 100–200 audience members.
- Adjacent to park, where outdoor performances could be located
- Relationship to nearby educational facilities – BHS and BCC.



**42%**  
of arts survey  
respondents  
support  
exhibition space

**45%**  
of public survey  
respondents  
prioritized arts  
exhibition



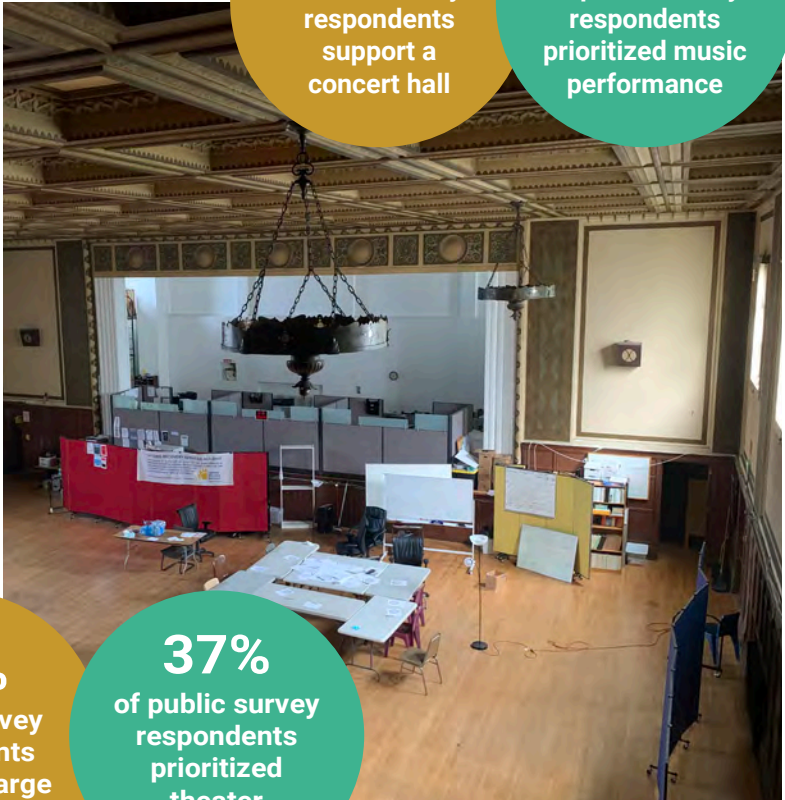
**49%**  
of arts survey  
respondents  
support a  
concert hall

**48%**  
of public survey  
respondents  
prioritized music  
performance



**47%**  
of arts survey  
respondents  
support a large  
auditorium

**37%**  
of public survey  
respondents  
prioritized  
theater  
performance



*Existing Conditions*

# Additions & Improvements

## Seismic Improvements: Building Performance Objective for New Buildings Plus

**Approach:** The City's Public Works Department recommends a seismic upgrade for the Veterans Memorial Building to the level of Building Performance Objective for New Buildings Plus (BPON+).

At this level of seismic retrofit, the building would be reoccupied several months to a year after a major seismic event.

**Discussion:** Improving the building to the level of BPON+ will provide a low risk of injury in a major seismic event. After such an event, there may be some localized structural damage that would require repairs prior to re-opening. This level of improvement is above code required minimums, providing additional protection to the historic asset.

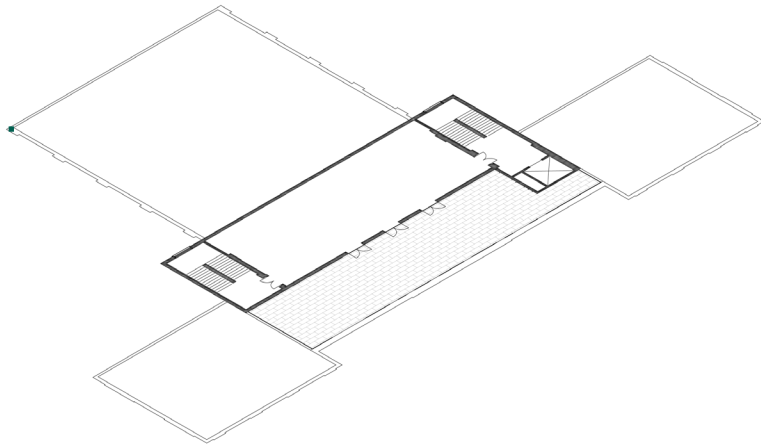
As part of the 2020 Vision Plan, the City investigated two approaches - Building Performance Objective for Existing Buildings (BPOE), and Immediate Occupancy (IO). The IO approach

represented significant cost, and the BPOE approach is a step lower than what is expected of new buildings designed to current code.

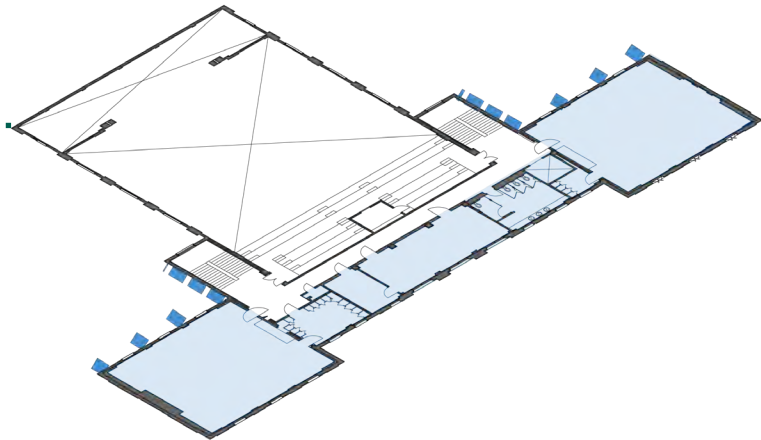
A second seismic report was submitted to City Council by Tipping Structural Engineers in August 2021, proposing a Building Performance Objective for New Building (BPON+) retrofit that addresses a lack of lateral strength and deficient strength at the roof-wall and floor-wall connections. This scheme strengthens the existing diaphragms, improves floor-to-wall and wall-to-roof connections, and reinforces select areas with shotcrete or carbon fiber.

During a specific design phase for the building, further study would be done to locate seismic improvements, including considering exterior fin buttresses at the rear, with the goal of minimizing the impact on historic finishes while optimizing performance and cost.

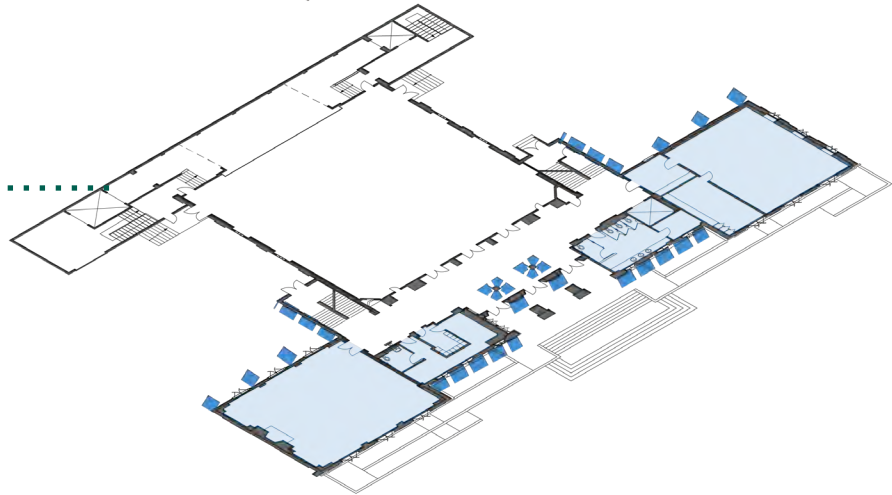
ROOFTOP (4,000 SF)



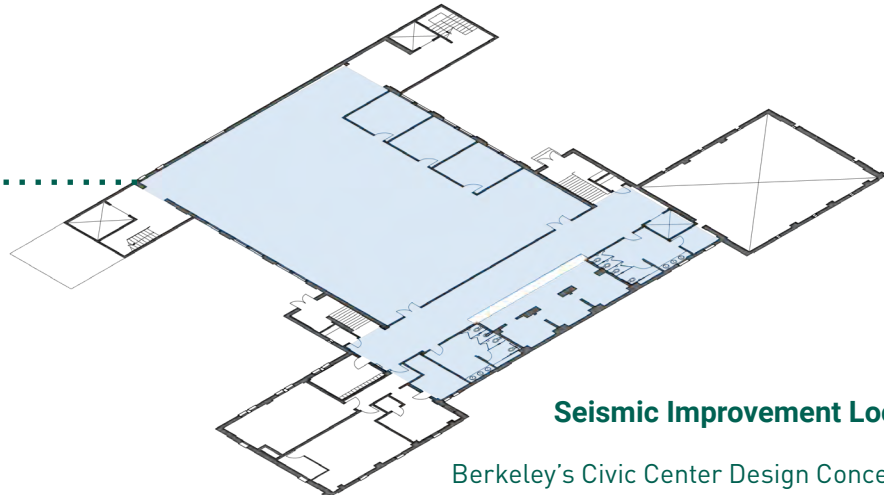
SECOND FLOOR (6,400 SF)



FIRST FLOOR (11,300 SF)



BASEMENT (10,300 SF)



**Seismic Improvement Locations**



## Additions

The results of arts organization engagement showed a real need for additional space on either side of the stage in the large auditorium. Proposed uses include a loading dock, additional backstage and greenroom spaces, a new vertical access core to the basement level, and storage for scenery. The design concept shows a possible configuration accommodating these uses. A specific design phase will need to refine the proposed additions, and confirm if any other spaces are needed, such as additional class or practice rooms.

## Other Improvements

A specific design will need to address other required improvements. These include new mechanical, electrical, lighting and plumbing systems to bring them into compliance with current building code and City policy. The City of Berkeley is committed to converting buildings to all-electric, including this historic structure. Relatedly, energy production through solar panels on the roof should be explored. A building assessment report was completed in 2021 by Allana Buick and Bers to identify needed improvements and repairs to the building envelope (enclosure), and their recommendations should be integrated into a future project. All of this work taken together will result in a more sustainable and resilient building.

Accessibility upgrades will be required throughout the building, including a new and more gracious accessible entry ramp sequence, a modern elevator core, and adjustment of doors and other elements to meet accessible clearance and reach requirements.

Egress from the building does not comply with modern fire codes, in particular from the basement level, and should be addressed during the specific design phase to provide proper exiting paths once space uses are confirmed. Additional exits from areas determined to have assembly uses will need to be provided, with access to the public right of way or an area of refuge.

All of these changes will need to be addressed while respecting the historic nature of the building, and meeting Secretary of the Interior standards for historic preservation. As a part of that effort, the historic finishes will need repairs and restoration, and non-historic elements will be replaced with modern, healthy and resilient materials.

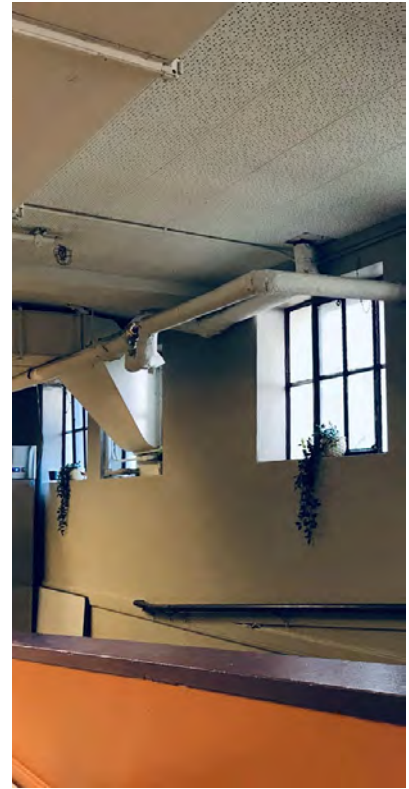
Accessibility



Finishes



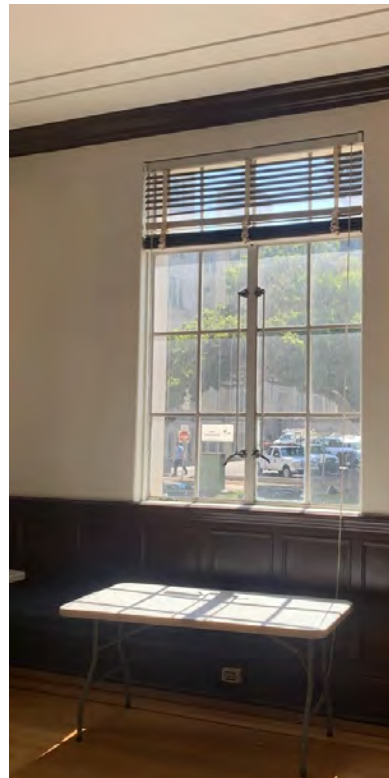
Egress/Safety



System Upgrades



Building Performance



"Please make sure gender-neutral bathrooms are included."

"it needs to appear more open, accessible, inviting and welcoming"

"...refurbish front doors and restrooms so visitors have a more pleasant experience."

# Space Use

## Program Spaces

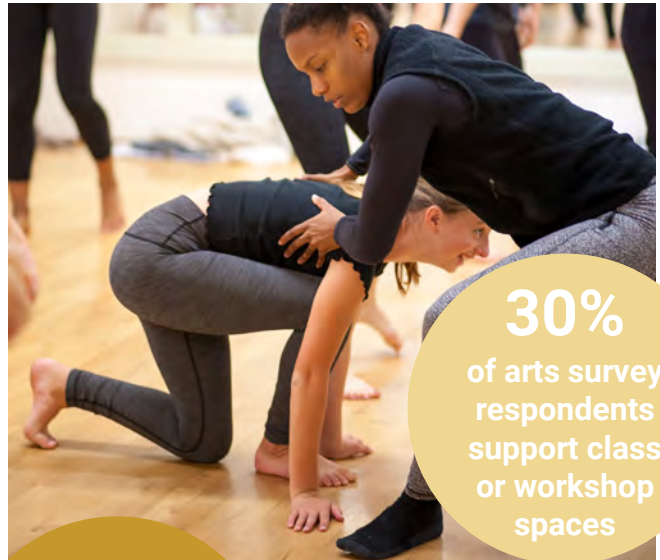
Arts Survey participants and the public all noted a need for multi-disciplinary spaces available to rent by the larger community.

During the focus group session, participants more specifically described a need for flexible, multi-use spaces that can support all types of performances, exhibitions, classes, screenings, studios, conferences, panel discussions, and readings.

The layout of the large auditorium should be carefully considered to maintain flexibility. Ideas discussed include lowering the stage, creating additions to the east and west for more backstage space, and deployable risers to allow for many performance configurations.

Some of the smaller lodge rooms on the first floor might have specific functions - a municipal gallery on the west side and a classroom that supports visual arts with storage and sinks on the east side. Others can remain flexible open spaces.

Discussions with the Veterans group during the Vision Phase showed that they were also interested in rentable spaces for classes or meetings of their own.



**30%**  
of arts survey respondents support class or workshop spaces

*Shawl-Anderson Dance Company*

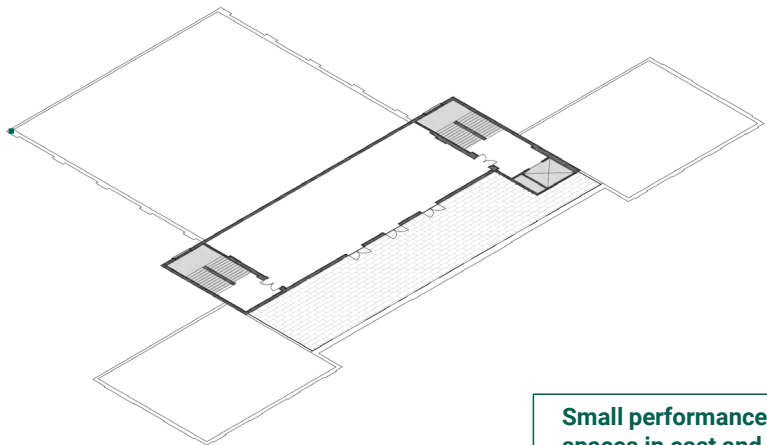


**44%**  
of arts survey respondents support rehearsal space

*View to stage at Veterans Memorial Building*

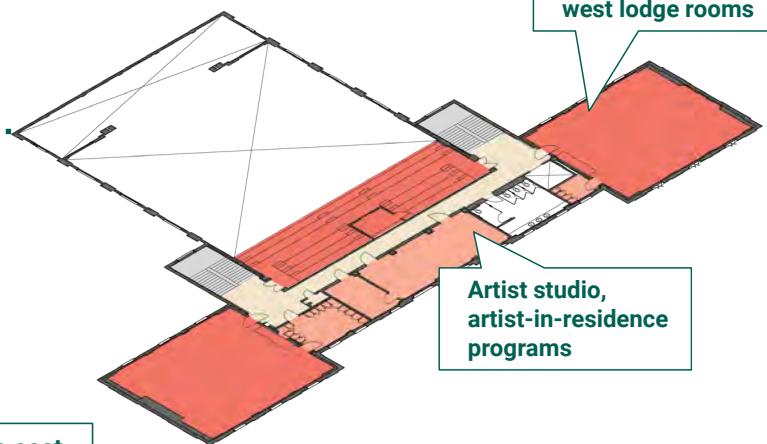


**ROOFTOP (4,000 SF)**



**SECOND FLOOR (6,400 SF)**

- Dressing Rooms
- Learning Lab/ Artist Workspace
- Small Performance/ Practice
- Balcony Seating



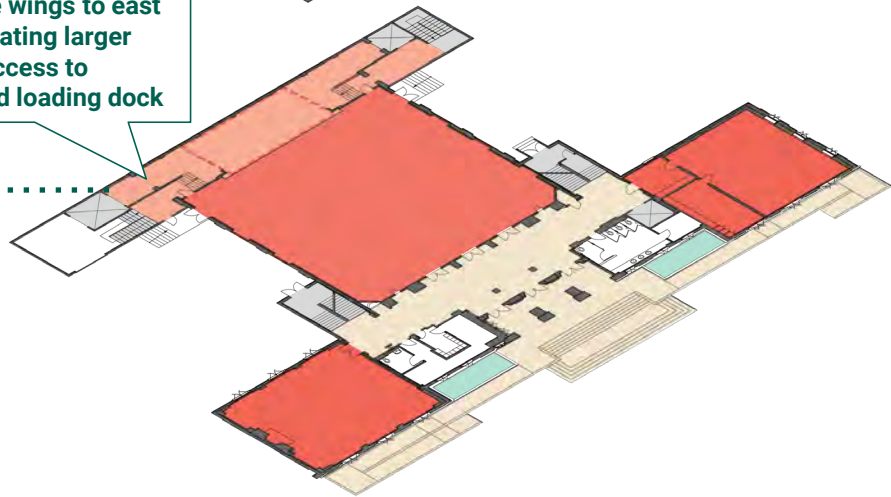
Small performance spaces in east and west lodge rooms

Artist studio, artist-in-residence programs

Expand stage wings to east and west, creating larger backstage, access to basement and loading dock

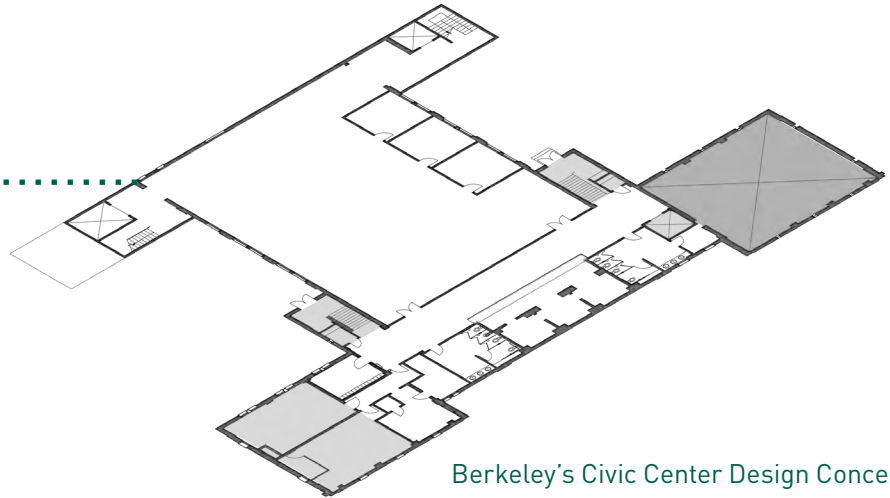
**FIRST FLOOR (11,300 SF)**

- Auditorium
- Gallery/ Visual Arts Rooms
- Stage/ Backstage



**BASEMENT (10,300 SF)**

- Mechanical/Crawl Space



## Support Spaces

Transforming the Veterans Memorial Building into a successful arts center will require significant and high-quality space dedicated to support functions.

One major support function mentioned by the participants in the focus group was the ability to host donor events in a large downtown space. During the 2020 Vision Plan, a rooftop event space was suggested, and is shown in this design concept, to be further studied during the specific design phase.

Spaces between the east and west wings on the first and second floor can accommodate offices, restrooms, storage, and other support spaces required for hosting classes, events, and performances in the venue.

The large open area on the basement level could be repurposed for any number of back-of-house functions including a stage shop and additional backstage and practice spaces for groups renting the large auditorium.

Back-of-house types of uses include:

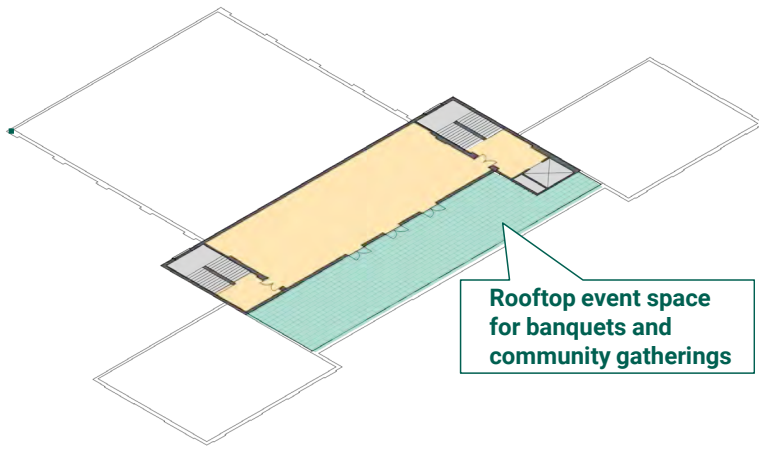
- Dressing/Changing rooms
- Offices
- Rehearsals
- Storage for productions and facility
- Storage for City's public art collection



*Studio Gang Island in the Sky, Chicago IL*

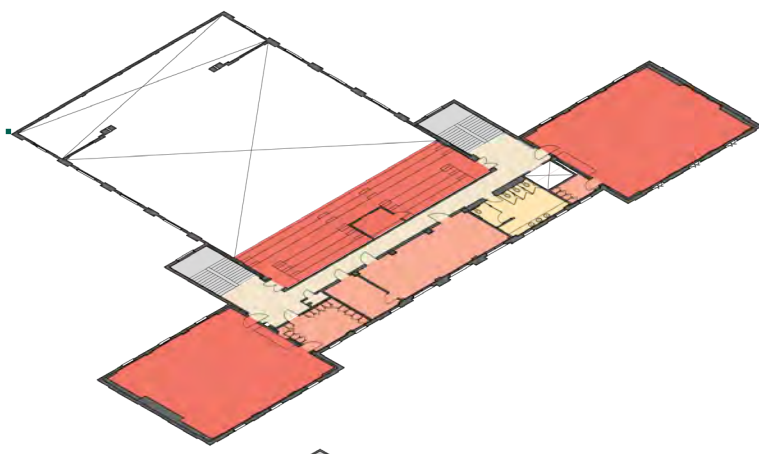
**ROOFTOP (4,000 SF)**

- Event Space
- Rooftop Terrace



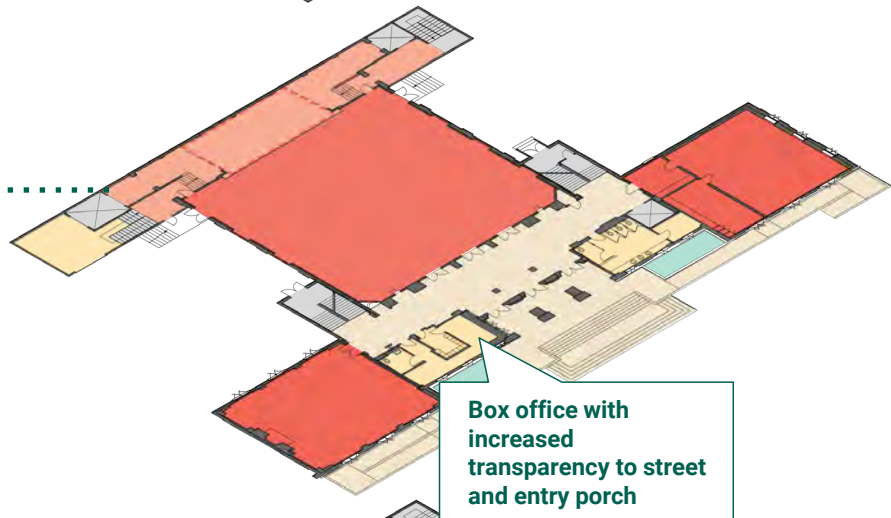
**SECOND FLOOR (6,400 SF)**

- Storage Space
- Restrooms



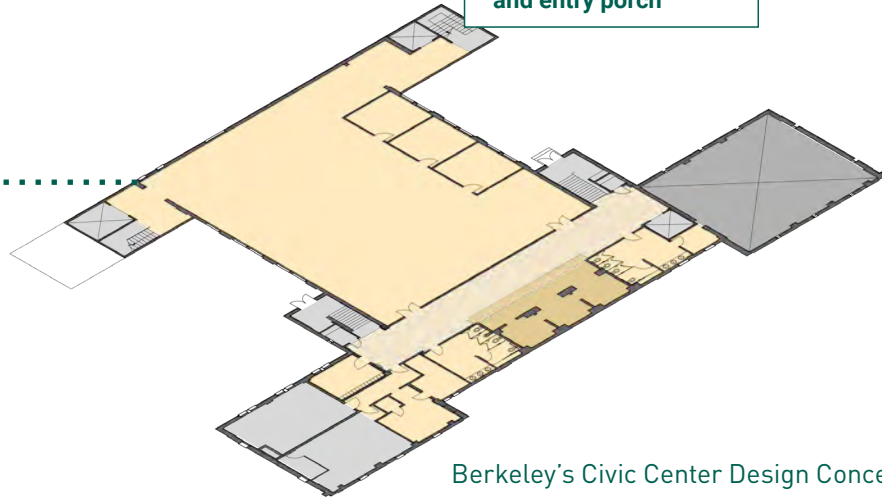
**FIRST FLOOR (11,300 SF)**

- Box Office/Administration
- Restrooms
- Loading Dock
- Main Lobby



**BASEMENT (10,300 SF)**

- Storage
- Dressing Rooms
- Stage/Scenery Shop
- Restrooms
- Lower Lobby
- Commercial Kitchen







# Cost Summary

## 6.1 Preliminary Cost Ranges

## Cost Summary - Preliminary Cost Ranges

## 6.1

# Preliminary Cost Ranges

## Construction Costs

Preliminary construction cost ranges provided in this report are based on the March 2023 Draft Berkeley Civic Center Design Concept Report, the 2021 Civic Center Buildings Study by Tipping Structural Engineers, and guidance from the City of Berkeley Public Works Department. See Appendix A for a full list of exclusions.

	Low (x \$1,000)	High (x \$1,000)
<b>Maudelle Shirek Building - 27,500 GSF Existing + 15,000 GSF Addition</b>	<b>\$ 51,200</b>	<b>\$ 62,600</b>
Seismic Retrofit - Damage Control+ to near Immediate Occupancy	\$ 13,400	\$ 16,400
Envelope & Systems (Electrification, Accessibility, upgrades, finishes)	\$ 15,500	\$ 18,900
Two-story addition on West side	\$ 19,000	\$ 23,200
PVs at new addition, panels & infrastructure	\$ 600	\$ 800
Site Improvement & Utilities	\$ 2,700	\$ 3,300
<b>Veterans Memorial Building - 28,000 GSF Existing + 5,950 GSF Addition</b>	<b>\$ 26,300</b>	<b>\$ 36,900</b>
Seismic Retrofit - Building Performance Objective for New Buildings	\$ 6,300	\$ 7,700
Envelope & Systems (Electrification, Accessibility, upgrades, finishes)	\$ 15,800	\$ 19,400
New Addition at Stage	\$ 2,900	\$ 3,500
Roof Terrace (in high range only)	(excluded)	\$ 4,600
PVs at new addition, panels & infrastructure	\$ 500	\$ 700
Site Improvement & Utilities	\$ 800	\$ 1,000
<b>Martin Luther King Jr. Civic Center Park &amp; Streets</b>	<b>\$ 16,470</b>	<b>\$ 20,130</b>
Paths/paving, planting/irrigation, new trees/tree protection, utilities	\$ 14,670	\$ 17,930
Site Improvements to 2180 Milvia entry, VMB entry, restrooms	\$ 1,800	\$ 2,200
<b>ESTIMATED CONSTRUCTION COSTS</b>	<b>\$ 93,970</b>	<b>\$119,630</b>
+ Construction Contingency (10%)	\$ 9,783	\$ 11,957
<b>TOTAL ESTIMATED CONSTRUCTION COSTS</b>	<b>\$103,753</b>	<b>\$131,587</b>



## Other City Costs

Leading up to and during construction, the City will incur costs related to technical studies, existing conditions, design, planning approvals, permitting and management, to name a few. These costs will be further refined in future efforts as more is defined about review process, design requirements and parameters, funding and financing, and timeline.

	Low (x \$1,000)	High (x \$1,000)
Other City Costs (estimated at 20% of construction costs)	\$ 21,523	\$ 26,305
<b>TOTAL ESTIMATED CONSTRUCTION COSTS + OTHER CITY COSTS</b>	<b>\$125,276</b>	<b>\$157,892</b>

## Operations & Maintenance Costs

Utilizing the 2023 annual Operations & Maintenance budget from the 1947 Center Street building, a \$/SF annual cost was determined for O&M at the common and occupied spaces in city-owned buildings. That was applied to the areas of the Maudelle Shirek and Veterans Memorial Building to arrive at the following annual Operations & Maintenance budgets:

<b>Maudelle Shirek Building</b>	<b>\$1,234,389</b>
Occupied Space -	\$1,167,936
Common Space -	\$ 66,453
<b>Veterans Memorial Building</b>	<b>\$1,069,860</b>
Occupied Space -	\$1,012,900
Common Space -	\$ 56,690



# Implementation

**7.1 Organizational Management Structure**

**7.2 Funding Strategies**

**7.3 Recommended Next Steps**



## 7.1

# Organization Management Structures

## Maudelle Shirek Building - The Seat of Berkeley's Democracy

With the primary uses being city and public meeting rooms, control of the Maudelle Shirek Building should remain with the City. This will ensure that the meeting spaces are available to all citizens of Berkeley, aligning with the Vision Statement's ideal of *a place of shared resources and platform for free expression for all*.

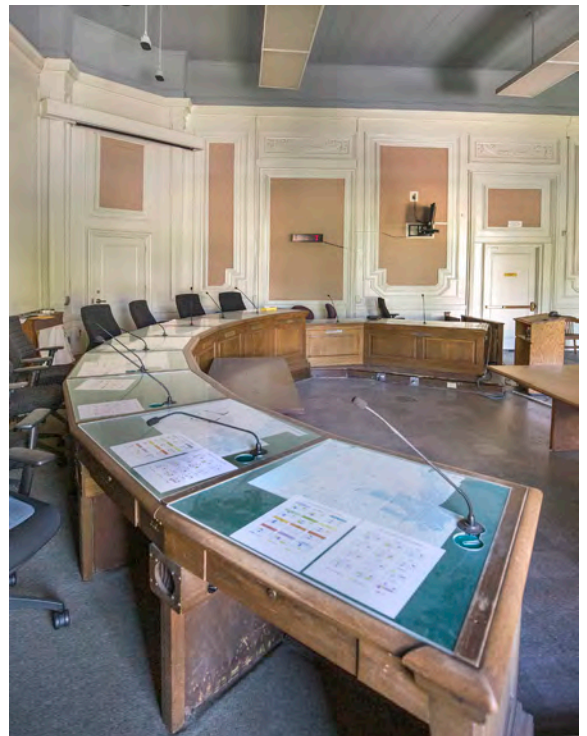
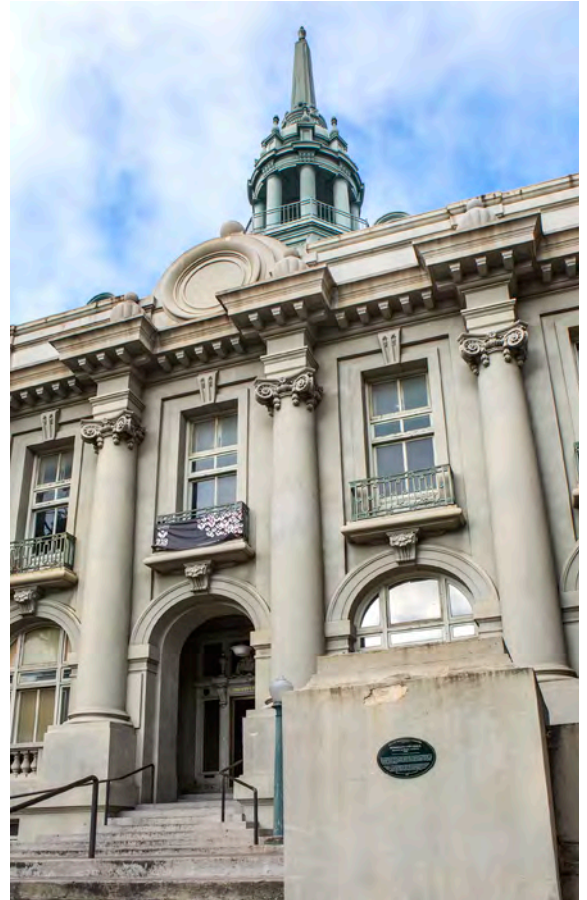
As with other buildings in the Civic Center, the Maudelle Shirek Building will be managed through the Public Works Department. Tenants, whether they be City Departments or outside non-profit entities, will enter into lease agreements for space within the building, and pay into the Building Maintenance Fund. The Public Works Department utilizes those funds to provide baseline services including building maintenance, electrical and communications systems, and janitorial services.

Tenant improvements to the spaces, including interior wall alterations, furniture, equipment, and interior finish improvements, are the responsibility of the tenant Department or non-profit. That includes design, permitting, and management of contractors, installers, deliveries, or other third-parties involved in the improvements. Proposed improvements are reviewed and approved by the Public Works department prior to execution.

To proceed into a specific design phase, the City should create memorandums of understanding with the selected departments and vision-aligned non-profits. How space is allocated in the final design will be impacted by both the space needs and available funding of the future tenants, and will need to be finalized before lease agreements are signed.



*Baltmannsweiler Council Chambers , Germany*



*Geldrop-Mierlo Town Hall, Netherlands*

*Existing Conditions at Maudelle Shirek*

## Veterans Memorial Building - Municipal Arts Center

**A shared resource and platform for creative expression accessible to all.**

The community-serving Municipal Arts Center will be the artistic destination in the heart of Berkeley serving as a shared resource and platform for creative expression for people of all ages across all disciplines including music, theater, dance, visual arts, literary arts, and more. The Center will be accessible to all Berkeley residents and the regional Bay Area community.

The project team recommends a City-owned and operated model for the Veterans Memorial Building.

The design team and Civic Arts staff explored two approaches to the management of the Veterans Memorial Building: a City-run arts space or an anchor tenant-run arts space. Civic Arts staff and the project team held outreach meetings with several local privately-run and municipal-run cultural and arts centers to understand their operating models. This included discussions with operators and/or developers from the Palo Alto Art Center (PAAC), Walnut Creek's Leshner Center for the Arts (LCA),

"A public arts space open to all artists."

"..bring in revenue to maintain the building."

"...a space for community arts of all kinds - and for all age groups"

Oakland's Kaiser Convention Center, Livermore Valley Performing Arts Center, and San Francisco's Yerba Buena Center for the Arts (YBCA).

The key finding from this initial research was that operating an art center as a City-run facility ensures that it remains accessible to the entire community while also ensuring that building uses and programming aligns with City values.

The Civic Arts staff and design team also met with lease management staff in the Parks, Recreation and Waterfront and Public Works departments to discuss successful models and lessons learned from other City-owned and operated facilities and programs. From these conversations, the project



team has researched how others have operated and maintained spaces that are accessible to the community for use while also generating revenue to support operations. The research includes revenue-generating programs and offerings, required level of staffing and management, selection of programs & performances, and operating budgets.

### **Value Proposition/Offerings**

Taking into consideration the public support for an open and accessible arts center for the Berkeley community, the Vision Statement, and the desire to maximize the activation of the Civic Center, the Arts Center will offer performances in the evenings and on weekends, classes for adults and students during the day, and afterschool and weekend programs for adults, teens and children, and provide space resources to local arts organizations and artists.

The Arts Center may also include a roof top café, as well as numerous potential rental spaces including auditorium rentals for performances and rehearsals, galleries and large rooms for lectures,

panels and exhibitions, as well as other event space for rent.

The Arts Center will attract, engage, and retain paying presenters, audiences and other local and regional visitors to participate in a unique cultural synergy expressive of Berkeley's values and spirit. Importantly, the Arts Center will provide a much needed venue for local arts organizations who currently rent event, exhibition, performance and rehearsal space in other Bay Area cities because local facilities are not available.



*Livermore Valley Performing Arts Center*

### Revenue Model

The revenue model is a multi-prong approach. One revenue stream could be generated from space rentals for arts presentations by local arts organizations and arts programming, such as classes. Revenue could be generated as a share of ticket sales for performances. Rental revenue can also be earned for community gatherings and events, particularly the rooftop event space. The second revenue stream is generated through fundraising by the nonprofit public benefit corporation whose mission is to support the Arts Center's mission and to act as the fundraising arm & fiscal agent.

### Operating Structure

We envision that the Veterans Memorial Building will be managed by the City's Civic Arts program in partnership with the Public Works Department. Management of arts-specific facilities requires knowledge of the programmatic needs of the various arts disciplines. Rental agreements for space within the building would ensure that funds are paid into the Building Maintenance Fund

to be utilized by Civic Arts to maintain arts related equipment and by Public Works Department s to provide baseline services including building maintenance, electrical and communications systems, and janitorial services. In addition, a nonprofit public benefit corporation will be formed whose mission is to support the Arts Center's mission and to function as the fundraising arm & fiscal agent. This public-private partnership will be essential to support strategic planning, programming, education & community engagement, and funding of the Center. This to-be-formed organization will support costs related to fundraising, marketing, furniture/fixtures/equipment, event production, security, and auxiliary staffing.

Civic Arts staff will continue to hold additional outreach meetings with local examples of municipal-run cultural and arts centers to refine the operating model. The long-term management and staffing of Veterans Memorial Building and its associated programs will be defined through further study.



*Palo Alto Art center*



*Leshner Center for the Arts, Walnut Creek*



## 7.2

# Funding Strategies

With an approved design concept, this project would move into its next phase of additional recommended studies, environmental reviews, and initiating specific design projects. This work is estimated to cost around \$15 million and take 2-3 years.

A variety of funding sources could contribute to the City's approach to funding. The first approach would involve many different sources of funding all leading to one large project, phased in over the course of years. The following funding sources might contribute to the project:

- **Congressionally Directed Spending Requests** (aka earmarks). These are typically in the range of \$750,000-\$1.5 million. The City has submitted a request to our federal legislators for this project and should learn in the fall whether the earmark is successful. If so, funding would commence in calendar year 2024. There is no match requirement.
- **Federal Infrastructure Funding**. staff and consultants have not yet been able to find a category within the current funding stream that is a strong fit for this project, but that may change as future opportunities arise. Grant match requirements vary.
- **FEMA/Cal OES Hazard Mitigation Grants**. These grants require a cost/benefit calculation that makes the BPON+ standard more likely to qualify for a grant. For that reason, the Veteran's Building is more likely to benefit. Grants require a 25% match.
- **Sustainability/Resiliency Grants**: the state and federal government offer grants that might help fund the electric conversion, green infrastructure, permeable paving, etc. Grant match requirements vary.
- **Urban Greening Grant/Coastal Conservancy Grant**: these grants may fund a feasibility study of daylighting the creek. Grant match requirements vary.

- **City Funding.** The City’s General Fund, a future tax measure, or Certificate of Participation could contribute to the project. In addition, traffic safety and stormwater elements of the project might get contributions from Measure BB, Gas Tax, and/or the City’s Storm Fund.

- **Foundations and/or Private Individuals.** Given the Civic Center’s history and importance, private foundations and individuals might be a component to the overall funding strategy.

- **Bonding Capacity/Debt Service**
  - Using early construction costs estimates, and the general fund as collateral, assuming the Maudelle Shirek Building has a project cost of ~\$54M, the annual debt service would be ~\$3,900,000/year (30 year amortization). A ~\$71M project cost would have debt service of ~\$4,900,000/year. For the Veterans Memorial Building, a project cost of ~\$34M would have annual debt

service of ~\$2,400,000 and a project cost of ~\$41M would have annual debt service of ~\$2,900,000. There would be a reduction in annual debt service of approximately \$50,000/year if both projects were financed together.

An alternative, more opportunistic approach would be to identify specific project components that would be good fits for available grants, and when successful in gaining grants, move those elements forward, e.g., the project’s raised sidewalks and bulbouts. This approach would likely take more time, involve more project cost overall (less efficiencies of scale), but might be more realistic.

Regardless, this project will be significantly more attractive for funding with an adopted design concept. Recognizing that strong plans need funding, and funding is attracted to strong plans, and staff are excited to work with City Council on moving this project forward.

## 7.3

# Recommended Next Steps

As the City continues to develop a funding and long-term implementation plans for the Civic Center Park, surrounding streets, the Maudelle Shirek Building and the Veterans Memorial Building, immediate steps for improvements are offered as a way to initiate improvements and enhance the Civic Center experience.

Some of these steps can be undertaken in collaboration with vision-aligned partners and non-profit organizations. Future studies and longer term efforts are also offered with the goals of developing specific plans that launch the Berkeley Civic Center into its improved future.

## Early Activation Projects

To offer a better experience of the Civic Center Park, the City and City partners could fund early activation projects that reinvigorate the Park in advance of more significant future improvements, including:

- Installation of new furnishings, including tables and seating or picnic tables with benches, specifically selected and placed for lunch time use
- Introduction of pop-up food vendor events and/or food trucks during the weekdays
- Installation of new tree protection elements
- Biodiversity enhancement through new plantings
- Lighting and path repairs and upgrades
- Restroom repairs and upgrades
- Review of current special events needs and lease agreements for Civic Center Park, considering changes to agreements specific to this Park
- Increase funding for Park operations and maintenance



## Future Studies

Additional information is needed to support specific design projects for the Civic Center Park, surrounding streets, Maudelle Shirek Building and Veterans Memorial Building. These include:

- Topographic Survey of the Civic Center Park, surrounding streets and building sites
  - Updated Arborist Report for Civic Center and surrounding street trees, and Tree Succession Plan
  - As-Built drawings & Existing Condition reports for buildings
  - Traffic Study to identify the impacts on traffic flow/circulation/delays on adjacent city blocks, impacts on intersection capacity, emergency response times and parking of introducing traffic calming devices such as: a flush-surface shared street on Center; bulb-outs on MLK Jr Way; reduced parking on MLK Jr Way and Center; raised crosswalks or tables on MJK Jr Way at Center and Allston; and crosswalks, either raised or flush with pavers, on Allston between the existing Berkeley High School gates and Civic Center Park.
- A grant pre-application was submitted to the California Coastal Conservancy for funding of the Strawberry Creek daylighting effort. While the application reviewers were excited about the project “because of the ecological and community benefits”, they suggested the City apply to the Urban Greening program at the California Natural Resources Agency. Members of the CCCC and others are pursuing this and other grant funding opportunities. The City will need to be the lead on any formal grant applications. Creek grant applications should include:
    1. A detailed description of the project location and park features - a large green for civic gatherings, festivals and recreation; Turtle Island Monument and Plaza; Mature trees (redwoods, poplars, camphors, magnolias, oaks, and the signature Sequoia) many of which were planted 80+ years ago; and pedestrian and vehicular paths and parking areas.

Implementation - Next Steps

2. The need for the project and benefits to the area, which is an urban setting.
3. Community-led planning and engagement, involving stakeholders such as surrounding property owners, and primary park users such as BHS, BCC, City of Berkeley, Ecology Center, festival hosts and others.
4. Plans for technical and hydrological studies for daylighting Strawberry Creek in the Civic Center area.
5. Plans for a traffic study to identify impacts to traffic flow/circulation, emergency response times and parking of daylighting the creek.
6. The process for applying for and securing permits, including the necessary studies for the CEQA process.
7. A long-term maintenance and management plan for the creek and impacted areas of the park.
8. Preliminary budget including all technical studies, design efforts, permitting efforts, and construction costs.

**Longer Term Efforts**

Prior to the implementation of specific project design and construction efforts, the City may consider:

- Establish relationships with potential non-profit partners and funding entities to engage in a capital improvement campaign
- Develop funding plans for each of the constituent projects – the Park, surround streets and the historic structures
- Building assessment reports were prepared for the historic structures in 2021 identifying repairs needed as part of the future project. In the interim, City staff continues to monitor the buildings. Dependent on the project schedule, the City may need to stabilize the structures should risk of further deterioration arise before construction begins.
- Initiate specific design projects, including documentation of detailed spatial programming
- Identify entitlement/approvals path for specific designs including CEQA requirements and discretionary reviews.







# Berkeley Civic Center

## Design Concept ROM Cost Plan

Berkeley, California

### Based on review & analysis of:

Berkeley's Civic Center Design Concept Report

### Report Prepared for:

Siegel & Strain Architects

May 9, 2023 rev3

*more value, less risk*

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**BASIS OF ESTIMATE**

**REFERENCE DOCUMENTATION**

This Construction Cost Estimate was produced from the following documentation. Design and engineering changes occurring subsequent to the issue of these documents have not been incorporated in this estimate.

<u>Document</u>	<u>Date</u>
Seismic Evaluation and Conceptual Retrofit Design by Tipping Structural Engineers	8/2/2021
Berkeley Civic Center Design Concept Report by Siegel & Strain Architects	3/10/2023
BCC2 Cost Estimate markup from Siegel & Strain Architects	4/19/2023
Discussions with and review comments from design team	various

**PROJECT DESCRIPTION**

The scope of work comprises a master plan for redevelopment of the old City Hall building and the Berkeley Veterans Memorial Building and the Civic Center Park around the City Civic Center in Berkeley. The summary page for each part shows the square foot area of each existing building as well as the new proposed program area. A midrange of the likely cost per square foot for the proposed scale of work is provided along with the resulting dollar cost in the current market. The two adjoining columns to the right show the dollar costs at 10% lower and 10% higher than the midrange. The Estimated Total Construction Costs Range are escalated assuming start of construction in 2028 with a project duration of 4 years. At this point in time there is no information about phasing or the scenarios that might be chosen, so current costs provide the most appropriate cost ranges in accordance with the Design Concept by the design architect.

Component cost models have been provided for some of the buildings earmarked for renovation. These are provided as a guide to how some representative costs/sf have been derived. The cost models develop \$/SF costs for building systems based upon other similar building types adjusted for time and location. The cost scenarios that entail renovation benefit from existing floor plans that enable some approximate quantification of building metrics such as the total length of exterior wall, roof area, and partition length.

The general description of renovated spaces cites the updating of a percentage of finishes and equipment. Unit pricing assumes that this scope will be accompanied by some reconfiguration of spaces, and that some structural work will also be triggered. Some corresponding work to building skin and roofing is also assumed. The general contractor markups for supervision, general requirements, bonds and insurance, and fee are typical for the type of projects being considered, but will vary depending on the entire scope of work under contract.

Site costs are also included. TBD Consultants has provided some allowances for utility work that may be required, to cover the case of new buildings in new locations, as well as the reconfiguration of site layouts or upgrades to existing infrastructure.

The cost of phasing any of the projects is excluded. The basis of pricing assumes the general contractor will have full access to the unoccupied buildings and site area subject to the scope of work for the duration of any discrete project.

**BASIS FOR PRICING**

This estimate reflects the fair construction value for this project and should not be construed as a prediction of low bid. **Prices are based on local prevailing wage construction costs in Q1 of 2023.** Pricing assumes a procurement process with competitive bidding for all sub-trades of the construction work, which is to mean a minimum of 3 bids for all subcontractors and materials/equipment suppliers. If fewer bids are solicited or received, prices can be expected to be higher. Conversely in the current competitive market should a larger number of sub-bids be received (i.e. 6 and above) pricing can expected to be lower than the current estimate.

Subcontractor's markups have been included in each line item unit price. Markups cover the cost of field overhead, home office overhead and subcontractor's profit. Subcontractor's markups typically range from 15% to 25% of the unit price depending on market conditions.

General Contractor's/Construction Manager's Site Requirement costs are calculated on a percentage basis. General Contractor's/Construction Manager's Jobsite Management costs are also calculated on a percentage basis.

<b>Site Requirements</b>	7.0%
<b>Jobsite Management</b>	15.0%
<b>Phasing</b>	0.0%

General Contractor's/Construction Manager's overhead and fees are based on a percentage of the total direct costs plus general conditions, and covers the contractor's bond, insurance, site office overheads and profit.

<b>Insurance &amp; Bonding</b>	2.50%
General Contractor Bonding	
Sub-Contractor Bonding	
OSIP	
<b>Fee (G.C. Profit)</b>	5.0%



**BASIS OF ESTIMATE**

**EXCLUSIONS FROM TOTAL ESTIMATED CONSTRUCTION COSTS**

- Costs for phasing for all projects
- All City costs (i.e. soft costs, permitting and fees, inspections, design fees, technical reports, construction and project management, and financing costs)
- Preconstruction services
- Surge & moving costs
- Premium foundation systems (drilled piers, micro piles, etc.)
- Over excavation & recompaction of site soils
- Delays in construction due to environmental mitigation measures
- Artwork / Public art
- Utility connection fees and charges
- Furniture, fixtures and equipment (FF&E) except fixed seating in auditorium space if applicable
- Land acquisition, feasibility studies, financing costs and all other owner costs
- Hazardous materials abatement
- Construction/Owner's contingency
- Costs for LEED certification
- Operations and maintenance costs
- Creek daylighting



OVERALL SUMMARY (TOTAL PROJECT COSTS)	BUILDING / SITE AREA	\$/SF MIDRANGE	MID-RANGE	LOW (-10%)	HIGH (+10%)	COMMENTS
<b>PRELIMINARY ORDER OF MAGNITUDE COST ESTIMATE</b>			<b>X \$1,000</b>	<b>X \$1,000</b>	<b>X \$1,000</b>	
<b>Maudelle Shirek Building - 27,500 GSF Existing + 15,500 GSF Addition</b>						
Seismic Retrofit - (Damage Control+) to (Near Immediate Occupancy)	27,500	\$542	\$14,900	\$13,400	\$16,400	
Envelope Systems including electrification, Accessibility, all other building upgrade and finishes	27,500	\$625	\$17,200	\$15,500	\$18,900	
Two story addition on West side	15,500	\$1,361	\$21,100	\$19,000	\$23,200	
PVs at new addition, Panels & infrastructure	7,750	\$90	\$700	\$600	\$800	
Site improvement & utilities	18,600	\$161	\$3,000	\$2,700	\$3,300	
<b>Maudelle Shirek Building - 27,500 GSF Existing + 15,500 GSF Addition - TOTAL</b>	<b>43,000</b>	<b>\$1,323</b>	<b>\$56,900</b>	<b>\$51,200</b>	<b>\$62,600</b>	
<b>Veterans Memorial Building - 28,000 gsf existing + 4,000 sf roof terrace</b>						
Seismic Retrofit - BPON+ (or Better Performance Objective for New Buildings)	28,000	\$250	\$7,000	\$6,300	\$7,700	
Envelope Systems including electrification, Accessibility, all other building upgrade and finishes	28,000	\$629	\$17,600	\$15,800	\$19,400	
New Additions to either side of Stage	1,950	\$1,641	\$3,200	\$2,900	\$3,500	
Roof Terrace (including 1,500 sf enclosure + 2,500 sf roof deck) in High range only	4,000	\$1,050	\$4,200	excluded	\$4,600	
PVs at new addition, Panels & infrastructure	7,000	\$86	\$600	\$500	\$700	
Site Improvements (paved areas in back for loading/service) & utilities	5,500	\$164	\$900	\$800	\$1,000	
<b>Veterans Memorial Building - 28,000 gsf existing + 4,000 sf roof terrace - TOTAL</b>	<b>33,950</b>	<b>\$987</b>	<b>\$33,500</b>	<b>\$26,300</b>	<b>\$36,900</b>	
<b>Martin Luther King Jr. Civic Center Park &amp; Streets</b>						
Paths and paving, planting and irrigation, new trees and tree protection, utilities	203,000	\$80	\$16,300	\$14,670	\$17,930	
Site Improvements to 2180 Milvia Western entry, VMB entry and public restrooms in Park	20,000	\$100	\$2,000	\$1,800	\$2,200	
<b>Martin Luther King Jr. Civic Center Park &amp; Streets - TOTAL</b>	<b>223,000</b>	<b>\$82</b>	<b>\$18,300</b>	<b>\$16,470</b>	<b>\$20,130</b>	
<b>TOTAL ESTIMATED CONSTRUCTION COST</b>	<b>76,950</b>	<b>\$1,413</b>	<b>\$108,700</b>	<b>\$93,970</b>	<b>\$119,630</b>	
ADD CONSTRUCTION CONTINGENCY	10%	\$141	\$10,870	\$9,783	\$11,957	
<b>TOTAL CONSTRUCTION COST INCLUDING 10% CONSTRUCTION CONTINGENCY</b>	<b>76,950</b>	<b>\$1,554</b>	<b>\$119,570</b>	<b>\$103,753</b>	<b>\$131,587</b>	
ADD CITY COSTS including permitting, inspections, design fees, technical reports, consultants, CM, PM. This excludes environmental studies, FF&E, financing	20%	\$311	\$23,914	\$21,523	\$26,305	
<b>TOTAL CONSTRUCTION COSTS TO CITY</b>	<b>76,950</b>	<b>\$1,865</b>	<b>\$143,484</b>	<b>\$125,276</b>	<b>\$157,892</b>	

**NOTES:**

Estimates provided are based on information from:  
March 10, 2023 BCC Vision & Implementation Plan  
Tipping Structural Engineers  
Berkeley Public Works Department

**EXCLUSIONS FROM TOTAL ESTIMATED CONSTRUCTION COSTS:**

- Costs for phasing for all projects
- All City costs (i.e. soft costs, permitting and fees, inspections, design fees, technical reports, construction and project management, and financing costs)
- Preconstruction services
- Surge & moving costs
- Premium foundation systems (drilled piers, micropiles, etc.)
- Over excavation & recompaction of site soils
- Delays in construction due to environmental mitigation measures
- AV, telecommunications, and security equipment
- Artwork / Public art
- Utility connection fees and charges
- Furniture, fixtures and equipment (FF&E) except fixed seating in auditorium space if applicable
- Land acquisition, feasibility studies, financing costs and all other owner costs
- Hazardous materials abatement
- Construction/Owner's contingency
- Operations and maintenance costs
- Costs for LEED certification
- Creek daylighting



BERKELEY CIVIC CENTER - ROM COST DETAIL

ITEMIZED ROM COST DETAILS	GROSS FLOOR AREA	\$/SF	Direct Const Cost	Gen Rqmt / Gen Cond	Bond & Insurance	General Ctor Fee	Design Contingency	Subtotal	Subtotal \$/SF	Escalation	Total Construction Cost	COMMENTS
			22.0%	2.50%	5.0%	20.0%			32.8%	209%		
<b>PRELIMINARY ORDER OF MAGNITUDE</b>			X \$1,000	X \$1,000	X \$1,000	X \$1,000	X \$1,000			X \$1,000	X \$1,000	
<b>MAUELLE SHIREK BECOMES THE BERKELEY CENTER / BERKELEY THINK</b>												
<b>MAUELLE SHIREK BUILDING</b>												
<b>Functions as New Council Meeting Hall / City Offices / Community / Meeting Spaces</b>												
Enhanced Seismic Retrofit (DC+)	27,500	\$260.00	7,150	1,573	218	436	1,875	11,253	\$409	3,688	14,900	
Renovate existing building	27,500	\$300.00	8,250	1,815	252	503	2,164	12,984	\$472	4,255	17,200	
Two story new construction	15,500	\$650.00	10,075	2,217	307	615	2,643	15,856	\$1,023	5,196	21,100	
PVs at new addition, Panels & infrastructure	7,750	\$40.00	310	68	9	19	81	488	\$63	160	700	flat roof area for PV panels & system
Landscape/Exterior Improvements	18,600	\$60.00	1,116	246	34	68	293	1,756	\$94	576	2,300	
Site Utilities	18,600	\$18.00	335	74	10	20	88	527	\$28	173	700	
<b>MAUELLE SHIREK BUILDING - TOTAL</b>	<b>43,000</b>	<b>\$633.39</b>	<b>27,236</b>	<b>5,992</b>	<b>831</b>	<b>1,661</b>	<b>7,144</b>	<b>42,864</b>	<b>\$997</b>	<b>14,047</b>	<b>56,900</b>	
<b>VETERANS MEMORIAL BUILDING - to be Converted into an "Arts Hub"</b>												
<b>VETERANS MEMORIAL BUILDING</b>												
<b>Function as Cultural Hive</b>												
Seismic Retrofit ROM (BPON+)	28,000	\$120.00	3,360	739	102	205	881	5,288	\$189	1,733	7,000	
Renovate existing building	28,000	\$300.00	8,400	1,848	256	512	2,203	13,220	\$472	4,332	17,600	
Addition to either side of Stage	1,950	\$780.00	1,521	335	46	93	399	2,394	\$1,228	784	3,200	connect to back stage + new elevators & stairs
New Roof Enclosure	1,500	\$750.00	1,125	248	34	69	295	1,771	\$1,180	580	2,400	
Roof Terrace	2,500	\$350.00	875	193	27	53	230	1,377	\$551	451	1,800	
PVs at new addition, Panels & infrastructure	7,000	\$40.00	280	62	9	17	73	441	\$63	144	600	flat roof area for PV panels & system
Landscape/Exterior Improvements	5,500	\$60.00	330	73	10	20	87	519	\$94	170	700	
Site Utilities	5,500	\$18.00	99	22	3	6	26	156	\$28	51	200	
<b>VETERANS MEMORIAL BUILDING - TOTAL</b>	<b>33,950</b>	<b>\$470.99</b>	<b>15,990</b>	<b>3,518</b>	<b>488</b>	<b>975</b>	<b>4,194</b>	<b>25,165</b>	<b>\$741</b>	<b>8,247</b>	<b>33,500</b>	
<b>Martin Luther King Jr. Civic Center Park &amp; Streets</b>												
<b>Program Room / Storage / Food / Café / Restaurant</b>												
Site paths and paving, planting and irrigation, new trees and tree protection, utilities, furnishings and bollards, infrastructure and lighting, playground and skate spot, bulb outs, green infrastructure and crosswalks	203,000	\$38.33	7,780	1,712	237	475	2,041	12,245	\$60	4,013	16,300	
Improvements to 2180 Milvia western entry, VMB entry and public restrooms in Park	20,000	\$48.50	970	213	30	59	254	1,527	\$76	500	2,000	
<b>MLK JR. CIVIC CENTER PARK &amp; STREETS - TOTAL</b>	<b>223,000</b>	<b>\$39.24</b>	<b>8,750</b>	<b>1,925</b>	<b>267</b>	<b>534</b>	<b>2,295</b>	<b>13,771</b>	<b>\$62</b>	<b>4,513</b>	<b>18,300</b>	



**BERKELEY CIVIC CENTER PARK - SITE IMPROVEMENTS**

CIVIC CENTER PARK ROM ESTIMATE	GROSS AREA	\$/SF MIDRANGE	Direct Construction Cost	COMMENTS
<b>PRELIMINARY ORDER OF MAGNITUDE</b>			<b>X \$1,000</b>	
<b>BERKELEY CIVIC CENTER PARK - LANDSCAPING</b>				
<b>LANDSCAPE CONCEPT DESIGN</b>				
Grass / Open Green	32,000	\$6.50	208	
Hardscape	93,000	\$35.00	3,255	
Planting	27,000	\$16.80	454	
Playscape	13,000	\$22.40	291	
Pedestrian space / paths / shared street	38,000	\$25.70	977	
Rough Grading & Site Demolition	203,000	\$4.00	812	
Street Improvement + Crossings	24,500	\$17.00	417	
New Tree Planting	60	\$3,000	180	
Special feature allowance	1	\$280,000	280	
Turtle Island Monument	2,000	\$50	100	
Peace Wall	180	\$200	36	
Misc. park furniture / benches	203,000	\$1.00	203	allowance
Site lighting	203,000	\$2.80	568	
<b>LANDSCAPE CONCEPT DESIGN - TOTAL</b>				
	<b>203,000</b>	<b>\$38.33</b>	<b>7,780</b>	
<b>ENTRY/RESTROOM IMPROVEMENTS</b>				
2180 Milvia western entry	11,500	\$30.00	345	
VMB entry	7,500	\$30.00	225	
Public restroom in park	1,000	\$400.00	400	
<b>ENTRY/RESTROOM IMPROVEMENTS - TOTAL</b>				
	<b>20,000</b>	<b>\$48.50</b>	<b>970</b>	