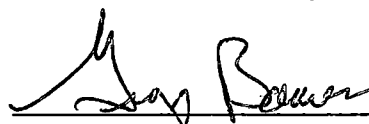


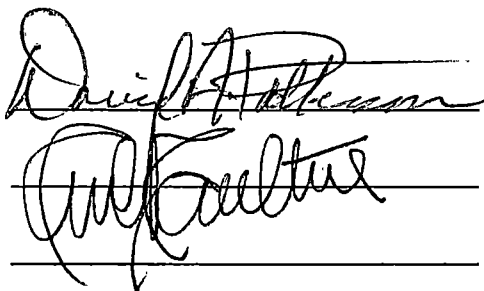
To the Graduate Council:

I am submitting herewith a thesis written by Rebecca Rose Smith Entitled "Design and Analysis for a Decision Making Matrix for Sustainability at the Local Level." I have examined the final copy of this thesis for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Science, with a major in Planning.



George Bewen, Major Professor

We have read and accept this thesis
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Design and Analysis for a Decision Making Matrix for Sustainability at the Local Level

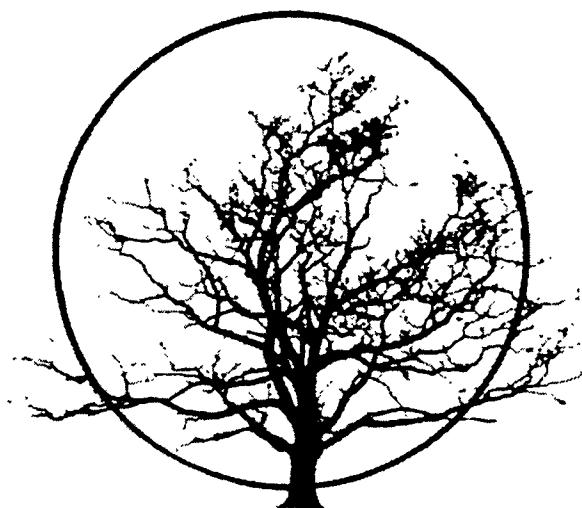


A Thesis
Presented for the
Master of Science Degree
The University of Tennessee, Knoxville

Rebecca R. Smith
December 1999

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Dedication

This thesis is dedicated to my parents,
Anne Ruth and James Edward Smith,
without whom none of this would have been possible.

Acknowledgments

I would like to thank my major professor, George Bowen, for his inexhaustible hard work and support, extreme patience and enduring persistence with this project. I would also like to thank the faculty and staff of the School of Planning who provided me with the opportunity to pursue my goals.

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To the people of Berkeley, California—thank you for being who you are!

I am indebted to my partner Karen Butts for her enthusiastic support and encouragement. Without her, I wouldn't have made it.

Abstract

A matrix for achieving the goal of sustainability at the local level through the decision making process of project development is developed in this study. Presently, many decisions as to the desirability of development are based on economic impact to the local area. Using the matrix could change this by using sustainability as the standard. The model used was designed by European planners for planning at any level. A baseline of sustainability for the local area is first determined, then the development project is assessed using the matrix to determine the impact on a given condition. The matrix is constructed using local trends and principles (or goals) of sustainability. Trend Impact Analysis is used to quantify the data. It was found that the matrix does generate information that could be useful in the decision making process and that the information may be used to further the goals of sustainability at the local level. It was discovered that the relationship among the trends and between the trends and objectives is an important part of the analysis that requires detailed attention. The model chosen serves as a proxy standard for sustainability, with the goals designed to be comprehensive. However, the objectives chosen to achieve sustainability cannot be standardized and will need to be determined by the local community.

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List of Abbreviations

IIED	International Institute for Environment
WCED	World Commission on Environment and Development
IUCN	International Union for the Conservation of Nature
TCPA	Town and Country Planning Association
OCED	Organization for Economic Cooperation and Development
EDC	Economic Development Corporation
BART	Bay Area Rapid Transit
CBD	Central Business District
UC/UCB	University of California at Berkeley
LRDP	Long Range Development Plan
FACE	Federally Assisted Code Enforcement Program

CHAPTER I

GENERAL INTRODUCTION

Our society is living beyond its means. We are about to dispossess the earth of capital assets in the space of a few lifetimes through patterns of exploitation. These patterns are devastating the natural environment upon which we depend for our long term survival.

Architects for Social Responsibility

Global Statistics

According to the Worldwatch Institute, the human species is out of balance with the environment. Following is a list of indicators that reveal how out of balance our development/growth is with the environment (Worldwatch Institute 1988-1992).

- The earth's tree cover is shrinking by 17 million hectares per year as a result of forest clearing for agriculture, lumber, and firewood, and the effects of air pollution and acid rain.
- An estimated 24 billion tons of topsoil are lost in excess of new soil formation annually.
- Some 6 million hectares of new desert are formed annually by land mismanagement.
- Thousands of lakes in the industrial north are now biologically dead; thousands more are dying.
- Underground water tables are failing in parts of Africa, China, India, and North America as demand for water rises above aquifer recharge rates.
- Extinction of plant and animal species are now estimated at 140 daily; one-fifth of all species may disappear over the next 20 years.

- Some 50 pesticides contaminate groundwater in 32 American states; some 2,500 U.S. toxic waste sites need clean-up; the extent of toxic contamination worldwide is unknown.
- As a result of atmospheric increases in heat-trapping carbon dioxide, the mean temperature of the earth's surface is projected to rise between 1.5 degrees Celsius and 4.5 degrees Celsius between now and the year 2050.
- Sea level is projected to rise between 1.4 meters (4.7 feet) and 2.2 meters (7.1 feet) by the year 2100.
- The growing hole in the ozone layer over Antarctica each spring suggests a gradual global depletion could be starting.

These global conditions parallel David Wann's (1990) observations in his book *Biologic*, "that environmental deterioration is a lack of relevant information... [and that] poor design is responsible for many, if not most of our environmental problems."

The statistics presented above also seem to support the statement of World Bank Economist Herman Daly (1990) that "we are treating the earth as if it were a business in liquidation." The connotation of development has eroded from improving the quality of life for humans to an economic activity that assumes endless growth is both desirable and possible.

The task of solving these and other related problems while maintaining or improving the quality of life seems daunting. How can it be accomplished? The concept most promising to date seems to be sustainable development. Though not in the vernacular, the concept of sustainable development is gaining global acceptance as the path to a positive common future. It is, however, still theoretical in nature.

Purpose of the Study

This thesis represents an effort to put theory into practice, by creating a matrix for making development more sustainable through a formulated decision making process. The matrix is composed of trends of the local area and principles of sustainability to create a synopsis of the development picture.

The focus for the matrix is local government decision making in project development. It is intended to be a guide to assist planners, developers and decision makers in assessing the sustainability of a development project by analyzing the impact of trends associated with that particular locale. The process is explained more fully in Chapter Two and is applied to a case study in Chapter Four.

The decision making matrix is designed to 1) assist moving toward sustainability in local land use decisions, 2) emphasize the importance of the future state of the earth, and, 3) encourage responsible decision-making. Addressing sustainable development in the decision making process provides opportunities to bring into the debate the value of the natural and cultural factors and help to develop conservation oriented values.

The suggested principles to be used in the decision making process emphasize environmental sensitivity in planning for economic, social, land use and transportation projects. Because planners have ready access to data and statistics, trends can be identified and tracked easily. An analysis of these trends serves, then, as an indicator of the sustainability of an area, how sustainable it has or is likely to become once developed.

Principles of sustainability have been identified in the following five basic dimensions: natural resources, the built development, environmental hazards (including air pollution, water pollution and toxic wastes), social equity and political participation. The interconnectedness of these dimensions to reflect the holistic nature of sustainable development.

Need for the Study

Today's land use decisions will shape the lives of generations to come. The planet is under our care, and it is our responsibility to steward it for all of humanity. As Theodore Roosevelt wrote:

"The 'greatest good for the greatest number' applies to the number within the womb of time, compared to which those now alive form but an insignificant fraction. Our duty to the whole, including the unborn generations, bids us to restrain an unprincipled present-day minority from wasting the heritage of those unborn generations."

It is impossible to predict the future, but it is clear that our actions today affect what happens tomorrow. This study provides a framework for decision making that uses principles of sustainability in a systematic manner. Moreover, it uses trend analysis which lends some quantitative assessment to the study. The trends that are tracked rise, decline, or remain steady. The change anticipated will have a direct impact on the sustainability of the locale.

The volume of information decision makers and planners deal with on a day to day basis and especially during development negotiations, is of great benefit when some synthesis of the data in the context of sustainability is provided. The matrix provides such a synopsis of relevant information in an organized fashion.

The matrix points out the potential problems of development projects and aides in pinpointing the direction for further inquiry. This is not to say that the present decision making process regarding development at the local level is inadequate. The models that exist seem quite capable of providing the necessary information that is needed. With the strong interest in sustainable development at all levels of society, the matrix brings a much needed perspective of sustainability to the negotiation table.

Planners are in a good position to usher in new sustainable development initiatives. Planners have a wide range of information available to them. They are adept at analyzing and quantifying information. Moreover, they are committed to the communities for which they work and are capable liaisons between citizens and politicians. It is within the grasp of planners to seize the initiative and bring the practical applications of sustainable development to these communities.

Rationale for Local Government Action

It is significant that this study focus on local government and encourage action at the local level. The degradation of the environment is a global problem, but it can be best addressed through local means. Many environmental problems are caused by land use patterns, shaped by federal government policies, but implemented through local government land use decisions. Policies related to automobile use and suburban sprawl, for instance, have had a dramatic effect on local land use patterns.

As Kenneth Jackson wrote in *Crabgrass Frontier*:

"The Federal Highway Act of 1916 and the Interstate Highway Act of 1956 moved the government toward a transportation policy emphasizing and benefiting the road, the truck and the private motorcar. In conjunction with cheap fuel and mass produced automobiles, the urban expressways led to lower marginal transport costs and greatly stimulated de-concentration. Equally important to most families is the incentive to detached-home living provided by the deduction of mortgage interest and real-estate taxes from their gross income." (Jackson 1985)

Development policies directly affect the local environment by prescribing land use patterns. For instance, automobile use impacts the amount of air pollution generated over a region. In addition, improper land use affects water quality and contributes to water pollution by threatening aquifers, inducing runoff, and allowing toxic chemicals and

harmful bacteria to enter the groundwater reservoir. Impermeable pavement and rooftops seal the earth, alter hydrological systems and contribute to water-quality problems.

Federal solutions to these problems are based on federal priorities and agendas. Local governments, on the other hand, are able to act more quickly and can assess more readily their own local needs. Although local government budgets may be tight, the opportunity to create a sustainable future exists most readily for those communities dedicated to working through the development decision-making process to seize the initiative. With more than 68,000 local governments in the United States, the cumulative effect of their incremental actions can be enormous.

Assumptions and Trends

This study makes several assumptions about the future which are integral to the concept of sustainable development. Chief among these is that the environment is indeed being degraded. The Club of Rome's report, *The Limits of Growth* (1972), took a pessimistic view of the future of the environment. These views are echoed in the 1992 publication of *Beyond the Limits*:

"In the global system population, food production, industrial production, consumption of resources, and pollution are all growing. Their increase follows a pattern that mathematicians call exponential growth... Exponential growth is the driving force causing the human economy to approach the physical limits of the earth."

This suggests that trends, which start out almost imperceptible, left unchecked become overwhelming and are curbed only by natural limits such as lack of land, depletion of resources, and pollution resulting in famine, disease and death.

This argument has been challenged on two grounds, that there is little evidence that resources are becoming scarce and that there is no reason to assume that the future will behave as the past. In *The Limits to Growth*, it is implied that all trends must behave in a

negative direction, when, indeed, there is evidence that, in some parts of the world, population growth has slowed, the incidence of disease has reduced, agricultural land has increased and pollution has diminished. Obviously, that action can divert disaster.

These arguments do not hold up under close scrutiny using evidence of environmental degradation. Certain resources are fixed in supply and there are signs of depletion. The hole in the ozone layer is getting bigger and indicates that catastrophic consequences might occur as soon as a generation or two. While the pessimistic view of *The Limits to Growth* might not be inevitable, it is clear that sustainable development depends on action taken now.

The future is unlikely to become what existing trends dictate. It is said that if the future were created from past trends, the trends of the 1880s would find us in the 1970s buried under horse manure. The impact of the automobile on land use patterns, social relationships, resource depletion and pollution could not have been foreseen 100 years ago. Trends are a reflection of the times and will change as humanity does.

It is necessary, therefore, to recognize sustainable development as "a long term and global problem... affected by short-term, localized decisions." (*Planning for a Sustainable Environment* 1994).

If the day-to-day negotiations that take place between developers and local governments can be considered the land use "game" then the matrix can be thought of as ways to create an appropriate playing field. There are two reasons to focus on the principles of sustainability rather than only on ways to make environmental concerns more prominent in daily negotiations between developers and local governments.

First, in negotiations between local officials and developers, there are usually many issues on the table, of which environmental considerations are only one. In these negotiations, local officials may press developers on those issues deemed to be of utmost importance to the community while giving ground on issues which are perceived to be less

important. To the public, these debates may appear to be taking place solely over environmental issues, while in reality, the local officials may be attempting to balance economic growth, environmental sustainability, social justice, and other factors.

Second, even in the increasing number of cases where local officials may have the environment first in their hearts, other factors can often determine the outcome of development negotiations. Timing, politics, money and power can undermine even the best intentions. The key to creating a sustainable urban form, therefore, is in using environmental political support in a community, not to beat up developers one-by-one, but rather to establish, piece-by-piece, a lasting, reasonable and appropriate regulatory and public policy framework for sustainable land use practices.

CHAPTER 2

SUSTAINABILITY

Sus-tain' (sus-tan'), v. t. [OF. *sustenir*, *sostenir*, fr. L. *susteinere*, fr. *sus-* for *subs-* (SEE *SUB-*) + *tenere* to hold] 1. Rare. To give support often military support to. 2. To provide for the support of; to supply with sustenance; as, provisions to sustain an army. 3. To maintain, or cause to continue, in existence or in a certain state, or in force or intensity; to keep up; prolong; as, to sustain conversation for hours. 4. To bear up from or as from below; support the weight of; to hold up. 5. To keep (one, one's spirits, etc.) from sinking or giving way, to bouy up. 6. To endure without failing or yeilding; to bear up under. b. To suffer or undergo, as an injury. 7. To support as true, legal, etc.; now, usually, to allow or admit as valid; as, the court sustained the suit. 8. To support by adequate proof; to corroborate or confirm. -*Sus-tain'a-ble*, adj. -*sus-tain'er*, n.

Websters New Collegiate Dictionary, 1956

What is it?

The origins of the term sustainable development lie in the European community, with the evolution spreading throughout the world within a decade. Barbara Ward, the founder of the International Institute for Environment and Development (IIED), based in England, coined the phrase "sustainable development" in the 1970s to make the point that environmental protection and development are linked (Ward and Dubos 1972). Working almost exclusively with the third world, the IIED mission is to promote sustainable development in developing countries.

The publication of the World Conservation Strategy in 1980, further promoted the idea of sustainable development, and undoubtedly helped to spread its acceptability by practical implementation, using it as a instrument for management. But it was the 1992

Earth Summit and the World Commission on Environment and Development's 1987 report, *Our Common Future*, which brought the concept of sustainability into the mainstream.

The WCED (also known as the Brundtland Commission) defined sustainable development as: Meeting the needs of the present without jeopardizing the ability of future generations to meet their own needs. It is the most popular and best accepted definition to date, but with its roots deep in the global arena, the definition has been criticized as insufficient for practical application. "Because of its history, much of the initial attention on sustainability has focused on global population, development, equity, and environmental issues. Most early efforts to define the concept have been too broad, and too theoretical, to guide local action" (Community and the Environment, June 1994).

The article goes on to explain that in local terms "sustainability" must be defined in terms of local agendas and priorities. These, in turn, are set by the community itself in the visioning process and in community meetings. Globalizing the concept removes it from the people, an ongoing problem with traditional development.

Criticism has also been leveled on a more academic level; the "definition" doesn't operationalize the concept. Nothing is really defined leaving virtually everything open to interpretation. It has further been suggested that research on sustainable development will not be sound without operational definitions. Much work is being done without a consensus definition. For instance, the IIED has never felt the need to put forth a rigorous, theoretically consistent definition of the term, and have moved instead toward an analytical approach based on the concept of sustainable development in practice.

There is not enough empirical evidence or experience on which to base a solid definition. The meaning is itself evolving. "Sustainable development is the intuitively solid handrail that guides us along as we proceed toward development" (Tickell 1991).

Whatever the origins, since the WCED first used the phrase in 1987, the concept has become one of geopolitical significance. Reams of paper have been published on the subject and political leaders have talked about sustainable development. Some seventy definitions are in circulation.

There is a danger of denigrating sustainable development to the point, where it is just a cliché. If a phrase becomes all things to all people, it is soon of no value to any. Authors such as Redclift have already arrived at the conclusion that sustainable development is a truism or, more negatively according to O'Riordan, a contradiction in terms (O'Riordan 1985, Redclift 1987). Many environmentalists passionately dislike the term since it appears to license economic growth. There seems to be some validity for the concern.

This thesis uses the World Commission on Environment and Development definition and incorporates local priorities through the use of a trend analysis matrix. In this way, specific (local) issues are addressed within a broad (global) framework. It is beyond the scope of this study to analyze the definitions, and no great importance is attached to operationalizing the concept for everyone. The focus herein is to move beyond the need to conceptualize sustainable development and instead work towards putting it into operation.

Models and Goals

The basic implication of the concept of sustainable development, as embraced by the Brundtland Commission and others, is that we should leave to the next generation a stock of 'quality of life' assets no less than those we have inherited (Pearce, Markandya and Barbier 1989). Interpretations of this goal are open to debate. It could indicate that the next generation should inherit a stock of both man-made and environmental assets. It could also mean that the next generation should inherit a stock of environmental assets that the previous generation enjoyed. Moreover, it could mean that the inherited stock should consist of man-made assets, environmental assets and human capital.

In 1987, Ed Barbier suggested a reconciliation between all interpretations by proposing this; all development intrinsically involves tradeoffs between conflicting goals such as between economic growth and environmental conservation, introducing modern technology and preserving traditional culture, or reconciling growth with improved social equity. Given that many of the qualitative dimensions of the tradeoffs cannot be accurately measured, the process inevitably becomes subject to judgment based on prevailing values and ethical norms. The process is dynamic with regard to space and time, and the tradeoffs will differ between locations and time scales.

Barbier identified three systems as basic to any process of development: the ecological resources system, the economic system and the social system. Human society applies a set of goals to each system, each with its own hierarchy of sub-goals and targets. The objective of sustainable development will then be to maximize goal achievement across these three systems at one and the same time through an adaptive process of tradeoffs. It will not be possible to maximize all goals all the time, and there may be conflict among intersystem goals. Choices must therefore be made as to which goals should receive greater priority. Different development strategies will assign different priorities.

Figure one shows that as development becomes more sustainable, the system goals overlap. In an unsustainable development process, maximum production of goods and services, for example, is attempted with no regard to biological resilience, genetic diversity, social justice, or participation, just to name a few goals deemed to have low priority. The three systems are then separate and goals are maximized with no regard for the tradeoffs involved. For example, maintaining wildlife habitats to preserve genetic diversity by forcibly keeping away poor people, without providing them with alternative livelihoods would be one such case. But, as the circles become increasingly concentric, serious tradeoffs begin, and development with respect to all three systems becomes more sustainable.

Given the need for tradeoffs between (and within) systems in the interest of the greater whole, disciplined and consistent choices must be made as to which goals should receive priority in the development strategy. But the process of tradeoffs among goals must be adaptive, for as individual preferences, social norms, ecological conditions, and so on, change over time, so must the relative priorities or weights assigned to various goals (Barbier 1987).

Early on in the development process, conservation of the environment will mean protecting the natural resource base on which the economy depends, and this will require a set of policies and actions. Later on in that process, the priorities for environmental conservation will be different and place more emphasis on minimizing the detritus of the industrialized society, again with different policies and actions.

Interactions among the different system goals change as the scale or hierarchy of the system is extended from the local to the regional, and thence to the national and even the global level. As systems theory holds that the behavior of higher systems in such a hierarchy is not readily discovered from study of lower systems, and vice-versa, the choice of sustainable development goals to be pursued at the national level may differ from those advocated at the local level.

The concept of sustainable development at a national and local level is already proving its utility in so far as it provokes groups to set a wide spectrum of goals and then to reconcile them. A good example is the record of the International Union for the Conservation of Nature (IUCN) Conference on Conservation and Development held in Ottawa in 1986. This diverse group from over fifty countries made up of natural and social scientists, politicians, industrialists and activists concluded that:

"sustainable development seeks...to respond to five broad requirements: (1) Integration of conservation and development, (2) satisfaction of basic human needs, (3) achievement of equity and social jus-

tice, (4) provision of social self-determination and cultural diversity, and (5) maintenance of ecological integrity." (Jacobs and Munroe 1987)

It is the attention to the tradeoffs implicit in sustainable development that has inspired much useful work since the early 1980s. The results amount to a new renaissance in thinking on social welfare and development issues (*Planning for a Sustainable Environment* 1989).

In 1990, Thijs de la Court published *Beyond Brundtland: Green Development in the 1990s* in which he outlined six general principles (or goals) which he feels are necessary to achieve sustainable development:

(1) The principle of the cultural and social integrity of development: Quoting a statement from Lloyd Timberlake, it would mean that 'development must grow from within, and not be slapped on from the outside.' (2) *The ecological principle: Development must be compatible with and restore diversity and rely on sustainable forms of resource use.* (3) *The solidarity principle: Development must provide the basic necessities of life and secure living conditions for all people, promote equity and avoid unequal exchange.* (4) *The emancipation principle: Development must foster self-reliance, local control over resources, empowerment and participation by the underprivileged and marginalized, and opportunities for action people can feel is fulfilling.* (5) *The nonviolence principle: Development must be peaceful, both in the direct sense (the nonuse of physical violence) and in the structural sense (violence as embodied in the institutions of society).* (6) *The principle of error friendliness: Development must allow for mistakes without endangering the integrity of the immediate ecosystem and resource base (de la Court 1990).*

The principles define an ideal state with an emphasis on the process as much as the product.

Thijs de la Court proposes these six principles as a more “root and branch” alternative to what he sees as the present Western model supported and indeed constructed by the WCED. The fundamental flaw, from Court’s point of view, is that the Brundtland Commission points to poverty itself as the main cause of environmental disruption. But he finds other problems with the model. “First of all, there is danger of putting emphasis on ecological considerations to the exclusion of other, equally important and valid considerations. It is tempting to do this at a time when the destruction of our environment is one of the most visible causes of the finity of our civilization. But we should be careful not to forget the strong interrelatedness of all six principles of the kind of development we need.

Secondly, accepting the fact that the principles rely on each other, we are confronted with the question of how to implement all these principles at one and the same time. We are not starting from a neutral position, but from a conflict. The process through which we can reach those six principles in the organization of our societies and economies is therefore a different matter, but of no less concern” (de la Court 1990).

The third and final model reviewed in this study is taken from Planning for a Sustainable Environment by the Town and Country Planning Association of Great Britain. This is the model used in this thesis for the construction of the matrix. This model was chosen because it uses goals identified specifically to “guide all decisions concerning future development and in pursuit of which effective policies need to be developed” (Town and Country Planning Association, 1994). It also includes goals for the built environment which no other model seemed to do.

Though using the Brundtland definition, the model identifies the aim of sustainable development thus as a means to promote development that enhances the natural and built environment in ways that are compatible with: 1) The requirement to conserve the stock of natural assets, wherever possible offsetting any unavoidable reduction by a compensat-

ing increase so that the total is left undiminished. 2) The need to avoid damaging the regenerative capacity of the world's natural ecosystems. 3) The need to achieve greater social equity. 4) The avoidance of the imposition of added costs or risks on succeeding generations.

The framework designed to reach sustainable development in this model, then, consists of five "goals that should guide all decisions concerning future development and in pursuit of which effective policies need to be developed" (TCPA, 1994). The goals are listed here with a description of each. They are implemented into the matrix in Chapter 4 where their use is more clearly defined.

The first goal involves maintaining the supply of natural resources for present use and for the use of future generations. The vision of sustainability includes a continuous supply of resources. To that end, efficiency in land use and nonrenewable resources, substitution of renewable resources where possible and the maintenance of biological diversity play an important role.

Land use can be allocated efficiently by discovering what it can bear in a manner such as Ian McHarg's overlay system where land unsupportive of or inappropriate for development is eliminated systematically. This appropriate allocation of land would ensure biological diversity, thereby maintaining the potential of species and habitats. It is estimated that less than 10% percent of species have been scientifically investigated, inasmuch as medicine, agriculture and industry benefit from this small percentage, preservation seems most prudent.

Sustainability depends on the effective use of nonrenewable resources and minerals. Methods include higher productivity, recycling, the development of alternative technologies, and substitution of non-renewable energy for renewable energy where this is possible and not environmentally harmful. In order to achieve this goal, there is a need for detailed surveys of land and resources in both the rural and the urban settings.

The built environment is the second goal and is concerned with the use of physical resources (manufactured and natural) and their impact on the land. The conservation of physical resources requires patterns of development that minimize energy consumption. In addition, the productivity of the land must be maintained and the reuse of buildings (as opposed to new construction) is encouraged. The appropriate location, size and density of human settlements for sustainability will vary according to technological developments in energy, building, manufacturing and transportation.

Goal three involves environmental quality. Respect for the environment is paramount in sustainable development and in the most simple manner is exhibited by avoiding processes that degrade or pollute the environment. Further action requires the restoration of destroyed areas, and improved or enhanced environmental quality in areas already degraded or grossly polluted. The reduction of the regenerative capacity of the natural environment must be avoided.

Promoting greater economic equality between the rich and the poor will not achieve sustainability, since everyone, the rich and poor alike, degrade the environment. Conflicts resulting from these inequalities do, however, present major obstacles to cooperation in environmental quality. Under present conditions, richer countries through aide, investment, and patterns of trade shape economic arrangements worldwide. Implicit in these patterns are inequalities that intensify the pressure on the environment through resource exploitation, the destruction of ecosystems and the creation of pollution.

This issue of equality is the fourth goal of sustainability under the TCAP model. Beyond the intergenerational equality discussed is the need for intragenerational equality which holds the present generation responsible for bequeathing to future generations an environment in at least as healthy a state as exists today. Long term policies which seek to reduce inequalities and moderate conflicts are in the long term interest of rich and poor

alike. The concept of sustainability goes beyond physical and environmental concerns into the realm of social and moral principles.

The last goal is one of political and personal participation. It is closely tied with social equity to provide greater equality through action. This action includes changes in patterns of consumption, in the allocation of resources and in life style. Current patterns of living in the developed countries are based on individualism, competition, and conspicuous consumption which are not sustainable. A shift towards sustainable development will require both a political and a personal commitment to make the necessary changes. The changes required in the way we live our lives are radical in their scope and implications.

"A move from economic and social organizations based on the exploitation of the environment and material consumption towards a post industrial society focused on social equality, conservation and resource management cannot be achieved quickly, however imperative the need."

(Planning for a Sustainable Environment, Andrew Blowers 1994).

These goals provide a format by which policies for sustainable development can be formed. Incorporation into policies will require unobstructed cooperation and coordination through planning if they are to be fulfilled.

Dimensions

The planning field in the United States is spawned by engineering, born to help alleviate the poor social conditions of a growing nation. Initiatives to eliminate disease, reduce crowded living conditions and establish social cohesiveness were issues outside the realm of engineering; a new science was required, one that understood both the technical challenges and the social issues at hand. The priority was and is human quality

of life. But, as systems theory dictates, everything is intricately connected. The quality of life of the human element is connected to the quality of life of the environment.

Implementation of sustainable development objectives will require an almost radical change in attitude across the board. Although very effective at the local level, it is not possible to establish significant policies without the involvement of the state and federal governments, especially in firm environmental policies. Moreover, such a change in perspective will require the combined effort of everyone from the corporate office to the small business person to the grassroots activist and the average citizen. A cooperative and consensual intention is integral to sustainable development. It will not work without widespread support.

Issues outside local or regional boundaries confront planners and other decision makers. For instance, air pollution, water pollution (and water scarcity) and depletion of the ozone increase health problems globally, but require local revenues to address. "Instead of seeing town and country as needing separate policies, we now see the whole as one environmental issue, to be tackled anew. Planning for sustainable development implies a further widening of scope" (Planning for a Sustainable Environment, Hall, Hebbert and Lusser 1993).

There are and have been efforts to implement sustainable principles at a variety of levels. The IIED, mentioned earlier, works with third world countries to establish green objectives before the country becomes fully industrialized. In this way, they propose to intercept potential problems by directing development toward sustainability.

At the local level, in America, the town of Raymond, Washington, is diversifying it's economy by creating an environmentally sensitive industrial park. According to city engineer Rebecca Chaffee, the park will only allow "a certain kind of industry, one committed to sustainable development that draws on the natural resource base of the

area.” In addition, roads and parking will be minimized to encourage alternate transportation. But will these efforts result in sustainable development?

Land use planning takes under consideration impacts on the environment in terms of wildlife habitat preservation and landscaping, but it only sometimes addresses the protection of the environment from polluting land uses and in the case of nonpoint source pollution from agricultural runoff, no land use planning considerations are made at all. There is also no consideration of resource management in terms of conserving the natural resources that go into building materials, the energy required to make them and recycling wastes from development.

It is necessary for these aspects of land use planning to be considered as integral parts of environmental planning, the process of which ensures that sustainability is built in as a primary objective at all levels of decision making in terms of the effect it has on the environment; from energy, transportation, and pollution to industry and agriculture and beyond.

“As we envisage it, environmental planning must be extended to take in land use and transportation, the control and management of pollution, and the conservation of resources, including energy. Such goals imply real shifts both in the setting of priorities and in the evaluation of programmes across the whole range of government.” (Ibid).

In the OCED report, Environmental Policies for Cities in the 1990s (1991), it is said that the challenge is to weave environmental considerations through the decision making of all sectors. The challenge is to establish sustainable objectives as factors to be taken seriously by all decision makers, private and public. It does no good to develop sustainable objectives and build maps and plans around them when plans are so easily marginalized.

Sustainability Applied

There are myriad applications of sustainable practices at present. One of these, the IIED has been mentioned. The initial interest in sustainable development at the international level has gradually given way to regional and local initiatives of various proportions. Most, if not all, efforts to implement sustainable development at the local level begin with a visioning process during which criteria for sustainability, sustainability indicators, and methods to measure the indicators as they change over time, are established. The following paragraphs contain some examples.

At the regional level, the South Puget Sound Sustainable Roundtable in Washington State's Thurston County publishes an annual State of the Community report. This report tracks and encourages progress toward sustainability throughout the Puget Sound region. In 1992 the roundtable began an effort to develop indicators of regional sustainability. At first try, five indicators were established, borrowed from a similar initiative, Sustainable Seattle. It became quickly evident, however, that the measures needed to be tailored to regional needs.

"We also realized that before we could define indicators, we needed to have a vision of what sustainability means to us regionally," Says Dorothy Craig, roundtable member who helped introduce the concept of sustainability to the region while working for the City of Olympia. Tapping into the existing visions of various organizations from chambers of commerce to labor, environmental, and community action groups, a common vision of sustainability was synthesized.

Eight key issues were eventually identified ranging from resource consumption and the natural environment to the economy and education. Each issue has a corresponding scenario of what a sustainable region might look like several decades into the future. In 1993 the first State of the Community won a citizen participation award from the American Planning Association.

In the town of Flathead, in northwest Montana, the Flathead Economic Development Corporation is exploring the use of “vital signs” to help implement a vision of sustainability. The area of interest, Flathead County, includes Glacier National Park, Flathead Lake, and the Flathead National Forest. It is a predominately manufacturing area with wood products and aluminum production most abundant. Manufacturing plants face downsizing and closures due to changing economic and environmental conditions.

While the manufacturing market takes a downward turn, construction and service industries are on the rise. The influx of new residents is increasing the cost of housing, bringing new threats to air and water quality and increasing social tension. “This is not a sustainable community. We’re losing high-paying jobs, many long-standing residents feel threatened and displaced. At the same time, people are coming here to get away from things—crime, bad schools, midlife change,” says Carol Daly, director of the Flathead Economic Development Corporation (*Community and the Environment* 1994).

Amid this turmoil, Daly sees a vision of a sustainable community emerging from the surveys conducted by the EDC. That vision calls for clean water, clean air, and the responsible use of natural resources. Light industry, telecommunications-based business and small firms that add value to forest products are all part of the vision. It includes affordable housing and embraces both long-term and new residents.

The “vital signs” or sustainable indicators are comprehensive measures of economy, community, and environmental health that can be tracked over time. Daly explains, “the purpose of the signs is to sharpen people’s perceptions about what makes this area so unique and important to them. They are intended to help residents understand the economic, social and environmental changes that are occurring—and move them to become more proactive in directing those changes” (*Community and the Environment* 1994).

Perhaps the most impressive move toward sustainability in the United States at the local level is the city of San Francisco. In 1993 the Commission on San Francisco’s

Environment, formed by the Board of Supervisors of the city, were charged with drafting and implementing a plan for San Francisco's long-term environmental sustainability. The commissioners felt that a wider public should have input into the plan and subsequently formed Sustainable San Francisco: a collaborative of city agencies including the City Planning Department, the Bureau of Energy Conservation, the Recreation and Park Department, and the Solid Waste Management Program; businesses; environmental organizations and concerned individuals, to develop a plan for sustainability.

In 1995 the research for the plan began. Ultimately, the European Community's Agenda 21 Implementation Plan for the United Kingdom was used as a model. Sustainable indicators were based on the work by Sustainable Seattle; the indicators were used to keep track of whether the city is moving in the right direction.

A new Environmental Department for the city was set up by voters in a city charter. One of the main responsibilities of the office is to implement the sustainability plan that was passed by the Board of Supervisors in November, 1996. Although objectives, goals and actions were delineated in the plan, it is understood by all concerned that the plan is a blueprint for sustainability, not a template. Implementation of the plan will take great effort on many fronts.

Legislation, funding and advocacy will require time and patience to attain. But the plan is comprehensive in scope and includes goals, long term objectives to achieve sustainability, objectives for the year 2100 and actions. Topics in the plan include areas of environmental concern (such as air quality, biodiversity, energy, food and agriculture) as well as economic development, municipal expenditures, risk management, public information and education, and environmental justice.

Indicators for each topic give a "birds eye view" of whether San Francisco is moving toward or away from sustainability. The measures are tracked to give an overall indica-

tion of whether the City is moving in the right direction, and provide a way of measuring significant trends without entailing major new expenses for data-collection.

Though too soon to tell whether or not the Sustainable Plan for San Francisco works or not, the effort to develop one alone is beyond anything attempted in the City before. The newly established environmental agency will serve to ensure that the plan for sustainability is an inherent part of city policy, not a politically expedient fad. It is interesting to note that the authors of Planning for a Sustainable Environment determined that in order for a sustainable initiative to work, new environmental planning programs had to be implemented, including the establishment of a separate environmental agency.

Matrix Description

The decision making matrix for sustainable development is modeled after the Town and Country Planning Association's report Planning for a Sustainable Environment. The reasons for this have already been mentioned but bear repeating. The report was written by planners, for planners and other decision makers. Therefore, the model presented is uniquely suited to this study. It also uses "Built Development" as one of the goals of sustainability or, as used in this thesis, a principle of sustainability. As planners and decision makers in the development arena, this principle is extremely important. Not only does it raise the question of what should be done with the results of human development (buildings, roads etc.) it also presents human development as an integral part of sustainability and acknowledges the needs of human beings within the context of the natural environment. The emphasis is on cooperation and harmony between humans and our environment, placing human quality of life on equal footing with nature herself.

From the five principles of sustainability, impact measures were identified; suggested by both the TCPA report and The Urban Institute's publication Measuring Impacts of Land Development. The result represents a blend of twenty-two measures that corre-

Figure 1. Sustainable Development Trend Impact Matrix²⁵

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Table 1
Principles of Sustainability with Impact Measures and Objectives

Principles of Sustainability	Impact Measures	Objectives
Resource Conservation	1. Non-renewable Energy	Reduce non-renewable energy use in the production of building materials and in building construction and maintenance.
	2. Scarce Resources	Reduce per-capita consumption of scarce resources.
	3. Alternate Technologies	Increase investment in and tax incentives for technologies that use renewable energy and/or improve energy efficiency; reduce waste and lower pollution.
	4. Transportation (1)	Increase the use of transit and other alternatives to the automobile.
	5. Transportation (2)	Decrease the length of average daily journeys.
Built Development	6. Growth	Reduce expansion of urbanized areas.
	7. Open Space	Increase open space to two acres per 1,000 people and increase the number of trees in urban areas.
	8. Biodiversity (1)	Protect and/or restore vegetation, wildlife, and habitation of wilderness areas.
	9. Biodiversity (2)	Increase the number and extent of wilderness areas.
Environmental Quality	10. Waste Disposal	Reduce the total volume of waste requiring disposal.
	11. Recycling	Increase the proportion of waste being recycled into usable products.
	12. Renewable Resources	Improve the balance between the rate of usage and the rate of replacement of key renewable resources.
	13. Pollution	Reduce the production of major air and water pollutants.
	14. Ecosystems (1)	Increase areas of diversified mature forests.
	15. Ecosystems (2)	Increase areas of biological diversity protected and available for future use.
Social Equity	16. Economics	Increase price differential so as to discourage environmentally damaging consumption and encourage more environmentally benign consumption.
	17. Quality of Life	Reduction in the number of people suffering a degraded quality of daily living.
	18. Consumption	Reduce the differential in resource consumption between the rich and the poor.
	19. Costs and Benefits (1)	Greater equality in the incidence of the costs and benefits of resource conservation and pollution control.
	20. Costs and Benefits (2)	Greater weight given to long-term costs and benefits (those borne by future generations) relative to short-term costs and benefits in the calculation of development profitability.
Political Participation	21. Decision-making	Reduction in the number of decisions affecting the local environment taken without the active involvement of those whose living conditions are affected.
	22. Policy	Increase the number of local initiatives to achieve sustainability objectives by local government, local business, community groups.

SOURCE: The Town and Country Planning Association. *Planning for a Sustainable Environment*. Earthscan, London 1993

spond to the principles of sustainability and to the accompanying goals defined in the Models and Goals section of this study and listed in Table 1.

In the matrix, the principles of sustainability are crossed with trends for the area in which the development is proposed. Decision makers in development negotiations then have a synopsis of the data related to the target area at their fingertips. It is important that the decision maker use as rational a methodology as possible in analyzing this information. To this end, the matrix is built using trend impact analysis.

Trend Impact Analysis

Trend impact analysis is a logical approach to analyzing societal trends. It was designed for those who determine policy, make administrative and managerial decisions, and conduct long-range plans, in order to lend a rational basis to their decisions. "The need for anticipatory data under these conditions, led to the art and science of futures research" (Rosgove 1973). Trend impact analysis as used in futures research, is especially well suited for this study as sustainable development is, by definition, future oriented. Moreover, the trends used for the matrix are readily available from most planning departments in local government, making data gathering efforts simple. For the purpose of this study, the Berkeley Planning Department's report "Trends in the City" was used to gather data on trends in the area. The study "A Trend Impact Analysis for Societal Impact Assessment" by Perry E. Grove, Ph.D., was used as a model for the matrix and for the analysis.

Forecasting likely sustainable scenarios on the basis of trends is dependent upon two factors: 1) providing well conceived, accurate and reliable data on trends and alternative possibilities about the future; and 2) providing this data in a manner that is useful for particular user tasks. The product of futures research is usually a report filled with data so voluminous as to give the recipient information overload; the result is excellent technical

information rendered useless because of the inability of the recipient to use it effectively in determining decisions. Presenting this information in a clear, concise and systematic manner then becomes all important. Trend impact analysis, when displayed in a matrix format, satisfies these requirements, and presents a vast amount of data easily interpreted by decision makers.

The forecasting method of trend impact analysis used in this study employed a set of procedures to link local trends to principles of sustainability. Using a matrix format (see Table 1), trends were then analyzed according to the anticipated impact each has on the sustainability (as defined by the five principles of sustainability) of the area. For instance, What is the likely impact of increasing population density of the southside neighborhood on resource conservation, built development, environmental quality, social equity and political participation? What is the anticipated impact of lower property values of the same area on the same five principles? Each trend was analyzed for its possible impact on the five principles of sustainability as if it were an independent phenomenon.

It is assumed that this futures research method of impact analysis displayed in a matrix format will facilitate open discussion between the decision maker, the developer and other interested parties. It is not designed to give the user a definitive answer to a problem. As Rosgove explains, "The ideal storage and display system should be designed to enhance the feasibility of conducting a public dialogue between the user group (e.g., planners, policy makers, etc.), the futurists who provide the trend data and maintain them, and the constituents of the user group (e.g., students, voters, etc.)".

Matrix Procedure

The steps necessary to analyze the data provided are outlined below. In Chapter 4, the procedure is implemented when the plan for People's Park is analyzed. The procedure

is introduced here in order to provide a more detailed description of the matrix elements, to explain how they are obtained, and to clarify the methodology of trend impact analysis.

- Step 1. Generate trend data (trend extrapolations using planning, census, and population data already collected and/or collecting new data as required. The data to be for the target area of proposed development, in as specific a range as possible).
- Step 2. Organize the data into categories (transportation, population, economic, and so forth).
- Step 3. Display trends in matrix format with principles of sustainability.
- Step 4. Analyze each trend according to the existing impact on each of the 22 impact measures (Under the "e" column; + = positive impact, - = negative impact, and 0 = unknown/unable to discern).
- Step 5. Analyze each trend according to likely developed impact on each of the 22 impact measures (same method as above but under the "d" column).
- Step 6. Analysis of the existing trend impact (by category) on the 5 principles of sustainability. Adding up like signs indicates the general impact.
- Step 7. Analysis of the developed trend impact (by category) on the 5 principles of sustainability. Adding up like signs indicates the general impact.
- Step 8. Trends, as indicators, are identified for each impact measure.
- Step 9. The matrix and analysis are presented to decision makers for consideration.

Step 10. The matrix and analysis is presented to decision makers for consideration.

Further inquiry into the individual trends might be warranted, depending on how and to what extent the information is to be used. The point at which a trend intersects an impact measure represents an indicator of sustainability. For instance, if a trend declination is found to be negatively affecting the measure, it suggests that the direction of the trend will need to be reversed for sustainability to occur. In this way the trends can be used as indicators of sustainability.

Table 1 shows the principles of sustainability used and breaks them down into impact measures and objectives for sustainability. These are coded in the matrix as numbers with "e" for existing and "d" for developed. The existing (e) state of sustainability of the area proposed for development serves as a baseline from which an analysis can be made. The effect of each trend on each impact measure is assessed (at the "objective" level) and assigned a symbol relative to the impact. For instance, the first trend, a decline in population would have a positive impact on the Non-Renewable Energy measure whose objective is to "Reduce nonrenewable energy use in the production of building materials and in building construction and maintenance".

The matrix is used along with Table 1 to analyze the trend data. The impact measures and objectives are variables and can be changed to reflect goals identified by the community as important for sustainability. The trends are also variables and can be chosen, again, depending on the focus of importance to the community. The principles of sustainability are not variables as they serve as standards against which all variables are weighed to achieve sustainability.

CHAPTER 3

THE CASE STUDY

"People's Park should have died like Billy the Kid, when it was very young, good-looking, and the stuff of legends."

Stu Albert

The Setting: Berkeley, California

By California law, all cities and counties are required to prepare and adopt a general plan. The General Plan establishes a vision for the future and provides a blueprint for development, policies, and decisions affecting the community. According to state guidelines "the General Plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals."

It is a requirement that the plan be comprehensive, that it cover the entire jurisdiction of the city, that it address the range of issues associated with the city's physical, social, and economic development. Internal consistency must be maintained to the degree that no policy conflicts occur between the components of the General Plan. A Brief of the existing Plan and associated policies is located in the appendix.

The 1977 Master Plan was used for base information in this study, along with sector plans and the City of Berkeley Conditions, Trends & Issues (a research gathering report for preparation of the new Plan). 1990 Census data was also consulted. This data provided the trends for the matrix and together form a baseline or existing scenario of the sustainability of the area, as defined by the five principles of sustainability outlined earlier.

Overview of the City

Berkeley is located at the geographic center of the Bay Area. The city's western limits are defined by the San Francisco Bay and its eastern limits by the rising Berkeley Hills. To the north, Albany, El Cerrito and Richmond stretch to the San Pablo Bay. South of Berkeley is the Silicon Valley with the well known landmarks of San Jose and Stanford University.

Berkeley's urban development has its roots in concurrent events during the last half of the 19th century. Establishment of the University of California and dedication of the site for the School for the Deaf (built then relocated south of Berkeley) led to the physical development of its eastern foothills and its emergence as a cultural and educational center. Development of the railroads from Oakland, first to Martinez and later to Sacramento, led to industrial and residential development in West Berkeley, then called Oceanview.

The first major growth occurred between 1900–1910, when the population increased from 10,000 to 40,000. To accommodate the growing population, trolley service to Oakland and ferry service to San Francisco were initiated. In 1906, the San Francisco fire drove many to the east bay and Berkeley's population again burgeoned. The 1920s saw another spurt of residential growth. The fire of 1923 destroyed 600 buildings and left 4,000 people homeless. Berkeley's population grew from 56,000 in 1920 to 82,000 in 1930.

The most recent population growth in Berkeley occurred during and after World War II. Manufacturing of war materials and supplies attracted a large number of workers during the war. The black population quadrupled while its student population fell from 17,000 in 1940 to 11,000 in 1945. However, from 1945-1950, the University doubled in student population. The University has since grown to 29,678 students in 1997.

The change from a middle-class university town to a highly diverse city accommodating a wide variety of races, economic levels and lifestyles has been a permanent characterization of Berkeley's population. This diversity has produced a climate in which concern for its people and the courage to innovate result in unique policies and programs.

The 1955 Master Plan set a comprehensive framework for the future and led to a program of rezoning which protected many lower income neighborhoods. This was followed by the first, and to date, most successful neighborhood planning effort—the San Pablo Neighborhood Plan. The Federally Assisted Code Enforcement Program (FACE) in San Pablo neighborhood helped residents improve their homes and was the largest FACE program in the nation. The changes in federal policy regarding urban assistance combined with the social upheavals of the 1960s sidetracked the original plan of continuing a systematic neighborhood planning program throughout the city.

When the Bay Area Rapid Transit (BART) came to Berkeley in 1966, the people voted to underground all of the lines, taking on the burden of paying for the work above and beyond the original debt for its share of the system. At issue was widespread concern that elevated tracks would split the community along socioeconomic and racial lines. This same sense of community led to desegregation of the schools in 1968.

The City has consistently put the needs of its diverse population at the forefront of public expenditures offering a myriad of health care services, recreational opportunities and cultural activities supported by city programs. In the past, low and moderate income families found housing assistance and leased housing programs. With the rising cost of housing and the recently relaxed rent controls however, the low income population, students, and even those with a moderate income may be forced to move into adjacent cities. Initiatives to support the disabled population abound, with the latest being city funded specialized emergency care for disabled citizens (Measure E, Nov. 3, 1998 election).

According to writer Don Pitcher, Berkeley's residents take the initiative in being part of the decision-making process through organized neighborhood organizations, political groups, grassroots groups and activism. Representatives from all aspects of the population are encouraged to serve on boards, councils and special projects.

Awareness of and attention to the environment are integral to the city's overall character. In the 1960s citizens organized the Save the Bay Association which successfully fought to prevent the San Francisco Bay from infilling to support growing industrial and residential development. A system of bikeways and pedestrian crosswalks encourage alternative modes of transportation, and greenspace is set aside at a rate of 2 acres per 1,000 people.

Population

Berkeley has what might be the most diverse population of any city its size. While the population has declined over the last 20 years (approximately 103,000), it remains a kaleidoscope of race, income, physical ability and lifestyle. The projection is that with the new rent controls a more homogeneous population will evolve. The 50s and 60s witnessed a large increase in the student and young adult population. Between 1960 and 1970, the number of people between the ages of 15 and 24 increased 50 percent, while those under 5 decreased 30 percent, and the 35—64 years old declined by 20 percent. While the total white population declined slightly, the black population increased by 25 percent and the Asian population (mostly Chinese and Japanese) increased almost 40 percent.

Women, low income, ethnic and racial groups, the disabled, those living alternative lifestyles increased more than ever before. Students number around twenty-six thousand and it is estimated that one in eight residents is a professor.

Economy

Berkeley's economy is largely dependent on The University of California. It provides an estimated 12,000 jobs and it's staff, faculty, students and visitors spend millions of dollars annually in Berkeley. Industrial development, located in West Berkeley accounts for only 4 percent of total land use and employs 14 percent of the population.

Commercial business accounts for 6 percent of total land use and employs 24 percent of the population. The CBD (Central Business District) is not the commercial hub it once was. Parking difficulties, crime and inconvenience are attributed to the rise in community and neighborhood commercial districts. Telegraph Avenue, North Berkeley's "Gourmet Ghetto," Solano Avenue and 4th Street represent the most important areas of community commerce. The Elmwood area and the Solano Circle are two important neighborhood venues.

City revenues have declined over the years with sales tax receipts declining 7 percent, state funding reduced by 40 percent, and federal funding down to a small portion of the amount received in 1970. Meanwhile city expenditures are up 12 percent. Institutional uses account for 9 percent of land use with the University the most abundant. UC along with other non-profit organizations are exempt from property taxes, and as the University expands, a larger and larger tax burden falls on the people of Berkeley. This presents some difficulties in the relationship between the City and the University.

The University of California and Berkeley Interface

In 1990, the University of California adopted a new Long Range Development Plan (LRDP) for the Berkeley campus, the first in 28 years. The plan calls for a reduction in student enrollment to maintain a maximum addition of 4,500 beds of new student housing within walking distance of the campus and development of an additional 1.5 million square feet of new academic and support projects. This would mean a cap of thirty

thousand for total student population. All in all, the LRDP plans on an additional 24 percent square footage to the existing campus.

The magnitude of this development plan caused outrage from Berkeley quarters including city government, community activists and neighborhood organizers. To address these concerns, the University and the City of Berkeley met and came to agreement on the elements of the LRDP.

The University is a huge asset to the community. It is the largest employer, the largest landowner and brings a world renowned center of education, research, and culturally stimulating activity. But it also brings some interesting planning and economic challenges. There are a host of problems related to its tax exempt status and immunity from local planning and zoning controls.

The Master Plan for Berkeley contains a University Element in which current land use policies, agreements between the two parties and area plans are addressed. Where possible, the University works with the City to achieve common goals with the community. The cooperative plan for People's Park is an example. But, academic needs, development economics, housing affordability, land use compatibility, building scale, parking and preservation and project review procedures are areas where the University maintains that compatibility with City plans cannot always be met. The priority for the City is private sector-development and is sometimes in direct conflict with the University mission.

One of the areas of most importance is the City-University 5 year cooperative program to clean up and enhance People's Park as a park facility readily usable to the neighborhood and campus communities. This proposal was reached after intense community opposition to a University proposal (contained in the original LRDP) to construct a dormitory on part of the site. Development of the park site as planned was prevented in

1969 through the occupation by community activists and students. Efforts to retake the park by police and the National Guard resulted in one death and over 100 injuries in the ensuing riots. The park has remained a point of contention ever since. The following section traces the history, identifies the problems and examines the proposed long range development of People's Park.

The Focus: People's Park

Brief History

The University of California's 1957 Master Plan called for development of new University dormitories to the south of the campus adjacent to Telegraph Avenue. The location was critical as it allowed students safe, easy access to the campus only a few blocks away. A projected increase in the student population was cited as the rationale for the decision.

With the help of the last Republican Congressman to serve the area, \$1.3 million dollars (including student funds) was allocated to the Regents for acquisition of the land from the city of Berkeley. The acquisition consisted of a block of single family homes bounded by Dwight Way to the south, Haste Avenue to the north and Telegraph and Bancroft to the west and east respectively (see map on following page).

In 1968, residents of the area were given eviction notices and the 100-year-old homes were razed. Soon after, a financial deficit left the University without funds to develop the property and the 2.3 acre vacant block became a trashy "de-facto" parking lot. Meanwhile, word on the street held that the University was trying to get rid of alleged agitators living in the houses that were razed (Pitcher 149).

Student demand dropped significantly in the ensuing year and due to the adequate supply of existing housing (both on and off campus) the plans for a dormitory were scrapped and new plans for the development of a soccer field on the property were

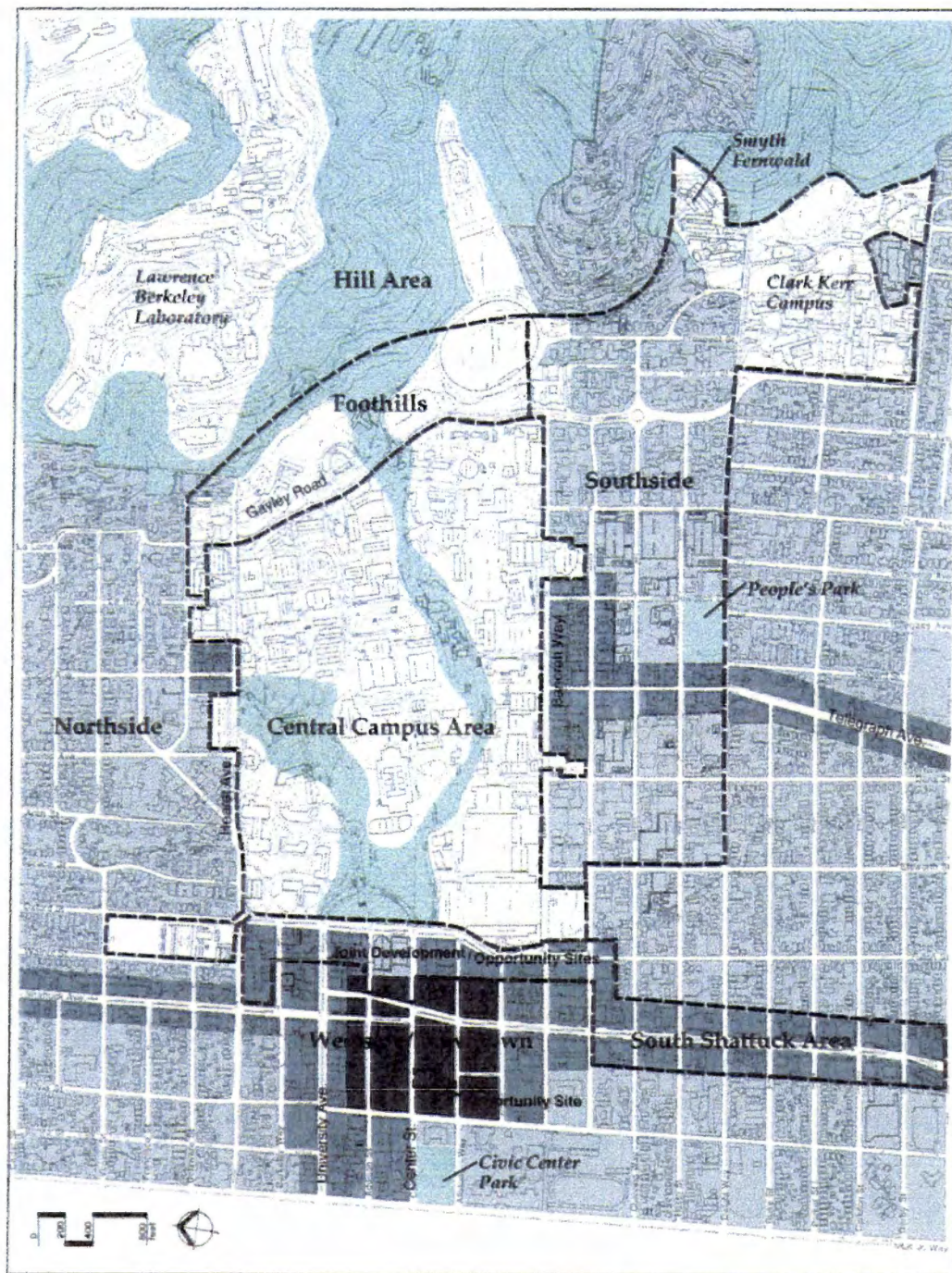


Figure 2. Map of downtown Berkeley, California

initiated. Within a short time, however, the still financially strapped University ran out of funds and stopped construction leaving the land unimproved.

By early 1969 the land was still vacant and had deteriorated to such an extent that merchants and residents in the area became concerned. On April 13 of that year, a group met to discuss alternatives to the development of the land. It was suggested that a user maintained and developed park be constructed on the site. An underground newspaper, *The Berkeley Barb*, encouraged the idea when it published the following on April 18, 1969: "On Sunday we will stop this shit. Bring shovels, hoses, chains, grass, paints, flowers, trees, bulldozers, top soil, colorful smiles, laughter and lots of sweat... We want the park to be a cultural, political, freak out, and rap center for the Western world... This summer we will not be fucked over by the pigs 'move-on' fascism, we will police our own park and not allow its occupation by imperial power." (Pitcher 149).

Two days later hundreds of people presented themselves at the site for a combination construction project and festival of independence, beginning with the delivery of a truck-load of sod. The professed idea was to turn the lot into a park for hippie culture. "Power to the People Park" shortly thereafter became simply People's Park (Pitcher 149).

The University tried to regain control of their property a month later by erecting a fence around the lot. Led by UC's student union president 3,000 protesters marched down Telegraph avenue to prevent the fencing. A confrontation resulted and 128 people were wounded and one fatality occurred. By late in the afternoon the violence had subsided and by 9:00 PM officials for the city of Berkeley requested governor Ronald Reagan to send in the National Guard. Dubbed "Bloody Thursday," May 15, 1969 became a milestone in the history of the Park.

The University voted to continue plans for the development of the lot and the fence remained, despite the overwhelming support by faculty, students and Berkeley's citizens.

Three years later, a violent anti-Vietnam war protest escalated to the storming of the lot and the fence was ripped up and thrown into the street.

Another protest in 1979 against the creation of a student fee parking lot on the property resulted in a frenzied removal of the asphalt by the protesters. Student housing was again proposed by the University in 1988, but the plans never materialized. Between 1987 and 1992, 28 riots ensued, threatening the livelihood of merchants along Telegraph avenue and causing property damage in the millions. A lease was eventually worked out between the City and the University, giving Berkeley control of the day-to-day operations of the Park.

The Present Situation

A recreational pilot program was initiated in 1996, in an effort to clean up the "sleazy hangout for drug dealers and the homeless" that occupies the Park. The program goals include making the area in and around the park safe, making the park drug free, and establishing it as a residential recreation site. The University plan for the park involves redesigning the lot as an open space/recreation urban park (See the plan in the appendix).

There is widespread support for the development of the site. 72 percent of the Panoramic Hill residents (an area east of the Park) voted in favor of the following resolution: "UC neglect of the area known as People's Park has produced a dangerous public nuisance that is visually repellent, a notorious hangout for drug dealers and helpless and violent street people, and a menace to students, neighbors and adjacent churches. The Panoramic Hill Association strongly favors concerted action by UCB to reclaim and restore the University's property known as People's Park by redeveloping that degraded area with socially beneficial and sorely needed student housing systematically maintained open and park space and student recreational facilities." (Council of Neighborhood Associations *Newsletter* June, 1987)

This is not an isolated sentiment. UC Regents, students, Southside property owners and merchants express a desire to clean up the area through redevelopment plans. Though once supported as a symbolic testament to the power of freedom and democracy, the park is now supported by only a handful of the former “old guard”. Stu Albert, a founder of People’s Park, expresses the views of many when he states: “People’s Park should have died like Billy the Kid, when it was very young, good-looking, and the stuff of legends.”

There are those participants of the original protest against the development who still resist any development of the Park. There are also those who didn’t participate, but who have deep devotion to the space as an urban park with a passionate history. With a more moderate administration of local government, the future of development at People’s Park seems to be indefinite.

The existence of People’s Park is still an emotionally volatile issue. This thesis makes no attempt to define the direction of development on the property. In fact, the current development plan for the Park as an open space/recreational park (see appendix) is used in the matrix. The sustainability (as defined herein) of the planned development is revealed by the matrix, but the author acknowledges the study as an exercise in social forecasting, not as definitive science.

CHAPTER 4

PEOPLE'S PARK THROUGH THE MATRIX

"Here, for a very brief moment in time, people were together. All kinds of people who came together to build a park—for children and their mothers, for old people, for lovers, for everyone."

Anonymous

Existing Conditions

The conditions of the park as it exists have been discussed, but here they will be presented again in physically descriptive terms. The park has open boundaries on three sides with the west end gardens abutting the back of retail shops lining Telegraph Avenue. From this side people walking along the Avenue simply walk a few steps up Haste Street to enter the park.

Further up the street is a "free box" into which the members of the community discard articles of clothing and from which anyone in need of clothing can access it. The free box represents a major problem in the park, as a few men have taken control of the box, extracting clothing in good shape to sell at second hand stores, thus, preventing others from acquiring clothing in good condition. Directly behind the free box are huge dumpsters into which much of the clothing is discarded when it is deemed not fit for resale. People who want the clothing then have to graze the dumpsters, the very activity the free box was designed to dissuade.

Behind the dumpsters is a stage where various activities take place. Concerts, speeches, and a food program for the homeless are conducted there. Generally, when not in use, the stage is used as a place for park regulars to hang out. In front of the dumpsters is the basketball court and beyond that is a building with bathrooms and an office from

which recreation and maintenance activities are coordinated. The bathrooms serve mostly park regulars and are well-known havens for activities such as drug use and prostitution.

The east end is preserved as a natural area with various plant material, including trees, shrubs and perennials. It is left primarily in a natural state with little or no maintenance.

In this area, many homeless "camp" during the day and in the early hours of the morning. Camping over night in the park is prohibited, as is alcohol consumption, drug use and abusive language.

There is a large lawn area along the south side of the park. There were two volleyball courts there, but as the first step in implementing the new plan for the park, they were torn down in 1996 and replaced with sod. The south (informal) entrance to the park is just off Telegraph Avenue a few steps up Dwight Avenue. The site plan for the park can be found in the appendix within the text of the conceptual plan.

Overview of the Plan

[The Plan is found in its entirety in the Appendix, beginning on page 66.] The long term plan for People's Park involved an intense effort by both the city of Berkeley and the University of California. The planning process included a consensus process for a conceptual plan which involved the formation of a People's Park Use Standards and Evaluation Advisory Committee made up 18 people appointed in equal numbers by the City and the University. This committee was charged with the task of evaluating the proposed plan for safety, health, utilization and community acceptance. The result of their evaluation, The Conceptual Long Term Plan for People's Park is used as the plan for the proposed development for purposes of this study. It represents a consensual agreement between the City of Berkeley, the University of California and the larger community for the continued development and maintenance of People's Park.

The Plan's goal is to preserve the park as a permanent recreational open space and to

make it more accessible (and desirable) to a greater number of people through structured programs. The changes to the original park are mostly physical design augmentations and are listed below:

- 1) Introduce edge treatments which will link the park to other neighborhood areas of student, and residential housing and attract students and residents to use the park;
- 2) Create a formal entry on Haste Street close to Telegraph Avenue to form a physical and social gathering spot where notices and other information can be posted;
- 3) Convert the volleyball courts into lighted lawn area to provide more open space;
- 4) Build a children's playground on the south side for the children of students, residents and the child care facility across the street; and
- 5) Increase the park's educational values by posting information and interpretive signage at the west end near the community gardens and the east end grove.

The community goals for the park, as defined by the plan, are listed on pages 17 and 18 of the appendix. These goals include a change in the physical design, enhanced recreational programs, and the provision of social services to the mentally ill and the homeless. In addition, policy issues and the supervision and operation of the park on a day to day basis are addressed. Implementation of the Plan involves the community and community organization in the Southside area. Background information and relevant data are listed beginning on page 49 of the plan.

The Matrix Applied

The procedures for evaluating the development plan for People's Park through use of the matrix follows the procedures set forth in Chapter Two. Step 1, generating trend data, involved gathering data on the area specific to People's Park, known as "Southside." Unfortunately, no data for the precise location of the project was available. According to the planner for that area, trend data will not be available for the Southside until after the

year 2000 census has been completed. In this case, trend data for the city of Berkeley was used.

It should be noted that the general trends listed here for the city of Berkeley, fairly represent the Southside area as well, with slight variations. As an area predominantly of students, the population fluctuation follows the school calendar of the University. Land use tends to be highly residential and commercial (due to the proximity of Telegraph Avenue). People's Park represent one of the two open space/recreational parks in the area. The other is Willard Park two blocks south of Dwight Avenue, the southern border of People's Park.

There are many pedestrians in the area due to the abundance of students going to and from classes. There are many more rental units in the vicinity than owner occupied homes due again to the predominant student population. The area serves historically as one of the major commercial districts of the city. This is changing, however, as more and more homeless people, displaced youth, drug users and criminals move into the streets. This has affected the social conditions of the area, as well as slowing economic development, and exacerbating fiscal decline. The environmental quality of the area tends to be lower than the rest of Berkeley due to the trash, debris, and human and animal waste accumulated along the streets and the gutters.

In summary, the trends identified in the matrix represent the microcosm of the southside area, if Berkeley is seen as the macrocosm reflecting it. As has been pointed out, the direction of trend movement is more important in this study than are the actual numbers. It is important to note, however, that the trends are magnified in scope and intensity in the southside area.

The trend data was organized into categories in a manner reflecting Berkeley's Master Plan organization. The most important elements of the planning process were included. Obviously, it was not feasible to include all trends and conditions of the city

and environs. The trends are variables that can be changed based on the project. They are fairly standard: demographics, land use, transportation, housing, social conditions, economic development, fiscal conditions and environmental quality. Within those categories, trends were listed with the direction of movement indicated by the symbol < for "decline" and > for "incline". The time frame for the collected data is between 1970 and 1990.

Step 3 involved displaying the trends with the principles of sustainability in the matrix. Trends were listed along the Y axis and principles of sustainability with the accompanying impact measures were listed on the X axis. The impact measures were coded to enhance efficiency and to aide in the display of the matrix. For instance, under Resource Conservation, The impact measure "nonrenewable energy" is represented by the number 1e and 1d, where e = existing and d = developed. As mentioned previously, the "existing" trends were analyzed first to provide a baseline of sustainability against which the development project can be compared.

Each trend was analyzed individually, but as Rosgove found in his study of trend analysis there is a strong relationship between the trends, both intracategorical and intercategorical, which made analyzing them independently difficult to accomplish. For instance, the transportation trends walking, biking, transit use and shared rides through carpooling were all decreasing as automobile use was rising dramatically. The relationship between them seems obvious; more and more people are choosing cars as their mode of transportation than any other method. Intracategorically, population density has a strong relationship to the rise in residential land use, which is tied to the rise of housing units. The scope of this study excludes an in-depth look at this phenomenon, but it is an interesting observation and deserves notice.

Trend data was gathered from census, planning, and statistical information found in the city Planning office, the University of California library system, and in the reference section at the Berkeley Public Library. The information varied slightly from source to

source as expected, but the differences were judged to be insignificant for the purposes of this study. For example, the population size according to the census data was 103,574 compared to the 102,000 listed by planning documents. The direction of the trend was a more important factor and using either statistic produced the same trend—a declining population.

In step 5, the trends associated with the development project are analyzed. These trends are projected through the use of the goals associated with the development and conjecture. The goals are divided into five sections: A) Physical Design, B) Park Programs and Use, C) Social Services, D) Governance, and, E) Implementation. Trends forecast to be affected by the development project were recorded under “developed” in the matrix.

Analysis of Existing Trends Across Principles

The impact of Berkeley’s trends on the principles of sustainability listed indicate that it is not a sustainable city. For resource conservation, built development, environmental quality and social equity the scores were overwhelmingly negative, indicating that the trends have a negative impact on these principles. The only area in which Berkeley can be considered sustainable is through political participation. This seems valid as virtually all neighborhoods have an organized association. free speech is considered sacred and participation in decision making is the norm.

The overall impact of demographic trends is positive owing largely to a declining population. A higher income suggests that people can more easily afford the “expense” of a sustainable community, including renewable resources, quality mass transit and alternative technologies. The positive impact of population density is related to an efficiency factor; where there are more people gathered, resources are shared and less energy required to distribute them. Moreover, it seems that as people cluster one of two things happen: either they turn against each other or they work together. Here it indicates that

people are working together to harmonize and live cooperatively with their environment, to prevent or reduce pollution, to prevent development that increases the quality of living gap between the rich and poor and to participate in decisions affecting their communities. Demographic trends taken separately have a positive effect on the area's sustainability.

Land use trends indicate that there are almost evenly divided negative and positive impacts on principles of sustainability. For resource conservation, the impact is positive, this again can be attributed to the rise in residential land use. When this trend is addressed intercatagorically with a higher density, it indicates that more people are moving to Berkeley and are living in multi-family housing, cooperative housing, backyard cottages, "in-laws" and other shared living situations. This appears to be a sustainable way to live.

The principle of built development is not supported by the trends. This suggests that the rising residential, commercial, and industrial dwellings as well as the decreased open space is not in harmony with the natural environment. This could be a problem with design or a problem with inappropriate land use, such as building on slopes too steep to support development. It indicates that the land use is out of balance with nature.

This would point to pollution problems and a tendency for land use to interfere with the regenerative capacity of the environment. This would pose a direct threat to human quality of life and might affect human health as well. As the negative impact of trends here are not strongly negative, it is an important issue, but not one of an alarming nature.

The effect of land use on social equity is positive, but not overwhelmingly so. This is due to the existence of rent controls in Berkeley which close the gap on rich-poor inequity by providing for the availability of low income and middle income housing. Rent controls have been repealed and starting in January 1999 landlords can ask market price for any vacant unit. The effect of this change will probably change the face of social equity in Berkeley.

The use of land has a direct effect on political participation. There appeared to be a strong correlation between the two. As more people become residents (either owners or renters), the power to influence decisions, through voting or direct involvement, becomes greater. Moreover, with the rise of commercial and institutional land uses, the influence of local business people comes into effect. The most influential (and the biggest employer) institution in Berkeley is the University of California. With an estimated 25 percent increase in development slated, its power to affect local decisions is immense.

Transportation trends have an overwhelmingly negative impact on all five principles of sustainability. The rising use of the automobile combined with the decline in all other modes of transportation is a sobering statistic. Automobiles use enormous quantities of nonrenewable energy, are significant contributors of environmental degradation through pollution, endanger human health and are expensive to maintain, which can indicate an absence of social equity. Transportation in the area is not sustainable.

The housing statistics show that housing prices, housing units and owner occupied units are all rising, while rentals are declining. Along with the rise in income, and residential land use, this indicates that Berkeley is becoming a rich, residential, home-owning city, lacking in diversity. No statistics were gathered to determine the racial trend of the area, but according to official estimates racial diversity has decreased by 18 percent between 1960 and 1990.

When combined with the trends on social conditions such as the rise in drug abuse, crime, poverty and homelessness the assessment is grim. The disparity between the rich and poor seems to be broadening. It is interesting to note that the same social trends have a positive effect on some of the objectives for resource conservation, namely:

A) Scarce Resources –

a reduction in per capita consumption of scarce resources

B) Transportation (1) –

increase in use of transit and other alternatives to the automobile

C) Transportation (2) –

decrease in length of average daily journeys. Although these statistics indicate an inclination toward sustainability in the matrix, they are obvious detriments when taken intercatagorically.

The economic development picture shows promising results. A rise in service and retail industries suggests more unskilled labor positions in the future. With unemployment and poverty on the rise, these sectors might provided needed jobs. Although not reported as trends in the matrix, over half of the population in Berkeley are professionals who work outside the area. It is estimated that one in eight is a professor at some institution in the surrounding area.

The fiscal trends contributed the most to the apparent unsustainability of the area. State and federal funding has been slashed 15 percent or more over the past few years with the political climate movement toward decentralization, placing more of a financial burden on local governments. At the same time, there has been a decline in revenues from fees, property taxes and assessments of all kinds. Although the trend in property taxes may be changing as property values skyrocket, only time will tell if this is an actual change in direction or merely a temporary boom in the market. While all revenues are declining, expenditures are rising as reflected in the employee expenditures and capital improvements.

The areas hardest hit by fiscal problems appear to be the principles of environmental quality and social equity. This suggesting that pollution and/or a degraded environment with the accompanying reduced human quality of life are not being addressed; nor is the social equity issue of the gap between rich and poor. The trends seem to support this assumption. With decreasing revenue, the focus would be less on environmental quality

and social equity and more on increasing fees and taxes through means such as higher housing prices, increased automobile use and an increase in housing units.

The final category of trends is environmental quality. These trends seem to have a favorable impact on the principles of sustainability over all, though the impact on many of the measures was difficult to discern. The increase in solid waste recycling and a decrease in energy consumption contribute the greatest amount toward the goals of sustainability. But these are offset by an increase in other trends. A greater amount of hazardous waste materials being generated by the Lawrence Berkeley Laboratories, and greater automobile use is creating higher noise and air pollution. These trends might be predicted and are supported by intercategory trends showing an increase in automobile use and an expansion of institutional land use.

The trends are totaled across the principles of sustainability to reflect the analysis numerically. Thus, the overall findings are summarized this way: there appears to be a move toward sustainability where demographics are concerned. In the land use arena, there seems to be stagnation; neither a move away from nor toward sustainability. Analysis of the transportation element indicates a strong move away from sustainability.

Analysis of Developed Trends Across Principles

The overall development project goal is to preserve People's Park as a permanent recreational/open space. As it is an existing park, the development involves mainly physical design and management changes. Making the park safe, expanding recreational activities and establishing responsibility between the City and the University comprise the development. Because it is a small project, only a few trends are affected by it.

If the development proceeds as planned, changes in social conditions and economic development can be expected. Drug abuse, crime, and homelessness would all decline due to the goals directly addressing these issues (see goals A-2, D-2). It is forecast that

[illegible]

Figure 3. Sustainable Development Trend Impact Matrix

retail shops along Telegraph Avenue will decline, even if the park is developed as planned because of the increasing problems discussed earlier. The plan for the park addresses only the park grounds. If the development achieves the goal of creating a safe , hassle-free recreational area, then the drug users and criminals will have to go somewhere; it is projected they will migrate down to Telegraph Avenue, thereby increasing the problems there.

A large number of Berkeley's homeless congregate in or around the park. With proposed access in social services to the mentally ill and homeless populations (see Goal C-1 page 18 of the plan) a decrease in homelessness can be forecast. Though a real reduction in homelessness is not supported by other trends (such as a rise in poverty a decline in rental units), a reduction in the number within the park is predicted.

There is a possibility that transportation trends might be affected, as more people may visit the park once it is redesigned. As it is meant to serve the southside neighborhood, however, it is assumed that people adjacent to the area would either walk or ride their bikes to recreate there and the resulting increase in these modes of transportation would be negligible overall. The development project is predicted to have no, or little, effect on other trends listed in the matrix.

Summary of Analysis

The trends are totaled across the principles to reflect the analysis numerically. From the numbers of the sustainability of the Berkeley area can be summarized this way: The analysis of existing trends indicate that Berkeley is moving toward sustainability in the areas of demographics and economic development. Land use is not terribly degrading to the environment, but is moving toward unsustainability. The same can be inferred from the data on housing. Economic development appears to be heading in the right direction and environmental quality is holding steady with slight movement toward sustainability.

The areas most skewed away from sustainable development are social conditions, transportation and fiscal conditions. Achieving sustainability in Berkeley would require decrease in drug abuse, crime, poverty and homelessness with an increase in city revenues an increase in alternative modes of transportation.

The proposed development project; the physical redesign of People's Park to preserve it as recreational/open space, would aide the city of Berkeley in achieving sustainability within the social conditions element. The figures indicate that the development would decrease drug abuse, decrease crime and lower homelessness at least inside the park. It would not affect the issue of increasing poverty, however, and there might be a tendency for the problems, once solved in the park, to spring up in another area, in this case, along Telegraph Avenue.

If this were the case, the economic viability of Berkeley could be at stake through a decrease in retail shopping along the Avenue. The issues to be addressed before the development proceeds, then are: 1) ensure that the declining social conditions of the area are addressed instead of transferred, and 2) ensure the economic viability of Telegraph Avenue is maintained through the preservation of retail stores. These, then would be the problems to address in the decision making process to ensure the sustainability of the development project.

CHAPTER 5

CONCLUSION

A journey of a thousand miles begins with a single step.

Lao Tsu

Sustainability at the Local Level

Using the current definition of sustainability poses many problems at the local level. These problems involve the global intentions inherent in the definition and generally prove to be too theoretical and too constricting to be applied to real local issues. The focus on development, equity, and environmental issues is important on a broad, global scale, but at the local level, the issues cannot be limited to these. In order to apply the global definition to local issues, a model of sustainability was used which outlined goals of sustainability and extrapolated community objectives from these.

Berkeley has specific, local issues which may or may not be problems elsewhere in the state or even in the country. People's Park has issues associated with it that may or may not be problems elsewhere in the city of Berkeley. This fact was well known and acknowledged from the outset. The intention was to apply the broad globally based definition of sustainability to local issues; the method used to do this was the matrix, where the global definition was reduced to principles of sustainability, those were reduced to community objectives and then crossed with local (site specific) trends. This would produce a standardized method of assessing the sustainability of any place (city, state or country). Decision makers could then use the matrix to determine if a development project was sustainable or not, based on the objectives identified for sustainability. The basic assumption was that the matrix could be used as a measure of sustainability.

It is clear that applying global standards of sustainability to a local community will not work, but the objectives used in the study represent impact areas that are of local concern. Sustainability must be defined in local terms to be effective locally, by using the global model as a framework and coming up with local objectives aligned with the model, this study has endeavored to do this.

The focus of this study was on designing and building the matrix. The model would have been more relevant to the study had Berkeley had a community process and established their own objectives for sustainability. As that was beyond the scope of this study, objectives for local sustainability were taken from the Urban Institute's *Measuring Impacts of Land Development*.

The Model

The model of sustainability used proved to be too broad to be applied locally, as were the other models reviewed in this study. Moreover, designed specifically to be used for third world countries, it defined goals and outlined methods to guide sustainable development where little or no development exists. The model, then, serves as an outline to focus on sustainability as development occurs. In a developed country, the issue is to recreate, and redirect development so that it will become sustainable. One requires guidelines to shape development, the other requires guidelines to change development.

As the intent was to design a standardized method of ascertaining sustainability, a global model was necessary. It would have proven futile to use a model designed exclusively for developed countries, when most of the world's population lives in undeveloped countries.

The study was undertaken with the understanding that developing and developed countries have different problems. There was an assumption, however, that there are some shared global problems that hinder sustainability. The model for this study was chosen based on this assumption.

It is evident that standards for local sustainability cannot be based on the standards used for global sustainability, but there are common problems and these can be addressed in another way. As used in this study, local objectives for sustainability are taken from the model's goals of sustainability through the use of community meetings or a visioning process. The goals used this way, serve as mere headings under which appropriate local action can be taken.

The Matrix

While the principles of sustainability used in the matrix were to be standardized, the flexibility of local issues was to be addressed through the identification of community objectives and the use of local trends. Thus, shared (global) problems could be analyzed for local impact through an analysis of the trends across objectives. The matrix seemed to work in as much as the objectives clearly reflected the community. In this case, Berkeley had no community objectives for sustainability, and a community process to determine them was beyond the scope of this study. Standard objectives as used in land development were used instead. The assumption was made that these standard objectives realistically reflected sustainable objectives.

Problems with trend data arose early on. It was determined before the study began that data should be gathered from as close to the site as possible. The area of Berkeley in which People's Park lies is the southside community. The only data for the area is census data which would have only provided trends for demographics. The remaining trend data pertained to the city of Berkeley. Instead of using just a few trends from the southside and the bulk from the whole of Berkeley, the trends for the city were used, to ensure continuity. After analyzing the data, it was discovered that the few trends available for the Southside area could have been used and the demographic section could have been analyzed separately, without compromising the study.

The matrix proved to be much more complex than it first appeared. The analysis of trends as independent entities was incomplete. For instance, the relationship between transportation trends and land use trends are intricately connected. Although it was possible to look at them independently, it was possible to analyze them one without the other. Analysis between the trends was beyond the scope of this study, but further research into such is recommended.

The matrix proved to be too complex to be fully comprehensive. It was inefficient to move from the principles of sustainability on one page to the matrix on another page just to determine what was going on. Also, as mentioned previously, the interdependence of the trends is important and should be addressed. Moreover, there were too many trends and objectives to contend with. It might have simplified the process and provided a more precise analysis if there had been fewer and more site specific trends.

The study objectives were to 1) develop a matrix which would provide decision makers a tool to achieve sustainability at the local level, 2) design a method to track decisions and thus, to hold decision makers accountable, and, 3) apply the theory of sustainable development and to emphasize the importance of the future state of the earth.

The study accomplished the first objective, though to what extent it is difficult to discern without a direct application which is carried through to completion. The result of the matrix assessment was: 1) Berkeley is not a sustainable city, as defined by the objectives in the matrix, and, 2) the People's Park project will increase Berkeley's sustainability in one area, that of improved social conditions. The study is not definitive, however.

The trends used are not site-specific and so do not indicate the true state of the community in which the project is developed. The matrix is complex and inefficient, making the information unclear and inconcise. The analysis of the data is also incomplete without a thorough examination of the relationship between the trends.

The matrix did provide specific information about the project that could prove useful to decision makers. It was fairly simple to look across the objectives to see what trends were affecting which objectives and in what way (negatively, positively, or unknown). In this way, areas requiring further research were easily identified. Objective One was achieved but an element of accuracy and precision is lacking for reasons stated.

The matrix would assist in the accountability for decisions made by providing a verifiable projection. Further, the point at which the trends intersect the objectives make it very clear that there is a relationship there. The decision maker could assign further study into the relationship or not. Either way, the relationship has been revealed to him/her, and accountability cannot be denied.

In applying the theory of sustainability to local decision making there were numerous problems. This study is investigative in nature and no quantitative proof is offered. The questions from the outset were: can it be done? will it work? Both questions can be answered in a myriad of ways, as it is a subjective call. Sustainability does not lend itself to quantitative data as it seems to be a concept in progress; nor does the future research of trend analysis, as the future is never certain.

This thesis is an attempt to construct a decision making matrix to assist in assessing local sustainability. The method used was a global model outlining goals of sustainability from which local objectives were formed. A cross matrix with local trends and community objectives was used to form a baseline of community sustainability.

Then a cross matrix constructed of trends affected by the development and the community objectives was used to define the ways the development would impact the sustainability of the community.

There is an acknowledged incongruity in using this model of sustainability for third world countries as a standard for local decision making. This was by design. If there is one definition of sustainability, then it must apply to global as well as local communities

and developed as well as undeveloped countries. The standards would be the same, though each locale would apply those standards differently.

If sustainability means maintaining the conservation of resources, encouraging harmony between nature and development, achieving environmental quality, establishing an equitable society, and empowering of people through political participation as the model used in this study suggests, then such goals should frame the definition. Standards would be set at the level necessary for attainment of the goals. Methods used to meet the standards would vary, but a sustainable society would be one in which all those goals have been reached. Until a definition has been agreed upon, sustainability will remain a concept in progress and the achievement of sustainability (or the lack thereof) will be based on the perspective of the observer.

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APPENDIX

CONSENSUS CONCEPTUAL PLAN PROCESS

CONCEPTUAL LONG TERM PLAN FOR

PEOPLE'S PARK



Revised Draft for USE Committee Ratification

November 2, 1995

CITY OF BERKELEY • UNIVERSITY OF CALIFORNIA, BERKELEY
PEOPLE'S PARK USE STANDARDS AND EVALUATION ADVISORY COMMITTEE

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The consultant team was chosen in a joint selection process including the co-chairs of the USE Committee, several members of the USE Committee, and representatives of the City and the University. Funds were contributed equally by the City of Berkeley and the University of California at Berkeley. The work was carried out under a Contract between CONCUR and the University of California.

We also acknowledge the contribution of coffee by Peet's Coffee and Tea, Berkeley, California.

Ratification of the Plan

(Text ratified October 25th; signature gathering in progress)

We, the members of the People's Park USE Committee have drafted, negotiated, and ratified the attached Draft Plan, as indicated by our signatures below. We stress that our signatures are an indication of our: 1. Participation on the USE Committee; 2. General agreement with the contents of the Plan; and 3. Commitment to and support for the ongoing collaborative park planning process. However, our signatures do not represent a legally binding agreement, nor do they preclude any subsequent opportunities to take part in public hearings or other park planning activities to follow.

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Ratification of the Plan (cont.)

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I. EXECUTIVE SUMMARY

(Ratified October 25, 1995)

A. Introduction

This Draft Conceptual Long Term Plan by the People's Park Use Standards and Evaluation Advisory Committee (USE) Committee represents the culmination of an intensive planning effort to incorporate community values towards crafting a consensus regarding a future land use plan for People's Park. This Preliminary Draft Plan is provided as an advisory document to the Berkeley City Council, the Chancellor of the University of California, Berkeley, and ultimately, the Regents of the University of California.

B. Origins and Composition of the Committee

The USE Committee was originally appointed as the full name implies, advice on use standards and evaluation of safety, health, utilization and community acceptance standards for Peoples Park under the lease between the City and the University.

The USE Committee is composed of representatives of 18 members. Nine members are appointed by the City, and nine by the University. Members of the committee have affiliations with the business community, volunteer social service organizations, neighborhood associations, park users and activists , undergraduate and graduate students, and University faculty and staff.

C. The Committee's Work

Earlier in 1995 the USE Committee agreed to embark on a facilitated planning process, and in June 1995 hired the team of CONCUR/Peter Bluhon to assist the Committee with this work. There have been seven plenary sessions of the USE Committee, two public workshops, two design subcommittee meetings, several drafting team meetings, and community and student workshops and focus groups to craft these findings and recommendations.

At its first meeting, the Committee members ratified a Mission Statement and a work schedule for this plan. At the second meeting, they adopted a set of Groundrules and began brainstorming a list of plan objectives.

On July 29, the USE Committee convened a Public Workshop at the University Film Archive, which was attended by about 70 people. Participants at this Workshop offered their ideas about the current strengths and weaknesses of People's Park, the final image it should convey, and the users it should serve.

The consultant team then prepared a synthesis of goals which were provisionally ratified at the Committee's August 5th meeting. The goals in turn provided the foundation for two intensive design workshops, convened on August 19 and 24. Members of the 14-member Design Subcommittee included six USE Committee members and eight other members representing diverse community interests. These workshops produced two alternative conceptual plans—a no creek alternative and a creek alternative—that were discussed at the September 7 meeting. Comments and revisions were proposed, and were incorporated in a revised plan, which was provisionally ratified on September 21st.

Committee members also developed two other substantive plan chapters on Governance and Implementation. These chapters were informed by a second public workshop convened on September 30, again attended by about 50 people representing neighborhoods, business, students, organizations, and various points of view.

A Neighborhood Forum was convened for neighborhood association representatives on October 4 and a Student Forum convened for UC students on October 5. A second community forum was convened on October 24, attended by representatives of neighborhood and business associations, and other interests. A total of 65 individuals attended these three meetings. Participants offered comments on existing conditions in the park, suggested desired uses or changes in the park, and provided feedback on the Preliminary Draft Conceptual Plan and the Park Programs and Use element.

Members of the USE Committee drafted, negotiated, and adopted this agreement, as indicated by their signatures. We stress that the signatures on the report indicate our participation on the Committee, and our agreement with the contents of the Report. However, they are not intended to represent a legally

binding agreement. Of course, participation in the Committee in no way precludes any subsequent opportunities to take part in the public hearings or other park planning activities to follow.

D. The Goals of the Planning Process

The goal of this long term planning process is to develop a conceptual plan for People's Park with detailed recommendations for park design, programming, community participation in plan implementation, and park management. The plan was developed as a recommendation to the Berkeley City Council, the Chancellor of the University of California, Berkeley, and the Regents of the University of California. The aim of the process is to produce a consensus document which will enable the City, University, and community to reach an agreement for the long term use and management of the park.

E. Results: Goals, Plan, and Park Programs and Use

The overall goal adopted for this plan is to preserve People's Park as permanent recreational open space. Goals adopted for People's Park represent the spirit of diversity in park design, the constituencies to be served by the park, and uses encouraged in the park.

The conceptual physical plan preserves existing diverse uses but enhances the park's connection to the neighborhood through edge treatments and addition of design elements to attract UC students and Berkeley residents. The plan achieves the following:

- Links the park more effectively to the student neighborhoods to the north and east, Telegraph Avenue, and the residential neighborhoods to the south through edge treatments and the addition of design elements to attract UC students and Berkeley residents.
- A formal entry is created on Haste Street in close proximity to Telegraph Avenue to provide a physical and social "center" to the Park where information is posted, history interpreted, and where people gather.
- The conversion of volleyball courts into an expanded playfield and lawn area, coupled with the addition of shielded night lighting, enhances opportunities for active sports and passive recreational activities.

- A children's play area is proposed on the south border of the park for use by residents, married student residents, and UC Child Care Services.
- Information and interpretive signage is proposed in the east end tree grove and west end community gardens to increase the park's educational value.

The Park Programs and Use element of the Plan encourages sponsorship of programs and activities by a balance of UC organization, community and City organizations. The uses encouraged include cultural, educational, recreational, athletic, social, and musical events appealing to residents, children, and UC students. During the Consensus Planning Process the USE Committee focused often on the theme of bringing many different people into the Park through organized programs, events, and activities as well as unstructured activities to improve the safety and appeal of the park to the larger community.

F. Social Services, Governance and Implementation

The Social Services element of the Plan includes a new recommendation to provide access to social services in the form of information at People's Park. Information about a number of social service providers is to be conveyed via informational kiosks and bulletin boards.

The USE Committee recommends a continued joint University/City management structure guided by the "Community Goals for People's Park."

The Implementation element of the Plan recommends a structure and process for community involvement in plan implementation. The USE Committee recommends formation of a "Community Advisory Committee" to review and recommend design proposals for implementation by the park's managing entity. Also, the USE Committee recommends that a "Friends of the Park" group be established to solicit in-kind donations and volunteer support from the community for park projects and programs.

G. The Structure of this Draft Plan

The balance of this report includes four sections and four Appendices. Section II presents a summary of the Planning Process, including the Mission

Statement, Meeting Schedule, and Groundrules . Section III presents the Community Goals for the Park.

Section IV presents the Plan elements--the heart of the Plan. Section A Physical Design, and Section B presents Park Programs and Use . Section C presents a brief statement on Social Services. Section D includes text on Governance. Section E addresses Implementation, with information on plan implementation and community participation.

This Draft Plan also includes three Appendices. Appendix A is a Roster of Use Committee Members and Staff. Appendix B lists the Members of the Design Subcommittee. Appendix C summarizes the role of key staff and consultants in completing this report.

H. Distinguishing Features of the Long Term Planning Process

The process that led to production of this Plan had several distinguishing features which may represent a valuable model for future decision making on People's Park for other City/University issues.

First, the planning process gave members of the community opportunity to provide direct input on the appropriate goals for the Park, the image of that the park should convey, and community involvement in Plan implementation and involvement. Second, USE Committee members agreed to step back from some specific ideas for the Park they had developed at an earlier stage in their work, and focus first on some overarching goals for the Park.

Third, and perhaps most important, the USE members agreed to work together to writing this single document. We agreed to this collaborative approach rather than asserting competing versions of facts and producing unilateral positions on the issues under discussion. We used this single negotiating text approach with each section of the document, beginning with adoption of the Mission Statement at the first meeting. Thus, this document actually reflects a series of small stepwise agreements, which culminates with our adoption of this Draft Plan.

II. SUMMARY OF PLANNING PROCESS

A. MISSION STATEMENT

(Ratified July 5, 1995)

The purpose of this facilitated process is to develop a consensus conceptual plan for People's Park for review and adoption by the Berkeley City Council, the University of California, Berkeley, and the Regents of the University of California. The aim is to produce a consensus document by October of 1995, which will enable the City and the University to reach an agreement for the long term use and management of the park prior to the expiration of the current lease in March of 1996.

To achieve this goal, members of the Use Committee are asked to participate in the completion of the following tasks:

- assess and document existing site conditions;
- scope current issues in the park;
- articulate goals for the park;
- identify groups and individuals whose ideas should be tapped;
- develop a conceptual physical design plan; and,
- develop an outline for implementation and governance.

The deliberations of the Use Committee will include active participation by citizens and organizations with an interest in the park through public workshops and respondent surveys.

II. SUMMARY OF PLANNING PROCESS

B. SCHEDULE OF MEETINGS AND WORKSHOPS

(Ratified July 5, 1995)

USE COMMITTEE	MEETING DATE	STARTING TIME	LOCATION
1	Wed., July 5	6:00 pm	N. Berk. Sr. Center
2	Wed., July 19	5:30 pm	N. Berk. Sr. Center
3	Thu., Aug. 10	6:00 pm	N. Berk. Sr. Center
4	Thu., Sept. 7	6:00 pm	N. Berk. Sr. Center
5	Thu., Sept. 21	6:00 pm	N. Berk. Sr. Center
6	Wed., Oct. 11	6:00 pm	N. Berk. Sr. Center
7	Wed. Oct. 25	6:00 pm	N. Berk. Sr. Center
8	Wed., Nov. 1	6:00 pm	N. Berk. Sr. Center
Design Subcommittee			
1	Sat., Aug. 19	10:00 am	Wurster Hall, UC
2	Thu., Aug. 24	6:00 pm	Wurster Hall, UC
Public Workshops			
1	Sat., Jul. 29	11:00 am	University Art Museum
2	Sat., Sept. 30	11:00 am	N. Berk. Sr. Center
Community Working Group			
1	Tues. Oct. 4	6:00 pm	Student Health Center
2	Wed. Oct. 5	6:00 pm	Resident Hall #2
3	Tues. Oct. 24	6:00 pm	Kroeber Hall
Joint Parks & Recreation Landmarks Commission			
1	Mon. Nov. 6	7:00 pm	N. Berk. Sr. Center
City Council	Tues. Nov. 28	7:00 pm	City Hall

II. SUMMARY OF PLANNING PROCESS

C. GROUND RULES

(Ratified July 19, 1995)

Representation

1. The personal integrity and values of each member will be respected by other members. This includes the avoidance of personal attacks and stereotyping. The motivations and intentions of members will not be impugned.
2. Commitments will not be made lightly and will be kept. Delay or absence will not be employed as a tactic to avoid an undesired result.
3. Disagreements will be regarded as problems to be solved rather than as battles to be won. Every member will check back with his or her respective organization or constituency and will be responsible for keeping them aware of ongoing Use Committee decision making processes and time lines.
4. Use Committee members will give regular briefings of Use Committee proceedings to their peers, senior staff and/or governing boards after each Use Committee meeting. Significant comments and questions expressed by the peers, senior staff and/or governing boards of the Use Committee will be communicated back to the Use Committee at its next regular meeting.
5. Every member is responsible for communicating his or her position on issues under consideration. It is incumbent upon each member to state his or her interests. Volcing these interests is essential to enable meaningful dialog and full consideration of issues by the Use Committee. If a member's interest is conveyed to another member, staff or one of the facilitators outside of a meeting, the source of that comment will be clearly conveyed to the Use Committee.
6. If a member missed a meeting, that person should, whenever possible, communicate his or her comments orally or in writing directly to the facilitators. Use Committee members can also contact the facilitators between meetings at any time to discuss their concerns and needs related to this dialogue.

Groundrules (cont.)

7. Committee members recognize the existence of the lease between the University and the City of Berkeley as the starting point for development of the long term consensus plan.

Information Sharing

1. Members are asked to provide pertinent information for items under discussion at all Use Committee meetings. This means that Use Committee members have an obligation to share any specific information, including possible or pending decisions within or by the agencies, groups or constituencies, they represent as well as information in the form of reports, memos and studies which may affect the deliberations of the Use Committee.

Design Subcommittee

1. An essential component of the work of the Use Committee is the need to reach agreement, to the greatest extent possible, on a variety of technical issues relating to physical design and corresponding use of People's' Park.
2. In order for the Use Committee to succeed, a Design Subcommittee, representative of the full Use Committee, will develop detailed planning recommendations and bring them to the full Use Committee for review and adoption. This will enable Use Committee members to have access to the same technical information.

Ratification and Single Text Approach

1. The Use Committee members will use a single text approach for all items to be ratified. This simply means that all comments on written documents under consideration by the Use Committee, such as the Mission Statement and Ground Rules, are to be made on the actual documents, so they can be easily understood and integrated into the revised text. Comments made via separate memos, letters, phone calls and faxes will not be accepted.
2. As the Use Committee discusses and makes decision on these issues, the facilitators will assist Use Committee members by drafting language that reflects the emerging consensus of Use Committee members. Draft statements that are prepared in this manner will then be circulated for review by all Use Committee members, using the single text approach. The facilitators will then integrate comments into a revised statement, which in turn will be presented to the next plenary meeting of the Use Committee where the facilitators will seek ratification of it. This pattern of drafting revising and ratification will be the primary method of seeking agreements that emerge from discussions held by the Use Committee.

Groundrules (cont.)

Media Contact and Observers

1. When discussing the proceedings, discussion and process of the Use Committee with the media, members will be careful to present only their own views and not those of other members on the Use Committee. Members are encouraged to suggest that media representatives contact other Use Committee members who may have different points of view. The temptation to discuss or represent someone else's point of view or interests in discussions with the media should be avoided.
2. Observers, including representatives of the media, are welcome to attend Use Committee meetings, and are requested to identify themselves to the Use Committee or the facilitators prior to the start of each meeting. Staff will provide a copy of these Ground Rules to observers.

Timetable and Work Products

1. The Use Committee is committed to participating in this process until it completes its work, by October, 1995.
2. The Use Committee will meet in Berkeley to conduct its business., The Design Subcommittee will meet twice. Use Committee members may attend Design Subcommittee meetings as they wish.
3. The Use Committee is committed to cooperatively participating in a facilitated process between July 5 and when it completes its work to examine and try to reach agreement on the following issues for People's Park:
 - a. An assessment and documentation of existing site conditions.
 - b. An assessment of current issues in the Park.
 - c. A clear set of goals for park development and use.
 - d. A long term physical design plan expressed in text and graphics.
 - e. Cost estimates and phasing recommendations for physical design elements.
 - f. An outline of recommendations for plan implementation and park governance.

Ground Rules (cont.)

Role of the Facilitators

1. The facilitators have no stake in a particular outcome, other than to ensure that the best available information on park design, use, construction feasibility and maintenance is presented and discussed effectively.
2. The roles of the facilitators will be to guide the discussion, ensure that all parties have a chance to be heard, work to clarify and narrow areas of disagreement, record areas of emerging consensus and other key themes and help to articulate next steps.
3. The facilitators, in consultation with Use Committee staff, will prepare meeting agendas and summaries based on discussions at Use Committee meetings.
4. The facilitators will be responsible for developing draft and final documents, including text and graphics, that reflect the emerging consensus of the Use Committee.
5. The facilitators will present progress reports to appropriate City or University Commissions or decision makers as appropriate.

III. COMMUNITY GOALS FOR PEOPLE'S PARK

(Final ratification September 7, 1995.)

The following goals will guide implementation of the Long Term Plan:

Overall Goal: Preserve People's Park as permanent open space.

A. Physical Design

A-1. Create an aesthetically beautiful and welcoming park environment where people can recreate, relax, learn, and socialize.

A-2. Create a safe physical environment that encourages mutual respect and tolerance and discourages harassment and criminal activity.

A-3. Provide a balance of active and passive recreation opportunities that serve users of all ages and abilities.

A-4. Reflect the creativity and diverse interests of the Southside/Telegraph Avenue population in the park's design and programs.

A-5. Reflect and interpret the Park's unique history in design features.

A-6. Preserve and enhance the ecological value and wildlife and plant habitat resources in the park's design.

B. Park Programs and Use

B-1. People's Park will serve Southside residents, the Telegraph Avenue neighborhood, University students and staff, the Berkeley community, and visitors.

B-2. Encourage the use of People's Park as a venue for cultural, educational, political, and musical events and fairs.

B-3. Establish regular, organized educational and sports programs for children, students, and residents.

B-4. Enhance and encourage continued institutional support and resources to the community gardening program.

C. Social Services

C-1. Provide access to social services to the homeless and the mentally ill.

D. Governance

Policy Oversight

D-1: Develop a workable, efficient policy making structure for People's Park management issues.

Supervision and Operations

D-1. Establish a regular maintenance program for park facilities and grounds with clear definition of roles and responsibilities.

D-2. Establish a public safety program that involves park users, the surrounding neighborhood, and UC and City of Berkeley police departments.

E. Implementation

Community Participation

E-1. Engage the community in implementation of the long-term plan.

E-2. Form partnerships with existing community organizations to plan, fund, and implement the long-term plan and establish programs in the park.

E-3. Establish a community-based organization, representative of the interests of the Southside community, to provide volunteer design and construction support.

Priorities

E-4. Set priorities for design recommendations to guide their implementation as funds become available.

IV. PARK PLAN FRAMEWORK

A. PHYSICAL DESIGN

(Ratified October 25th, 1995)

1. PHYSICAL DESIGN GOALS

The following six goals, provisionally adopted by the USE Committee on August 10, 1995, will guide development of the physical design recommendations:

- A-1. Create an aesthetically beautiful and welcoming park environment where people can recreate, relax, learn, and socialize.
- A-2. Create a safe physical environment that encourages mutual respect and tolerance and discourages harassment and criminal activity.
- A-3. Provide a balance of active and passive recreation opportunities that serve users of all ages and abilities.
- A-4. Reflect the creativity and diverse interests of the Southside/Telegraph Avenue population in the park's design and programs.
- A-5. Reflect and interpret the Park's unique history in design features.
- A-6. Preserve and enhance the ecological value and wildlife and plant habitat resources in the park's design.

2. INTRODUCTION

The park's physical design has evolved over the last 27 years through a combination of community-initiated activities, University- and City-sponsored projects, and political confrontation. The community generally agrees that the park's current form adequately serves its needs for open space and recreation. Through the Consensus Conceptual Planning Process, however, community input also indicates that some physical changes could improve how the park functions and appears.

This chapter describes specific design changes that share a consensus in the community. Each design recommendation includes a general description and purpose. These recommendations are written with the intention that the community and the park's managing entity will work together to develop a more detailed final design before implementation proceeds.

3. DISCUSSION OF THE ISSUES

The basic structure of the park with its three main activity areas — east end tree grove, central lawn and court area, and the west end community garden — does not require any major changes. The essence of the recommendations that emerge from the Consensus Conceptual Planning Process is to better define and clarify the boundary of the activity areas and entrances and to add a children's play area in place of the existing volleyball courts. The overall goal to be achieved by implementing these design recommendations is to make the park more accessible and welcoming to a wide range of people with varying interests in the park. The recommendations are presented in two scenarios, a no-creek and creek alternative.

4. RECOMMENDATIONS

A. No-Creek Alternative

Table IV. A.-Physical Design Elements

ELEMENT	DESCRIPTION	PURPOSE AND FUNCTION
1. Develop a formal entrance	• Create a vertical element near the northwest corner of the park at the current driveway entrance to the stage. • The element could frame a "plaza" space featuring benches, colorful paving, plants, a welcome sign, and community and park information. • Consider incorporating historical information into the entrance, possibly in the paving.	• An entrance provides a defined entrance and "center" or "anchor" for the park where park events, activities, and regulations could be posted. • It also provides a common gathering place.
2. Enhance secondary entrances	• The following 3 entrances could feature a vertical element or some other defined entry element: southwest corner, northwest corner, and the southeast corner across from Hillegass Street.	• Defined entrances provide a psychological connection to the surrounding neighborhoods and a welcoming feeling to the park.
3. Enhance tertiary entrances	• Improve and maintain the paths at the north east corner at Bowditch, the central entrance off Bowditch, and at the bathrooms.	• Defined entrances provide a psychological connection to the surrounding neighborhoods and a welcoming feeling to the park.
4. Maintain and enhance east end tree grove	• Develop a vegetation management program to promote natural growth of native tree species which may involve some pruning and thinning of some trees. • Install lighting that is aesthetically and historically appropriate to the neighborhood to enhance the perception of safety in the tree grove. • Provide educational and interpretive information about the plants and habitat value of this area.	• A maintained grove provides a more healthy environment for certain species to grow in their natural form. • Signs inform park users of the significance of individual trees as well as the different California biomes represented.

ELEMENT	DESCRIPTION	PURPOSE AND FUNCTION
5. Expand the lawn	• Maintain the grass area in its current location and condition and expand lawn area by removing both volleyball courts. • Create a mechanism for joint UC Rec. & Sports and community scheduling and programming of organized, UC-sponsored recreational activities. • Investigate the current lawn condition and any potential grading in order to accommodate both needs of recreational activities and the natural amphitheater character of the park.	• An expanded lawn area will provide a larger space for organized recreation activities, relaxation, programming of different events, and viewing performances on the stage.
6. Enhance the stage	• Improve structure and appearance. • Mitigate the noise impacts to Panoramic Hill caused by musical events in the park.	• An enhanced stage can better serve performers. • Retaining the stage will formalize one of the park's historic uses as a place for free expression.
7. Remove sand volleyball courts	• Convert both courts into lawn to support more flexible active recreation by the University and community. • Consider opportunities for reuse of lumber on site (e.g. new stage, play area).	• Removing the courts would provide an expanded, more accessible grass area for multiple recreation opportunities including space for a new children's play area.
8. Develop children's play area (in location to be determined)	• Conduct an analysis of children's play needs with input from UC Child Care Services and the community in consultation with a child care professional to determine appropriate design, functions, and placement of a new facility. • Construct attractive play structure(s). • Maximize accessibility to physically disabled people.	• A play area provides a multiple-use area for children to play together and a gathering, social space for adults to interact.

ELEMENT	DESCRIPTION	PURPOSE AND FUNCTION
9. Enhance community gardens on west end of the park	• Retain and more clearly define area of community garden and consider installation of additional garden plots. • Improve the current pathway system. • Post information about the gardens and how to get involved. • Create a central space that provides a teaching/discussion area. • Consider installation of an attractive small storage shed near the formal entrance.	• Modifications will create a more welcoming, informative environment to those not familiar with how the gardens are managed.
10. Retain one basketball court	• Retain the existing court. Do not add another court. • Consider placing benches around court.	• The existing court is well-used by students and the community.
11. Place picnic tables and benches	• Place picnic tables and benches throughout the park in a variety of spaces and adjacent to different activity areas. Concentrate picnic tables along the edge of the tree grove and open lawn.	• Tables and benches provide a comfortable environment for gathering, socializing, and eating lunch or having a picnic. They also provide places for parents to sit while their children play.
12. Install appropriate lighting in park	• Install appropriate border lighting and lighting within the park. • Lights should be aesthetic and in context with the historical and architectural character of the neighborhood. Lights that do not impact photosynthesis cycles of trees should be used.	• Lighting enhances the safety of park.
13. Install stop sign at Hillegass	• Recommend installation to the City of a stop sign and crosswalk at the Bowditch corner across Dwight Way.	• This will slow traffic on Dwight Way and create a safer pedestrian connection to the park for neighbors.
14. Relocate dumpsters	• Remove dumpster from site, possibly to the parking lot across the street.	• The unappealing visual and odorous impact would be eliminated and a more comfortable park entrance would result.

ELEMENT	DESCRIPTION	PURPOSE AND FUNCTION
15. Relocate rest rooms (if funds become available)	• This recommendation should only be considered if funds become available . • Relocate the site coordinator's office and rest rooms to the new entrance off Haste Street just west of the basketball court.	• This new location would complement the entrance feature and create a more active, social space. Also, the rest rooms would be more convenient to pedestrians on Telegraph Avenue.
16. Install a community room	• This recommendation should only be considered if the rest rooms are relocated. • Incorporate into the formal entry (item #1 above) a small, attractive building of approximately 400 square feet for general community use and storage of equipment. • Use attractive materials and scale the building appropriately to the park. • Incorporate the building into the newly relocated rest rooms.	• The room would provide indoor space for small group community meetings, children's activities for organized day programs, and a place to store recreation or stage equipment.
17. Install a teaching area	• Develop a small teaching/conversation space where up to 40 individuals can sit on benches around a small stage to listen to a speaker or conduct a group discussion. • The facility could be located where the current swing is in the east end grove.	• This facility would provide a convenient space for classes to sit down and conduct discussions or presentations.

B. Creek Alternative

During the Consensus Conceptual Planning Process community members indicated substantial interest in examining the feasibility of creating a new segment of Derby creek in the park. The community felt that the creek would have significant aesthetic, educational, social, and ecological value for the park. Many individuals suggested that the creek could address the divergent interests in the community and become a source of pride and cooperation in the park.

To determine the feasibility of creating an open creek channel, additional study by a hydrologist, civil engineer, a landscape architect, and review by the public works engineer from the City will be required. During this consensus building process a comprehensive feasibility analysis could not be

completed and therefore developing a site plan incorporating a creek in the park could not be completed.

The community recommends, however, that the creek alternative remain a future possibility subject to further study and review by the appropriate managing entities in the City and University.

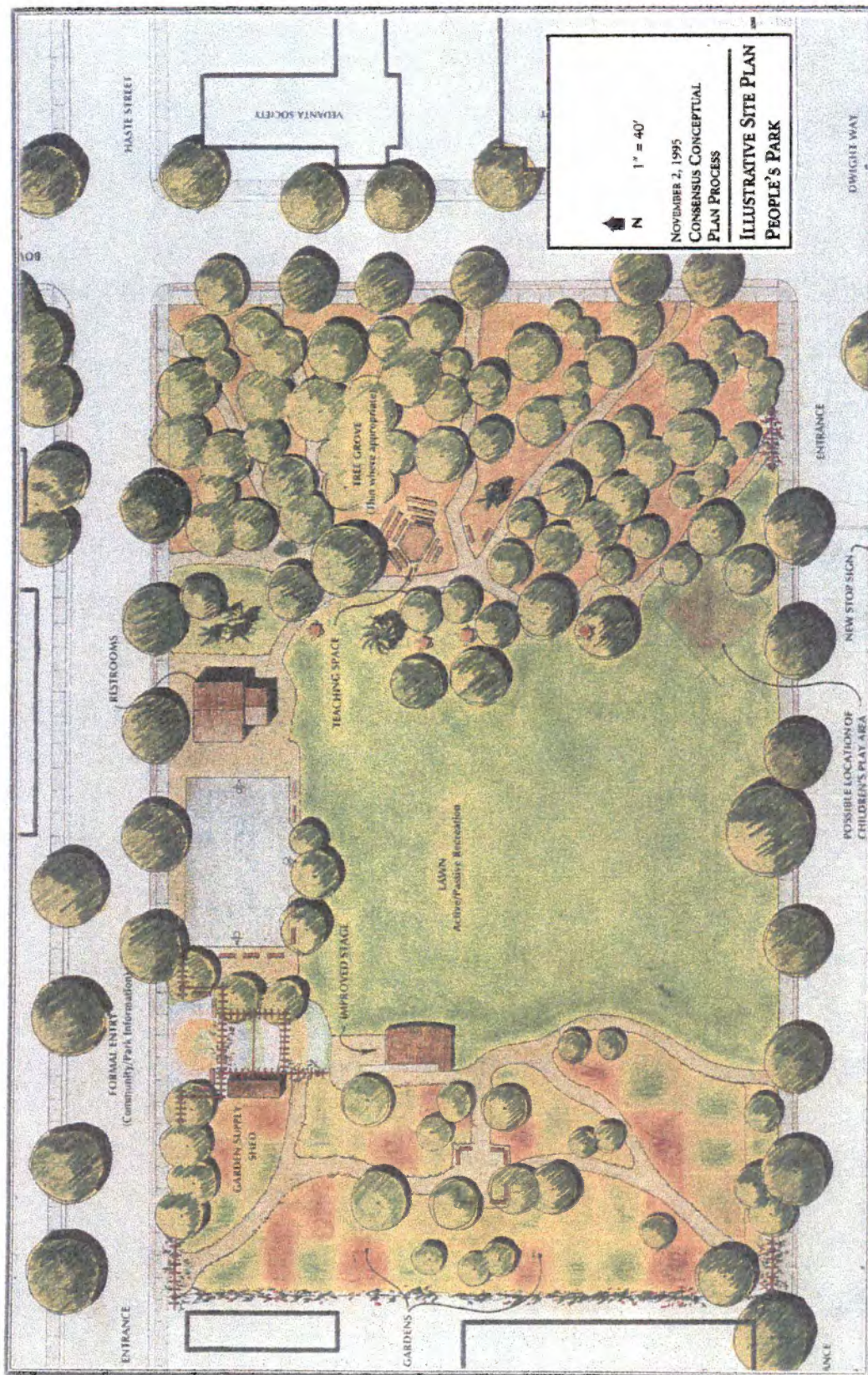


Figure 4. Schematic Map of People's Park

IV. PARK PLAN FRAMEWORK

B. PARK PROGRAMS AND USE

(Ratified November 1st, 1995)

1. PARK PROGRAMS AND USE GOALS

The following four goals, adopted by the Use Committee on September 7, 1995, will guide development of the park programs and use recommendations:

B-1. People's Park will serve Southside residents, the Telegraph Avenue neighborhood, University students and staff, the Berkeley community, and visitors.

B-2. Encourage the use of People's Park as a venue for cultural, educational, cultural, political, and musical events and fairs in the Park.

B-3. Establish regular, organized educational and sports programs for children, students, and residents.

B-4. Enhance and encourage continued institutional support and resources to the community gardening program.

2. INTRODUCTION

Public input gathered during the Consensus Conceptual Planning Process suggests that the community, University, and City view People's Park as an ideal venue for staging community events and diverse recreation and educational programs and activities. The community also agrees that organized activities and events will expand community use of the park ensuring a safe, welcoming environment in and around People's Park.

The recommendations below describe types of organized programs and events that should be encouraged in the Park. Three main types of activities are addressed which correspond to the Park Programs and Use Goals B-2, B-3, and B-4 listed above: #2) cultural, educational, political, and musical events and fairs; #3) organized educational and sports programs; #4) and community gardening.

3. DISCUSSION OF THE ISSUES

Throughout the Consensus Conceptual Planning Process, one theme emerges that incorporates almost all disparate views of People's Park: it is a much

needed green open space in a dense, active urban area. This perception links diverse people together and may provide common ground upon which a successful, well-used park will result. The physical design of the park provides for a variety of active and passive uses, but in itself will not necessarily attract appropriate uses.

Community groups and individuals, the City, and University need to plan, organize, and promote activities that will enhance use of the park and build a greater sense of community around the park. Currently many successful activities and events are held in the park. The intention of the recommendations that follow is to build on these successes and examine additional opportunities.

4. RECOMMENDATIONS

GOAL B-1: People's Park will serve Southside residents, the Telegraph Avenue neighborhood, University students and staff, the Berkeley community, and visitors.

A. Overview

Several community organizations and individuals, the City, and UC Berkeley sponsor or organize events in People's Park. For the most part, these events are sponsored by the University and several local organizations and individuals. For People's Park to more effectively serve the Southside community and visitors, more events and programs need to be sponsored in the park and promoted in the community by the City, local organizations and individuals, as well as the University.

B. Recommendations

The following recommendations broadly suggest how People's Park can directly achieve Goal B-1, and how goals B-2, B-3, and B-4 can be achieved.

1. Encourage community events that will physically engage with the park.
2. Reach out to a diversity of community groups and encourage them to use the park as a venue for their events or activities. Groups to consider include:

neighborhood associations, churches, student organizations, recreation clubs, and civic organizations.

3. Develop a public information program coordinated by the City, University, and other interested community organizations that provides information about the park's facilities, organized events and programs in the park, and generally promotes a positive message about the park to the media.

GOAL B-2: Encourage the use of People's Park as a venue for cultural, educational, cultural, political, and musical events and fairs in the Park.

A. Current Activities and Programs

These following activities take place on a regular basis and have been generally supported by the community. These activities may require assessment and modification if necessary.

Table IV. B.- Current Park Activities

ACTIVITY	DESCRIPTION	SPONSOR	PARTICIPANTS	FREQUENCY
1. Concerts	Generally young bands in the Bay Area play.	Community	Community	Year round, weather permitting
2. Y-Cal Camp	Youth day camp at the park	UC/YMCA	South Berkeley Youth Ages 7-12	8-week program from June-Aug.
3. Youth Carnival	Youth come to a carnival with games and events	UC Students	Berkeley youth	2/summer
4. Make-a-Circus	Youth make a circus	City	Berkeley youth	1/summer
5. Park Anniversary	Big event with music, vendors on and displays Haste and Telegraph Sts.	People's Park Groups	Community	1/year
6. Halloween	Event featuring costume contest, pumpkin carving, Haste St. closed.	Telegraph Ave Community	Community	1/year
7. UC, DCAL, CCAC Classes	Various classes use the Park including landscape, sociology, botany, art.	Instructors and students from UC, DCAL, CCAC	Students	Several times during school year
8. Indigenous People's Day	Celebrates the cultural, spiritual, and social traditions of indigenous people.	Community	Community	1/year

B. Recommendations

1. Encourage East Bay cultural institutions to use the park as a site for displays, programs, or community events. Possible events include dance festivals, cultural fairs, or arts and crafts fairs of a certain culture or ethnic group. (For example, the local Tibetan cultural organization sponsors the annual Tibetan Fair in Live Oak Park in North Berkeley. Similar festivals could be held in People's Park.)

2. Encourage performing arts organizations to sponsor free performances in the park. Possible events include a dance, music, or theater performance. Such performances could coincide with a local appearance by the performing group. (For example, Cal Performances could sponsor a noon time performance by a dance troupe which will perform at Zellerbach later in the week.)

3. Encourage local businesses and organizations to sponsor book festivals, poetry readings, culinary festivals, and other events related to their business. (For example, local book stores could hold a poetry reading on the weekend in the park.)

4. Encourage educational institutions to hold classes and lectures in the park and to use the park as a site for case studies. (A course in the Department of Landscape Architecture at UC Berkeley uses People's Park as one of several Berkeley parks to study and evaluate park design theory. The Lawrence Hall of Science could sponsor evening star-gazing programs or maybe a People's Park "Bug Day" for children to learn about insects.)

5. Encourage the use of the park as a staging area or destination for events like parades, 10K events, and community tours. (For example, a Southside architecture tour could begin at People's Park.)

6. Establish a program for providing regular docent-led tours of the park and immediate environs to residents, new students, and visitors.

7. Consider allowing sponsors to organize evening events such as a film festival or a play.

8. Compile a more complete list of other uses to be encouraged in the park.

GOAL B-3. Establish regular, organized educational and sports programs for children, students, and residents.

Overview

A key outcome of the physical planning process is to expand the central lawn area through removal of the volleyball courts. The intent is to create an enlarged grass area for a variety of programmed sports activities, informal uses and the array of other activities outlined under goal B-2. The majority of the time the field will be available for general community use, including active recreation.

The primary programs offered by the University Department of Intercollegiate Athletics and Recreational Sports will be intramural sports leagues or clubs in flag football, frisbee, grass volleyball and soccer. Certain leagues will be made available to the community at large, and some activities will be offered at no cost in an effort to involve a wider range of users. The field would also be available to community groups and youth programs.

Scheduling and Programming

(Adopted with three dissenting votes on November 1, 1995)

Intramural programming will be limited to evenings and up to eight weekend days per year. The frequency of the programmed activities will be largely determined by the need to maintain a healthy, usable field at minimal cost. Possible intramural programming is likely to include flag football, frisbee, grass volleyball and soccer on Sunday-Thursday evenings starting at 6 or 7 pm and continuing until 10 pm. Members of the public will not be excluded from intramural activities.

The specifics of scheduling sports events and other structured uses of the grass area will be determined by the mechanism referenced in the Design Chapter of the Plan, Design Element #5 "Expand the Lawn". To avoid event scheduling conflicts, no athletic events will be scheduled on any of the weekends listed under Goal B-2 on page 29 in the table of existing park activities.

Recognize the need for a linkage in intramural sports programming at People's Park and elsewhere on Southside. As Underhill Field is brought back on line, examine the reduction in intramural programming at People's Park.

B. Current Activities and Programs

These following three structured activities currently take place on a regular basis and may require assessment and modification.

Table IV. B.- Current Park Sports Programs

ACTIVITY	DESCRIPTION	SPONSOR	PARTICIPANTS	FREQUENCY
1. Basketball Tournaments	3 on 3 basketball tournaments lasting 2 days typically.	UC/City	Community and students	4 events/year
2. Sand Volleyball Tournaments	2 day tournament	UC	Students	6 events/year
3. Intramural Sand Volleyball	UC students play intramural sand volleyball	UC	UC students	Sept.-Oct. & April-May

C. Recommendations

1. Encourage student and community groups and youth programs to use the open lawn for various active recreation functions requiring only temporarily placed structures or equipment. (For example, hackey sack tournaments currently held at the University could be held at the park since poles, a net, and lawn are required.)
2. Encourage the organization of sports and recreational activities for the physically disabled. (For example, the Center for Independent Living could work with the University's Recreation and Sports Department to organize a wheelchair basketball or rugby tournament.)
3. Work with various community gardening organizations, individuals, and local elementary schools to hold classes in gardening, composting, and botany. (For example, Student Relief could sponsor a tree planting clinic at the park for students.)
4. Work with UC Child Care Services to encourage use of the park by the day care program at Anna Head. Create a larger children's play area.
5. Any perimeter lighting of the field will be designed so as not to impact neighboring properties, especially residents to the south and west.

GOAL B-4: Enhance and encourage continued institutional support and resources to the community gardening program.

A. Overview

Community gardening in People's Park is currently coordinated by the People's Park Project/Native Plant Forum, a community/student organization active since 1976. Each Sunday from noon until dusk is the regularly scheduled community gardening day for the West End gardens. People get together to plant, cultivate, compost, and clean up the garden and talk to each other about changes in the garden plan, new ideas, and welcome new gardeners. Garden plots and gardening activities are open to anyone from the community. Separate work days are coordinated by People's Park Project/Native Plant Forum with other interested student and community groups and individuals for large gardening or other user-development projects, including projects in the East End Grove and native plant gardens.

B. Recommendations

1. Create a library of gardening books and reference material in the site coordinator's office.
2. Encourage donation of high quality compost.

IV. PARK PLAN FRAMEWORK

C. SOCIAL SERVICES

(Ratified October 25, 1995)

1. SOCIAL SERVICES GOALS

The following goals will guide development of recommendations for governance:

C. Social Services

C-1. Provide access to social services to the homeless and the mentally ill.

2. INTRODUCTION

In framing the Table of Contents for this Plan, USE committee members agreed that they wanted to address the issues of social services in People's Park. The USE Committee stresses the need to view the provision of social services, including information and referrals in People's Park in the larger context of social service provision in the Southside area and in Berkeley as a whole. The USE Committee acknowledges that both the City of Berkeley and the community have made many positive contributions to serving food and providing mental health referrals to those in need on the Southside. The USE Committee has also stressed the need to enhance, and not simply maintain, social services on the Southside.

However, the USE Committee has not been able to move as far towards consensus recommendations on this topic as they have for other elements of this plan. Many views were expressed on this topic during the Consensus Planning Process, and they are summarized in Appendix C.

3. RECOMMENDATIONS

1. Provide comprehensive access to services in the form of information. There should be a consistent outreach presence at People's Park for groups such as:

- **BMH (Berkeley Mental Health)**
- **BECH (Berkeley Ecumenical Chaplaincy for the Homeless)**
- **BOSS (Berkeley Oakland Support Services)**
- **Berkeley Free Clinic**
- **JFHC (Jobs for the Homeless Consortium)**
- **Suitcase Clinic**

These groups should be represented in an organized fashion on a weekly basis in People's Park. An information board or kiosk should provide information about these services and service providers.

IV. PARK PLAN FRAMEWORK

D. GOVERNANCE

(Ratified October 25, 1995)

1. GOVERNANCE GOALS

The following goals will guide development of recommendations for governance:

Policy Oversight

D-1: Develop a workable, efficient policy making structure for People's Park management issues.

Supervision and Operations

D-2. Establish a regular maintenance program for park facilities and grounds with a clear definition of roles and responsibilities.

D-3: Establish a public safety program that involves park users, the surrounding neighborhood, and UC and City of Berkeley police departments.

2. RECOMMENDATIONS

The USE Committee recommends a continued City/UC partnership with the cooperation of the community to manage the Park guided by the "Community Goals for People's Park."

IV. PARK PLAN FRAMEWORK

E. IMPLEMENTATION

(Ratified October 25, 1995.)

1. IMPLEMENTATION GOALS

The following four goals, ratified by the USE Committee on September 7, 1995, will guide implementation of the long term plan:

Community Participation

E-1. Engage the community in implementation of the long-term plan.

E-2. Form partnerships with existing community organizations to plan, fund, and implement the long-term plan and establish programs in the park.

E-3. Establish a community-based organization, representative of the interests of the Southside community, to provide volunteer design and construction support. (This organization might operate in a manner similar to the City's "Adopt-a-Park" program.)

Priorities

E-4. Set priorities for design recommendations to guide their implementation as funds become available.

Definition of Terms

- *Park's Managing Entity*: The lead entity responsible for overall operations and maintenance.
- *Community Advisory Committee*: The entity that will advise the "managing entity" on park programs, use, and design changes.
- *Friends of People's Park*: The hypothetical name of an adopt-a-park group suggested in goal E-3.
- *Project Sponsor*: The entity which takes the lead role in the design and implementation of a specific project. (E.g., the City, UC, Friends of People's Park, or a community group.)

2. INTRODUCTION

The University, park supporters, and the City have planned and implemented various design changes in the park. To date, no single park "plan" has ever been implemented. The City, University, and park users, however, have successfully collaborated since the 1991 lease agreement in the design and construction of pathways, the bathroom, the reconstruction of the central lawn area, and several other physical projects.

A more collaborative role for the community in park improvement implementation is envisioned. UC students, neighborhood residents, businesses, and park supporters all recognize that the park's history of community involvement should continue for the benefit of increasing overall community pride and use of the park.

This chapter makes general recommendations for how the park's managing entity should involve UC students, and the Berkeley community in implementing the plan.

3. DISCUSSION OF THE ISSUES

Whatever the eventual management structure will be, the community is interested in a clear and continuing role for the community in plan implementation.

Plan implementation involves three phases: design development, fund raising, and construction. The Long Term Planning Process has shown that a more cooperative partnership between the community, an appointed advisory committee, and the future managing entity of the park is possible.

The recommendations below will succeed with the recognition of three principles: (1) all parties abide by the "Community Goals for People's Park" and the "Conceptual Physical Plan" (unless modified by consensus and approved by the Community Advisory Committee); (2) all parties recognize the proposed Community Advisory Committee as the main advisory body on design and use issues in People's Park; and (3) that project implementation proceeds only after necessary approvals are secured.

Project sponsors and project types will range from the University proposing a new field with irrigation and lighting to a local neighborhood association proposing a bench. It is assumed, however, that all projects that involve physical modifications to the park will undergo the same approval process proposed below.

4. RECOMMENDATIONS

GOAL E-1. Engage the community in implementation of the long-term plan.

A. Discussion

Projects developed cooperatively between the City and community from 1991 to the present demonstrate that the community can be engaged in implementing projects. The spirit of "user-development" within an agreed upon community process should continue during implementation of the long term plan.

The following recommendations suggest that any entity can sponsor and propose a project. Any and all projects, however, must be consistent with the park's conceptual plan and be consistent with the "Community Goals for People's Park." The main organization, however, that will likely sponsor, or at least coordinate, many of the less capital-intensive projects is the "Friends of People's Park."

B. Recommendations

1. Any entity should be allowed to serve as a project sponsor or proposer including UC student groups, community groups, individuals, the City, or the University and work through the Community Advisory Committee to obtain project approval and with the park's managing entity to receive project approval.

2. The proposed Community Advisory Committee (see Chapter IV. D. Governance) should hold public meetings on all new projects for the community to review and provide comments on the draft design.

3. Whenever possible, the project sponsor working through the Community Advisory Committee, should convene a design workshop to gather input before design development begins. In general, any proposal should employ the maximum feasible degree of community involvement in design development.

4. Project designers should be open to community involvement in the construction process when preparing designs and selecting materials.

5. Community organizations, businesses, and individuals should be encouraged to organize fundraising campaigns to raise money for capital projects.

6. Working through the Advisory Committee and the managing entity, project sponsors should collaborate with the City and University to apply for public and private grants to fund projects.

7. Where appropriate, project sponsors should involve the community in project construction. Project sponsors should involve constituencies for whom the improvements are intended.

GOAL E-2. Form partnerships with existing community organizations to plan, fund, and implement the long-term plan and establish programs in the park.

A. Discussion

Public agencies and institutions face ever-diminishing budgets and staff resources to fund capital improvements. Throughout the United States, public agencies enlist the financial support of private corporations and community groups to fund projects and programs.

The Berkeley community is endowed with many community-conscious corporations, small businesses, and non-profit organizations who donate and lead fundraising campaigns for community projects. The new atmosphere of community cooperation around developing a permanent community park has the potential of attracting substantial donations for design changes and programs in People's Park.

B. Recommendations

1. Encourage the involvement of local businesses and community groups in sponsoring and proposing park programs as suggested in Chapter IV. B. Park Programs and Use.
2. Encourage local community organizations to sponsor maintenance, clean up, planting, and other work projects in the park.

GOAL E-3. Establish a community-based organization, representative of the interests of the Southside community, to provide volunteer design and construction support. (This organization might operate in a manner similar to the City's "Adopt-a-Park" program.)

A. Discussion

The City of Berkeley has instituted a successful "Adopt-a-Park" program for many parks in Berkeley. For example, Willard Park and Cordones Park both have "Friends of" organizations which take the lead in proposing design improvements, raising funds, and constructing projects in partnership with the City of Berkeley's Parks Department.

A "Friends of" organization for People's Park composed of representatives of the entire community should be established to harness community support and volunteer energy in the park and serve as a liaison to the park's managing entity.

B. Recommendations

1. A non-profit 501(c)(3) organization should be established to accept donations and provide tax benefits to donors. The board should include representatives from the entire community.
2. The organization would serve as a community-based group which helps to promote the park, conducts fundraising campaigns for park improvements and programs, and is a liaison to other community organizations that want to sponsor a project or program in the park.

GOAL E-4: Set priorities for design recommendations to guide their implementation as funds become available.

A. Discussion

Setting priorities for implementation should be informed by community preferences, UC and City support, and estimated costs for each design element, as well as logical phasing for improvements.

B. Recommendations

1. Once general cost information is provided for each plan element and City commissions and the City Council have a chance to comment on the plan, it is recommended that the USE Committee and staff engage in a ranking effort to set priorities for implementation.

APPENDIX A

Roster of USE COMMITTEE Members as of November 2, 1995

George Beier (City/Wooley/Bauer)	Leslie Berkler (University)
Wyeth Burrows (University)	Jim Chanin (City/Shirek)
David Duncan (University)	Daisy Hatch (City/Wainwright)
Rufus Jones (University) UC Residence Hall Assembly	Peter Lawrence (University)
Tom Leonard (University) School of Journalism	Doris Maslach (City/Olds)
Eddie Monroe (City/Malo)	Michael Pachovas (City/Woodworth)
John Raney (City/Armstrong)	Leon Schmidt (University) Visitor Information Desk
Lisa Stephens (City/Spring)	Gail Ward (University) Child Care Services
Alex Weingarten(City/Dean) (New appointee effective October 9, 1995)	Peter Werner (University)

Kevin Nguyen*
(City/Dean) (Served until October 9, 1995)

Staff and Consultants

Peter Bluhon (Facilitator) Landscape Architect	Scott McCreary (Facilitator) Principal, CONCUR
Steve Belcher Assistant City Manager City of Berkeley	Grace Magulre Senior Management Analyst City of Berkeley
Michael Sawyers Director of Recreation Sports Recreational Sports Facility University of California	Lana Buffington Acting Director of Community Affairs University of California
Michael Dobbins Director of Physical & Environmental Planning University of California	David Duncan Senior Planner Physical & Environmental Planning University of California
Jon Giacomini Director of Intramurals University of California	Eric Zarate Associate Management Analyst Community Affairs University of California

APPENDIX B

Roster of Design Subcommittee Members

George Beier

Steve Belcher (Resource person)

Leslie Berkler

Steve Brown

David Duncan

Charles Gary

Jon Giacomi (Resource person)

Sheila Holderness

Rufus Jones

Grace Maguire (Resource person)

Eddie Monroe

Michael Pachovas

John Ritter

Pat Romani

Terri Sal

Lisa Stephens

APPENDIX C

Social Services Appendix

(Ratified October 25, 1995.)

Introduction: The main body of the text on social services appear on page 35 to 36. The main text includes the recommendations adopted by the USE Committee prior to the initiation of this long term planning process. The main text also includes a new recommendation regarding provision of information on the availability of social services.

The USE Committee's Work on the Long Term Plan.

In framing the Table of Contents for this Plan, the USE Committee agreed that one chapter should be devoted to Social Services. However, within the context of this planning process the Committee reached only the agreement on providing additional information; no other recommendations were crafted in this planning process.

Purpose of the Appendix

The purpose of this appendix is to present the data that was generated about the provision of social services during this long term planning process. This information should help the Committee frame some possible ways of going further with the social services discussion.

Summary of Data Collected

The data sources summarized include:

- Questionnaires distributed at the July 29 public workshop
- the Chancellor/Mayor Joint Letter of August 8
- Design Subcommittee discussions;
- September 5 Public Hearing
- September 30 Public Workshop
- October 3 Community Working Group Discussion
- October 4 Student Forum

Questionnaires Distributed at the July 29 Public Workshop

As part of the Long Term Planning Process, the consultant team prepared a questionnaire which was distributed to all participants in a public workshop convened on July 29 at the University Art Museum. Included on the questionnaire were these questions:

- List characteristics of People's Park which you consider positive
- List characteristics of People's Park which you consider negative.

The questionnaires revealed sharply divergent views on this subject. Several respondents supported retaining the existing freebox and meals programs; others supported their relocation.

Respondents who view the social services as positive attributes of the park pointed out that the volunteer services fill a gap by serving the needy on Southside. Supporters of social services made comments such as the following:

- "A positive aspect of the park is food service to the poor and the freedom for people to be themselves."
- "People-generated food service (everyone can participate-user developed food service) are a positive aspect of the Park."
- "Homeless services - i.e., free box and food are a positive aspect of the Park."

The countervailing view is that provision of social services in the Park is inappropriate for a variety of reasons related to concerns about sanitation, appearance of the park (clothes are sometimes tossed around), aggressive behavior, and a concern that concentrated social services tend to discourage other users who feel unsafe, particularly parents with small children. Respondents who view social services as negative made comments such as the following:

- "Homeless services are an inappropriate use of the park."
- "People who spill over into neighborhood, sleeping on private property, making it difficult to pursue normal activities, leaving trash and belongings on private property are a negative aspect of the park."

- "Remove the freebox and educate the community as to the location of alternative places to make donation that will get to people who need clothes."

Letter from the Chancellor and the Mayor

An important benchmark framing this discussion is the letter dated August 8 and jointly signed by Chancellor Tien and Mayor Dean which states, in part,

The major issues that need immediate attention are the persistence of drug dealing and other crimes in the Park and the presence of social services in the park, such as the free box and food services. ..In regard to the immediate issues, University and Berkeley police and park site coordinators report an atmosphere of fear and intimidation around the free box that has no place in the park. These reports indicate that homeless and needy individuals cannot compete for marketable clothes, which are usually intercepted and sold before getting to the box.

We are therefore asking the Committee to work with City and University staff immediately to relocate the free box out of People's Park and replace it with a program of City-wide drop boxes for clothes that would be picked up and distributed by the Berkeley Ecumenical Chaplaincy to the Homeless. The City and the University will assign regular police officers to the park to deter drug dealing and other criminal activity.

Regarding food services, park without proper seating, shelter, or sanitation facilities are inadequate places to serve needy persons food. Last winter was a particularly harsh example of the problem with current approaches to food services. Social services can also be provided in an indoor location. In keeping with the Berkeley tradition of providing concerned services, we ask the Committee to work with the City and the University to find acceptable indoor locations for food and social services immediately.

Interpretation of the Letter.

No further written interpretations have been provided. In discussion at USE Committee meetings, these words have been characterized by staff as "threshold criteria" which must be met in order for the Chancellor to be able to recommend to the Regents that People's Park be made permanent recreational open space.

Design Subcommittee:

Several members of the Design Subcommittee expressed a desire to address the issue of social services. Rather than derail the physical planning process for the Park, City and University staff agreed to call a special public hearing of the USE Committee to discuss the Mayor and Chancellor's Letter.

September 5 Public Hearing:

The September 5 public hearing was attended by about 140 people. Attendees included representatives of park user groups, neighborhood residents, students, Telegraph Avenue vendors, and members of several nearby churches. Of these, 47 signed up to speak. The sentiment expressed that night was broadly supportive of retaining the free box and social services in the Park.

September 30 Public Workshop:

Several participants in the September 30 workshop addressed the topic of social services. As part of the September 30 workshop, the consultant team devised a ranking exercise to enable participants to express their preferences with regard to the proposed design elements of the plan. A ranking worksheet was devised listing the 17 design elements included in the preliminary design. The original ranking exercise excluded social services, as the physical plan does not address social services. About 70 people took part in the workshop. Of these, about 49 took part in a ranking exercise; 32 put at least one vote on the new item "Preserve and Enhance Social Services in the Park." This item received the most votes of the potential design elements that were ranked.

October 4 Community Working Group.

At the October 4 meeting of the community working group, several participants addressed social services. A variety of views was expressed ranging from the sentiment that the free box and meals should remain to those that felt strongly these services represent an inappropriate feature of the park.

Student Forum:

Many students expressed concern that project implementation may affect social service provision in the park. Students in attendance wanted clarification of the underlying concerns expressed in the Mayor/Chancellor letter. Students were not aware of the aggressive behavior around the free box and were open to looking at alternatives to clothing collection and distribution. Students also suggested that several alternatives be investigated for handling food service in inclement weather. An extensive discussion was held on ways to convey a positive image about the park in University literature and tours on the campus.

APPENDIX D

Previously Adopted Recommendations of the USE Committee

The USE Committee adopted the following recommendations using a majority voting procedure. During Winter and Spring 1994/1995, the USE Committee developed and discussed these recommendations culminating in a vote in April 1995.

1. PREVIOUSLY ADOPTED RECOMMENDATIONS ON PHYSICAL DESIGN

- Install a trellis and planters around the bathroom building; make paths to bathroom building accessible.
- Add picnic tables, benches, and more children's play equipment.
- Retain as much of the middle, open green area of the park as possible.
- Install pathway lighting and tree-hung lamps along pathways; (long term: install historic light standards along path).
- Add additional drinking fountains.
- Design & install a better enclosure for the trash receptacles.
- Extend uncompleted pathway from northeast corner of park to bathroom.
- Repair sidewalks around the park. (completed)
- Remove existing Bowditch Street sidewalk and create meandering sidewalk in its place. (completed)
- Plant new street trees on Dwight and Haste Streets.
- Rebuild stage in current location; design to mitigate sound concerns; add electricity and lighting.
- Paint the bathroom interiors with white, "graffiti coat" paint.
- Remove the "hang out area" by the basketball courts and install a garden in its place.
- Remove the "stoop" (stumps and logs) by the Free Box.
- Maintain existing pruning patterns in the park to retain visibility on the east and west ends so that one can see from end of the park to the other.

(Recommendations from the former Crime and Public Safety and Subcommittee)

- Post a highly visible sign at a central location in the park that indicates where the nearest telephone is and states that park visitors are encouraged to call "911" for police help in the event it is necessary. In addition, the sign should list the People's park rules for conduct and behavior.

- Prune and trim the trees and shrubbery at the east and west ends of the park so that one can see from one end of the park to the other. Aside from the aesthetic value gained by keeping the park looking well-kept, pruning and trimming will reduce the instance of unlawful behavior in the park by reducing the number of areas in the park that are secluded and out of the public eye.

- Increase the lighting in the park. The lights on Bowditch Street are insufficient to light the grove of trees along the park's east end. Lights in and around the park would vastly improve the accessibility of the park and surrounding areas at night, and would serve to curtail unlawful behavior in the dimly lit east end.

6. The graffiti in the park, and particularly in and around the bathroom, is an eyesore and should be painted over.

2. PREVIOUSLY ADOPTED RECOMMENDATIONS ON PARK PROGRAMS

(From the former Recreation and Entertainment Programming Subcommittee)

- Draw up separate guidelines for low level amplified sound events (50-60 decibels).
- Explore the possibility of amending current guidelines for amplified events to allow more amplified events.
- Retain a sound consultant to make recommendations for effective amplification (to be found within existing City/UC resources).
- Encourage Site Coordinators to continue/expand their participation in planning and coordination of non musical events (e.g. chess tournaments, 10k run, various sport tournaments).
- Print and distribute brochure informing community of the types of events that take place in the park and encouraging community participation in the planning and organization of events.
- Encourage events for the disabled; work with the Center for Independent Living.
- Explore options for an expanded children's playground.

3. PREVIOUSLY ADOPTED RECOMMENDATIONS ON SOCIAL SERVICES

(From Crime and Public Safety Subcommittee)

- Look for alternative site for the Free Box. The Free Box should not be moved unless the new Free Box has services and accessibility that are, at a minimum, substantially similar to those afforded by the current Free Box.
- Accountability is essential to the future of the food services in the park. Left over food causes a health and safety problem for the park. Therefore, it is critical to establish a period during the day when food services can be provided at the park. Once these hours are established, all of the groups that bring food services to the park should be informed in writing of these hours, and also the exception by the University and the City of Berkeley that the food service area be cleaned after serving each day. This process will be reviewed for a period of time (to be determined), at the end of which the adoption of new procedures that enforce accountability will be considered.

(From the Park Services Subcommittee)

- To move the Free Box to an alternative site in the immediate area. Recommend that services at alternative sites be substantially similar as those at the current site.
- To require food service providers in the park to follow City of Berkeley and University health and safety standards.
- To direct City and University staff to look for alternative food service providers. Recommend that the City and the University staff assist in relocating service providers willing to move to alternative sites.
- To direct City and University staff to negotiate a time schedule for food service providers and cleanup of meals served in the park. Staff will monitor and periodically evaluate daily cleanup after meals are served.

4. PREVIOUSLY ADOPTED RECOMMENDATIONS ON GOVERNANCE

(From the former Capital Improvement, Long Term Planning & Landscape Standards Subcommittee)

- Recommend that the "Adopt a Park" concept, successfully used in other Berkeley parks, be applied to People's Park. The concept would be crafted by the City and the University staff and community members in order to

formalize user development standards, maintenance programs and minimize conflict or misunderstandings.

(From the former Management Subcommittee)

- A finding that the day-to-day management of the park between the City and the University is ineffective, and should be replaced by single Manager with broad responsibilities.
- The City and University should choose a day-to-day manager of all park activities drawing this person from either side of their staffs.

Vita

Rebecca Smith was born in Marion, Indiana in 1957. She was raised on a farm in Morristown, Tennessee and attended school in the Hamblen County public school system, graduating from Morristown-Hamblen High School. Following graduation, she joined the Army in which she served as a member of Army Intelligence. After her military experience, she returned to Hamblen County, where in 1979 she enrolled at Walters State Community College. She transferred to the University of Tennessee at which she earned a Bachelor of Arts degree in Psychology in 1985. She was accepted by the School of Planning in 1993, completing her coursework with an emphasis on Environmental Planning in May, 1995. She then moved to the San Francisco Bay Area to conduct research for her thesis.

Smith is the owner/operator of Fine Gardens, a sustainable urban landscape company located in Berkeley, California.

