DOWNTOWN BERKELEY ASSOCIATION STRATEGIC PLAN

it starts here.









Prepared by:

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DOWNTOWN BERKELEY ASSOCIATION STRATEGIC PLAN FINAL PLAN

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PREPARED BY PROGRESSIVE URBAN MANAGEMENT ASSOCIATES, INC.

I. EXECUTIVE SUMMARY

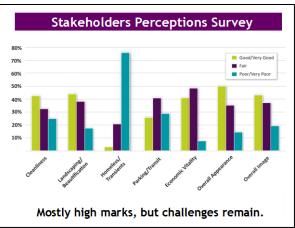
Championing downtown Berkeley for 25 years, the Downtown Berkeley Association (DBA) finds itself at a key organizational pivot in 2015. Lifted by national and Bay Area market trends in demographics, lifestyles and economic growth that are supporting urban development, Berkeley is poised to benefit from new investment in downtown housing, jobs, education and retail. The downtown experience is further enhanced by its emergence as a regional hub for arts and culture. However, downtown is challenged by both the perception and reality of intimidating street behaviors, a lack of pedestrian-friendly streetscapes, and limited parking that can be difficult to find for customers and visitors. Downtown Berkeley could become one of the Bay Area's most remarkable destinations if it can find balance between economic vitality and a more welcoming environment.

2009 Strategic Plan: The DBA last completed a strategic plan in 2009. At that time, during the depth of a national economic recession, key priorities included 1) economic development; 2) maintenance and beautification; 3) hospitality and security; 4) marketing, promotions and communications; 5) parking and public transportation; and 6) leadership and advocacy. In 2009 the mission of the organization was refined to: *The DBA works to strengthen the Downtown as a vibrant and welcoming urban destination for arts, culture and commerce through effective advocacy, marketing and direct services.* (See Appendix for updated mission, vision, and goals.)

To achieve the mission and ambitious work program set by 2009 Strategic Plan, the DBA led the effort to form a property-based business improvement district (PBID) to provide reliable funding and direct accountability to district stakeholders. Initiated by petitions from affected property owners in 2010 and created by City ordinance in 2011, the PBID has contributed more than \$1.2 million annually to fund the DBA's safe, clean and economic vitality initiatives. The PBID, along with steady board and staff leadership at the DBA, has allowed the organization to advance much of the strategic plan agenda envisioned in 2009.

While the PBID has been "right on track" for rolling out key elements of 2009 strategic plan, and in particular achieving new development much faster than anticipated, hospitality and cleaning goals have fallen short of expectation. In particular continued problematic street behavior has been a significant problem in achieving hospitality goals of a welcoming downtown, and the drought with water restrictions have resulted in a recent backsliding in cleaning standards particularly along high pedestrian trafficked Shattuck core.





2015 Strategic Plan: The 2015 Strategic Plan aims to align the organization's priorities and structure with the opportunities anticipated over the next five to ten years. The 2015 Strategic Plan process was led by the DBA board of directors and staff, with assistance from the consulting firm of Progressive Urban Management Associates (P.U.M.A.), and included input from a DBA board strategic planning retreat, stakeholder roundtables, and a community survey.

<u>Priorities</u> from various groups for the future of downtown were concentrated around the following major themes:

- 1. Make downtown **safer and more welcoming** with an emphasis on reducing homelessness and disruptive street behaviors;
- 2. Improve **cleaning** in Downtown (particularly in light of recent drought)
- 3. Fill vacant storefronts and support local businesses.
- 4. **Invest in place-making**, defined as both capital improvements and programming, to create better public amenities and more walkable, bikeable streets;
- 5. **Improve the parking experience** for residents, visitors and employees.
- 6. Increased advocacy with City and other agencies and stakeholders

To achieve the preceding actions, plus other improvement priorities for downtown, the following construct was developed to guide the next five to ten year strategic direction for the DBA. The construct sorts DBA programming into three key program areas -- environment, economy and leadership. Within the program areas, ten complementary initiatives are envisioned, and four program areas are highlighted and bolded as top priorities.

Vision for Downtown: Vibrant Safe Creative Sustainable Prosperous				
Environment Economy Leadership & Advocacy				
1. Safe & Welcoming 4. Business Support & 7. Unified Voice for				
Downtown Innovation Downtown				
2. Clean & Beautiful	5. Arts, Culture &	8. Mobilize Downtown		
Downtown	Entertainment	Residents		
3. Place-Making	6. Parking	g. Transportation & Mobility		
Management Options				
10. Marketing &				
Communications				

For each initiative, the Strategic Plan offers a work plan, including the identification of actions that are "quick wins" (within the next 18 months) and those that are more long term (within the next five years).

Resources: A variety of new resources are envisioned to help implement the strategic plan, including:

- PBID renewal, providing up to \$250,000 in new funding through expansion and rate adjustments;
- Dedicated police coverage to be financed by the City of Berkeley from the extension of parking meters into the evening hours;
- Payment for general benefits from the PBID will be sought from the City of Berkeley as part of a new base level of services agreement;

• Additional revenue from DBA membership dues, sponsorships and grants.

PBID Renewal: Sources and Uses

SOURCES	SOURCES				
Amount	Source	Opportunity/Need			
\$ 125,000	10% rate increase	Past increases (5% over 5 years) have not kept up with cost increases, particularly labor. Rate increase needed to cover office, staff compensation and rising Ambassador costs. Effective increase will be less after accounting for general benefit adjustment.			
\$125,000	PBID Expansion Bring PBID services to new projects along University and Shattuck. Revenue neutral to expand services.				
Up to \$ 100,000	Assessments from new construction provide some discretionary revenue.				
USES					
\$ 150,000	New office, staff compensation adjustments and cost of living adjustments for Ambassadors. Add new Director of Vitality position.				
\$ 100,000	Clean and safe services in expansion areas – revenue and cost neutral				
\$ 100,000	Strengthen programs as new construction comes on line.				

City of Berkeley: Base Level of Service Enhancements

Estimated Cost	Opportunity/Need
N/A City base level of services – basic services that would be provide with or without the enhancements provided by the PBID. Include policing, maintenance, parks and other functions.	
\$16,000	Estimated general benefit adjustment contribution to PBID

City of Berkeley: Parking Revenue Share from Evening Parking Meter Extension

Estimated Cost	Opportunity/Need
Short term:	Dedicated police coverage in the downtown area to discourage disruptive
\$ 200,000+	street behaviors
Long Term	If safety issues are contained, use funds for place-making (i.e. programming and capital improvements) and/or attendants for new public restrooms

Other Program Options & Potential Sources

Amount	Source	Opportunity/Need
\$25,000 to \$ 50,000	DBA Membership	Advocacy – Policy analyst and/or staff time
	Dues	dedicated to advocacy – need non-assessment
		funding
\$ 100,000	TMO Grant	Transportation Management Organization
To be determined	Grant and	Public art and other capital projects, special events
	sponsorship funding	

Organization

The following DBA organization is anticipated to support the preceding initiatives. The Strategic Plan envisions the addition of 1.5 F.T.E. to the DBA management staff, including:

- Deputy Director to manage marketing and communications for DBA programming, and economic enhancements, including:
 - ✓ business support and innovation,
 - ✓ arts, culture and entertainment, and
 - ✓ parking and transportation management...
- Part-time Research and Policy Analyst to help strengthen the DBA's role in leadership and advocacy, the number one priority established by the DBA board of directors.



DBA Corporate Structure: The existing corporate structure of the DBA, a 501(c)6 non-profit organization along with the quasi-governmental PBID that collects special assessments is adequate for advancing the Strategic Plan. If the organization advances the emphasis on leadership and advocacy, then a membership structure will need to be formalized requiring modifications to the DBA by-laws.

The DBA may also want to consider forming a 501(c)3 non-profit subsidiary to help raise grants to fund specific projects within the downtown. Projects may range from capital improvements to social services.

Finally, the Strategic Plan also includes an outline for the next ten year renewal period of the PBID, offering direction and an operating structure through 2026.

II. COMMUNITY ENGAGEMENT TO SHAPE THE PLAN

- **A. DBA Board of Directors:** The process to develop the 2015 Strategic Plan began with a planning retreat held with the DBA board of directors on November 14 2014. The retreat was intended to help frame the Strategic Plan and clarify expectations. Results included:
- Core aspirations for the future of downtown Berkeley were clustered around the key characteristics of a **Vibrant, Safe, Creative** and **Sustainable** downtown.
- Considering existing programming, the board would like to see more emphasis on **leadership and** advocacy, and hospitality services that make downtown more safe and welcoming.
- For new initiatives, top priorities were building capacity for leadership and advocacy, infrastructure upgrades, place-making, innovative transportation options, parking management and homeless outreach.
- **B.** Marketing Workshop: On January 7 2015, Hormann & Associates facilitated a marketing workshop that looked at how the DBA could more effectively work to support businesses by attracting customers, curating the consumer experience and problem-solving. A variety of marketing techniques, communications tools and benchmarks were identified that could be integrated throughout the DBA work plan.
- C. Stakeholder Roundtables: To expand the strategic planning discussion, a series of stakeholder roundtable discussions were convened February 24 & 25 2015. More than 70 stakeholders participated representing the following affinity groups: 1) City of Berkeley; 2) Non-profits, including arts and culture; 3) Residents; 4) Property Owners; and 5) Merchants. Common themes for improving downtown Berkeley expressed by the stakeholder roundtable groups included:
- Make downtown safer & more welcoming with an emphasis on reducing disruptive street behaviors;
- Business development and stability for local independent businesses;
- Emphasize place-making through greening, cleaning and improvements making downtown streets more walkable and bikeable; and
- Improve the parking experience for residents, visitors and employees.
- **D. Community Survey:** Following the stakeholder roundtables, an online community survey was distributed to gather additional insight into the Strategic Plan. 460 persons responded with a profile that included two-thirds Berkeley residents with household incomes evenly divided above and below \$100,000 per year. A majority of respondents also identified themselves as age 50 or greater. Key responses from the survey included:
- 1. The **key factors** for improving downtown over the past five years were:
 - 1) cleaning services;
 - 2) homeless outreach services; and
 - 3) the growth of arts, live music and entertainment.

2. In open response questions, survey respondents were asked to describe **Downtown Today** (The resulting word cloud sorts the responses by frequency. The more the word was used to describe downtown today, the larger it appears in the word cloud)

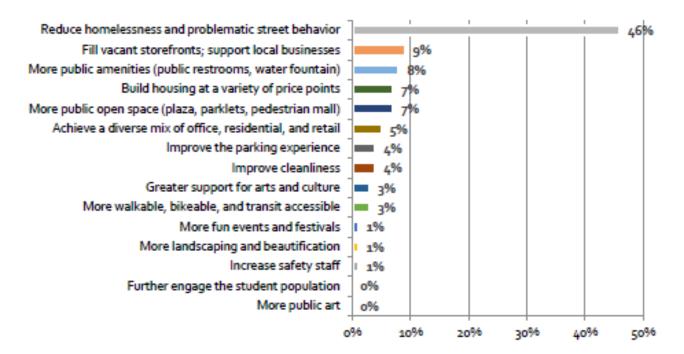


3. Respondents were then asked to describe **Downtown ten years into the future**:



- 4. When asked to choose **the single most important action** to achieve their vision for downtown Berkeley, respondents top five choices were:
 - Reduce homelessness and problematic street behaviors (46%)*
 - 2. Fill vacant storefronts and support local businesses (9%)
 - 3. More public amenities such as public restrooms, water fountains and lighting (8%)
 - 4. More public open space such as plazas, parklets and a pedestrian mail (7%)
 - 5. Build housing at a variety of price points (7%)

• Notably, the 46% response to the choice of "one single most important action" is unprecedented in the 20+ year experience of the consultant team. Generally, top responses will rate from 10% to 15%.



- 5. The **importance of reducing homelessness and disruptive street behaviors** is pervasive throughout survey responses and among all demographic groups that completed the survey (as well as from feedback from roundtables).
 - a. "Dirty" and "Homeless" were the two most frequent words used to describe downtown Berkeley today.
 - b. "Vibrant, Clean, Safe, Diverse, Friendly and Welcoming" were the words most used to describe the respondents vision for downtown Berkeley's future.
 - c. To achieve this vision, reducing homelessness and problematic street behaviors ranked as the number one priority 67% of respondents characterized this as "very important".
 - d. When choosing one improvement priority for the future, "reducing homelessness and problematic street behavior" was a clear mandate with 46% of respondents selecting this one action. The next action was filling vacant storefronts at 9%.
 - e. In a third open response option, "homeless, street and people" were the three most frequently used words used as a specific improvement for downtown, and were mentioned as reasons that respondent avoid downtown altogether.
 - f. While 67% of all respondents ranked reducing homelessness and disruptive street behavior as a "very important", 89% of business owners and 81% of commercial property owners shared this sentiment.
 - g. Respondents aged 35 to 64 were particularly concerned with the issue.
 - h. Overall, 66% of survey respondents listed a City of Berkeley zip code as a home address.

III. STRATEGIC PLAN VISION, FRAMEWORK & WORK PROGRAM

Vision

The community engagement process revealed a consistent vision from a variety of Berkeley stakeholders for the future of downtown that consists of the following five major elements:

Vibrant	Downtown will be a fun, dynamic and inclusive place that hums with activity. It will be a multi-dimensional destination, accommodating a variety of uses – a place to work, live, shop, be educated and entertained.
Safe	Downtown will be welcoming to all and provide safe and clean streets in a stable, predictable and hospitable environment.
Creative	Downtown will be a destination for creativity – a regional hub for arts and culture, and, in partnership with the University of California and other educational institutions, an internationally acclaimed center for innovation and entrepreneurship.
Sustainable	Downtown Berkeley will be a place that embraces and exemplifies all three pillars of sustainability – environmental balance, particularly in a time of extreme drought; economic prosperity with a focus on local independent businesses; and social equity, creating a variety of opportunities through diverse housing, jobs and education.
Prosperous	Downtown Berkeley will be a place where merchants, property owners, arts venues, and other businesses and nonprofits prosper with increased number of customers enjoying the downtown.

Framework

The Strategic Plan Framework organizes a variety of actions and programs into an organizational construct to guide the future of the DBA. Guided by the preceding aspirations, the construct organizes program initiatives into the following three bundles:

Environment	Initiatives that aim to make downtown Berkeley safe, clean and attractive. Environment actions focus on enhancements to the public realm and opportunities to make downtown more welcoming for all.
Economy	Initiatives that aim to make downtown a center of opportunity to create jobs, creativity and innovation. Economy actions focus on providing support services to help mixed-use real estate thrive (i.e. office, housing, retail, cultural institutions, non-profits, etc.). Parking management is part of this bundle, viewed as supporting economic vitality as opposed to simply infrastructure.
Leadership & Advocacy	Initiatives that strengthen the DBA's position as the champion of downtown. Leadership and advocacy actions will aim to build broad support among property and business owners, residents, civic leaders and others to support polices that advance the downtown vision to be vibrant, safe, creative and sustainable.

The resulting DBA program framework is provided below. Priority activity centers are shaded in yellow and the following pages provided detailed work programs for each activity center.

VISION: Vibrant Safe Creative Sustainable Prosperous				
Environment	Economy	Leadership & Advocacy		
Safe & Welcoming Downtown: Continue ambassador program and efforts to reduce disruptive street behaviors	4. Business Support & Innovation: Attract and retain business, arts, retail; promote innovation with City and UCB	7. Unified Voice for Downtown: Influence policies and issues that affect downtown: parking, street behavior, etc.		
2. Clean & Beautiful Downtown: Continue ambassador program to clean sidewalks and public realm	5. Arts, Culture & Entertainment: Strengthen downtown's position as a regional destination for arts and culture	8. Mobilize Downtown Residents: Help downtown residents become a partner in advocacy efforts		
3. Place-Making: Improvements, art and programming to make more welcoming, walkable & green	6. Parking & Transit Management: Improve the parking experience to support downtown commerce and living	g. Transportation & Mobility Options: Promote alternatives to vehicles, including transit, biking and walking		
10. Marketing & Communications				

Marketing and communications strategies to support all programing – environment, economy and advocacy

WORK PROGRAM: ENVIRONMENT

	1. Safe & Welcoming Downtown	2. Clean & Beautiful Downtown	3. Place-Making: Capital Projects & Programming
Plan Core Values	Vibrant, Safe	Vibrant, Safe	Vibrant, Safe and Creative
Goal	Make downtown Berkeley streets safe and welcoming.	Make downtown Berkeley streets clean and welcoming.	Improve public spaces and connectivity, creating places that are inviting and capitalizing on the compact scale of downtown Berkeley.
Why It's Important	Safety is foundational to any urban environment – for people to visit, work or live in downtown, they expect a welcoming and comfortable experience that will not feel intimidating or unsafe. "Reducing disruptive street behaviors" is the number one priority voiced by focus group participants and more than 500 respondents to a survey conducted to inform the Strategic Plan.	Along with safety, cleanliness is a foundational for attracting people to visit, work or live in a downtown. Cleanliness can also help to discourage disruptive behaviors, such as graffiti tags and littering. Cleaning services were identified as the top reason for improvement in downtown over the past five years by 500 respondents to the Strategic Plan survey; however, many respondents still view downtown as "dirty".	To continue to evolve as a daytime and evening destination, and to attract its share of the critical millennial workforce, downtown must enhance its overall walkability and bikeability and offer welcoming gathering places. "More public amenities and public spaces" were identified as high priorities for improving downtown by 500 respondents to the Strategic Plan survey.
Strategies: Quick Wins	 A. Continue to deploy the Ambassador program which enhances both the reality and perception of safety in downtown. B. Work with the City and other civic partners to advance a legislative package that addresses disruptive behaviors on the streets. C. Explore supplemental funding to strengthen the Ambassador program, including resources for homeless outreach efforts and dedicated police officer during peak periods. 	 A. Continue to deploy the Ambassador program which offers continuous cleaning of sidewalks and public spaces in downtown. B. Continue to work with City to provide base level cleaning services particularly in highly traveled Shattuck core. C. Work with the City and other civic partners advance a legislative package that addresses disruptive behaviors, including many related to basic hygiene and health, on the streets. D. Be involved in planning and design efforts for public spaces, including BART Plaza and Shattuck redesign, to ensure that new public spaces are both welcoming and can be maintained with available resources. 	 A. Secure funding for the proposed welcome kiosk at new BART Plaza. B. Install up to six new bicycle racks at key destinations throughout the downtown.
Strategies: Next Five Years	 D. Ensure that the PBID is renewed to maintain core funding for the Ambassador program. Consider a ten year renewal term to maintain program consistency and certainty. E. Secure parking meter revenue to help fund efforts aimed at reducing homelessness and deal with disruptive street behavior. F. Help secure resources to extend Berkeley's youth shelter program from seasonal (four months) to a full year. G. Help secure attendants at the planned public restrooms within the Center Street parking garage. H. Work with stakeholders to secure extended hours of security in Arts Passage between Center and Addison streets. I. Continue to represent downtown stakeholders in civic efforts aimed at reducing homelessness in Berkeley and beyond. 	 E. Ensure that the PBID is renewed to maintain core funding for the Ambassador program. Consider a ten year renewal term to maintain program consistency and certainty. F. Secure parking meter revenue to help fund efforts to keep downtown clean and attractive, including new public spaces that may include BART Plaza and street medians. G. Explore the introduction of the Big Belly Smart Waste program to help make waste and trash removal more efficient in downtown. H. Stay on top of new innovations in cleaning to adapt to drought limitations and public perceptions. 	 C. Prepare for the activation of a redesigned BART Plaza, including a strategy for programming the space on an ongoing basis. D. Influence the redesign for Shattuck and Center Street, ensuring that complete streets principles are employed to make the corridor more walkable, bikeable and green. E. Develop a plan for downtown parks and public spaces, identifying places for small gathering places and connections between key destinations. F. Consider wayfinding improvements throughout downtown and to the UC campus to help pedestrians find a variety of destinations. G. Help promote and attract both bike-share and car-share enterprises to serve downtown Berkeley. H. Support arts in downtown program working with Arts Commission and other stakeholders on activation of curated art and performances in public spaces
PBID Renewal Considerations	Continued funding for the Ambassador program will be the critical consideration for renewal. Increased PBID funding, plus leveraging other sources such as parking meter revenues, will strengthen vigilance in reducing disruptive street behaviors and improving both the reality and perception of a safe downtown.	Continued funding for the Ambassador program will be the critical consideration for renewal. Increased PBID funding, plus leveraging other sources such as parking meter revenues, will ensure that downtown will continue to benefit from enhanced cleaning and maintenance services.	Beautification has been an eligible activity within the original PBID Management Plan. This activity should continue, with its menu of options expanded to include the capital projects and programming envisioned within the "place-making" activity.
How It Relates to Other Components of the Plan	A safe environment is a prerequisite to the objectives of the "Economy" section of the plan, including business support, creating an innovation cluster and marketing Berkeley as a destination for arts and culture. Over time, the DBA's overall effectiveness may be judged by downtown stakeholders on how it helps to make downtown safe.	Similar to safety, a clean and attractive downtown is fundamental to its economic and social success.	Place-making can help to attract new investment into the downtown, particularly if amenities are provided for residents, visitors and employees. Place-making improvements should be designed to reinforce downtown marketing strategies such as the creation of a formal arts and cultural district.
Civic Partners	City of Berkeley – City Council, police and other departments, social service agencies	City of Berkeley – City Council, Parks and other departments	BART, City of Berkeley, University of California Bicycle and pedestrian activists

WORK PROGRAM: ECONOMY

	4. Business Support & Innovation	5. Arts, Culture & Entertainment	6. Parking & Transit Management
Plan Core Values	Vibrant, Creative, Sustainable, Prosperous	Vibrant, Creative, Prosperous	Vibrant, Prosperous
Goal	Downtown is first and foremost a center for commerce providing both primary jobs and retail. For retail, downtown will aim to strengthen local unique dining and shopping. Downtown has an opportunity to expand its profile for technology and innovation through partnerships between the business community and the University of California.	Advance Downtown Berkeley's evolution as a regional destination for arts and culture.	Improve the parking experience to support downtown commerce and living.
Why It's Important	A prosperous downtown business community provides many benefits for the City by providing jobs, local independent retail and a variety of revenue sources that help finance city services. Revenues generated by downtown include property, sales and hotel taxes, plus parking revenues through meters and municipal garages.	One of the major activity anchors and competitive differentiators of downtown is it rich and varied collection of arts and cultural venues. The Berkeley Repertory Theater is one of the most acclaimed community theaters in the nation. A new world class art museum is being opened by the University of California. Other venues, featuring both live and visual arts, and sprinkled throughout the downtown. Arts and culture creates a differential advantage for downtown and adds to the quality of life for Berkeley residents.	Parking is part of the economic "infrastructure" that is essential to continued vitality of downtown. It is also the first and last impression of the downtown experience for many. While downtown Berkeley offers a variety of transit and mobility options, there are still many employers, businesses and institutions that require parking. Businesses and institutions that attract visitors from beyond the region's transit network are particularly reliant on safe, clean and easy to use parking.
Strategies: Quick Wins	 A. Continue to support a positive downtown business climate through a combination of environmental services (i.e. safe and clean), promotions and events, and leadership on policy issues that affect the downtown. B. Help secure anchor retail tenants in Shattuck and University core. C. Support development of new hotel(s) in the Downtown. D. Continue to maintain a database and directory of downtown retail and dining. E. Support partner events and conferences in the Downtown. 	 A. Complete a marketing plan that is currently looking at ways to solidify downtown's position as a hub for arts and culture, and benefits the entire downtown. B. Compile an inventory and mapping of the arts and culture uses in the downtown, and identify logical linkages to connect them and any gaps to be filled. 	 A. Evaluate the cost of creating a smart parking app that can help consumers find available parking in Downtown Berkeley. B. Look at "best practices" from other downtowns that have integrated their parking system to provide more predictable pricing, customer service and availability, including models from Tempe and Pasadena. C. Install additional bicycle racks throughout downtown and offer parking options for smaller vehicles (i.e. motorcycles, Car To Go, etc.).
Strategies: Next Five Years	 F. Work with the University of California and the City of Berkeley to develop new partnerships to house technology, research and other UCB job-producing spin-offs in the downtown. G. Explore new ways that the DBA can help to foster an entrepreneurial community in the downtown. Options include convening events such as "start-up week" to showcase downtown, working with property owners to develop flexible leasing approaches, and partnering with the City to expedite the permitting process for adapting office space to new business concepts. H. Explore promotions that can help drive more customers to local businesses, including expansion of "buy local" and other initiatives that aim to encourage Berkeley residents to shop and dine downtown. 	 C. Implement a marketing strategy aimed at capitalizing on arts and culture as a destination attraction for downtown. D. Design and implement new capital improvements to help fortify the arts and culture image in downtown (i.e. wayfinding, public art, streetscape enhancements, gateways, etc.) E. Facilitate an ongoing dialogue and coordination among the arts and cultural institutions to improve collaborative marketing and business climate efforts. F. Invite representatives from arts and cultural institutions to participate in parking management solutions to help make parking easier for employees and patrons. 	 D. Develop a new parking management strategy in collaboration with the City modeled after integrated systems from "best practice" downtowns. E. Ensure that revenue from any new price increases or extended meter hours and invested back in the downtown. F. Install improved signage to help visitors find available parking resources. G. Seek more standardized pricing in downtown parking and consistency between both public and private parking structures. H. Advocate for new parking resources with city-owned Berkeley Way lot, and UCB owned University Hall site, and at others.
PBID Renewal Considerations	In the midst of economic recession, economic development was a top priority for the initial PBID formation back in 2010. Today, the market has improved, yet there are still opportunities to strengthen the overall business mix, plus capitalize on spin-offs and partnerships from the University of California. Business support and innovation will remain an activity funded in part by the PBID.	Most arts and cultural institutions currently participate in the PBID, but at a reduced assessment rate commensurate with their non-profit status. Any dedication of PBID funds to marketing and/or capital improvement efforts that exclusively benefit arts and culture uses may require an adjustment in assessment rates.	The new PBID should include parking management in its Management Plan and provide flexibility so that it can adapt and be part of any future parking management and system improvements, similar to the role undertaken by "best practice" PBIDs in other cities.
How It Relates to Other Components of the Plan	Maintaining a positive business climate, helping businesses to succeed and attracting new investment to downtown are fundamental to the overall success of downtown and its economic sustainability.	A thriving arts and culture scene makes downtown Berkeley unique, a regional destination and a tremendous quality of life asset for Berkeley residents. By generating more visitation, arts and culture can help increase retail and dining sales.	The parking experience is critical to support commerce in the downtown. It is essential for helping existing businesses prosper and for the growth of downtown as a destination for arts, culture, dining and other activities.
Civic Partners	City of Berkeley Economic Development, Berkeley Chamber of Commerce University of California	City of Berkeley, Arts and culture institutions and venues	City of Berkeley Private parking lot operators and owners

WORK PROGRAM: LEADERSHIP & ADVOCACY

	7. Unified Voice for Downtown	8. Mobilize Downtown Residents	9. Transportation Management Organization
Plan Core Values	Vibrant, Safe, Creative, Sustainable, Prosperous	Vibrant, Safe, Sustainable	Vibrant, Sustainable
Goal	Be the champion and provide a unified voice for all downtown stakeholders	Mobilize downtown residents to become advocates on policies and issues affecting the downtown.	Help reduce vehicle use in downtown by promoting a variety of mobility alternatives.
Why It's Important	While downtown may be the city's economic center and a primary tax generator for Berkeley, it is often at a disadvantage in civic decision-making. To represent downtown interests, and to offer important balance in resolving a variety of issues and challenges affecting the city, the Downtown Berkeley Association must be a credible and reliable civic voice. The organization has assumed a stronger role in civic affairs in recent years and aims to build upon this momentum. Building capacity and leadership for the DBA was the number one priority from the board of directors at its 2014 strategic planning retreat.	Downtown is increasingly becoming a place for living as the trend in new residential development continues. Residents provide a 24/7 presence within the downtown and can be valuable "eyes and ears" for the DBA, its safe and clean program and other initiatives. Voting residents may also help the DBA develop more influence with city officials as the organization aims to be a stronger champion on behalf of all downtown stakeholders.	As new development continues to be concentrated in downtown, it may become increasingly difficult to accommodate vehicles. In addition, demographic and lifestyle trends are demonstrating increasing demand for other forms of mobility – transit, bikes and walking. Downtown Berkeley is fortunate to have a variety of transit options. A Transportation Management Organization within the DBA could work with employers, business owners and destination attractions to further promote alternatives to cars.
Strategies: Quick Wins	 A. Explore the best method for building the DBA's capacity and a stronger ongoing role in civic advocacy, including a potential partnership with the Berkeley Chamber of Commerce. B. Evaluate the feasibility for adding a membership component to the DBA that would support the organization's efforts in advocacy and leadership. C. Develop and maintain a "watch list" of priority policies and issues that downtown needs to monitor. Update the policy watch list quarterly. 	 A. Create a resident's committee within the DBA to help provide input on existing programs and PBID renewal efforts. B. Develop tailored information resources to help residents learn more about DBA services. C. Enhance revenue and sense of ownership through modest membership fee program. 	None
Strategies: Next Five Years	 D. Create a new revenue stream to support advocacy efforts. This could include new membership revenues directly to the DBA and/or shared with the Berkeley Chamber. E. Increase DBA staff capacity through the creation of a part-time research and policy position to represent the DBA in civic processes and to research "best practices" for resolving policy challenges. F. Implement new membership programming that provides added-value plus advances advocacy efforts. New programming could include periodic issue forums and debates, preview tours of new projects and/or social functions to help build a stronger sense of community within the downtown. G. Explore ways to broaden DBA involvement to under-represented and or "up and coming" demographic groups within the downtown. Programming for "emerging leaders" should be considered. 	 C. Build resident representation throughout DBA programs and committees. D. Explore marketing linkages between residents and downtown businesses to encourage resident loyalty and improved customer service. E. Build a visible resident-led component of the DBA that can help to influence civic leaders and other local decision-makers. 	 A. Evaluate the feasibility of establishing a formal TMO within the DBA, and if federal/COG funding to support this activity can be secured. B. Work with employers and destination attractions to promote alternatives to single occupancy vehicle use, including carpools, car share, transit, bikes and other forms of mobility. C. Evaluate the feasibility of introducing a "universal transit pass" for all employees within downtown.
PBID Renewal Considerations	None – Funding for leadership and advocacy activities should be secured from memberships and not PBID assessments.	Residents currently pay PBID assessments at a reduced rate and will continue to participate in the new PBID. Advocacy efforts should be supported through non-PBID revenues.	May want to provide flexibility within the PBID Management Plan so that the PBID can contribute support for future TMO activities, including matching funds for operating support, contribution to universal transit passes, etc.
How It Relates to Other Components of the Plan	The DBA as a strong and sustainable champion for downtown is critical to the implementation of all components of the strategic plan.	Mobilizing the downtown residential voice can help to strengthen the DBA's overall influence and leadership. Residents are also a viable inplace market for downtown's variety of offerings, including retail, dining, arts and culture.	TMOs are common in many urban downtown organizations throughout the nation. They can be useful to help promote alternatives to vehicular traffic, decreasing demand for parking and helping to create a variety of mobility alternatives for downtown.
Civic Partners	Berkeley Chamber	Residential property owners HOAs	Regional Council of Governments Alameda County transit Bike and car share advocates

WORK PROGRAM: MARKETING

	Environment	Economy	Leadership & Advocacy
Plan Core Values	Vibrant, Safe, Welcoming and Creative	Vibrant, Creative, Sustainable	Vibrant, Safe, Trustworthy
Goal	Make downtown Berkeley safe and welcoming.	To contribute to the positive perceptions of the district's economic vitality.	To effectively demonstrate the organization as the trusted source and expert on all things Downtown
Why It's Important	Marketing related to the downtown environment will create awareness of efforts being made to improve the environment, promote the vision designed by the downtown community and inspire stakeholder engagement.	Highlighting the steps being taken to advance business innovation and Arts, Culture and Entertainment in downtown Berkeley's will provide exposure and perpetuate more investment. Managing customer's experience of parking is key to supporting these downtown anchors.	Expanding DBA's capacity and creating or spotlighting vehicles for participation can galvanize the downtown community to achieve DBA's goals, including positioning it as the downtown authority.
Strategies: Quick Wins	 A. Safe and Welcoming Downtown – 1) Design and conduct customer service training programs with Ambassadors and front line retailer employees. 2) Create and distribute B to B monthly newsletter informing stakeholders of current happenings, as well as initiatives the DBA is undertaking on behalf of Downtown. 3) Create awareness and engage stakeholders in nominating "Ambassador of the Quarter". B. Clean & Beautiful Downtown – 1) Facilitate stakeholder team to conduct a monthly sidewalk assessment program. 2) Design "Who's Job is it?" communication tool to inform stakeholders who to contact in order to report street level concerns 3) Reward businesses who make aesthetic improvements. C. Place-making: Capital Improvements & Programming – 1) Craft and distribute welcome signs for conferences and UCB occasions (visiting teams, family of graduates, etc.). 2) Develop and conduct a holiday window decorating contest. 	 A. Business Support & Innovations – 1) Conduct quarterly broker briefings, informing area retail brokers about new developments, business openings and new plans and proposals. 2) Write and distribute a "Brag Sheet" electronic publication for brokerage community highlighting new openings, celebrating successes and informing of opportunities. B. Arts, Culture & Entertainment –1) Expand BAM "meet me downtown" promotions, creating a myriad of options for meeting downtown. 2) Coordinate "Dinner and a Show" promotions, creating partnerships between restaurants and performance/event venues to create incentives for visiting both. C. Parking Management – 1) During garage construction, distribute construction collateral informing patrons of schedule, substitute parking options and alternate forms of transportation. 2) Add GPS interface to website linking the closest parking choices to the desired destinations. 	 A. Unified Voice for Downtown – 1) Create "User Voice" online campaign, posing problems and have stakeholders suggest and then vote on the best solutions. 2) Keep stakeholders informed though online news center. 3) Create membership program and campaign for interested parties to lend their support and be heard. B. Mobilize Downtown Residents – 1) Host resident appreciation day 2) Hold quarterly residential mixers, inviting relevant and informative guest speakers. C. Transportation & Mobility Options - 1) Produce online and hardcopy brochure educating people on transportations options. 2) Coordinate portions of scavenger hunt outlined in environment section to have clues along public transportation routes.
Strategies: Next Five Years	 A. Safe and Welcoming Downtown – 1) Conduct Street population census, determining the type of services and specific programs needed to help reduce the number of people living on the street. 2) Publish that report and use the findings to inform downtown users of who and why people are living on the street to better address needs and issues. B. Clean & Beautiful Downtown – 1) Engage the downtown community with an Employee Appreciation Day. C. Place-making: Capital Improvements & Programming – 1) Communicate incremental improvements throughout Bart Plaza Transformation via Social Media and Public Relations. 2) As a celebration of the completion of Bart Plaza produce a contest -based concert series with a nomination and voting format similar to old Bay Area Music Award's (BAMMIES). Use of social media to solicit nominees and vote for winners in multiple genres to perform in the concert series will bring a different clientele downtown for each event. 	 A. Business Support & Innovations – 1) Position the DBA as a one-stop-shop, partnering with the University to gather all information about existing retail, available space and new tenants, developments etc. 2) Conduct a retail contest, working with a district landlord, and award free space for one year to the applicant most creative and befitting the caricature of Downtown. Award additional scoring points to UCB graduate retail entrepreneurs. B. Arts, Culture & Entertainment –1) Use wayfinding to promote and locate venues 2) Create subscription based weekly social media blasts promoting what's to do this week downtown. C. Parking Management – 1) Develop and update inventory of all public and private parking throughout the district and create materials to direct and inform downtown users. 2) 2) Determine if FasTrak can be used in parking garages and create a newsworthy ,– first of its kind in the bay area, program. 	 A. Unified Voice for Downtown - 1) Form a Downtown Voices Coalition, coordinating regular meetings with set topics, using this group to be the stakeholder voice for the community. Affiliates need to be property owners, business owners, paying members, community partners as well as residents. B. Mobilize Downtown Residents - 1) Create Downtown Residents Council, with a dedicated resident's portal on the website with helpful information, business openings and construction info. (must be a member to access) using the group as a unified voice for the residential population. C. Transportation & Mobility Options - 1) Partner with new ride-share services to have dedicated drop-off and pickup points in DT and sign them. 3) Create webpage devoted to inform stakeholders of construction and special event street-closure issues.
PBID Renewal Considerations	The recommendations for marketing were formed with a conservative budget in mind. While programming budget will be minimal, funding for staff to implement them should be part of the PBID renewal considerations.	The PBID will need to expand their staff and marketing budget to accommodate the marketing programs designed to support the strategic goals.	Once again, the PBID will need to expand their staff and marketing budget to accommodate the marketing programs designed to support the strategic goals.
How It Relates to Other Components of the Plan	Perceptions of the downtown environment as clean, safe and welcoming, whether real or perceived, is the cornerstone to succeed at the 9 other initiatives in the strategic plan. The Environment marketing program is designed to support the goals and objectives of the Environment section of the strategic plan, and lay groundwork for the remaining initiatives.	The visible heath of the downtown directly relates to perceptions of the health of the entire City. The Economy marketing program is designed to support the goals and objectives of the Economy section of the strategic plan, and demonstrate downtown's well-being.	Mobilizing the downtown stake holder as well as the residential voice can help to strengthen the DBA's overall influence and leadership. Residents are also a viable in-place market for downtown's variety of offerings, including retail, dining, arts and culture.
Civic Partners	Downtown merchants, City of Berkeley, UCB and DBA stakeholders	City of Berkeley Economic Development, Berkeley Chamber of Commerce University of California, Arts, Entertainment and Cultural Organizations, BAM	Residential property owners, HOAs, DBA Stakeholders Downtown patrons

IV. RESOURCES & PRIORITIES

To carry out the Strategic Plan work program, the DBA will need to mobilize a variety of financial resources:

1. Property-Based Business Improvement District (PBID) Assessment Revenue: Since its establishment in 2011, the PBID has provided the majority of funding for DBA programming. Formed through a petition and ballot process initiated by downtown property owners, the PBID provides for a special assessment on properties that is used by the DBA to fund its environment and economy work programs. The PBID has raised the same amount of annual revenue since formation of the district – about \$1.2 million annually. In 2015, the PIBD increased assessments by 2.5%. Another 2.5% increase is scheduled for 2016 increasing the assessment to \$1,268,000 for 2016.

The original PBID Management Plan allowed for annual rate increases of up to 5% to keep up with inflation and other program costs. Due to the economic recession and the fiscal stewardship of the DBA board and staff, the net effective annual increase will be 1% through the first five years of the PBID, or 80% less than what was authorized. While the PBID should be commended for its conservative budgeting, the budget has not kept pace with increases in labor costs and other program support. In addition, the Downtown Berkeley economy has recovered and commercial and residential rents are generally higher than pre-recession levels.

Moving forward with renewal, we anticipate a further increase the PBID revenues up to \$250,000 during the upcoming renewal in 2017, including the following:

- ✓ **\$125,000** from an overall increase in rates, projected at 10% to catch up with labor and other program costs, plus provide enhanced services.
- **♦ \$50,000** from anticipated expansion of the PBID west along University Avenue.
- ✓ \$75,000 from anticipated expansion of PBID south along Shattuck Avenue.
- ✓ An additional \$ 100,000 from new and/or planned construction (new assessable square footage) phased in from 2017-19 depending on construction schedules

These adjustments allow the annual PBID assessment revenue to increase to just over \$1.5 million beginning in 2017.

Base Level of Service Agreement: As part of the PBID renewal process, the City of Berkeley will be asked to update the "base level of service" agreement that outlines the city's commitment to ongoing municipal services. An addition will be sought to the base level of services agreement for the next term of the PBID:

✓ Due to recent litigation affecting PBIDs, the City of Berkeley will be asked to compensate for "general benefits" resulting from PBID services. General benefits are those that may leave the district boundaries from the clean, safe and economic vitality services. These benefits cannot be paid for with assessment dollars. In other California PBIDs, notably downtowns in San Jose, Santa Monica, Pasadena and Los Angeles, the general benefit leakage has been measured from 1.0 to 5.0% of the total amount of assessments. In all of these cases, local governments have made an additional contribution to support the PBID. Engineering for the Downtown Berkeley PBID has identified general benefit of approximately 1.5%, resulting in about \$16,000 that needs to be funded with non-assessment revenue.

- 2. Contracts: The DBA has entered into contractual arrangement with Telegraph Avenue PBID to provide Ambassador services in that district. The current contract provides about \$40,000 contribution to DBA net revenues. The strategic plan anticipates that these contracts may continue, but not significantly grow in the future
- 3. Parking Revenue: Currently, parking revenue from on-street meters and municipal garages are collected by the City of Berkeley and largely allocated to the city's general fund. In addition, about \$1 million in annual parking revenue has been dedicated to support the GoBerkeley initiative. This initiative is expected to end later this year, creating a "windfall" in parking revenue that will be available to the city. However, early discussions with City staff indicated that most if not all of this revenue will be needed to fund the new Center Street garage and associated parking program expenses. The city is also considering the extension of on-street meter collection into the evening hours to manage parking resources for downtown's growing nighttime economy.

Moving forward, the DBA aims to establish a new partnership and policy with the City that parking revenues from downtown should be reinvested in the improvement of downtown. Several precedents for this approach exist in California, including the downtown districts of Long Beach and Pasadena. By reinvesting parking revenues, the DBA can help improve the overall experience and economic fundamentals of the downtown and provide greater return to the City from increased sales taxes, property values and additional parking usage. In addition, as property owners consider extending their investment in downtown through the renewal of the PBID, the allocation of parking revenues can demonstrate the City's commitment to the extension of this novel and effective public/private partnership.

The DBA is currently negotiating with the City to determine an appropriate share of new parking revenue through the extension of evening metering. For the purposes of the Strategic Plan, \$200,000 has been identified as an annual contribution of parking revenue to downtown improvements. The top priority for new meter revenues are dedicated police services that stay exclusively within the downtown area. As evidenced by all stakeholder and Berkeley resident inputs into the strategic plan, the issue of disruptive street behaviors is at a near crisis point and threatens to unwind years of progress. A dedicated police presence is needed to develop and maintain consistent law enforcement relationships with all involved – property and business owners, residents and individuals on the street. All of these groups seek a safe environment and comfort on city streets.

In later years, as comfort is restored to city streets, meter revenues could be allocated to support other activities within the DBA Strategic Plan.

4. DBA Membership Dues: A new membership component is recommended to provide the DBA with a non-assessment revenue stream that can be used to support leadership and advocacy activities identified within the Strategic Plan. PBID assessments can be used for research, community education on issues related to the environment and economy of downtown; however, these funds are considered "quasi-public" and cannot be used for advocacy on issues and policies that veer from the PBID focus.

Despite the restrictions on assessment-based funding for advocacy, elevating the DBA's influence and visibility in civic leadership was the number one priority from the DBA board of directors during the strategic planning process. More emphasis in this area will require a new funding source.

A common practice from other downtown management organizations throughout the nation is the creation of a complementary membership program to a PBID. Membership revenues allow the

organization wide latitude in designing and implementing advocacy efforts on behalf of the downtown. In Berkeley, membership could be housed within the exiting DBA – a 501(c)6 non-profit organization that is well suited for adding a membership component.

New revenues gained from memberships should be allocated to adding staff support to 1) represent DBA interests and 2) allow for research to help influence policies that will benefit the downtown. A joint arrangement with the Berkeley Chamber can be considered to minimize costs; however, any membership revenue secured by the DBA should be used exclusively for downtown-focused advocacy efforts.

In addition to staff capacity, cost-effective membership programming may also be considered to help add value for the membership fee. Examples of membership programming include:

- ✓ Quarterly or periodic issue forums, featuring speakers on topical issues, hosted by different member organizations and with time for networking activities
- ✓ Quarterly or periodic "behind-the-scenes" tours of new projects
- ✓ Annual member events, priced with membership discounts, such as an annual meeting, "State of Downtown" economic indicators report, and/or awards program recognizing notable improvements and investments
- ✓ Committees to engage members into DBA programming, ranging in topics from marketing to business retention to policy issues
- ✓ Social events that highlight downtown projects or programs, plus offer a service element to support a civic cause or non-profit organization

From \$25,000 to \$50,000 is suggested as an initial goal for DBA membership revenue from a fee structure ranging from \$250 from the smallest businesses to \$5,000 for designated "champions". All members of the DBA board should be expected to contribute and the organization should seek up to 50% of the total membership commitment among the board before generating a broad-based campaign.

5. Transportation Management Organization (TMO): We suggest that the DBA consider the future creation of a Transportation Management Organization (TMO) to serve downtown Berkeley. As new development continues to be concentrated in downtown, it may become increasingly difficult to accommodate vehicles. In addition, demographic and lifestyle trends are demonstrating increasing demand for other forms of mobility – transit, bikes and walking. A TMO within the DBA could work with employers, business owners and destination attractions to further promote alternatives to cars.

TMOs are common in many urban downtown organizations throughout the nation. TMOs are also underwritten with operating support from the federal government that is distributed through regional councils of government. For the purposes of the Strategic Plan, we have budgeted an initial \$100,000 in annual operating support for a potential Downtown Berkeley TMO.

Summary of Resources

Work Program Activity	Resources	Current	Proposed
		Funding	(2017 and
		(2016)	beyond)
Environment:	Property-Based Business		
Clean and Safe Downtown	Improvement District (PBID)	\$ 1,000,000	\$ 1,230,000
Landscaping	Contracts	\$ 250,000	\$ 300,000
 Place-Making 	Parking Meter Revenue	\$ 0	\$ 200,000+
Economy:			
Business Support & Innovation	PBID	\$ 250,000	\$ 300,000
Arts, Culture & Entertainment			
Parking & Transit Management			
Leadership & Advocacy			
 Unified Voice for Downtown 	DBA Membership Dues	\$ 0	\$ 50,000
Mobilize Downtown Residents	TMO Operating Support	\$ 0	\$ 100,000
Transportation & Mobility			
Options			
	TOTAL	\$ 1,500,000	\$ 2,180,000

Priorities for New Revenue

Source & Estimated New	Program Priorities	
Revenue	_	
PBID:	• \$50,000 increase in office rent & overhead	
Up to \$300,000	 \$50,000 salary adjustments for existing staff, including ambassadors 	
	 \$ 90,000 new Director of Vitality position 	
	• \$ 110,000 additional safe and clean services in expansion areas	
City of Berkeley Base Level	Add dedicated police presence to downtown	
of Services	 \$16,000 annual contribution estimated for general benefit adjustment 	
	from PBID	
Parking Revenue:	Short term: Add dedicated police presence to downtown	
More than \$200,000	 Long term: capital improvements, programming and "place-making" 	
	attendants for new public restrooms	
Membership Revenues:	Part-time policy analyst and community relations	
Up to \$50,0000	DBA staff time associated with advocacy	
Transportation	Staff position to work on downtown mobility issues and work with	
Management Organization:	employers to promote transportation alternatives to vehicles	
\$100,000	Marketing and educational materials	
Other Priorities	Extend the calendar and hours for the teen shelter	

V. ORGANIZATIONAL IMPLICATIONS

The following DBA organization is anticipated to support the preceding initiatives. The Strategic Plan envisions the addition of 1.5 F.T.E. to the DBA management staff, including:

- Director Vitality to manage marketing and communications for DBA programming, and economic enhancements, including:
 - ✓ business support and innovation,
 - ✓ arts, culture and entertainment, and
 - ✓ parking and transportation management..
- Part-time Research and Policy Analyst to help strengthen the DBA's role in leadership and advocacy, the number one priority established by the DBA board of directors.



DBA Corporate Structure: The existing corporate structure of the DBA, a 501(c)6 non-profit organization along with the quasi-governmental PBID that collects special assessments is adequate for advancing the Strategic Plan. If the organization advances the emphasis on leadership and advocacy, then a membership structure will need to be formalized requiring modifications to the DBA by-laws.

The DBA may also want to consider forming a 501(c)3 non-profit subsidiary to help raise grants to fund specific projects within the downtown. Projects may range from capital improvements to social services.

APPENDIX – DBA MISSION, VISION, GOALS

DBA MISSION (revised in 2011)

The DBA provides leadership to create and sustain a welcoming, vibrant, and prosperous City Center.

DBA VISION (2009 Strategic Plan)

The Downtown Berkeley Association envisions a Downtown that is fun, prosperous and easy to get to. Downtown Berkeley will provide a wonderful environment to visit, work, learn, shop, live and play.

- Our customers will enjoy Downtown's rich selection of arts and entertainment venues, cafes and restaurants, and unique stores and businesses that fill our ground floor spaces.
- Our visitors will feel secure walking along our attractive streets fronted by a mix of historic and contemporary buildings. They will find our many cultural and commercial offerings easily accessible by public transit or private vehicle.
- Our residents will enjoy the convenience of living close to major employment and educational centers in the heart of a City that offers great nightlife, friendly businesses, services that meet their daily needs, and diverse housing opportunities.
- Our active and engaged members, Downtown's business and property owners, will be an influential voice
 for our dynamic central district. Entrepreneurs and investors will find Downtown to be a business-friendly
 place to open and grow a commercial enterprise.

DBA EXPANDED VISION – Approved by DBA Board May 23rd, 2013

Bring more people to Downtown Berkeley to eat, work, live and play—particularly from target market segments (empty nesters, young professionals, new families, and visitors)—and thereby increase vibrancy, sales revenue, and property values. Specifically, focus on the following:

- 1. Encourage and support **new housing** that serves "young professionals" and "established residents" segments
- 2. Encourage and support **new office projects** that bring daytime and nighttime professionals.
- 3. Encourage dynamic retail that brings target market segments to Downtown.
- 4. Encourage and support cultural uses that bring target market segments to Downtown.
- 5. Encourage and support parking and transportation projects that meet needs of target segments.
- 6. Encourage and support **street and open space projects** that will bring more targeted visitors, investment, and retailers to the Downtown.
- 7. Encourage **startups** and entrepreneurship bringing new vitality to the Downtown.
- 8. Work with partner on events that bring target market segments and position Downtown.

PBID MANAGEMENT PLAN GOALS (2010)

- 1. Create a Consistently Clean, Inviting and Attractive Downtown
- 2. Cultivate a Fun & Vibrant Downtown "Living Room"
- 3. Enhance Property Values, Sales, and Occupancies
- 4. Help Downtown Berkeley Compete
- 5. Broaden Ratepayer Control and Accountability