

# *City of Brisbane*

## *Agenda Report*

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: **ABAG Initial Vision Scenario- SB 375 Sustainable Communities Strategy**

DATE: Meeting of May 16, 2011

### **City Council Goals:**

To promote transportation opportunities that maximize safety, reliability, enhance circulation and create options, thereby reducing reliance on the use of the automobile. (Goal #5)

To develop plans and pursue opportunities to protect natural resources. (Goal #8)

### **Purpose:**

To provide the City Council with an opportunity to comment on the "Initial Vision Scenario" proposed by ABAG and MTC as a starting point for the development of a regional Sustainable Communities Strategy (SCS) as required pursuant to SB 375.

The SCS is a mandated 25-year regional land use/transportation strategy to achieve state-established regional per capita greenhouse gas emission (GHG) reduction targets for vehicles (automobiles and light trucks) and house the region's entire population. It is being developed for the 9-County Bay Area region by the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) in coordination with local governments, regional agencies and congestion management agencies.

### **Recommendation:**

That the City Council authorize the Mayor to send a letter to ABAG expressing the City's concerns with the IVS as outlined in this staff report.

### **Background:**

MTC/ABAG has established an extensive process for developing an SCS. The release of the Initial Vision Scenario is a preliminary step in the overall process, intended to

establish a basis for additional dialogue regarding how the region can grow in compliance with the mandates of SB375. As a starting point in the process, the IVS is subject to change and future scenario iterations will also be subject to additional review and comment.

As a precursor to the IVS, some notable events have already occurred which shape the IVS. For example, the California Air Resources Board establishing a 15% emission reduction target for the ABAG region by 2030. Additionally, ABAG/MTC developed demographic projections for regional population and employment which drive the housing targets set forth in the IVS. While the regional employment projections are similar to the previous forecasts from Projections 2009, the household projections are substantially higher, driven in part due to aging demographics and the obligation from SB375 for the region to house its own projected population. Current ABAG projections (Projections 2009) forecast an additional 644,000 households in the 9-County ABAG region from 2010-2035, while the latest projections used for the IVS forecast 902,600 new households in the same time period.

Lastly, MTC/ABAG developed a series of performance targets to evaluate the IVS and subsequent scenarios that will be developed as the SCS process moves forward. These targets relate to both the state mandated requirements for emission reduction and housing along with other measures related to economic growth, sprawl reduction, reduced vehicle miles travelled, and improved air quality, among others.

In regard to the process forward to adopting a final SCS, ABAG will use the feedback received on the IVS to develop and analyze a series of alternative scenarios through Fall, 2011. Whereas the IVS was unconstrained, these alternative scenarios will take into account constraints that might limit development potential, and will address infrastructure and resource needs which impact implementation of these various scenarios. ABAG anticipates publication of a preferred SCS Scenario in November, 2011 for further review, and final adoption of an SCS in Spring 2013.

State law further ties the SCS to the Regional Housing Need Allocation (RHNA) and Regional Transportation Plan (RTP). Procedures to develop and adopt the RHNA will move forward concurrently with release and evaluation of the preferred SCS Scenario, and the SCS will be part of the RTP.

### **Discussion:**

As noted previously, the IVS is an **unconstrained** starting point for dialogue regarding how the region can grow in a manner which achieves the mandates of state law pertaining to the reduction of vehicular emissions and housing the region's expected population. The premise underlying the IVS is that household and employment growth should be focused toward infill locations with good access to planned or existing transit. Much of the growth is projected to occur within the boundaries of previously identified Priority Development Areas (PDAs) through ABAG's FOCUS program, or other Growth Opportunity Areas identified by local jurisdictions. A summary overview of the IVS is attached as Exhibit 1. Additionally, the performance of the IVS in achieving identified

targets is summarized in Exhibit 2. While the IVS fully achieves the target to house the region’s growth, it falls short in meeting the per capita emissions reduction target and has mixed results in achieving other identified targets.

The city-by city housing and employment projections for San Mateo County are attached for comparative informational purposes. It is staff’s understanding that CCAG is reviewing the IVS in terms of the reasonableness and appropriateness of the demographic projections for San Mateo County as a whole. Additionally CCAG is expected to comment on regional issues that would impact the feasibility of reaching the employment and household projections as set forth in the IVS. For example, many jurisdictions in San Mateo County have water supply constraints that impact potential future growth. Implementing transit-oriented development along the Caltrain corridor as envisioned will be dependent on the availability of reliable and robust transit service. These types of regional constraints must be addressed as ABAG moves forward in developing alternative scenarios for further consideration.

The following analysis is focused on the IVS projections as they pertain specifically to Brisbane.

***Brisbane Projections- Employment***

Source	Jobs			
	2010	2035	Increase	% change
IVS	7,991	17,402	9,411	117%
ABAG Projections 2009	8,640	18,500	9,860	114%

As noted above, the employment projections for Brisbane are not appreciably different in the IVS than in the previous ABAG Projections 2009. Staff has no objection to the projected employment numbers put forth in the IVS. As a matter of information, the maximum employment projections for the Brisbane Baylands that will be utilized for the forthcoming EIR analysis far exceed ABAG’s projections as stated above. The EIR is intended to evaluate a maximum intensity buildout scenario which would represent a “worst case” for purposes of evaluating potential environmental impacts.

In the City’s ongoing General Plan update, direction was provided to reduce established Floor Area ratios (FARs) in commercial and industrial areas as appropriate to reduce the City’s theoretical buildout potential. There was an expectation this process would reduce citywide employment projections. While this may be the case as the City moves forward in completing its environmental analysis for the General Plan update, the employment projections from ABAG are not based upon local General Plan implementation: rather ABAG’s model involves forecasting future national employment and using the Bay Area’s historic regional share of national employment by sector as a basis for projecting future Bay Area employment. As such, the IVS employment projections are not

appreciably impacted by the City's efforts in reducing FARs and therefore theoretical future buildout within Brisbane.

***Brisbane Projections-Housing***

As a reminder, the Brisbane Baylands lies within the San Francisco/San Mateo Bi-County Priority Development Area which straddles both sides of the County line and encompasses future planned projects in San Francisco including Schlage Lock, Executive Park and Hunter's Point/Candlestick. References below to "Inside PDA" refer to those portions of the Bi-County PDA that lie within the City of Brisbane. "Non-PDA" refers to all remaining portions of the City of Brisbane lying outside the Baylands area.

	Households			
	2010	2035	Increase	% Increase
<b>IVS (Total)</b>	<b>1,730</b>	<b>5,324</b>	<b>3,594</b>	<b>207%</b>
<i>Inside PDA</i>	<i>24</i>	<i>3,208</i>	<i>3,184</i>	<i>13,129%</i>
<i>Non-PDA</i>	<i>1,706</i>	<i>2,116</i>	<i>410</i>	<i>24%</i>
<b>ABAG Projections 2009 (Total)</b>	<b>1,730</b>	<b>3,410</b>	<b>1,680</b>	<b>97%</b>
<i>Inside PDA</i>	<i>25</i>	<i>1,334</i>	<i>1,309</i>	<i>5,236%</i>
<i>Non-PDA</i>	<i>1,705</i>	<i>2,076</i>	<i>371</i>	<i>22%</i>

***Baylands PDA***

From a regional perspective, the Baylands includes many attributes that are desirable for infill development and consistent with intent of the SCS. The site is an opportunity to redevelop an infill underutilized brownfield site in close proximity to existing and planned transit, near regional employment and housing centers. In that context, testing a scenario which includes housing to see how it performs in achieving regional goals pertaining to emissions reductions and accommodating household demand is a logical exercise.

On the other hand, the current Brisbane General Plan prohibits housing. And while the Baylands Specific Plan will evaluate an alternative including housing, this remains an extremely sensitive issue within the community. There are also a myriad of environmental and policy questions associated with housing on Baylands that have not yet been answered. As such, any presumption on the part of ABAG that residential development can or would occur on the Baylands is premature and speculative at best. Such an assumption potentially also sends an unintended message that a regional entity is inserting itself into the local land use decisionmaking process, which is contrary to ABAG's stated intent for its SCS process.

**As such, it is strongly recommended that one of the alternative scenarios to be developed by ABAG in the next step of the SCS process assume no residential development occurring on the Baylands.** This would reflect existing City General Plan policy and would be respectful of the City's ongoing planning process by more accurately reflecting the range of alternatives under consideration by the City. An analysis of scenarios with and without housing would further provide a basis for the public and decisionmakers to better understand the regional implications that might result from the City's land use policy decisions for the Baylands.

For example:

-Does either scenario (with or without housing) provide better performance in regard to achieving regional emission reduction targets and other established targets? Or on a regional scale are the differences imperceptible?

-What are the implications on household growth by eliminating housing on the Baylands? Can some or all of the PDA's household growth be accommodated on the San Francisco portion of the Bi-County PDA as was originally envisioned when the Baylands was added to this larger PDA?

-What the household projection implications for the remainder of Brisbane or on other neighboring jurisdictions in San Mateo County if no housing is included on the Baylands?

### ***Remainder of Brisbane***

The emphasis on household growth in proximity to reduces the expectation for significant additional household growth in the remainder of Brisbane. For example, the projected increase of 410 households citywide by 2035 is far more reasonable as compared to the City's assigned regional housing needs allocation (RHNA) of 401 units for the 2007-2014 Housing Element.

However, there are factors that suggest a lower growth rate might be appropriate, particularly if a residential component is included within the Baylands. The exhaustive efforts in conjunction with the 2007-2014 Housing Element to identify sufficient sites to accommodate the City's RHNA number demonstrates that there is not a great deal of additional land area for housing production. Opportunities for new housing within walking distance of a robust transit system are also extremely limited. These factors should be taken into consideration as alternative scenarios are developed.

### ***OSEC Review***

The Open Space and Ecology Committee has reviewed the IVS and offered the attached comments for the City Council's consideration. While these comments can be forwarded onto ABAG for their consideration, many of the issues raised pertain to broader sustainability issues extending far beyond the mandates of SB 375 or the scope of the SCS that is under preparation to comply with the provisions of SB 375.

**Fiscal Impact:**

None

**Measure of Success:**

That the alternative scenarios prepared by ABAG include an alternative without a residential component within the Baylands, consistent with the City's adopted General Plan and range of land use alternatives under study by the City of Brisbane.

**Attachments:**

Initial Vision Scenario Overview

Initial Vision Scenario Target Results

Initial Vision Scenario San Mateo County Distribution-Households and Jobs

Open Space and Ecology Committee Comments



Community Development Director



City Manager

Sonoma

Napa



Marin

# BayArea Plan

## Initial Vision Scenario

### Overview For Public Discussion

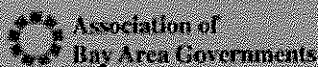
March 11, 2011

Contra  
Costa

Alameda

Santa Clara

San  
Mateo



METROPOLITAN  
TRANSPORTATION  
COMMISSION



## Overview of the Initial Vision Scenario

In 2008, Senate Bill 375 (Steinberg) was enacted. The state law requires that our Regional Transportation Plan contain a Sustainable Communities Strategy (together, Plan Bay Area) that integrates land-use planning and transportation planning. For the 25-year period covered by Plan Bay Area, the Sustainable Communities Strategy must identify areas within the nine-county Bay Area sufficient to house all of the region's population, including all economic segments of the population. It must also attempt to coordinate the resulting land-use pattern with the transportation network so as to reduce per capita greenhouse-gas emissions from personal-use vehicles (automobiles and light trucks).

The Initial Vision Scenario for Plan Bay Area is a first-cut proposal that identifies the areas where the growth in the region's population might be housed. This proposal builds upon a rich legacy of integrative planning in the Bay Area. For over a decade, the region and its local governments have been working together to locate new housing in compact forms near jobs, close to services and amenities, and adjacent to transit so that the need to travel long distances by personal vehicle is reduced. Compact development within the existing urban footprint also takes development pressure off the region's open space and agricultural lands. We have referred to this type of efficient development as "focused growth," and the regional program that supports it is called FOCUS. (See Table 1.)

### **Planning for New Housing and Supporting Infrastructure**

The Initial Vision Scenario is constructed by looking first at the Bay Area's regional housing needs over the next 25 years. This analysis was performed using demographic projections of household growth. It is not a forecast of the region, and does not take into account many factors that constrain the region's supply of new housing units, such as limitations in supporting infrastructure, affordable housing subsidies, and market factors. The principal purpose of the Initial Vision Scenario is to articulate how the region could potentially grow over time in a sustainable manner, and to orient policy and program development to achieve the first phases of implementation. Under the assumptions of the Initial Vision Scenario, the Bay Area is anticipated to grow by over 2 million people, from about 7,350,000 today to about 9,430,000 by the year 2035. This population growth would require around 902,000 new housing units. The Initial Vision Scenario proposes where these new units might be accommodated. (See Tables 2 -12 and maps.)

This Initial Vision Scenario is designed around places for growth identified by local jurisdictions. These places are defined by their character, scale, density, and the expected housing units to be built over the long term. Using "place types," areas with similar characteristics and physical and social qualities, ABAG asked local governments to



identify general development aspirations for areas within their jurisdictions. These places were mostly the Priority Development Areas (PDAs) already identified through the FOCUS program. They also included additional Growth Opportunity Areas, some similar to PDAs and others with different sustainability criteria.

Based on local visions, plans and growth estimates, regional agencies distributed housing growth across the region, focusing on PDAs and Growth Opportunity Areas. ABAG in some cases supplemented the local forecast with additional units based on the typical characteristics of the relevant locally-selected place type. ABAG also distributed additional units to take advantage of significant existing and planned transit investment, and it assigned some units to locally identified areas that present regionally significant development opportunities for greater density.

The Initial Vision Scenario accommodates 97 percent of new households within the existing urban footprint. Only 3 percent of the forecasted new homes require “greenfield development” (building on previously undeveloped lands). Priority Development Areas and Growth Opportunity Areas contain about 70 percent of the total growth (743,000 households).

Among counties, three take the lion’s share of growth: Santa Clara, Alameda and Contra Costa absorb a little over two-thirds of the total. These same counties also are anticipated to take the majority of the region’s job growth (64 percent). (See Tables 13 – 22.) The region’s three major cities do a lot of the heavy lifting. Thirty-two percent of the forecast and proposed housing growth occurs in San José, San Francisco and Oakland. Seventeen percent goes to medium-sized cities like Fremont, Santa Rosa, Berkeley, Hayward, Concord, and Santa Clara.

The analysis embodied in the Initial Vision Scenario is founded on the location of housing. Employment forecasting and distribution in this Scenario is not directly related to land use policy. Employment location can have a strong influence on travel demand, vehicle miles traveled, and vehicle greenhouse-gas emissions. In light of these factors and considering economic competitiveness, transit sustainability, and a balanced relationship between employment and housing, regional agencies will be embarking, with local partners, on further analysis regarding appropriate employment locations in relation to future housing growth and the transportation network. This will inform the development of the detailed scenarios.

The Initial Vision Scenario reflects the transportation investments from MTC’s current Regional Transportation (known as the Transportation 2035 Plan). To support the increased housing growth, it also includes some tentatively proposed improvements to the region’s transit network. These include increased frequencies on over 70 local bus and several express bus routes, improved rail headways on BART, eBART, Caltrain, Muni Metro, VTA light-rail, and Altamont Commuter Express, and more dedicated bus lanes in San Francisco and Santa Clara counties, all resulting in overall growth in transit capacity. However, the Bay Area’s transit system is financially unsustainable with operators unable to afford to run the current service levels into the future, much less expanded headways contemplated under the Initial Vision Scenario. MTC’s Transit Sustainability Project will propose a more sustainable transit system for inclusion in the detailed scenarios to be tested.

### **Measuring Performance Against Targets**

The Initial Vision Scenario results in a 12 percent per capita greenhouse gas emissions reduction from personal-use vehicles in 2035, compared to a 2005 base year. This reduction falls short of the region's state-mandated 15 percent per capita greenhouse gas emissions reduction target. It's clear that additional strategies will need to be employed if we want to attain the greenhouse gas targets, and other targets previously adopted by ABAG and MTC.

MTC and ABAG have adopted a set of Plan Bay Area performance targets to describe in specific, measurable terms the region's commitment and progress toward the "three E" principles of sustainability (Economy, Environment, and Equity). The Initial Vision Scenario meets some regional targets, including accommodating all the projected housing need by income level (in other words, no more in-commuting by workers who live in other regions); reducing the financial burden of housing and transportation on low-income households by providing more affordable housing; and housing the majority of new development within the existing urban core. Also, more residents are projected to ride transit, walk and bike more than existing residents because much of the new housing is located close to services, amenities and jobs, and adjacent to transit in complete communities. (See Figure 1 for the target results.)

The Initial Vision Scenario brings more residents into the region, thus increasing the total amount of travel. New residents will still drive for some trips. Even though vehicle miles traveled per capita in the Bay Area are projected to be lower in the Initial Vision Scenario than it is today, total miles driven within the region are projected to increase. With more Bay Area residents and more miles driven within the region, we can also expect an increase in the total number of injuries and fatalities. Health impacts from exposure to particulate emissions from automobiles and trucks are likewise projected to worsen with more driving; however, state and federal efforts to clean up heavy duty truck engines will more than off set the increases from automobiles, resulting in overall reductions sooty particulate pollution.

Finally, it must be said that while bringing more people into the Bay Area will increase the amount of driving and collisions within the region, it is still a net win in the larger sense. The amount of overall driving and greenhouse gas emissions statewide is certainly less than if the new residents were commuting to Bay Area jobs from communities in neighboring regions that do not offer such amenities.

### **Next Steps**

The Initial Vision Scenario is offered as basis for discussion with local governments, stakeholders, and the general public about how the Bay Area can accommodate all its population growth over the next quarter century. It is by no means a fait accompli. Over the next several months we will seek input through elected official briefings, local government staff discussions, and public workshops. The comments received will assist ABAG and MTC in developing and testing a range of detailed scenarios that achieve the greenhouse gas emission reduction targets.

The purpose of the SCS is to forge consensus in the Bay Area on a preferred long-term regionwide growth pattern. Under SB 375, local governments are explicitly not required to update their general plans in accordance with the SCS. The SCS does not carry the same authority as Regional Housing Needs Allocation but it will inform the distribution of housing at the local level. The adopted SCS land development pattern will help guide regional policies and investments that are made pursuant to the Regional Transportation Plan. These regional policies and investments are intended to create financial and other incentives to implement the adopted land pattern in the SCS. ABAG is currently working with its Housing Methodology Committee to develop a methodology for distributing regional eight-year housing targets to Bay Area local jurisdictions; the methodology will be adopted by ABAG later this year.

The Initial Vision Scenario kicks off a two-year conversation among local jurisdictions and regional agencies on what ultimately will become the Sustainable Communities Strategy, as a part of Plan Bay Area. During that time, the regional agencies will engage local agencies and the public to help identify and assess several detailed Sustainable Communities Strategy scenarios that demonstrate ways that land-use strategies, transportation investments, pricing and other strategies could achieve our adopted goals and targets. The scenarios also will need to address how the Bay Area's land-use plans can assist adaptation to climate change. The Sustainable Communities Strategy will need to coordinate regional agencies' initiatives and requirements related to sea-level rise, air quality, and other climate change related issues.

These detailed scenarios will lead to selection of a preferred scenario early next year that would include an integrated transportation investment and land-use plan; this plan would also undergo a detailed environmental impact review that local agencies could use to streamline environmental assessments of their own local development projects as provided for in SB 375. Finally, the ABAG and MTC boards would be asked to adopt the complete Plan Bay Area, including a Sustainable Communities Strategy, by April 2013. (See Figure 2.)

The regional agencies look forward to further dialogue on these assumptions with our local government and transportation partners, stakeholders, and the general public.

## **Attachments**

**Table 1**  
**San Francisco Bay Area Demographic Overview**  
**2010-2035**

Scenario	Households	Population	Employed Residents	Jobs
2010 (Actual)	2,669,800	7,348,300	3,152,400	3,271,300
2035 Current Regional Plans	+ 635,400	+1,717,900	+881,600	+1,129,200
2035 PDA Growth Increment	+ 266,800	+ 363,700	+ 165,000	+ 93,600
2035 Initial Vision Scenario	+ 902,200	+2,081,600	+1,046,600	+1,222,800

Note: Current Regional Plans refers to MTC's adopted Transportation 2035 Plan, as well as ABAG's Projections 2009, which was updated to reflect new economic forecasts.

**Table 2A**  
**Initial Vision Scenario – Total Households and Household Growth by County**

County	2010 Households	2035 Households	Household Growth	Percent Change
Alameda	557,651	770,397	212,746	38.2%
Contra Costa	392,680	546,653	153,973	39.2%
Marin	106,447	117,124	10,678	10.0%
Napa	51,260	56,061	4,801	9.4%
San Francisco	346,680	436,794	90,114	26.0%
San Mateo	264,516	358,337	93,821	35.5%
Santa Clara	613,947	867,813	253,866	41.3%
Solano	148,160	187,776	39,616	26.7%
Sonoma	188,430	231,373	42,943	22.8%
<b>Regional Total</b>	<b>2,669,772</b>	<b>3,572,327</b>	<b>902,556</b>	<b>33.8%</b>

**Table 2B**  
**Initial Vision Scenario – Total Households and Household Growth in Priority Development Areas and Growth Opportunity Areas by County (which is a subset of Table 2A)**

County	2010 Households	2035 Households	Household Growth	Percent Change
Alameda	161,100	293,700	132,600	82%
Contra Costa	35,100	135,700	100,600	287%
Marin	4,700	10,900	6,200	134%
Napa	300	1,900	1,600	618%
San Francisco	346,700	436,800	90,100	26%
San Mateo	87,400	162,700	75,300	86%
Santa Clara	78,300	253,800	175,600	224%
Solano	4,100	26,600	22,500	543%
Sonoma	25,200	55,500	30,300	121%
<b>Regional Total</b>	<b>742,800</b>	<b>1,377,700</b>	<b>634,800</b>	<b>85%</b>

**Table 3****Initial Vision Scenario – Total Jobs and Job Growth by County**

<b>County</b>	<b>2010 Jobs</b>	<b>2035 Jobs</b>	<b>Job Growth</b>	<b>Percent Change</b>
Alameda	675,591	925,449	249,859	37.0%
Contra Costa	345,931	479,373	133,442	38.6%
Marin	129,679	151,097	21,418	16.5%
Napa	70,136	88,838	18,703	26.7%
San Francisco	544,755	713,651	168,897	31.0%
San Mateo	330,135	452,226	122,091	37.0%
Santa Clara	858,399	1,238,400	380,001	44.3%
Solano	126,328	176,711	50,383	39.9%
Sonoma	190,369	267,588	77,219	40.6%
<b>Regional Total</b>	<b>3,271,321</b>	<b>4,493,333</b>	<b>1,222,012</b>	<b>37.4%</b>

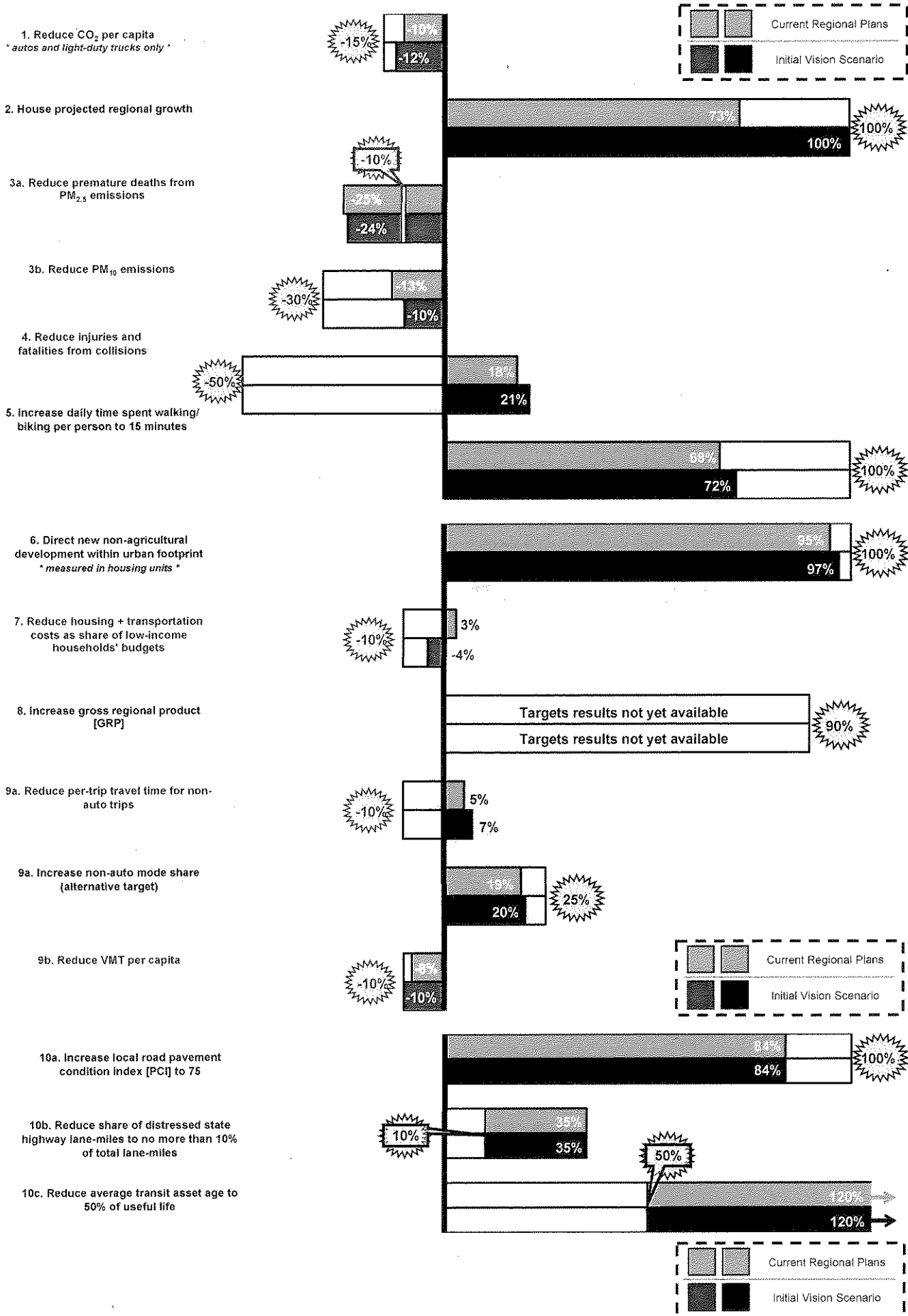
\* Employment by jurisdiction within each County can be found in Section 3.

**Table 4****Initial Vision Scenario – Alameda County Total Households and Household Growth by Jurisdiction**

<b>Alameda County</b>	<b>2010 Households</b>	<b>2035 Households</b>	<b>Household Growth</b>	<b>Percent Change</b>
Alameda	31,774	39,873	8,099	25.5%
Albany	7,150	9,317	2,167	30.3%
Berkeley	46,146	61,876	15,730	34.1%
Dublin	15,572	32,216	16,644	106.9%
Emeryville	5,770	13,260	7,490	129.8%
Fremont	71,004	98,564	27,560	38.8%
Hayward	46,300	61,283	14,982	32.4%
Livermore	28,662	40,801	12,138	42.3%
Newark	13,530	19,331	5,802	42.9%
Oakland	160,567	226,019	65,453	40.8%
Piedmont	3,810	3,820	10	0.3%
Pleasanton	24,034	33,819	9,785	40.7%
San Leandro	31,647	40,447	8,800	27.8%
Union City	20,420	25,900	5,480	26.8%
Alameda County Unincorporated	51,265	63,872	12,606	24.6%
<b>Countywide Total</b>	<b>557,651</b>	<b>770,397</b>	<b>212,746</b>	<b>38.2%</b>

Figure 1

# Target Results



*Table 7*

*Initial Vision Scenario – Napa County Total Households and Household Growth by Jurisdiction*

<b>Napa County</b>	<b>2010 Households</b>	<b>2035 Households</b>	<b>Household Growth</b>	<b>Percent Change</b>
American Canyon	5,761	7,392	1,632	28.3%
Calistoga	2,140	2,171	31	1.4%
Napa	29,440	32,019	2,579	8.8%
St. Helena	2,440	2,533	93	3.8%
Yountville	1,110	1,230	120	10.8%
Napa County Unincorporated	10,370	10,716	346	3.3%
<b>Countywide Total</b>	<b>51,260</b>	<b>56,061</b>	<b>4,801</b>	<b>9.4%</b>

*Table 8*

*Initial Vision Scenario – San Francisco County Total Households and Household Growth*

<b>San Francisco County</b>	<b>2010 Households</b>	<b>2035 Households</b>	<b>Household Growth</b>	<b>Percent Change</b>
San Francisco	346,680	436,794	90,114	26.0%
<b>Countywide Total</b>	<b>346,680</b>	<b>436,794</b>	<b>90,114</b>	<b>26.0%</b>

*Table 9*

*Initial Vision Scenario – San Mateo County Total Households and Household Growth by Jurisdiction*

<b>San Mateo County</b>	<b>2010 Households</b>	<b>2035 Households</b>	<b>Household Growth</b>	<b>Percent Change</b>
Atherton	2,490	2,580	90	3.6%
Belmont	10,740	12,759	2,019	18.8%
Brisbane	1,730	5,324	3,594	207.7%
Burlingame	13,247	19,431	6,184	46.7%
Colma	460	1,372	912	198.3%
Daly City	31,261	43,095	11,834	37.9%
East Palo Alto	7,780	12,310	4,530	58.2%
Foster City	12,210	13,767	1,557	12.8%
Half Moon Bay	4,440	4,730	290	6.5%
Hillsborough	3,837	4,589	752	19.6%
Menlo Park	12,432	17,563	5,130	41.3%
Millbrae	8,308	12,910	4,602	55.4%
Pacifica	14,320	14,600	280	2.0%
Portola Valley	1,730	1,780	50	2.9%
Redwood City	29,620	41,032	11,412	38.5%
San Bruno	15,262	21,699	6,437	42.2%
San Carlos	11,909	15,707	3,798	31.9%
San Mateo	38,643	56,678	18,035	46.7%
South San Francisco	20,288	30,522	10,234	50.4%
Woodside	2,029	2,059	30	1.5%
San Mateo County Unincorporated	21,780	23,830	2,050	9.4%
<b>Countywide Total</b>	<b>264,516</b>	<b>358,337</b>	<b>93,821</b>	<b>35.5%</b>

**Table 18****Initial Vision Scenario – San Mateo County Total Jobs and Job Growth by Jurisdiction**

<b>San Mateo County</b>	<b>2010 Jobs</b>	<b>2035 Jobs</b>	<b>Job Growth</b>	<b>Percent Change</b>
Atherton	2,485	2,632	147	5.9%
Belmont	6,635	11,738	5,102	76.9%
Brisbane	7,991	17,402	9,411	117.8%
Burlingame	21,905	26,728	4,823	22.0%
Colma	3,111	4,310	1,199	38.5%
Daly City	16,772	27,084	10,312	61.5%
East Palo Alto	2,105	6,484	4,379	208.1%
Foster City	13,923	18,560	4,637	33.3%
Half Moon Bay	4,355	5,539	1,184	27.2%
Hillsborough	1,624	2,277	653	40.2%
Menlo Park	25,145	29,501	4,356	17.3%
Millbrae	6,731	10,238	3,507	52.1%
Pacifica	6,051	7,467	1,415	23.4%
Portola Valley	1,686	1,888	202	12.0%
Redwood City	48,682	63,717	15,035	30.9%
San Bruno	13,537	17,938	4,401	32.5%
San Carlos	15,024	21,976	6,952	46.3%
San Mateo	43,337	58,896	15,559	35.9%
South San Francisco	41,328	54,485	13,157	31.8%
Woodside	2,381	2,498	117	4.9%
San Mateo County Unincorporated	45,326	60,869	15,542	34.3%
<b>Countywide Total</b>	<b>330,135</b>	<b>452,226</b>	<b>122,091</b>	<b>37.0%</b>

**Table 19****Initial Vision Scenario – Santa Clara County Total Jobs and Job Growth by Jurisdiction**

<b>Santa Clara County</b>	<b>2010 Jobs</b>	<b>2035 Jobs</b>	<b>Job Growth</b>	<b>Percent Change</b>
Campbell	22,099	26,897	4,798	21.7%
Cupertino	30,513	35,283	4,770	15.6%
Gilroy	16,652	22,666	6,014	36.1%
Los Altos	10,250	11,511	1,261	12.3%
Los Altos Hills	1,845	1,937	93	5.0%
Los Gatos	18,275	20,700	2,425	13.3%
Milpitas	46,784	55,624	8,840	18.9%
Monte Sereno	400	532	132	33.1%
Morgan Hill	12,698	20,806	8,109	63.9%
Mountain View	50,074	64,507	14,434	28.8%
Palo Alto	73,303	78,163	4,860	6.6%
San Jose	342,799	593,219	250,420	73.1%
Santa Clara	103,186	138,386	35,200	34.1%
Saratoga	6,826	7,279	453	6.6%
Sunnyvale	72,392	96,408	24,016	33.2%
Santa Clara County Unincorporated	50,304	64,481	14,177	28.2%
<b>Countywide Total</b>	<b>858,399</b>	<b>1,238,400</b>	<b>380,001</b>	<b>44.3%</b>



## MEMO

**FROM:** Open Space and Ecology Committee  
**TO:** Honorable Mayor and City Council  
**DATE:** May 9, 2011  
**RE:** Sustainable Communities Strategy

### Open Space and Ecology Committee Comments on the SCS Initial Vision Scenario

The Open Space and Ecology Committee respectfully submits the following comments and recommendations to the City Council regarding the Initial Vision Scenario of the Sustainable Communities Strategy (SCS). The Committee believes that the notion of ecologically sustainable communities, as put forward in the SCS Initial Vision Scenario, is narrowly defined and must be broadened to address a range of related issues. There are several aspects that the Committee wishes to bring to the attention of the City Council.

- I. The Sustainable Communities Strategy is a regional growth plan that relies on conventional measures of growth. It measures economic vitality as increasing gross regional product, a subset of gross domestic product (GDP). In doing so, the SCS fails to consider alternative measures to evaluate sustainable growth, such as the Genuine Progress Indicator (GPI), developed by the nonprofit Redefining Progress.

The GDP is the dominant indicator of economic “progress” used to score the country’s economic vibrancy. It is a calculation of all goods and services bought and sold, with no distinctions between transactions that add to human or ecological well-being, and those that diminish it. This conventional approach does not take into account the costs of the negative effects resulting from economic activities, such as pollution or resource depletion. Climate change, nuclear waste, and the degradation of wetlands, for example, are externalities that are not factored in to ordinary economic accounting. The GDP does not take into consideration whether growth is necessarily desirable or sustainable.

Employing alternative metrics to analyze and evaluate economic growth help to correct limitations of conventional economics, and offer a more comprehensive measure of sustainability. Similar to the Genuine Progress Indicator, True Cost Accounting is another

approach that factors in environmental, social, and economic costs and benefits. This framework considers the “triple bottom line” by expanding traditional economic parameters to take into account ecological values and social criteria, in addition to financial performance.

The development of the Sustainable Communities Strategy would be improved by utilizing metrics that incorporate economic, social, and environmental sustainability, rather than relying solely on conventional GDP indicators.

- II. The SCS focuses largely on reducing emissions from cars and light trucks. While the transportation sector accounts for a significant percentage of California emissions, the SCS does not consider other major contributors to greenhouse gas emissions that must be addressed in order to reach the objectives established by AB 32, the Global Warming Solutions Act.

AB 32 aims to reduce GHG emissions in California to 1990 levels by 2020. This represents a reduction of approximately 30 percent from business-as-usual projected emissions levels, followed by 80 percent reduction below 1990 levels by 2050. The main strategies for achieving these reductions are outlined in the AB 32 Scoping Plan, the state’s roadmap to reach the targeted GHG reduction goals.

The AB 32 Scoping Plan covers a myriad of diverse strategies for accomplishing the emissions reduction targets. Reduction in greenhouse gases from the transportation sector focus on land-use planning to reduce vehicle miles traveled as well low carbon fuel standards, and alternative vehicles. While these efforts are crucial to achieve the state’s GHG reduction objectives, there are several other key arenas that must be addressed in order to reduce the carbon footprint of cities and create truly sustainable communities.

The second largest contributor to the state’s GHG emissions after transportation is buildings, including their construction, operation and demolition. Upgrading or replacing the current stock of buildings with energy, water and waste efficient structures is one of the most important avenues to sustainability.

- III. While Brisbane recognizes that promoting densely populated mixed-use development in the Bay Area may be reasonable from an environmental perspective, a substantial increase in the number of housing units in Brisbane would raise serious local health and safety concerns for the community. (Among a hundred Bay Area cities, the IVS targets Brisbane for the largest percentage of growth in housing units.) Planners should also consider existing housing within close proximity to prospective new commercial and retail development.

Attention should focus not only on projected new housing numbers, but to their form and size. Construction of homes with less square footage usually represents a smaller carbon footprint. Additionally, much of the existing housing stock in the region could be

upgraded and neighborhoods rezoned to promote sustainability and reduce the amount of vehicle miles travelled. Finally, with regards to “affordable housing”, it is critical to consider not only the high cost of housing, but the stagnation of incomes and growing disparity in the distribution of wealth.

IV. The Sustainable Communities Strategy would be strengthened by taking a more comprehensive approach to sustainability and emissions reductions by promoting:

- Green and zero-carbon buildings
- Clean, locally-produced renewable energy
- Water conservation, efficiency and recycling
- Open space, wetlands, agricultural and forest preservation and restoration
- Waste reduction, recycling, and composting to reduce methane emissions from landfills, save energy, and conserve natural resources
- Public transportation systems that are coordinated, accessible, and affordable
- Increases in well-funded public services and amenities to reduce private consumption

Many of these approaches are incorporated into sustainability frameworks that identify and measure the factors that comprise a sustainable community. The Open Space and Ecology Committee has carefully reviewed the standards developed by Bioregional’s One Planet Living, the ICLEI Star Community Index, and Ecocity Builders. Each of these systems is referenced and discussed in the Committee’s EIR Scoping Comments on the Baylands project. (Please see attached.)

### Conclusion

The development of the Bay Area’s Initial Vision Scenario presents a unique opportunity to shape a vision for the region for decades to come. The Open Space and Ecology Committee recommends that the City Council put forward a broader concept of sustainable communities—one that addresses not only land-use and transportation planning, but embraces a holistic range of ecological issues that will foster a truly sustainable Brisbane and Bay Area.

February 1, 2011

Open Space and Ecology Committee  
EIR Scoping Comments on the Baylands Project

*"The City takes the view that it must do at home what must be done on a state, national and global scale...Development decisions are to be analyzed so as not to overwhelm the long-term environment and in a manner that provides for sustainable development. Such sustainable development has been defined as 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs.'"<sup>1</sup>*

The Open Space and Ecology Committee views the Baylands development through the lens of environmental sustainability. Designing and building an ecologically sustainable project in the Baylands is the overarching core goal against which the Committee proposes the project and its alternatives be evaluated. Therefore, the Committee's comments will focus on a set of goals and objectives pertaining to issues of environmental sustainability in the Baylands.

Development of the Baylands presents a formidable challenge, as well as a unique and historic opportunity for transformation from a contaminated brownfield into an environmentally sustainable development. The Committee recognizes that ecologically responsible remediation and redevelopment of brownfields is an environmentally sustainable practice, and that clean up of the Baylands implements General Plan Policy 172 which states that "it is of the highest priority that contaminated lands in Brisbane be remediated."

Many aspects of environmental sustainability will be analyzed in the EIR through the CEQA process, which requires agencies to identify significant environmental impacts and to avoid or mitigate such impacts if feasible. The Open Space and Ecology Committee recommends that the EIR calculate the expected level of energy, water, waste and pollution associated with the proposed development and study how these projected impacts could be mitigated to zero. The Committee believes that mitigating to the lowest level of impact is necessary in order to ensure that any development on the Baylands is sustainable and serves the public interest by conserving resources, reducing pollution, and protecting open space.

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<sup>1</sup> General Plan, Chapter IV.4 Environmental and Natural Resources, quoting from World Commission on Environment and Development, *Our Common Future* (Oxford: Oxford University Press, 1987).

To determine the feasibility of mitigating environmental impacts, the proposed Baylands project and project alternatives should be evaluated using sustainability metrics. Because market pricing excludes externalities and focuses only on the short term, a life-cycle costing approach should be applied, in addition to conventional market analysis, in the determination of project feasibility. Life-cycle costing aims to measure true costs and benefits over time – an essential tool for assessing sustainability.

Although CEQA provides a standardized process and terminology for assessing environmental impacts in terms of significance, there is no set definition of significance; the determination is made by the local agency. The analysis of what constitutes a “significant” impact or a preferable alternative project rests on assumptions, either explicit or implicit, about the project’s goals and objectives.

The following are the goals, objectives, issues, and principles that have been identified by the Committee as fundamental for a successful and environmentally sustainable Baylands development. The Committee recommends that the proposed project, the Community Alternative, the Renewable Energy Alternative, and any new proposed alternatives be assessed holistically in light of these aims.

## I. Energy

The project should be energy neutral, i.e. the Baylands development should generate sufficient power from on site renewable sources to be primarily self-sufficient. When necessary, the project could purchase green power from the grid, while at other times it could sell excess power to the grid, resulting in net energy neutrality. The potential of the project achieving this goal should be investigated in the EIR.

Energy requirements of the Baylands development should be met through using maximum achievable energy efficiency standards, as well as passive and active renewable energy sources, in order to achieve the goal of energy neutrality.

Consideration should be given to whether the Baylands has the potential to generate renewable energy beyond the project’s needs, so that the Brisbane community could reduce its reliance on energy generated by fossil fuels. The Committee recommends that the Baylands project meet the following energy related objectives:

- Minimize consumption of non-renewable energy by maximizing efficiency, utilizing locally-generated thermal and electric renewable forms of energy, and purchasing green power from the electrical grid.
- Develop a comprehensive, integrated energy plan, including a renewable energy distributed power system. Include renewable energy sources such as wind and photovoltaic solar electricity. Utilize a network of locally interconnected generators; maximize use of solar thermal water heating systems.

- Maximize use of passive solar design. Design buildings to use thermal mass to reduce fossil fuel demand and minimize energy consumption. Orient buildings so that their long axis faces south and north to the maximum extent feasible. This allows for the effective use of sunlight, and the minimal use of artificial lighting, mechanical heating and cooling. Orient streets to allow for maximum solar exposure, and stagger cross-streets to reduce wind impacts.

The Committee believes that the Renewable Energy Alternative should be studied thoroughly and compared in all respects with the other alternatives.

## II. Open Space

The project should maximize open space (as distinguished from open areas), consistent with the Open Space Plan. According to Chapter VII of the General Plan, “the land use designation ‘Open Space’ is reserved for lands that are essentially unimproved and dedicated or proposed to be dedicated to the public for outdoor recreation and for the preservation of biotic communities...” In contrast, “open area” is defined in the General Plan as “parcels of land or portions thereof, primarily in private ownership, that serve to soften the impacts of urban development and otherwise provide primarily green areas and a feeling of ‘openness’ to the development pattern.”

General Plan Policy 331 states to “maximize opportunities for open space and recreational uses in any land use planning for this (Baylands) subarea.” Figure 8 of the Open Space Plan shows the resource protection recommendations for the Baylands open space and wetlands resources. The Baylands development should meet or exceed the goals articulated in the Open Space Plan.

The project should maximize natural areas. While much of these natural areas should be freely accessible to the public, some areas should be protected for habitat that is historically native to the area. Closeness to nature and permanent conservation of high quality open space can be compatible with carefully planned, compact development. Greenways, such as corridors of native vegetation along streams, and small nature preserves should be incorporated throughout the Baylands.

In general, the Committee supports the open space, public space and wetland configurations that emerged from the Council-initiated process that are incorporated in the Community and Renewable Energy Alternatives, as informed and modified by the following concerns and recommendations:

- Freshwater wetlands should be maximized in the Open Space areas of the plan.
- Open space designed to undergo natural change over time.
- A wetland river park with seasonal flood plain.

- Open space (specifically the wetland park) linked to San Bruno Mountain and the Bay; a progression of wetlands types, from tidal wetlands near the Bay changing gradually to upstream riparian habitat, and extending to grassland on the mountain.
- Walkways and observation platforms that bring people close to the wetlands.
- S.F. Bay native plant materials for landscaping.
- Trail corridors wide enough to serve as wildlife corridors.
- Open space woven into the development and made readily accessible to people.
- Open Space for public health and safety as a buffer between the tank farm and Icehouse Hill.
- Lagoon enhanced as a natural area with primarily passive low-impact recreational uses, and some protected habitat areas.
- Evaluation of potential project impacts on resident and migratory birds both at the river park and the lagoon.
- Study of the optimum configuration of the lagoon that would best support resident and migratory birds; analysis of the prospective re-creation of habitat for animal species that live and breed in the Baylands.
- Analysis of potential impacts of sedimentation, drainage flows, and their interaction on the lagoon and wetlands; modeling of entire drainage basin.
- Evaluate freshwater resources and impacts on the salinity of the Bay. Maintain historic salinity levels in the channel close to the Bay. Ensure that fresh water plants do not outcompete native saltwater vegetation. Study impact of fresh/salt water balance on fish, wildlife, and ecosystem.

### III. Contamination and Remediation

The project should exceed minimum regulatory standards for remediation, study all methods for reducing contamination and limiting exposure, and employ a comprehensive, precautionary approach rather than rely on conventional risk assessment. The Committee recommends a multidisciplinary analysis that goes beyond minimum human exposure standards and addresses non-human impacts as well. All remediation techniques, including the use of plants and bio-remediation, should be explored in order to reduce contamination and limit exposure.

The EIR should incorporate the study by Dr. Fred Lee entitled “Adequacy of the Investigation/Remediation of the Brisbane Baylands UPC Property Contamination Relative

to Development of this Property.” This independent assessment of past studies of the pollutants in soil, water, and gaseous releases was undertaken to determine the public health and environmental quality implications of hazardous chemicals in the Baylands that may impact its development.

Dr. Lee noted that currently allowed hazardous chemical monitoring and regulatory programs for hazardous chemical sites consider only a small number of potentially hazardous chemicals that can be present in waste disposal areas. He highlighted the need for ongoing monitoring and independent third-party review to help ensure public health and environmental quality for the life of the project.

Further research is needed in several areas:

- Contaminants in the Baylands should be comprehensively tested and identified.
- Test storm water run-off, lagoon sediment and contamination from the Tank Farm.
- Develop a complete hydrologic model of the site.
- Study marine life in the lagoon, and the impacts of contamination on all wildlife in the Baylands.
- Remediate contaminants to the highest standard possible, regardless of the ultimate land use in the Baylands. The feasibility of alternative methods for remediation should be studied, including capping, hauling away contaminants, and bioremediation.
- Evaluate bioremediation techniques that utilize plants and biological organisms to clean up pollution and remove contaminants from soil and water resources. Bioremediation is the process by which living organisms and biological processes are employed to cleanup hazardous chemicals, destroy organic wastes, and reduce environmental risk. Wetlands use natural physical, biological and chemical aquatic processes to bioremediate polluted waters. There is a growing recognition of the restorative and purification functions performed by wetland environments, and the role that bioremediation can play in the restoration and enhancement of scarce wetland habitats.

#### IV. Sustainable Development / Green Building

All new buildings in the Baylands should be sited, designed, constructed, and operated to ensure resource conservation, minimize water use, waste and pollution, maximize energy and resource efficiency, and promote healthy indoor environments. LEED (for commercial construction) and Green Point Rated (for the residential sector) provide rating systems for measuring individual building construction and performance by promoting strategies for sustainable site development, water savings, energy efficiency, materials selection, and indoor air quality.



LEED and Build It Green criteria should be utilized to ensure appropriate environmental standards for each new building constructed on the Baylands. However, these systems should not limit the overall sustainability objectives for individual buildings or the Baylands project as a whole.

The Committee recommends that the Baylands project meet the following objectives:

- Each building and the resulting aggregate should be zero carbon in terms of its operation.
- Sustainable green building practices should be used that take the environment into account throughout the design and construction process. Construction materials should have high recycled content and be recyclable, rapidly renewable, sustainably grown, and locally available.
- Create buildings and landscapes that are energy and water efficient, durable and nontoxic.
- Create landscapes that incorporate vegetation historically native to this ecological and climate zone, and that discourage encroachment of non-native invasive plants.
- Use the latest technology including computerized energy management systems to control heating, cooling and lighting systems, in order to reduce power needs and to monitor and track data related to building operation and reducing building energy consumption.
- Maximize indoor air quality by reducing pollutants. Design buildings to provide good ventilation and comfortable conditions, maintain quality lighting, incorporate daylight and views, and use low-emitting materials including paint, carpets, adhesives and sealants.

These green building practices and rating systems are necessary but not sufficient standards for assessing the sustainability of the built environment as a whole. Therefore, the Open Space and Ecology Committee recommends supplementing green building measures with other standards of evaluation. The Baylands project and project alternatives should be evaluated in the context of comprehensive sustainability frameworks, such as One Planet Living, International Ecocity Standards, LEED for Neighborhood Development, and ICLEI's STAR Index for "Sustainable" Community Development. The following is a summary of each approach.

### One Planet Living

The 10 One Planet Living principles offer a framework to create model projects where people can live and work within a fair share of the planet's resources. The ten principles are:

- Zero Carbon  
Achieve net CO<sub>2</sub> emissions of zero by implementing energy efficiency in buildings and infrastructure, supplying energy from on-site renewable sources, and new off-site renewables where necessary.

- **Zero Waste**  
Eliminate waste flows to landfill and for incineration by reducing waste generation, encouraging re-use, recycling and composting, and generating energy from waste cleanly.
- **Sustainable Transport**  
Reduce reliance on private vehicles and reduce CO2 emissions from transport by providing transport systems and infrastructure that reduce dependence on fossil fuels, and offset carbon emissions from car and air travel.
- **Local and Sustainable Materials**  
Transform materials supply to the point where it has a net positive impact on the environment and local economy by using local, reclaimed, renewable and recycled materials in construction and products.
- **Local and Sustainable Food**  
Transform food supply to point where it has a net positive impact on the environment, local economy and peoples' well-being by supporting local food production that provides healthy, quality food in an environmentally beneficial manner.
- **Sustainable Water**  
Achieve a positive impact on local water resources and supply by implementing water use efficiency measures, re-use and recycling, minimizing water extraction and pollution, and fostering sustainable water and sewage management.
- **Natural Habitats and Wildlife**  
Regenerate degraded environments and halt biodiversity loss by protecting or regenerating existing natural environments and the habitats they provide to fauna and flora.
- **Culture and Heritage**  
Protect and build on local cultural heritage and diversity by celebrating and reviving cultural heritage and the sense of local and regional identity.
- **Equity and Fair Trade**  
Ensure that One Planet Living community's impact on other communities is positive by promoting equity and fair trading relationships to ensure a beneficial impact on places both locally and globally, notably disadvantaged communities.
- **Health and Happiness**  
Increase health and quality of life of community members and others by promoting healthy lifestyles and physical, mental and spiritual well-being through well-designed structures and community engagement.

For an example of the application of these principles, please see the last chapter of the Environmental Impact Report prepared for the Sonoma Mountain Village Project.

## International Ecocity Standards

The International Ecocity Standards (IES) is a project under development by the nonprofit Ecocity Builders. They define an ecocity as “an ecologically healthy human settlement modeled on the self-sustaining resilient structure and function of natural ecosystems and living organisms.” The aspiration is to create a comprehensive rating system to apply not to buildings, but rather to entire cities.

The IES framework provides a diagnostic tool for cities to measure progress toward ecocity objectives. It expects to enable the user to chart a direction moving from existing conditions toward a threshold ecocity standard.

The following attributes have been identified as central to the development of the International Ecocity Standards. The draft scale ranges from -10 (unhealthy city) to +10 (healthy city). The biological and physical features in the ecocity approach include:

- Access by Proximity – not accessible to complete access by foot, bicycle, transit
- Air – pollutes to purifies
- Biodiversity – endangered to abundant
- Carry Capacity – overshoot to within the biosphere’s limits
- Energy – nonrenewable to clean and renewable
- Food – not provided to nutritious and abundant
- Resources & Materials – depletes to sustains
- Soils – destroys to restores
- Water – pollutes and wastes to purifies

## STAR Community Index

ICLEI (Local Governments for Sustainability) launched the STAR Community Index in October 2010. Its purpose is to establish sustainability goals and guiding principles for local governments. In the next two years, ICLEI plans to develop a national rating system that will offer cities and counties a standard by which to measure sustainability and a roadmap for creating healthy, inclusive, and prosperous communities.

According to ICLEI, “STAR takes an integrated approach, addressing the three intertwining facts of sustainability – economy, environment, and society.” They are working to identify and define specific sustainability goals and metrics and to set performance levels and evaluation standards.

STAR’s 10 Guiding Principles are: Think – and act – systemically; Instill resiliency; Foster innovation; Redefine progress; Live within means; Cultivate collaboration; Ensure equity; Embrace diversity; Inspire leadership; and Continuously improve.

STAR’s Environmental Sustainability Goals are focused on three areas:

- **Natural Systems:**  
Natural resource planning and inventory; Green infrastructure; Land Use in watersheds; Water quality and supply; Agriculture and aquaculture; Resource lands; Biodiversity and invasive species; Ambient noise and light; and Waste minimization
- **Planning & Design:**  
Comprehensive planning; Excellence in design; Interconnected land use; Compact and complete communities, Design for people; Housing; Public spaces; Transportation and mobility; Land conservation; Historic preservation and cultural heritage; Code barriers; and Public engagement and participation.
- **Energy & Climate:**  
Greenhouse gas mitigation; Climate adaptation; Energy supply; Energy use; Resource efficient buildings; Alternative fuels and infrastructure; Industrial sector energy use; and Agricultural climate impacts.

### LEED for Neighborhood Development

LEED for Neighborhood Development (LEED-ND) integrates the principles of smart growth, new urbanism and green building into a national rating system for neighborhood design. LEED – ND recognizes development projects that protect and enhance the overall health, natural environment and quality of life of communities. The rating system promotes the location and design of neighborhoods that reduce vehicle miles traveled (VMT) and create developments where jobs and services are accessible by foot or public transit. It also promotes an array of green building and green infrastructure practices, particularly more efficient energy and water use.

The following credit categories are included in the LEED-ND rating system:

- **Smart Location and Linkage** - encourages communities to consider location, transportation alternatives, and preservation of sensitive lands while also discouraging sprawl.
- **Neighborhood Pattern and Design** - emphasizes vibrant, equitable communities that are healthy, walkable, and mixed-use.
- **Green Infrastructure and Buildings** - promotes the design and construction of buildings and infrastructure that reduce energy and water use, while promoting more sustainable use of materials, reuse of existing and historic structures, and other sustainable best practices.
- **Innovation and Design Process** - recognizes exemplary and innovative performance beyond the existing credits in the rating system, as well as the value of including an accredited professional on the design team.
- **Regional Priority** - encourages projects to focus on earning credits of significance to the project's local environment.

LEED-ND projects are required to have at least one certified green building. Points are earned for additional certified green buildings within the development and for integrating

green building and infrastructure practices in the project. These credits relate to energy efficiency, reduced water use, building reuse, recycled materials, and heat island reduction.

During the course of the EIR preparation the Committee recommends that the consultants study the above systems and determine which system singularly or which components in combination from several systems makes the most sense to use as an evaluative metric for sustainability in the Baylands. Some of the above metrics are more developed than others. Some are more quantifiable than others. Some are weaker than others. For instance, the LEED-ND only requires one green certified building in the project, clearly inadequate.

## V. Other topics to be studied in the EIR

The Open Space and Ecology Committee recommends that the environmental review of the Baylands proposed project and alternative plans include the following:

### Housing:

Consider what scale and amount of housing, if any, would be appropriate for the Baylands. Study the impacts of housing development on the current population and community patterns as well as impacts on future generations. Analyze the effect on housing of industrial operations, including the tank farm, recycling center, and rail infrastructure. Investigate the trade-offs of a residential component: what are the pros and cons from a sustainability perspective? Housing impacts might best be studied incrementally, for instance at 500 unit increments.

### High Speed Rail:

The alignment for the high speed rail between San Jose and San Francisco is planned for the Caltrain right of way. Since Caltrain runs directly through the length of the Baylands, the environmental impacts of the high speed rail should be studied. Those impacts would include noise, separation, special safety requirements, animal movements, etc. Furthermore, the possibility of locating a maintenance yard for the high speed rail system in the Baylands has been mentioned. However, since no explicit plan has been put forth, its environmental impacts will need to be studied in the future if and when such a plan materializes.

### Climate Change & Sea Level Rise:

Amendments to the CEQA guidelines that require analysis and mitigation of greenhouse gas emissions pursuant to SB 97 became effective in March 2010. Any development in the Baylands must minimize greenhouse gas emissions that contribute to climate change. The project should plan for sea-level rise and extreme weather events resulting from global climate change that reflect the latest scientific projections and worst-case scenarios. An increase of approximately 8 inches has already been recorded at the Golden Gate Bridge over the past 100 years, and is projected to continue rising, threatening low coastal areas with inundation and increased erosion. BCDC estimates that water levels in the Bay could rise 18” over the course of the 21<sup>st</sup> century. Other experts project even higher levels. The EIR should study implications of sea level rise for the existing landfill and for future development.

### Water:

Any proposed development should quantify projected water use and analyze how it would impact the watershed for the Bay. A complete hydrologic model of the site must be developed. The project should include an integrated storm water and greywater recycling system; develop alternative water systems that utilize wells and springs, if feasible; provide for adequate reserve water storage facilities; minimize storm water runoff and ensure it is clean; and maximize water efficiency and water reuse. The EIR should study how the overlapping jurisdictions of Brisbane and the Bayshore Sanitary District affect the implementation of integrated water, storm water and sewage system. The environmental review should also investigate the impact of fertilizer runoff on waterways and wetlands, and analyze alternatives to chemical fertilizer.

### Transit:

The project should offer a range of transportation choices, including walking, biking, and public transportation in order to lessen dependence on automobiles, decrease traffic congestion and air pollution, and significantly reduce the use of fossil fuels. Infrastructure should be designed for alternatives to driving, such as light rail, and should include dedicated Class 1 bike lanes and safe places to store bicycles.

### Industrial Operations:

Evaluate the environmental impact of present industrial operations in the Baylands and their effect on potential development. Research the quantity of particulate matter (dirt, dust) that results from current recycling and grading operations. Examine the operation of the Kinder Morgan pipeline and tank farm, and the potential impacts of pipeline failure and emergencies on open space, wetlands resources, and public health and safety. Study the extent of contamination from the tank farm within the Baylands project, and develop a monitoring program to guard against contamination in the future.

### Infrastructure:

The project should minimize the impacts of new development on the surrounding existing infrastructure. New infrastructure should protect natural features, and avoid negatively impacting natural areas, such as Icehouse Hill, wetlands, trails corridors, and wildlife corridors. The impacts of artificial light on wildlife behavior and patterns should be studied.

### Additional Local and Regional Environmental Issues:

- Maintain the quality of Brisbane's San Francisco Bay views, and minimize light trespass and pollution.
- Develop a noise model to study impacts on the surrounding communities.
- Minimize waste generation both during and after construction.
- Approach the Baylands development as an integrated project; ensure provision of wetlands river park and other open spaces by coordinating implementation of public amenities with private development.

- Explore funding mechanisms for maintenance of natural areas and for monitoring of contaminants.

## Conclusion

These issues, concerns, and objectives reflect the Open Space and Ecology Committee's values and vision for the Baylands. The prospective development represents both an unparalleled challenge as well as an unprecedented opportunity to leave the Baylands a healthier site than it is today. To this end, the Committee proposes that the EIR study the feasibility of maximizing renewable energy, open space, and resource conservation, while minimizing negative impacts on the local, regional, and global environment. These goals form the basis for the Committee's central recommendation that any proposed project be evaluated in light of its potential to achieve ecological sustainability in the Baylands.