

City of Brisbane

Agenda Report

TO: City Council via the City Manager

FROM: Community Development Director

SUBJECT: Baylands Alternatives Workshop

DATE: Meeting of May 19, 2008

City Council Goals:

15. To encourage community involvement and participation.

Purpose:

On May 5, the City Council approved a process and schedule for further review of community's alternatives for the Baylands. The first step in this review process is this workshop. Dyett and Bhatia (D&B), the City's consultants, will provide an overview of the public process that has occurred to date, and present the draft alternatives. The draft alternatives are attached, along with additional supporting materials.

This is an informational workshop which is the first step in the next phase of public review. It is not a formal public hearing, nor is the City Council being requested to take action. As set forth in the approved schedule, there will be a number of opportunities for public review and comment before the matter is scheduled for Council action. The results of the upcoming phase of public review will be provided to the Council.

Recommendation:

That the City Council accept this report and provide input and comments as it deems appropriate.

Background:

The process of alternatives development has been built around public involvement and participation. The attached timeline identifies the public process that has occurred since formal processing of the specific plan application has commenced. In addition to meetings and workshops devoted solely to alternatives visioning and development, the

timeline also identifies public participation in the EIR scoping process and educational opportunities afforded through the speaker series, as well as meetings to define and establish process.

As part of the EIR scoping process, a number of potential project objectives were presented and discussed by the City Council on June 26, 2006. The June 26 staff report and minutes are attached for information. As the public visioning process focusing on the alternatives occurred, Dyett and Bhatia (D&B) compiled the information from the various workshops and meetings into a series of reports (Initial Stakeholder Interview Report, Visioning Workshops #1 and 2 Reports, and City Council and Advisory Boards Vision Report) which were published and are available for review on the City's website. That portion of the *Advisory Boards Vision Report* summarizing the results of the joint City Council/Planning Commission workshop on April 9, 2007 is attached for reference, as are the April 9, 2007 workshop minutes. The results of this process were synthesized and presented to the City Council on July 23, 2007, to provide a sense of direction for the alternatives to be developed. D&B's presentation and Council meeting minutes are attached for reference.

The intent of this process was to ensure that the community's visions and goals for the property were clearly articulated and understood, thereby allowing the consultant to move forward and develop alternatives which reflect these visions and goals. These are the draft alternatives as presented, which will be the subject of the upcoming phase of public review.

These are *draft* alternatives, which are intended to stimulate further discussion and are subject to change. They represent three different approaches whereby the site can be developed to achieve the principles defined through the community visioning process. Given that there are multiple community-defined principles, there is a degree of variability as to how different alternatives respond to the multiple principles. The draft alternatives should not be construed as 3 separate and independent options wherein the community and/or City Council are compelled to select one of the three. Rather, it is anticipated a community preferred alternative will evolve, and will likely combine elements from two or more of the draft alternatives.

As noted in the schedule presented to the City Council on May 5, the remainder of the review schedule is as follows:

June 2, 2008: City Council workshop on Baylands public space planning.

June edition of *Brisbane City News*: Include an insert showing/describing the alternatives, a brief discussion of the process, with an invitation to the community open house, comment card and invitation to provide comments to the City via e-mail.

June 7, 2008 1-3 pm and June 9, 2008 7-9pm, Community Center: Community open houses. These will be structured as informal sessions where residents can "drop-in" any time to review the alternatives and ask questions of the consultants and staff. This session would not include a formal presentation or formal public comment period.

Weeks of June 9 and June 16, 2008, (dates, times and locations TBD): Four smaller group meetings to present the alternatives, followed by discussion and feedback from participants.

The four proposed group meetings are:

- Residents, Central Brisbane
- Residents, the Ridge
- Joint meeting of City advisory bodies (Planning Commission, Parks, Beaches and Recreation, and Open Space and Ecology)
- Chamber of Commerce

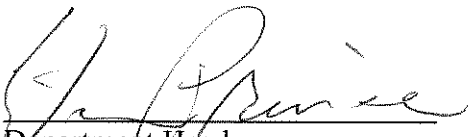
July 2008: City Council review of public input and alternatives.

Fiscal Impact:

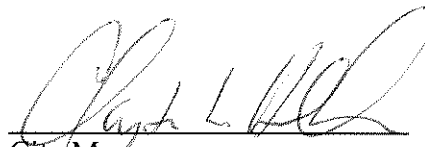
The alternatives preparation and review program as outlined in this report is part of the work scope and budget for the Baylands EIR, which is funded by the developer.

Attachments:

Draft Alternatives Summary
Timeline-Baylands Public Meetings/Workshops
June 26, 2006 City Council Report and Minutes
City Council and Advisory Boards Baylands Visioning Report (Excerpt)
April 9, 2007 City Council Minutes
July 23, 2007 City Council Presentation and Minutes



Department Head



City Manager

DEVELOPING THE ALTERNATIVES

The first phase in developing the Alternative Plans included numerous opportunities for the public and decision makers to contribute their visions and ideas for the Baylands site. This outreach included an initial round of stakeholder interviews, visioning workshops with decision makers, and two community workshops. The results of all of the input received are summarized in four separate reports:

- Initial Stakeholder Interviews Report
- City Council and Advisory Boards Visions
- Community Workshop #1 Summary and
- Community Workshop #2 Summary

A key aspect of the discourse with the community included direct participation and engagement with community members in two workshops. The first workshop with the community focused on creating an overall vision for the Baylands, and also provided a venue for brainstorming on key land use and development issues. In the second workshop, community members were presented with a series of maps of opportunities and constraints on the site. Using this information as a base, groups of participants created their own land use alternatives. The visions and preferences in these community-generated alternatives were synthesized into overall maps and presented in the *Community Workshop #2 Summary*. Together with the information gathered from stakeholders and decision makers, the visioning and preferences expressed by the community served as the basis for the development of the Alternatives.

GUIDING PRINCIPLES

During outreach for the Alternatives process, community members identified a strong vision for the Baylands as a hallmark for sustainability and green development with a mix of active uses and extensive open space. This input from the community and decision makers is summarized in several Guiding Principles that form the underpinning of the alternative plans:

- *Retain the area south of Visitacion Creek as open space.* The community, virtually unanimously, would like to see the area south of Visitacion Creek retained as open space, with a combination of passive (such as habitat areas) and active (such as playfields) open space. Some people would like to see community-serving amenities, such as restaurants, theaters, community venues, etc., included in this area without impinging on the overall open space character.
- *Sustainability:* Any development of the Baylands site should have a strong underpinning of sustainability through land use, environment, and economic vitality. Development and business practices should meet sustainable goals through LEED and other established measures. Likewise, development of open and public space should incorporate sustainable planting and watering practices, as well as emphasize restoration of natural habitats and species where possible. (Additionally, the community would like to see a water recycling plant in one alternative.)

- *Wetlands restoration along creek and lagoon:* Recognizing the area's location along the Bay and natural resources, the restoration of wetlands areas throughout the site is an important foundation for open space, habitat, and recreation in the Baylands. Areas identified for wetlands restoration include the Visitacion Creek alignment as identified in the City's Open Space Plan, as well as along the edge of Lagoon. (The wetlands and creek alignment should be expanded west of the rail corridor in at least one option.)
- *Development that provides community amenities and regional attraction.* New development should be varied in use, character, and audience. Recognizing the Baylands regional connectivity and location, new development should explore opportunities for regional destinations and uses such as entertainment that serve to create a distinct identity for the Baylands. Key community-oriented components should include amenities such as playfields, a community or learning center, and preservation of on-site historic resources. (Housing should be explored in one alternative.)
- *Variety of development scale, heights, and character.* Community desires for the character and development scale of the Baylands site include a variety of scales and development characters. Development should find a balance between the community's desire to incorporate smaller-scaled pedestrian environments that will allow visitors and community members to be independent of car travel, as well as regional retail uses that provide improved access and convenience to shopping necessities. Building heights of new development should be appropriate to the scale and development typology, with taller heights focused in the northern part of the Baylands. (Exact heights will be determined as the preferred alternative is refined.)
- *Maintain views.* Maintaining views to the Bay from higher elevations throughout Brisbane is critical to the community. Additionally, views to Candlestick Park and downtown San Francisco should also be preserved. Likewise, views into Baylands are also important to the community; thus, the type and materiality of uses in the site should be sensitive to these views, including lighting of the nighttime sky, and minimizing asphalt and surface parking.
- *Energy production:* Energy production should be present and could be accomplished by utilizing existing natural resources on the site. Elements such as on-site wind and solar generation are key examples.
- *A connected place.* Separated from the rest of Brisbane by both topography and infrastructure, reconnecting the Baylands to natural resources and the Brisbane community is essential. Emphasis should be placed on provision of bicycle and pedestrian connections to existing trailways and open space amenities in and around the city. Likewise, opportunities for connecting the Brisbane community to amenities in the Baylands site should be incorporated into new development.
- *Variety of transportation modes and ease of access:* Transit access to and from the Baylands site should focus on the linkage of alternative modes of transit. Connecting the existing light rail to Caltrain and future BRT lines will improve ridership and allow for the creation of a vital, multi-modal transit hub within the Baylands. Opportunities for relocating or extending existing transit modes to a multi-modal hub within the Baylands

site should be explored in order to provide a key point of access to new development. Additionally, increasing opportunities for vehicular access should also be explored, including additional streets through the Baylands site as well as a frontage road along US 101. (At least two alternatives should show a relocated Caltrain station and multi-modal hub along the Geneva corridor.)

ALTERNATIVES

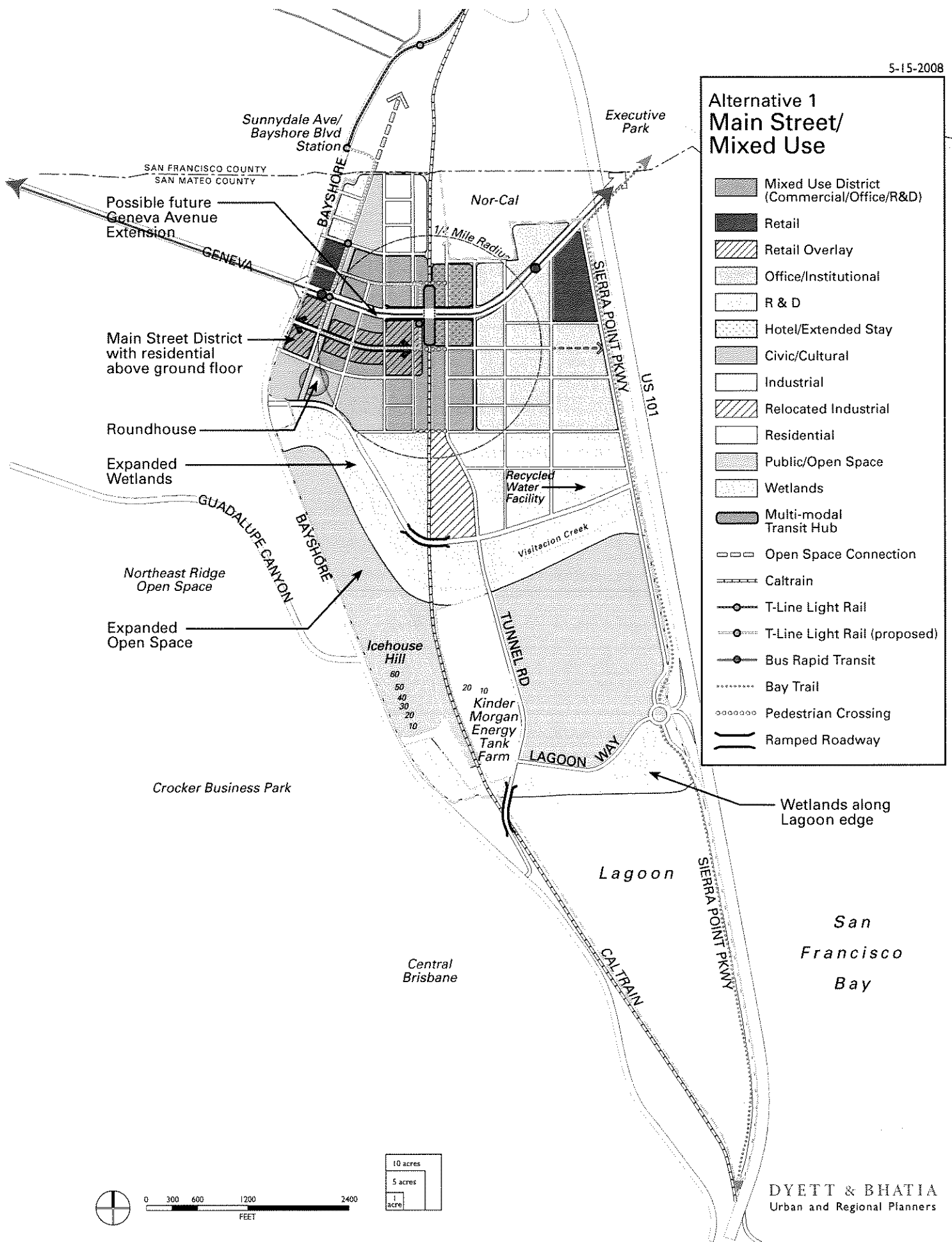
The Alternatives show a range of options to guide future development and revitalization of the Baylands Planning Area. They address land use, circulation and transit, and development character, and represent the needs and desires expressed by the Brisbane community. The following text descriptions and attached maps provide an overview of each Alternative. Description of the land use designations presented in the maps, as well as overall projected development for each scheme, follow the alternatives discussion.

Alternative 1

Alternative 1 provides the greatest extent of open space south of Visitacion Creek, along with the most development of the three alternatives. This Alternative suggests an expanded Visitacion Creek waterway and wetlands area, as well as extensive open space to the south of the channel. A recycled water facility is also located in this Alternative, adjacent to proposed revitalized wetlands. The Alternative is anchored by a walkable, urban Mixed Use District that will serve as a major employment and visitor center for the region. With a mix of office and commercial uses, the Mixed Use District has the greatest intensity of development and built scale within the Baylands. Taller buildings, generally between five and ten stories, would be located in the District, with the greatest intensity and heights adjacent to the multi-modal transit station. At the center of this District, a “main street” extends from Bayshore Boulevard to the proposed multi-modal transit station. Ground floor retail and active commercial uses will line the “main street” corridor to create an engaging, pedestrian-scaled environment.

Complementing the intensity of activity of this district, the centrally-located multi-modal transit station would include both light rail and BRT service. The existing 3rd Street Light Rail line would be extended through the district to the station, providing additional stops along the Geneva corridor. Likewise, the BRT line would run through the district along Geneva, providing additional stops both west and east of the station.

At the very north end of Baylands, high-density residential uses are located in a small 13.8-acre area along a common green and linear park connecting the Baylands open space network to the planned Schlage Lock development in San Francisco. This area is similarly scaled to the Mixed Use District and reinforces the pedestrian-oriented environment and connectivity to the multi-modal station. Development east of the Mixed Use District decreases in scale and intensity while still maintaining an urban character.



Alternative 2

Representing a more integrated relationship between development and open space, Alternative 2 spreads the development out while emphasizing wide green corridors and open space connections throughout the Baylands site. Similar to Alternative 1, the majority of development is located north of Visitacion Creek and focused within an Urban District. Development also extends to the west and south of this district to include lower intensity office/research and development uses along Bayshore Boulevard and community-serving commercial uses just north of the lagoon.

The Urban District area north of the creek is comprised of mixed commercial, office, R&D, hotel, entertainment and retail uses. Providing both a local and regional draw, a pedestrian-oriented “main street” extends east from the multi-modal station to the heart of retail/entertainment development that capitalizes on the visibility and regional accessibility from US 101 and the Geneva Avenue extension. Although regional in its attraction, this retail area will support pedestrian use and movement with ground floor retail along the “main street” connection and structured parking. Like Alternative 1, the multi-modal access in this alternative would include a relocated Caltrain station, light rail service through the mixed use district, and a continuous BRT line and additional stops along the Geneva corridor.

The western edge of the alternative provides an area of lower-scaled development anchored by an extended open space connection between Visitacion Creek at the south end and Schlage Lock and a Greenway connection to McLaren Park to the north. Similarly, a greenway connection along US 101 provides a continuous open space connection through the Baylands site for the Bay Trail. Complementing the open space to the south of Visitacion Creek as well as potential active uses in the Lagoon, low-intensity commercial uses are sited just north of the Lagoon. These uses may include restaurants or cafés, cultural venues, or other complementary uses to active and passive recreation in the open space and Lagoon areas.

Greenway
connection to
McLaren Park

Sunnydale Ave/
Bayshore Blvd
Station

Landscaped buffer
and Greenway
with Bay Trail

Executive
Park

Alternative 2 Urban District

Mixed Use District
(Commercial/Office/R&D)

Retail

Retail Overlay

Office/Institutional

R & D

Hotel/Extended Stay

Civic/Cultural

Industrial

Relocated Industrial

Public/Open Space

Wetlands

Multi-modal
Transit Hub

Open Space Connection

Caltrain

T-Line Light Rail

T-Line Light Rail (proposed)

Bus Rapid Transit

Bay Trail

Pedestrian Crossing

Ramped Roadway

Extended greenway
to San Francisco/
Daly City

Possible future
Geneva Avenue
Extension

Roundhouse

Main Street

Vehicular connection
across rail corridor

Northeast Ridge
Open Space

Crocker Business Park

Icehouse
Hill

60
50
40
30
20
10

Kinder
Morgan
Energy
Tank
Farm

Visitation
Creek

TUNNEL RD

LAGOON WAY

Low-Intensity
Commercial Uses

San
Francisco
Bay

Lagoon

Central
Brisbane

CALTRAIN

SIERRA POINT PKWY



0 300 600 1200 2400
FEET

10 acres
5 acres
1 acre

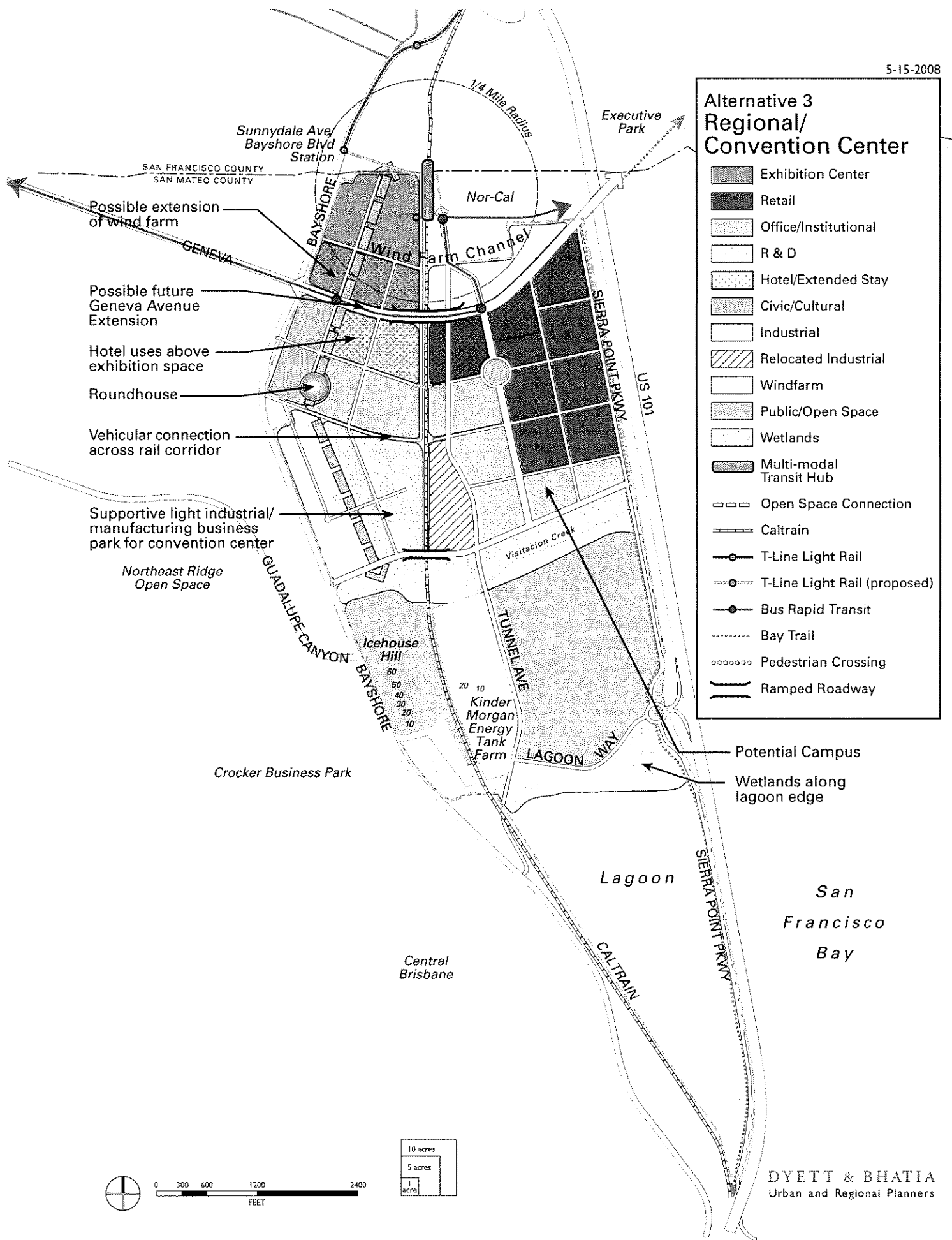
DYETT & BHATIA
Urban and Regional Planners

Alternative 3

Alternative 3 is has the most spread out development and is the lowest in intensity of the three alternatives. Alternative 3 is also the most regional in scale and character. Development is limited to the area north of the Visitacion Creek channel, and consists of a mix of commercial, office, hotel, R&D, and industrial uses. These uses are anchored by a regional exhibition center located at the northwest corner of the site. Hotel uses in particular are clustered around the exhibition center and the Geneva corridor, with supportive and complementary office, cultural, industrial, and R&D uses to the south.

Complementing the exhibition center location and activity, multi-modal transit access will be located at the existing Caltrain site, close to the exhibition center, and would include bus/BRT along the Geneva corridor. The BRT would provide an additional stop west of the rail tracks along Geneva, and then would redirect north to the transit station. Likewise, the 3rd Street Light Rail would extend to the station along the northern edge of the Baylands site.

To the east, an expanded retail and possible entertainment destination extends along Geneva Avenue and US 101, capitalizing on their visibility and regional access. The area is primarily served by surface parking and has a lower building profile throughout the site. Office uses to the south of the retail area are similarly scaled, representing campus-style development, with emphasis upon landscaping and open space.



LAND USE CLASSIFICATIONS

Mixed Use District. This classification is intended to encourage, support, and enhance the immediate multi-modal transit hub area as a high-intensity employment center. Uses include office, institutional, and hotel development. The intensity and FAR of this district varies per alternative: in Alternative 1, the FAR ranges between 2.0 and 3.0; in Alternative 2, the FAR is an average of 1.5 throughout the district.

Retail. This classification includes a wide range of retail activities—from small business-serving establishments in the mixed use districts, to regional retail along US-101 and Geneva Boulevard. Retail uses may include shops and stores, eating and drinking establishments, and entertainment venues such as theaters or arcades.

Exhibition Center. This classification can include exhibit, convention, and supporting office space.

Office/Institutional. This classification includes administrative, financial, business, professional, medical and public offices.

R&D. This classification includes research and development facilities, as well as supporting office space. Warehousing and distribution facilities are permitted as ancillary uses only.

Hotel/Extended Stay. Hotel uses include short and extended stay facilities, with retail uses permitted as ancillary uses only.

Civic/Cultural. This classification is intended for civic and cultural activities open to the public. It may include historic buildings, as well as venues for public gathering, learning, or performance, such as a community center, educational/learning center, or theater.

Industrial. This classification is intended for a range of industrial uses (including light manufacturing, particularly of green products and technology, and biotechnology uses). Industrial uses may also include existing uses that are relocated within the site. Existing industrial uses can continue in place as conforming uses within this designation.

Residential. This classification is intended for high-density residential neighborhoods within walking distance of the multi-modal transit station.

Public/Open Space. This classification represents parks, recreation facilities, and open space areas for the general community.

DEVELOPMENT COMPARISON

Table 1 below provides an overview of projected development for each alternative. The Specific Plan projected development is also included. Non residential uses are described in square feet, and residential uses are described in both square feet and units. Open space and wetlands areas are described in acres.

Development square footages are based upon the assumption that 20 percent of site area would be devoted to internal circulation. Additionally, the floor area ratio (FAR) assumptions shown in Table 2 show maximum FARs for each land use. The projected development calculations

represent an 80 percent buildout of these FARs. (Thus, a 1-acre site at 1.0 FAR would result in 0.8 acres built out at 0.8 FAR.)

Table 1: Comparison of Total Development

Land Use	Alternative 1	Alternative 2	Alternative 3	Phase I and Future Phase Specific Plan Development Program
Mixed Commercial ¹	444,686	948,145	1,455,216	1,775,000
Office/Institutional	5,068,073	3,472,912	1,413,780	3,800,000
R&D	531,876	678,518	526,799	600,000
Industrial/Warehousing	189,817	189,817	559,559	250,000
Hotel/Extended Stay	771,227	919,429	1,173,944	1,500,000
(Hotel Rooms)	1,187	1,415	1,806	2,308
Public/Civic/Cultural	191,780	253,673	173,682	-
Exhibition Space	-	-	798,355	400,000
Total Non-Residential	7,197,460	6,462,494	6,101,334	8,325,000
Residential	964,950	n/a	n/a	n/a
Total Residential Units²	804	n/a	n/a	n/a
Total Development	8,162,410	6,462,494	6,101,334	8,325,000
Open Space (acres)	153	161	124	115
Wetlands (acres)	81	53	54	46
Windfarm (acres)	n/a	n/a	17	
Total Open Space and Wetlands	234	214	195	161

¹ Includes general commercial, retail and auto park uses.

² Assumes 1200 square feet per unit.

Table 2: Assumptions

Land Use	FAR Assumptions		
	Alternative 1	Alternative 2	Alternative 3
Mixed Use District	2.00-3.00	1.50	n/a
Office/R&D/Institutional (85%)			
Hotel/Extended Stay (15%)			
Retail*	0.75	.50-.75	0.75
Retail Overlay	0.50	0.75	n/a
Office/Institutional	1.00	0.75	0.75
R&D	0.50	0.50	0.75
Industrial	0.60	0.60	0.60
Hotel/Extended Stay Overlay	0.75	0.75	0.75
Public/Civic/Cultural	0.50	0.50	0.50
Exhibition Center	n/a	n/a	0.75
Residential	2.50	n/a	n/a

Baylands Specific Plan-Public Meetings and Workshops

- 2/21/2006: City deems Specific Plan application complete
- 3/2/2006: First EIR Scoping Session
- 3/21/2006: EIR Scoping Session #2.
- 4/27/2006: EIR Scoping Session #3.
- 6/13/2006: EIR Scoping Session #4
- 6/23/2006: Speaker Series: *The Art of Architecture in the Age of Ecology*, James Wines
- 6/26/2006: EIR Scoping Session #5
- 2/13/2007: Speaker Series: *The Value of Public Recreational Facilities and Open Space*, John Crompton
- **2/20/2007: City Council meeting to establish Alternatives Development Process**
- 3/12/2007: Speaker Series: *Alternative Energy Systems*, Multiple Speakers
- 3/22/2007: Speaker Series: *The Economics of Redevelopment*, Multiple Speakers
- **4/1-4/30/2007: Dyett and Bhatia interviews 16 stakeholder groups regarding Alternatives Visioning**
- 4/2/2007: Speaker Series: *Transit and Land Use*, Alan Hoffman
- **4/9/2007: City Council/Planning Commission Alternatives Visioning Workshop**
- **5/12/2007: Community Alternatives Visioning Workshop #1**
- **6/23/2007: Community Alternatives Visioning Workshop #2**
- **7/23/2007: City Council Workshop on Results of Public Alternatives Visioning**
- 10/29/2007: Speaker Series: *Zero Carbon/Zero Waste Mixed Use Developments*, Greg Searle
- 11/14/2007: Speaker Series: *Natural Capitalism Strategies for Sustainability*, Hunter Lovins
- 11/16/2007: Speaker Series: *Iconic Architecture and Landscapes*, Charles Jencks
- 12/3/2007: Speaker Series: *Ecocities: Rebuilding Cities in Balance with Nature*, Richard Register
- **3/17/2008: City Council Update on Alternatives Process**
- 4/7/2008: City Council Update on Initiation of Baylands Wind Study
- **5/5/2008: City Council Meeting to approve next phase of Alternatives Review Process**
- **5/19/2008: City Council Workshop on Alternatives**

Alternatives-related meetings denoted in bold

City of Brisbane

Agenda Report

TO: Honorable Mayor and City Council and Planning Commission

FROM: William Prince, Community Development Director

DATE: June 26, 2006

SUBJECT: Project Objectives- Baylands Environmental Impact Report (EIR)

RECOMMENDATION:

Consider and approve project objectives for the draft Baylands Specific Plan, which will be incorporated into the EIR and used in analyzing project alternatives developed by the City.

BACKGROUND:

As the EIR process for the Baylands Specific Plan moves forward, one of the most important activities that will occur in the near term is the development of project alternatives to be considered in the draft EIR. As has been noted previously, the EIR process requires the City to develop a "reasonable range of alternatives to the project or project location that could feasibly attain most of the **basic project objectives** and would avoid or substantially lessen any of the significant environmental impacts of the proposed project." (emphasis added)

Aside from being a legal requirement, the alternatives process is also a great opportunity for the City to develop its own vision(s) for the Baylands and physically express it in the form of one or more alternative land plans. These plans will be reviewed in the EIR, along with developer's draft plan, so the City can ultimately make an informed choice when considering its options for the Baylands.

DISCUSSION:

One of the first steps to developing meaningful alternatives for purposes of the EIR analysis is to define the "project objectives." As stated in Section 15124 of the CEQA Guidelines, "The statement of objectives should include the underlying purpose of the project." Project objectives typically reflect both City and developer's intent and purpose in proceeding with a project. A clearly written statement of objectives is important not only to develop a reasonable range of alternatives, but also to prepare findings in support of any action the City ultimately takes on the project. In developing objectives, it is important to note that case law in California has shown that defining objectives too narrowly may result in an EIR alternatives analysis that is inadequate.

Staff has drafted a list of proposed project objectives (see Exhibit 1) as a starting point for discussion. This draft list is based on large part on the Council, Commission and public testimony received to date, as well as the recommendations of the Open Space and Ecology Committee. Based upon this input, as

well as the City's General Plan, staff recommends that the concept of sustainability serve as the foundational core of any project to be approved for the Baylands. Sustainability is defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

Organization of the specific plan around the concept of sustainability builds upon the premise of environmental sustainability so clearly advocated by the Open Space and Ecology Committee in their recommendation of April 27, 2006, and extends it to include the other critical components of sustainability, which are social equity and economics. The framework of sustainability provides a basis to analyze many of the concerns raised by the public regarding the applicant's draft plan, and can provide a structure around which the community's aspirations for the Baylands can be organized and refined. The suggested project objectives set forth in Exhibit 1 are organized around environmental considerations, social equity, and economics, the three components of sustainability.

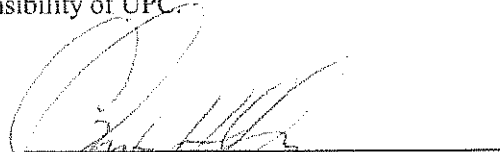
Consistent with the guidance provided by CEQA and case law, the suggested project objectives are structured as broad policy direction, and are not prescriptive or narrowly defined. Ultimately the City may choose to implement one or more these objectives through development standards or requirements contained within the specific plan. For example the City could choose to adopt a LEED Silver requirement to implement recommended Objective #B, which relates to utilizing a green building approach for all future development on the Baylands. In this manner, the LEED requirement would not serve as an objective, but rather as a tool to achieve a more broadly defined objective.

The objectives proposed by the developer are attached as Exhibit 2. For the most part the developer's stated objectives address many of the same concerns identified in the staff-recommended objectives. Remediation, encouragement of non vehicular transportation, green building, open space preservation and enhancement, promoting choice for Brisbane residents, economic vitality, and project flexibility are among the objectives common to the staff and developer, although worded and organized differently. While generally supportive of the intent of the objectives suggested by the developer, staff would discourage objectives which specify particular land uses in precise locations on the site. In staff's opinion, these represent elements of the project, not "objectives" of the project. Fixing these elements as objectives could restrict the City's ability to explore a "reasonable range of alternatives" as required under CEQA.

FISCAL IMPACT/FINANCING ISSUES:

The costs associated with EIR preparation are the responsibility of UPC.


Community Development Director


City Manager

Baylands Specific Plan EIR- Staff Recommended Project Objectives

Overarching theme:

The Baylands shall be a leading model of sustainable development, which is a source of pride to the City of Brisbane and demonstrates that environmental, social and economic considerations can be harmonized to the betterment of the planet, community and individual.

Sustainable development is simply defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." The project objectives as identified below have been organized around the three major components of sustainability, which include environmental protection and enhancement, social equity and economics.

Environmental Objectives

- A. Remediate the Baylands to a level which ensures the safety of all who use the site, and eliminates ongoing ecological damage.
- B. Incorporate a "green building" approach for all future development on the Baylands, wherein buildings are sited, designed, constructed and operated to encourage resource conservation, minimize waste and pollution, maximize energy and resource efficiency, and promote healthy indoor environments.
- C. Preserve, restore and enhance wetlands and natural habitat on the site and create natural linkages across the site to promote physical and visual connectivity between the San Bruno Mountains and the Bay.
- D. Promote and encourage non-vehicular access and movement to and from the site (particularly from Central Brisbane) and within the site as well. Land use mix, good urban design, the provision of safe and pleasant pedestrian and bike paths, and convenient access and linkages to public transit are all necessary components.
- E. Strive to achieve energy neutrality or better through efficiency, conservation, and the maximum use of passive and active sources of renewable energy.
- F.. Safely and efficiently accommodate project traffic in a manner which does not adversely impact Brisbane or adjacent communities.
- G. Incorporate innovative methods to reduce resource consumption and waste generation.
- H. New infrastructure should be sited and designed to minimize adverse environmental impacts.

- I. The project should be sensitively designed to protect Brisbane's viewshed, taking into account light spillage and pollution, building height and massing, and hardscape/landscape balance.

Social Equity Objectives

- J. Create an active, vibrant place which strengthens the community of Brisbane and contributes to its sense of place.
- K. Incorporate significant open space and related improvements which provide opportunities for a wide range of passive and active public recreational opportunities benefitting the City and region.
- L. Provide employment opportunities for Brisbane residents and residents in nearby local communities, thereby improving the jobs/housing balance at regional and subregional levels.
- M. Contribute to critically-needed solutions to regional transit and transportation issues which will benefit both the project and existing communities.
- N. Recognize that the project is of regional significance, and strive to ensure that it positively impacts the surrounding communities.
- O. Provide on-site opportunities for public art and education to contribute to public understanding of the site, including its history, ecology and the project's sustainability mission.

Economic Objectives

- P. Enhance the City's tax base and future ability to improve services within all of Brisbane.
- Q. Establish a project which remains economically viable on a long term basis, including excellence in architecture which can withstand the test of time.
- R. Build in flexibility so the project can adapt to changing market conditions over time, without compromising the other stated project objectives.
- S. Provide greater choices for Brisbane residents by providing desired goods, services, entertainment, and/or other amenities not currently available within the City.



UNIVERSAL PARAGON CORPORATION

150 Executive Park Blvd., Suite 4200
San Francisco, CA 94134-3309

Tel: (415) 468-6676
Fax: (415) 468-6678

June 22, 2006

Mr. John Swiecki
Principal Planner
City of Brisbane
50 Park Place
Brisbane, CA 94005-1310

Re: UPC Baylands Project Objectives

Dear John,

Per your request, UPC has prepared a range of Baylands Phase I Specific Plan project objectives that support UPC's Vision for the Baylands property and are consistent with our application for project review under CEQA. It is UPC's position that the following objectives should be the primary cornerstone against which all elements of the Environmental Impact Review should be measured. Please note that the objectives listed below, while numbered for reference purposes, are not necessarily listed in order of priority.

UPC's team has carefully considered these objectives and consider them an important criteria for our development to be feasible in the many areas that such a major development impact. We appreciate the City's effort to understand our objectives and incorporate them in the environmental review process.

**Universal Paragon Corporation Brisbane Baylands Phase I Specific Plan
EIR Project Objectives:**

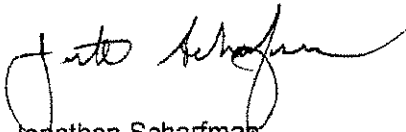
1. The remediation and reclamation of the former municipal landfill in a manner that conforms to State and Regional Water Quality Control Board landfill closure requirements; provides site clearance for commercial development; and is financially viable.
2. Redevelopment of the existing brownfield site into distinctive, high-quality neighborhoods that contribute to Brisbane's civic pride and identity.
3. A commercial mixed use district that strengthens Brisbane's economic base by adding retail, office, research and development, light industrial, and other commercial type uses to the Project Area.
4. An attractive retail and entertainment district at the north end of the Project Area.
5. A mix of retail and entertainment uses that creates opportunities for Brisbane residents to shop and recreate within their city, and creates a destination for residents of surrounding communities.

6. A campus-style office and R&D district in the area south of Visitacion Creek Park.
7. Creation of new local jobs in commercial, office, and service industrial businesses as well as in their construction and on-going support.
8. New retail, office, and service industrial space that will provide opportunities for Brisbane residents and others to start or expand local businesses.
9. A development program whose financial return will be substantial enough to offset the significant costs associated with closing the sanitary landfill and constructing the infrastructure (streets, utilities, etc.) necessary to accommodate the safe and productive future use of the currently blighted site and to provide the Project Proponent with a reasonable return on their investment.
10. A land use mix and development program that generates a positive net fiscal benefit to the City through the generation of increased tax revenue while covering City costs associated with the provision of public services (e.g., police, fire, open space/parks maintenance, etc.) to the Project area.
11. A regulatory framework that has the flexibility to allow project development to respond to changes in market conditions while still maintaining consistency with the City of Brisbane's General Plan.
12. Development standards and design guidelines for new development that respect the local architectural heritage of Brisbane and the Baylands while allowing and encouraging innovative and well crafted design approaches.
13. New development that implements "green" building practices for all non-industrial buildings and site design.
14. An attractive open space system that preserves open space or open area (as defined by the Brisbane General Plan) that can accommodate the passive and active recreational activities of future site tenants, visitors, and Brisbane residents.
15. Preservation, enhancement and/or restoration of existing wetland and riparian habitat areas in the Project area, including:
 - a. The preservation and enhancement of existing shoreline habitat along the northern edge of the Brisbane Lagoon as part of a new Lagoon Park; and
 - b. The restoration and expansion of existing wetland, riparian, and upland habitat associated with the tidal channel as part of the landfill remediation and creation of the Visitacion Creek Park.
16. A multi-modal circulation network that safely accommodates pedestrian, bicycle, transit, and vehicular circulation and enhances connectivity within the current network.
17. Walkable, pedestrian-friendly districts that incorporate an interconnected system of sidewalks and off-street paths and trails.
18. A comprehensive and inter-connected bicycle circulation system of bicycle trails (Class I), lanes (Class II), and designated routes (Class III) that provides access throughout the Baylands with connections to surrounding neighborhoods.

19. Development mix and intensities adequate to support frequent and regular transit service to the project area, including both existing and new bus transit lines and the planned extension of light rail transit along Geneva Avenue to Candlestick Point.
20. A street network that can safely accommodate the increased traffic volumes resulting from the Project, while minimizing traffic impacts on Central Brisbane and adjacent communities.
21. A street system that enhances internal and area wide circulation by increasing connectivity and upgrading design standards on existing streets, including:
 - a. Improvements to east/west circulation with the extension of Geneva Avenue from Bayshore Boulevard to U.S. 101; the realignment and upgrade of Lagoon Way to collector standards; and the construction of a new collector street (North Creek Parkway) between Tunnel Road and Frontage Road (that will ultimately connect to Bayshore Boulevard); and
 - b. Improvements to north/south circulation with the realignment and upgrade of Tunnel Road and Lagoon Way to collector standards, and the construction of a new collector street (Frontage Road) west of U.S. 101 between Beatty Avenue and Lagoon Way.
22. New Project Area utilities, including sewer, water and storm drainage, that are necessary to safely serve new Baylands development without adversely affecting levels of service to the larger community and that are designed to applicable City of Brisbane standards.

If you have any questions regarding these objectives, please do not hesitate to call.

Sincerely,



Jonathan Scharfman
Land Development Director
Universal Paragon Corporation

cc: William Prince, Community Development Director
Clay Holstine, City Manager
Mike McCracken



CITY COUNCIL/REDEVELOPMENT/GVMID

MINUTES

JOINT CITY COUNCIL/PLANNING COMMISSION SPECIAL MEETING

JUNE 26, 2006

BRISBANE COMMUNITY CENTER/LIBRARY, 250 VISITACION AVENUE, BRISBANE

CALL TO ORDER/FLAG SALUTE

Mayor Bologoff called the meeting to order at 7:35 p.m. and led the flag salute.

ROLL CALL

Councilmembers present:	Barnes, Conway, Richardson, Waldo, and Mayor Bologoff
Planning Commissioners present:	Hawawini, Hunter, Jameel, Lentz, and Maturo
Staff present:	City Manager Holstine, Community Development Director Prince, City Clerk Schroeder, Principal Planner Swiecki

JOINT MEETING WITH PLANNING COMMISSION

A. Baylands Specific Plan - Project Objectives

Mayor Bologoff explained that the City Council and Planning Commission have conducted four environmental impact report (EIR) scoping sessions since the Baylands Specific Plan proposed by Universal Paragon Corporation (UPC) was deemed complete earlier this year. During those meetings, the Council received input regarding potential environmental impacts, alternatives, and plans for remediation. He said the purpose of this meeting was to consider project objectives, which will assist in developing project alternatives and evaluating UPC's proposed plan and objectives.

Mayor Bologoff stated that Brisbane wants the Baylands to be a model of sustainable development in terms of social, environmental, and economic considerations. He drew attention to the list of project objectives developed by the staff and the list developed by the applicant.

Community Development Director Prince said that in addition to the California Environmental Quality Act (CEQA), the state provides guidance on how the law should be interpreted and implemented. He noted the statute itself does not expressly require a project description, but the

guidelines address the contents and objectives of the project description. Objectives include the underlying purpose of the project, and they are used to evaluate the proposed project and a reasonable range of project alternatives. Director Prince advised that the alternatives will be discussed in future meetings.

Director Prince noted the staff developed a list of objectives based on input from the public, from the Open Space and Ecology Committee, and from the applicant. Three main sustainability themes are identified as a framework: environment, economics, and social equity. He invited the Mr. Doug Donaldson, the City's consultant, to discuss the guidelines for the objectives in more detail.

Mr. Donaldson showed a flow chart illustrating the steps in the CEQA process. He stated that the City of Brisbane is in the first steps of preparing a draft EIR. He reviewed the CEQA guidelines pertaining to project objectives. He said objectives should reflect both the developer's intent and that of the City. He explained that careful formulation of clear objectives is important because they help frame project alternatives and articulate the community's vision. Mr. Donaldson stated that the City will need to make a series of findings regarding mitigation measures and alternatives. He said feasibility is a factor, and if a project does not meet project objectives, it can be considered not feasible for that reason.

Mr. Donaldson reviewed considerations in establishing objectives. He noted objectives should serve as broad policy directions that tie into General Plan policies, the City's basic planning document. He cautioned that objectives should not be prescriptive or narrowly defined, and should deal with general concepts rather than specifics.

Mr. Donaldson recognized that developing objectives for such a major project so early in the process was difficult, but emphasized the importance of creating this working document to guide future steps in the process. He said there will be another opportunity to revisit and revise the statement of objectives that appears in the draft EIR.

Director Prince said that based on input from the scoping sessions, the Open Space and Ecology Committee, and the applicant's statement of objectives, the staff made certain assumptions about the objectives and identified sustainability as the foundation of any project in the Baylands. He defined sustainable development as that which meets the needs of the present without compromising the ability of future generations to meet their own needs. He noted this builds on the premise of environmental sustainability set forth in the recommendations from the Open Space and Ecology Committee.

Director Prince drew attention to the 19 objectives statements prepared by the staff. He read the nine environmental objectives; six social equity objectives; and four economic objectives. He welcomed comments from the City Council.

CM Waldo asked about the source for the quoted definition of sustainability. Director Prince said the definition came from the United Nations Council on the Environment as is consistent with commonly accepted definitions in the academic field.

Planning Commission Chairman Jameel recommended adding safety as part of the environmental objectives. Director Prince said there will be an entire chapter of the EIR devoted to hazards. He noted that traffic is addressed under environmental issues, and it might be helpful to develop an objective regarding safety for that section as well. CM Conway expressed support for adding a safety objective under the environmental section.

Chairman Jameel said he wanted to highlight safety as a key issue for any project on the Baylands. He proposed adding safety to environment, social equity, and economics as a general concept; under the category of safety, there could be specific objectives regarding safety of people using the site, traffic and circulation, and dealing with the toxicity of materials at the site.

Mayor Bologoff suggested adding the general principle such as, "To protect the safety of all users of the site." He asked Chairman Jameel to draft proposed wording for the staff.

CM Barnes pointed out there is a safety section in the EIR where all safety issues should be addressed.

Director Prince reminded the City Council and Planning Commission that objectives should be broad policy directions rather than prescriptive or narrowly defined terms.

Commissioner Hunter noted that the idea of water usage should be included in the environmental objectives regarding achieving energy neutrality and reducing resource consumption. He drew attention to Objective Q, a project that "remains economically viable." He clarified that remaining viable should mean the project does not eventually become a drain or burden on the City. Director Prince said "economically viable" could mean both economically feasible, from a developer's standpoint, and able to provide sustainable economic benefit to the City.

Commissioner Hunter said an economically viable project would not impose any costs on the City. Director Prince confirmed that the City would expect the developer to offset the project impacts.

Mayor Bologoff opened the public hearing.

Erin Perry, Brisbane, a student at Lipman Middle School, expressed her opinion that the best thing to do regarding the Baylands would be to first get everything cleaned up, and then install bike trails, walking trails, and a recreation center. She suggested offering boating and fishing on the lagoon, picnic tables and benches, and landscaping with native plants.

Calvin Webster, Brisbane, expressed his opinion that the development should have garage parking rather than parking lots. He recommended including an environmental objective to attempt to restore access to the Bay presently denied by the freeway. He noted the project should incorporate a building over the freeway, with a rooftop green garden and stairway with access to the other side. Mr. Webster added that a green rooftop park would make the development much more acceptable to the people of Brisbane. He urged the developer to approach Caltrans about this possibility. Mr. Webster recommended strengthening Objective C by saying "restore physical access to the Bay."

Michael Schumann, Brisbane, commented that the objectives seem too technical. He recommended focusing on defining the place and conveying a better sense of the site. He said that in thinking about project objectives, he would like to see a unique development, with unique architecture and tenants; a scale and character that does not overwhelm the rest of Brisbane; and open space as a dominant and defining element of the Baylands. He added that a series of villages might be a better way to frame the development.

Anja Miller, Brisbane, stated that the Specific Plan addresses only part of the Baylands, the site selected by the developer, and the people of Brisbane want to address the area as a whole. She expressed concern about how the EIR on the Specific Plan will cover concerns about the whole site.

Director Prince said the EIR will take a comprehensive look at the project's interaction with adjacent properties and their relationship to the City's planning and regional planning activities.

Ms. Miller noted that sustainability means continued profitability and revenues for the City, a difficult thing to guarantee, especially in light of the environmental conditions. She recommended working for better than energy neutrality, or producing energy. Under social equity objectives, Ms. Miller observed that housing is a greater factor than jobs in improving the regional jobs-housing balance. She said truly sustainable developments provide both jobs and housing. She questioned the objective regarding generating jobs and recommended deleting that statement.

Ms. Miller commented that sustainability is not just local, regional, and state, but is a national and global approach. She urged Brisbane to consider its responsibility for other people in the world.

Mary Gutekanst, Brisbane, noted the staff's list of objectives incorporates many of the Open Space and Ecology Committee's recommendations. With respect to the first objective regarding remediation, she recommended clarifying the word "safety." Ms. Gutekanst advocated taking every precaution to make sure the area is safe in the future, not just that it meets current standards. She recommended maximum safety as an objective, including clean-up of the most toxic parts of the Baylands and using bioremediation methods.

Ms. Gutekanst said the Citizens Advisory Group toured the Baylands last week, and a UPC environmental engineer talked about injecting molasses as a way of removing harmful substances from the soil in OU-1. She recommended requiring an ongoing program to deal with cleaning up the site.

Lori Liu, Brisbane, commented that the first objective regarding remediation of the Baylands is too general and vague. She suggested referring specifically to the tank farm and the associated safety concerns in the environmental objectives. She proposed adding a statement like, "Address the health and safety issues related to developing in or around the tank farm."

Ms. Liu noted the second environmental objective about a green building approach should encompass more than solar power and recycling, and should also encourage public interaction and participation in the site.

Under social objectives, in addition to art and education, Ms. Liu recommended adding an objective for incorporating uses that reflect the cultural diversity of the region. She cited the example of public parks in China that reflect certain aspects of Chinese culture.

Ms. Liu expressed her opinion that UPC's objectives are too site-specific and should be more general.

Clara Johnson, Brisbane, said she appreciated the work done on the objectives and supported all of them. She noted Objective A should be broadened to include attempts to remediate ecological damage already done in addition to ongoing ecological damage.

Ms. Johnson observed that all the objectives identified by the staff pertain to some aspect of sustainability, but there are other objectives for the Baylands project, such as safety, as mentioned by Chairman Jameel. She said another overall objective should be to raise the overall level of commercial disaster preparedness in Brisbane through requirements on buildings at the Baylands. She noted another objective should be to reflect the community character and topographical environment of Brisbane in the buildings and landscape architecture. With respect to urban planning, she added, there should be an objective articulating what the architect and landscape architect are trying to accomplish.

Ms. Johnson pointed out that there is no objective requiring that this project be harmonized with Phase 2 and the surrounding areas, including the Beatty Subarea, Sierra Point, and the Bayshore corridor.

Ms. Johnson stated that although she supported the idea of access and roof gardens, she was opposed to building access over the freeway.

Tom Heinz, Brisbane, thanked the City for arranging the special presentation by Mr. James Wines on June 23. He noted Mayor Bologoff acknowledged that he knew little about the field of green architecture, and said he hoped the lecture was informative for other Councilmembers as well. Mr. Heinz said Mr. Wines reiterated and summarized comments made by him and other citizens at past meetings.

Mr. Heinz commented that Mr. Wines clearly showed that it is possible to have architecture as art, at a community scale, through use of imagination. He urged the City to enlist the services of Mr. Wines in helping plan for the Baylands development.

Paul Bouscal, Brisbane, expressed his appreciation to everyone who worked on the objectives. Referring to UPC's objective regarding research and developer, he urged the developer to look at envirotech companies for Brisbane rather than biotech. He said he did not like the new collector street connecting with Tunnel Road and Bayshore Boulevard because its proposed location is next to Ice House Hill, an area designated in the General Plan and Open Space Plan for preservation. He questioned the need for a connector at that point, given the City's new bridge and the proposed Geneva connection in the future.

Mr. Bouscal drew attention to proposed Objective 22, for new utilities. He recommended substantially increasing water storage capacity in conjunction with the project.

John Christopher Burr, Brisbane, emphasized the importance of understanding the reality of pollution at the Baylands. He noted many contaminated areas will be toxic forever, in spite of ongoing clean-up programs. He expressed concern about the possibility of future health hazards and liability to the City for allowing exposure to unsafe materials. Mr. Burr said the only way to make the Baylands truly safe would be to excavate all contaminated soil and haul it away for disposal. He cautioned that anything short of actual removal is not really clean-up or remediation.

Dana Dillworth, Brisbane, questioned Mr. Donaldson's statements about the purpose of the project reflecting what both the City and the developer intend. She noted the developer's intent may be far from what the City actually wants. Ms. Dillworth agreed with other speakers that people want the area cleaned up, not just covered up. She said she heard a radio program about the dangerous legacy of leaving toxins in place in the environment.

Ms. Dillworth stated that she also takes exception to focusing on sustainability as the overarching project objective. She said water, air, and energy are what people need to sustain life. She noted the environmental objectives seem too broad; she expressed her opinion they should be strong enough to determine whether a project fits. She recommended changing language like "encourage" and "consider" to words calling for action and doing.

Ms. Dillworth questioned whether providing employment opportunities should be a social

objective. She noted providing opportunities for employment is more important than just jobs, and she talked about the concept of developing a business incubator to promote vital businesses that can adapt to changes in market conditions.

Mayor Bologoff acknowledged receipt of a number of emails from citizens and said all comments will be entered into the record.

Amy Dondy, Brisbane, thanked the City, the staff, and all the people who contributed ideas as part of this process. She said Mr. Wines' lecture was inspiring and informational and emphasized that Brisbane does not need to settle for the kind of cookie-cutter development proposed in UPC's Specific Plan. She emphasized that this is not what people want.

Ms. Dondy expressed support for the concept of connectivity and urged the City to make sure the Baylands is linked with other parts of Brisbane. She noted the Specific Plan is very vague about building locations and heights. She pointed out that construction noise needs to be addressed because sound will travel to the rest of Brisbane, and wind issues also need to be taken into consideration. Ms. Dondy said the courtyard of the federal building in San Francisco was redesigned so fountains can operate without blowing water over the entire plaza.

Ms. Dondy noted the EIR must address the volume of traffic in the entire area, both with and without the Geneva extension. She said people going to the Baylands will come from many directions, and all those sources of traffic need to be taken into consideration.

Lee Panza, Brisbane, stressed the importance of the project objectives in framing what happens with the Baylands development from this point forward.

Mr. Panza agreed with Chairman Jameel that public safety is a broader issue than environmental issues, and he recommended incorporating an overall statement that public safety should be a paramount consideration.

Mr. Panza acknowledged that it might be premature to talk about covered parking, but suggested expanding the objective regarding new infrastructure to include utilitarian facilities like parking and loading documents. He recommended articulating the goal that these should all be designed to minimize their adverse impacts on the environment and on humans.

With respect to the staff's Objective O, Mr. Panza proposed going beyond "providing opportunities." He encouraged the City to say in direct, positive language that art and educational facilities should be included for the betterment of current and future generations in Brisbane and neighboring communities.

Ron Colonna, Brisbane, talked the underground parking lot with easy access to stores at the Potrero Shopping Center in San Francisco. He noted putting shopping underground frees roof

space for solar panels and rooftop gardens.

There being no other members of the public who wished to speak on this matter, CM Waldo made a motion, seconded by CM Conway, to close the public hearing. The motion was carried unanimously by all present and the public hearing was closed.

At 9:23 p.m., a short recess was taken. Mayor Bologoff reconvened the meeting at 9:30 p.m.

Mayor Bologoff invited comments from Councilmembers and Planning Commissioners

CM Barnes questioned the need to specify "wetlands and natural habitat" in Objective C. He recommended using the term "habitat" instead. He noted that both the canal and the lagoon are a result of landfill. CM Waldo proposed "wetlands and habitat," and Councilmembers supported that language. CM Barnes suggested adding "consistent with historic area environment" at the end of the statement.

CM Barnes asked if the next objective, regarding promoting nonvehicular access to and from the site, included the use of rail to deliver goods and remove garbage from the site. Director Prince said trains are "vehicles." CM Barnes recommended incorporating the notion of rail lines servicing the site.

CM Barnes questioned the mention of the land use mix as part of Objective B. He noted it might be more appropriate under the economic section. He recommended spelling out what that mix entails and defining "urban design." CM Barnes observed that "safe and pleasant" bike paths seems too subjective. He expressed support for distinct language about pedestrian bike paths that are dedicated to pedestrian use and bike paths that are dedicated to bicycle or other human-powered vehicle use rather than keeping them together.

CM Barnes proposed deleting the term "maximum use" from the energy neutrality objective. CM Conway recommended deleting "strive to," and other Councilmembers supported these revisions.

CM Barnes questioned what was meant by "adversely impact Brisbane." He suggested identifying central Brisbane or clarifying the intent. CM Conway said the area of concern is Brisbane's residential neighborhoods. Director Prince noted "or adjacent communities" is part of that objective. He added that findings the City will adopt later refer to a broader area than central Brisbane.

Commissioner Hunter noted an area like Sierra Point Parkway could be severely impacted by development at the Baylands. He said "Brisbane" should refer to any part of Brisbane.

Reviewing the social equity objectives, CM Barnes expressed support for including infant care as

part of any Baylands project. Director Prince suggested addressing this kind of facility in conjunction with employment.

Mr. Donaldson noted that when the EIR is prepared, the section immediately after the project description will address the project's relationship to existing plans, including the General Plan. He said the General Plan policies and programs are much more specific than the general principles identified in the objectives.

CM Barnes proposed adding housing to accommodate the new jobs and improve the local jobs-housing imbalance as a social equity objective. CM Conway suggested revising Objective L to include this language.

In Objective O, CM Barnes recommended replacing "Provide on-site opportunities for" with "Include." CM Waldo said his notes indicate that "provide" should be changed to "assure" or "require."

CM Barnes noted the jobs created by the Baylands should be sufficient for some employees to afford median-priced houses in the area.

CM Barnes observed that it will be hard to evaluate in advance if projects will "survive the test of time," but he expressed support for this principle.

CM Barnes commented that emails from citizens have mentioned possible retail stores like Target, Safeway, Applebee's, and Trader Joe's.

In response to public comments, CM Waldo urged the developer to provide more garage parking than outdoor parking lots. He agreed with Mr. Schumann that the development needs to have a sense of Brisbane, and he suggested focusing on articulating that vision clearly.

CM Waldo said the project objectives should deal with the whole of the Baylands, not just the portion covered by the Specific Plan. He proposed mentioning the tank farm and its relationship to the Baylands. He noted Mr. Heinz emphasized the importance of the architecture being on a human scale, and he agreed. He recommended that the EIR discuss wind as a specific issue.

Referring to the staff's proposed objectives, CM Waldo expressed support for sustainability, consistency with Brisbane's character, and betterment of the community and individuals.

In Objective A, CM Waldo proposed adding "present and future safety of all people and wildlife who use the site." He recommended adding "and existing" before "ecological damage." CM Conway noted there were other changes proposed earlier, and he requested that the staff reword that objective.

CM Waldo suggested splitting Objective D into two items. In Objective G, he proposed mentioning water in addition to “resources.” He recommended rewriting Objective H to read: “All development aspects should be sited and designed to minimize adverse environmental and human impacts and to maximize open space and open areas.”

CM Waldo noted Objective I refers to “light spillage,” and he suggested adding “and/or inflection” to clarify that language.

CM Waldo said UPC’s proposed objectives, Item 13, refer to implementing green building practices for all non-industrial buildings. He recommended eliminating that distinction and requiring every building to reflect green practices.

CM Waldo noted Item 15b talks about restoration and expansion of existing wetlands and habitat. He suggested moving beyond “existing” and trying to create new or expand wetlands and habitat.

CM Waldo drew attention to Item 21b, regarding improvements in north-south circulation. He reiterated his previously expressed opposition to a frontage road along the 101.

CM Richardson agreed that parking garages were preferable to outdoor parking lots. She expressed support for Ms. Johnson’s comments about harmonizing the project with future phases.

In Objective A, CM Richardson suggested adding “and existing” after “ongoing.” She proposed changing “encourage resource conservation” in Objective B to “conserve.” She noted the objective talks about healthy indoor environments, but not the outdoor environment.

CM Richardson recommended mentioning connectivity along with circulation, wind in addition to light, and construction noise. She proposed expanding Objective J to the “community of Brisbane and the region.”

CM Richardson suggested changing “providing” to “creating” in Objective L, about jobs.

CM Richardson said Objective N should include the point Ms. Liu made about cultural diversity. Other Councilmembers agreed.

CM Richardson noted Objective R refers to not compromising other stated objectives, and she recommended clarifying that these include environmental and social equity objectives as well as economic.

CM Conway said his comments had already been covered. He expressed support for highlighting the importance of creating a unique project. He agreed with Chairman Jameel that safety should

be stated as the top priority.

Mayor Bologoff said he would like to see more emphasis on open space as an asset, a variety of transit services, and a walkable community with street character.

Mayor Bologoff invited comments from the Planning Commission.

Chairman Jameel recommended adding "safe and" before "sustainable" in the first sentence.

Regarding noise, Chairman Jameel noted that in addition to abating noise during construction, the project should be designed to minimize noise to surrounding neighborhoods. He proposed adding the following objective: "The project should be sensitively designed to minimize the noise impacts to Brisbane and surrounding areas."

Chairman Jameel suggested adding another objective about creating a multi-modal transportation hub. He agreed with Mr. Panza that public safety should be highlighted. He offered to draft some proposed language for the staff's consideration.

Referring to Objective F, Commissioner Hunter noted that safety and efficiency are not always mutually beneficial. He said one factor contributing to Brisbane's safety is its limited access. He recommended considering this in terms of traffic impacts.

With respect to Objective I, Commissioner Hunter commented that daytime reflection from parked vehicles is a major impact from auto malls. He noted the amount and type of window glazing, building height, and glass surface areas can all affect central Brisbane and the Northeast Ridge.

Under social equity objectives, Commissioner Hunter suggested adding an objective about creating "opportunities for the inclusion of a broad range of community services, such as childcare, education, recreation, athletic, and creative pursuits."

Commissioner Lentz expressed his appreciation to the staff for the presentation and the list of objectives. He said many of his comments have already been expressed. He agreed with Mayor Bologoff that open space needs to be highlighted as an asset. He noted open space is the conduit connecting Brisbane with the Baylands, and open space should be a basic part of the framework for development rather than fitting it in later.

Commissioner Lentz said Mr. James Wines' book talks about constructing a human habitat in harmony with nature. He read brief excerpts from the book regarding the importance of public commitment, integration of architecture and landscape, and the influence of corporate greed. Commissioner Lentz acknowledged that an economically healthy tax base is a benefit, but it should not be the primary objective for the development. He expressed support for attracting

companies that pay living wages to employees. He recommended creating a community task force to identify and recruit companies with good track records of respect for their employees and the environment.

Commissioner Lentz said he hoped the Baylands would give people in Brisbane better choices and alternatives for shopping and services. He emphasized the importance of incorporating art as a component of the sustainability objectives.

Commissioner Lentz stated that he was proud of the Open Space and Ecology Committee's recommendations and commended the class for including them. He recommended inserting the opening statement from the Open Space Plan, referring to the General Plan, at the beginning of the objectives. He noted that Page 6 of the Open Space Plan identifies other issues to be considered in the EIR, including remediation of contaminants to the highest standard possible, regardless of the ultimate land use in the Baylands. Commissioner Lentz proposed rewording Objective A to say: "Remediate the Baylands contaminants to the highest standard possible, regardless of the ultimate land use in the Baylands, to ensure the safety of all who use the site and eliminate ongoing ecological damage."

CM Conway noted the staff will be revising that objective.

Commissioner Maturo said she agreed with comments made by others. In Objective B, she recommended referring to accepted green building standards rather than "green building approach." She suggested changing the language in Objective D to talk about a circulation network that balances pedestrian, bicycle, transit, and vehicular modes. She proposed rewording Objective F to refer to the "Baylands development" rather than "Phase 1 development" and "minimizing adverse impacts."

Commissioner Maturo observed that open space is a critical factor to members of the public, Councilmembers, and commissioners. She suggested changing Objective K to specify a percentage the City wants.

Mayor Bologoff recommended considering ferry service as part of the transportation plan.

City Manager Holstine said the staff will revise the objectives for consideration at the Council's second meeting in August.

ADJOURNMENT

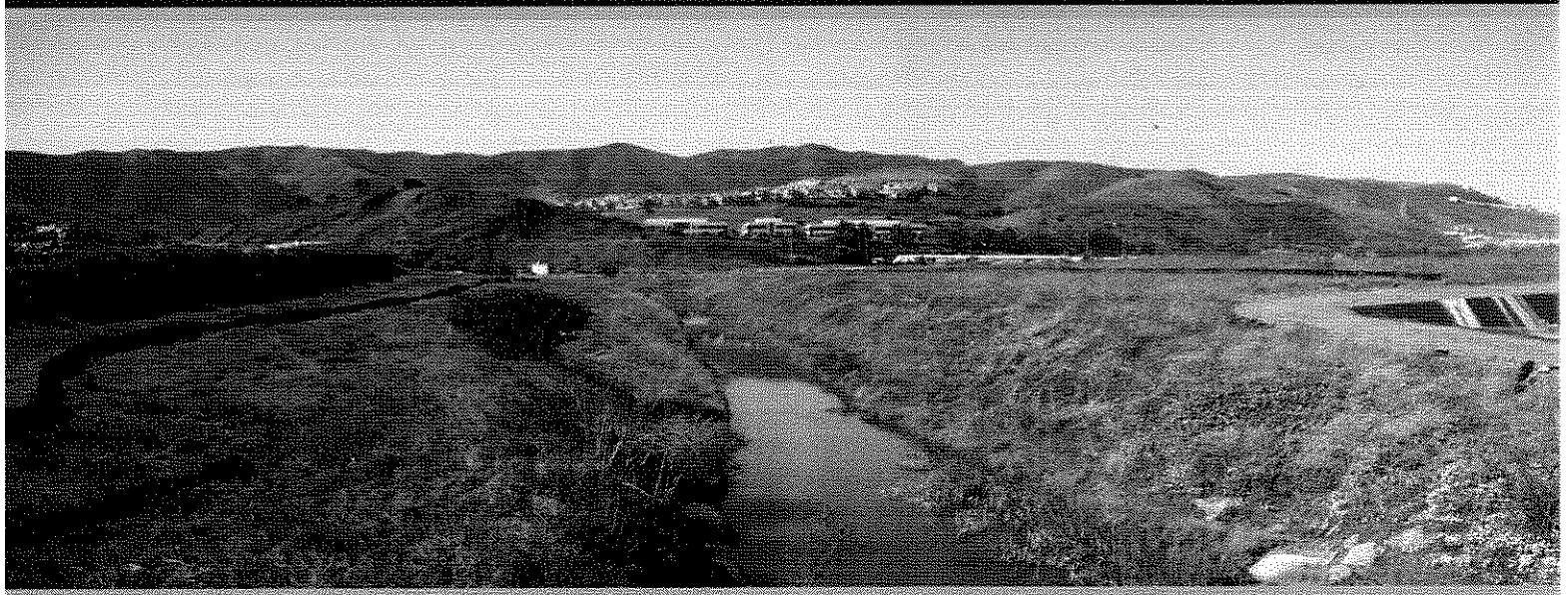
There being no further business, CM Conway made a motion, seconded by CM Waldo, that the meeting be adjourned. The motion was carried unanimously by all present, and the meeting was adjourned at 10:15 p.m. with no announcements.

Brisbane City Council/Planning Commission
June 26, 2006
Page 13

ATTEST:

Sheri Marie Schroeder
City Clerk

Brisbane Baylands EIR ALTERNATIVE PLANS



City Council & Advisory Boards Visions

May 2007

2 City Council and Planning Commission

A joint City Council and Planning Commission Visioning Workshop for the Brisbane Baylands site was held on April 9, 2007. This chapter provides a summary of the major issues and visions for the site following the general format of the workshop discussion. The discussion was separated into two parts: City Council and Planning Commission members first expressed their overall vision for the site, followed by a more specific discussion of issues regarding land use, design character, transportation, open space, and sustainability.

2.1 VISION

In general, Council and Commission member visions focused on the overall character and role of the Baylands with an underlying focus on both environmental and socio-economic sustainability. They saw the creation of a place that would complement and include Brisbane and its residents—“something that everyone in Brisbane can view or see and appreciate that it’s there.” Central to this new place would be its physical and visual connections between Baylands and Central Brisbane, connecting residents and employees via transportation, open space, and development. Several descriptive comments included:

- “[A place where] people know where they are, where they are going, and what is offered in the area.”
- “...bringing together residents of Brisbane and neighboring communities with school-affiliated community centers, interactive educational opportunities on mountain habitat, bay and aquatic region, climate change, and an emphasis on alternative energy.”
- “...facilitating connections to transit (BART, Caltrain, etc.) should be of highest priority.”

In the context of this overall vision for Baylands, several major themes emerged including sustainability, character, connectivity, and the site’s role within the City and region. Key ideas from each theme are described below.

ENVIRONMENTAL SUSTAINABILITY

- Energy-neutral, zero-carbon emission development that maximizes advances in green technology;
- Remediation of existing environmental contamination;
- Preservation of the southern 30 to 50 percent of the site for open space, wetlands, and habitat restoration; and
- Passive and active recreation, including more open space with reclaimed waterways and marshlands that are also accessible and connected to the rest of the development and the Bay Trail.

OPEN SPACE

- Open space distributed throughout the development, not just in one area; and
- A mix of active and passive uses within the open space, including natural areas and wetlands, a golf course, sports fields, and pedestrian and bike trails.

CHARACTER

- A mix of uses, including smaller-scale shops and restaurants rather than big-box retail, as well as light industry, biotech, office, and health care;
- In general, low-rise development, ideally only north of Visitación Creek, with no development or buildings around the lagoon; and
- Pedestrian-oriented and “user-friendly” development environment.

CIRCULATION

- Creation of a circulation network that safely accommodates pedestrian, bicycle, and vehicular modes; and
- A multi-modal transportation hub that would minimize the need for driving, placing more of an emphasis upon walkability and bicycle access and connectivity.

SOCIO-ECONOMIC SUSTAINABILITY

- Self-sufficient commercial development, featuring companies that focus on green-energy and sustainable business practices;
- Businesses that hire locals first and pay wages that enable workers to afford to live in Brisbane; and
- Diversified development and revenue structure for the City.

ROLE

- Enhancement of the quality of life for Brisbane residents—establishing a lasting legacy that will identify Brisbane as a leading entity and destination for sustainability and cultural activities;
- A place for social interaction and bringing the community together—through educational, cultural, or athletic means; and
- Provision of services that would benefit the community, such as a community center, educational opportunities focused on the environment and sustainability; as well as entertainment venues, music, theater, and art shows.

2.2 SPECIFIC TOPICS

Specific recommendations by City Councilors and Planning Commissioners were captured in the discussion of major site issues. The following breakdown of issues and ideas reflects the format of the workshop discussion, where the topics of land use, design character, transportation, open space, and sustainability were each addressed separately.

LAND USE, MIX, AND PHASING

Land Use & Mix

Recommendations for uses covered a wide spectrum of possibilities, from open space to industrial warehouses, and were generally geographically oriented. Almost unanimously, Council and Planning Commission members wanted to see the south end of the Phase I site area preserved for some type of open space or recreational uses. The remainder of the site, to the north, was viewed as the optimal location for more intense development that would include a mix of uses. Council and Commission members saw this mix of uses as the nexus for a dynamic new place for the Brisbane community, which would include shopping, educational facilities, and cultural uses.

Essential to this dynamic mix would be a strong commercial center, with mid-sized anchors and smaller-scale stores as opposed to typical big-box development and its associated sea of parking; rather, Council and Commission members wanted to see architecture and circulation focus upon the “human element.” Open plazas, sidewalk cafés, and a neighborhood scale—akin to old-world examples such as Barcelona, or successful California developments like Santana Row, Seaport Village, and Santa Barbara—were cited as key organizing structures to commercial development. Complementing commercial uses would be a diverse range of cultural, entertainment, hotel and convention center, and educational uses that would further support the strong core of activity envisioned for the Baylands site.

The other primary segment of uses suggested for the site focused on job and energy production, with bio-tech, healthcare, and green industries as key uses. The overriding theme for these uses was that of sustainability—both in economic and environmental terms. Businesses would provide high-level, professional, and continuous jobs; while green industries and uses would tap into energy production through solar, wind, or bio-gas. Design of buildings was also deemed important, with emphasis upon the need for high energy efficiency and zero-carbon emission development.

While this wide range of non-residential uses was easily imagined for the Baylands site, residential uses were not. Given existing General Plan policy for the site, and the hazardous waste implications, the majority of Council and Commission members agreed that housing should not be present on the site—and that any living quarters should be temporary if at all, such as in a time-share or hotel scenario. However, a few members felt that housing could be beneficial to the mix of uses, noting that it would “maintain an economically viable sub-community on the Baylands.” New housing on the site would be located on the north end of Baylands near new housing in San Francisco and the future multi-modal transit hub.

Finally, existing uses on the site, particularly, the Tank Farm and Icehouse Hill were also addressed by Council and Commission members. Several members felt that the Tank Farm and its visual and physical impacts be well-screened from future open space and new development, while others wanted to “make it disappear.” On the other hand, Icehouse Hill was viewed as a visual asset for the area, with suggestions directed towards maintaining the hill as open space.

Phasing

The primary concern expressed by Council and Commission members in respect to the phasing of the project was ensuring open space and transportation benefits were realized in the build-out of the plan. Several members suggested that the open space and transportation elements of the entire site be delineated and assured as part of the first phase of development. This implementation strategy would ensure that these benefits and essential elements of the plan would not be lost in any future phases.

BUILDING HEIGHTS AND DESIGN

Building Heights

In respect to building heights, there was an overwhelming consensus to limit building heights and structures in the south end of the site (generally south of Visitación Creek). Structures in this area would be minimal and primarily serve recreational uses—for instance, a two-story club house serving a golf course or the lagoon area might be acceptable. To the north, opinions on possible heights varied, primarily due to differences in aesthetic taste. While initial comments during the visioning process at the beginning of the meeting focused on lower heights, opinions did diversify as the discussion became more specific. Some Council and Commission members stated that they would in fact be open to taller, well-designed buildings that might range from six (6) to 12 stories; others felt that lower, three- to four-story buildings would better foster a dynamic environment that will not be overshadowed by taller buildings. However, several common concerns were expressed by everyone, including the need to step buildings down closer to the Visitación Creek canal, preserve key views from Brisbane to the Bay and San Francisco, and implement high quality, well-designed buildings at any height.

Design

The design of buildings was an essential factor in consideration of taller, more visible structures on the site—two distinct goals surfaced during the discussion:

1. Minimize the visual and physical impact of development on the site through weaving architecture into the landscape—such as living roofs or the concept of “parkitecture” where buildings are integrated into the landscape.
2. Design buildings to be both architecturally and technologically advanced, especially in terms of sustainability and energy efficiency. Whatever the range of building heights—“design, design, design” is the key: “It’s not how tall, it’s how it looks.” Thus, design should focus on architectural integrity in both materials and well-articulated design.

TRANSPORTATION AND CIRCULATION

The most pressing concern for Council and Commission members was that of connectivity and accessibility to and from the Baylands site. Everyone agreed that Central Brisbane would need to be well-connected to the new development and transit opportunities at the new transit hub. Although a few members mentioned the possibility of moving the Caltrain Station closer to Central Brisbane, most felt that moving the station would be highly unlikely. Instead, several options for bus and rail connections from the center of the city to the transit hub were suggested, including a street rail car, tram, and alternative energy bus system—all of which would have dedicated lanes.

The viability of the transit hub was also discussed, with many feeling that the logistical plans for the hub would undermine opportunities for connections between modes and accessibility to the Baylands. With minimal Caltrain service (the baby bullet bypasses the station currently) and the abrupt ending of the 3rd Street Light Rail line at Sunnydale Avenue and Bayshore Boulevard, the hub would have limited opportunity for multi-modal transportation.

Circulation and street design issues were also an important element of the overall site transportation network. At the larger scale, Council and Commission members had some concern for access to and increased traffic along the freeway and freeway intersections. Careful study of potential impacts and a request to “stick to the General Plan” was advised for future planning on the Baylands site. From a more site-specific viewpoint, the design of streets was an important factor of development, from the character of the Geneva Avenue overpass to the incorporation of bike and pedestrian paths along streets and throughout new development. In addition, Lagoon Way was cited as an attractive, meandering entrance into the Baylands site and Central Brisbane as well.

OPEN SPACE AND CONSERVATION

Amount and Location

Overall, Council and Commission members envisioned an open space network that would be integrated throughout the development. They defined the amount of open space to include the Lagoon and at least an additional 25 percent of land to the north as open space/open area, as prescribed in the General Plan. However, several felt that the 25 percent minimum was inadequate and should be increased to 40 or even 50 percent. While this inclusion of ample open space in Baylands was not in question, the breakdown between public open space and privately-owned open areas was a significant issue for many. This issue would need to be resolved and clarified by the Planning Commission as the planning process continues, with a contractual provision for how and where open space is measured and located to be included in the final plan.

In addition, several Council and Commission members warned that implementation of open space will be a key issue, and that allotment and preservation for the entire site should be addressed and provided within the first phase of development.

CHARACTER AND USE

The character of open space in the Baylands, especially south of Visitación Creek, was primarily seen as a space for wildlife habitat and natural restoration. These sensitive areas would be set aside for birds, other wildlife, and tidal wetland area. The emphasis would be upon the natural environment and on passive recreation rather than manicured green space.

Accessibility to open space throughout the Baylands site was also an important element for many—several visions included a continuous, meandering network of foot and bike paths through the wetlands and creek area that would connect to Sierra Point and surrounding natural environments like San Bruno Mountain. One Council member suggested that connections to this network of open space would be no more than a ten-minute walk from any area in the development.

SUSTAINABILITY

The primary focus of sustainability was upon creating new development that would protect both people and the environment—which would include conservation of the environment, economy, and social equity. Council and Commission members supported passive and active approaches to sustainability through the design and mix of new development. Design-wise, heating and cooling should be minimized through appropriate building siting and exterior designs that would utilize shading and solar protection, living roofs, and energy-efficient, high quality materials like triple-glazed windows. Members also felt that development should actively design and provide for energy production and resource conservation through solar and wind energy generation; as well as utilize nearby resources like the recycling center to create a continuum of use for production and expenditure of energy.

In addition to design, Council and Commission members wanted to ensure that new development would create living wage jobs for Brisbane. Alongside new job creation would be the need for identifying sufficient affordable housing for each new job created. Several people mentioned that the demand for housing could be met in the immediate region of Daly City and San Francisco, where new housing development is planned for Candlestick Point and likely for future redevelopment of Cow Palace.

Finally, the concept of sustainability also included the creation of a balanced, vital, and diversified economy, where no one industry in particular would occupy a majority of the City's economy; and where businesses are self-sustainable. Entertainment, the arts, and retail were also suggested as part of a strong sustainable economy.



JOINT CITY COUNCIL/PLANNING COMMISSION SPECIAL MEETING

APRIL 9, 2007

BRISBANE COMMUNITY CENTER, 250 VISITACION AVENUE, BRISBANE

CALL TO ORDER/FLAG SALUTE

Mayor Waldo called the meeting to order at 7:30 p.m. and led the flag salute.

ROLL CALL

Councilmembers present:	Barnes, Bologoff, Conway, Richardson, and Mayor Waldo
Planning Commissioners present:	Hawawini, Jameel, and Chairman Hunter
Planning Commissioners late:	Lentz (arrived at 7:34 p.m.), Maturo (arrived at 7:36 p.m.)
Staff present:	* Cooper, City Manager Holstine, Associate Planner Johnson, Community Development Director Prince, Assistant to the City Attorney Smith, Parks and Recreation Director Skeels, Principal Planner Swiecki, City Attorney Toppel

NEW BUSINESS

A. Baylands Project Alternatives

1. Introduction

Community Development Director Prince drew attention to the written materials on lateral thinking provided as a follow-up to the April 2 Baylands Speaker Series presentation by Alan Hoffman. He said the purpose of the joint meeting was to brainstorm alternatives for the EIR on the Baylands. He emphasized the need to be open and non-judgmental to promote creativity.

Director Prince advised that another public visioning workshop has been scheduled for Saturday, May 12, to provide maximum opportunity for public input on the alternatives to the EIR.

Director Prince introduced Rajeev Bhatia, a principal with Dyett Bhatia, the firm selected by the City to produce the Baylands EIR, and invited him to facilitate the workshop.

Mr. Bhatia said this meeting was the first of a series of workshops to develop alternatives to the Baylands EIR. He stated that his presentation would include an overview of the EIR alternatives

process and the community participation process, followed by a visioning exercise and issue-by-issue discussion, and then public comments.

2. Role of EIR Alternatives

Mr. Bhatia said the goal of this process was to prepare a range of alternatives and evaluate the full range of their impacts so Brisbane can make choices that are in the best interests of the community. He emphasized the need to engage the community in the preparation of alternatives to ensure that they reflect a compelling vision for the Baylands. He noted the outcome will be identification of at least one community-developed alternative that will be analyzed at the same level of detail in the EIR as the project proposed by Universal Paragon Corporation (UPC).

Mr. Bhatia indicated that the California Environmental Quality Act (CEQA) requires preparation and evaluation of a reasonable range of alternatives, which must include a no-project alternative, and the EIR must also identify the environmentally superior alternative.

Mr. Bhatia advised that the alternatives analyzed in the EIR must be reasonable and feasible, and all alternatives must meet the project's objectives. He noted the alternatives should help minimize the impacts of any proposed project, and they should accomplish a variety of the General Plan goals for the site.

Mr. Bhatia stated that there will be a great deal of public participation throughout the process, including meetings with stakeholders, Citywide workshops, a Citywide open house, neighborhood briefings, newsletters, and many discussions with the City Council and Planning Commission. He reviewed the proposed schedule of workshops, and pointed out the session scheduled for Saturday, May 12, at the Brisbane Community Center at 10:00 a.m. Mr. Bhatia noted the purpose of the workshop is to discuss key issues and brainstorm on visions for the site. He said a follow-up workshop will be held in June to develop the visions, which will be translated into alternatives during the summer. He added that there will be regular updates to the City Council.

3. Visioning Exercise

Mr. Bhatia asked Councilmembers and Planning Commissioners to take a few minutes to compose a few sentences or phrases to describe their visions for the Baylands. He suggested thinking of what the Baylands could look like in 2025 and how it will function in the future.

Commissioner Maturo said she hoped for a sustainable community, including economically sustainable, with net energy consumption and carbon emissions at zero, considerable open space, smaller retail and low-rise office buildings, without any big-box stores and car sales lots. She stated that she opposed any development in the southern half of the Baylands, and would like to see that area remain a natural setting, with reclaimed waterways and marshlands.

Commissioner Jameel expressed support for the vision described by Commissioner Maturo. He emphasized the importance of pedestrian and bicycle safety and vehicular traffic circulation. He noted the development must be user-friendly so visitors readily know where they are and how to get to specific locations.

Commissioner Hunter said he envisioned an educational center, a multi-cultural campus setting with open space for recreation and social interaction. He suggested ground-level shopping, cultural facilities, restaurants, and services that benefit the community. Commissioner Hunter mentioned multi-modal transportation facilities, activities and educational programs for young and old, perhaps with a focus on the local environment and habitat. He expressed support for alternative energy and interactive educational uses.

Commissioner Hawawini stated that his vision was a clean, safe, and sustainable cultural and business center that will enhance the living standards of Brisbane residents.

Commissioner Lentz described his vision in terms of a local and a global perspective. He recommended that Brisbane create a lasting legacy in the Baylands with a sustainable development, incorporating open space, accessibility, a vibrant economic base, energy self-sufficiency, respecting fair trade and locally produced goods, a hub for emerging green building and alternative energy companies, abundant recreational opportunities, and strong support for the arts.

Commissioner Lentz added that he would also like to see people in the community, organizations like the Citizens Advisory Group for the Baylands, and the developer work together to effectively mitigate contaminants and make the land safe.

CM Richardson said she agreed with the points made by others. She noted that her vision is to continue maintaining Brisbane's small-town atmosphere, provide services for business, and create an environment for cultural and artistic activities. She expressed support for a policy promoting hiring of Brisbane residents first.

CM Barnes emphasized the need to remediate existing environmental contamination at the Baylands, and noted that development should not produce new contamination. He advocated integrating passive solar and renewable energy features in site and building design, services that provide for the needs of the entire community, shopping, light industry, office and biotech, passive and active recreation, healthcare, and open space uses.

CM Barnes recommended allowing no buildings around the lagoon, and increasing density and height of the development toward the north. He said buildings should use natural and recycled materials, and building designs should reflect the area's cultural heritage and contemporary vision. He noted building heights and forms should be varied to avoid side-by-side repetition.

CM Barnes stated that the Baylands development should pay wages sufficient for workers to purchase houses in Brisbane, and employers should meet the healthcare and housing needs of employees. He advocated a diversified economy, and noted that no one segment of economic activity should account for more than 20 percent of City or RDA revenues.

CM Barnes said his vision also included a transportation hub to the north, bicycle paths, and public open space within short walking distance from any point in the development. He noted the development should give Brisbane a choice as to whether to leave town for services, rather than making it a necessity.

CM Conway talked about safety, green building techniques, net-zero or net-plus energy usage, alternative energy, development to the north of the channel in an east-west direction, with most open space in the south, and no development around the lagoon. He said he would like to see an arts and entertainment mecca, with theater and performance spaces, studios, hotels, a retail promenade, and possible timeshare condominiums. He recommended service or green manufacturing along the Bayshore-facing side. For the area south of the channel, CM Conway proposed mostly open space, with possibly a golf course. He described a wetland river park with paths connecting to the Bay Trail.

CM Conway said he would like to see the road infrastructure and open space defined as early in the project as possible. He recommended studying the Geneva Avenue connection and freeway interchanges, enhanced bus service, and a tie-in from Caltrain to BART.

CM Bologoff noted that Brisbane can do its part to address environmental concerns and mitigate climate change by getting people out of their cars, making public transit readily available, and promoting walking and biking. He proposed that the Baylands development include a recreational facility with a regulation track, soccer field, baseball field, gymnasium.

Mayor Waldo said the end result of the Baylands development should be an area that will make Brisbane residents pleased to see it. He noted that all construction at the Baylands should be as green as possible, energy-neutral, and incorporating alternative energy sources.

Mayor Waldo expressed his opinion that development should be densest in the north, with a considerable portion toward the south being devoted essentially to open space and wetlands areas. He recommended road transit on an east-west axis through the development, with easy access to the freeway and Geneva Avenue. He said the Baylands should facilitate connections to public transportation as an absolute priority.

Mayor Waldo remarked that because of Brisbane's topography, many residents will be looking down on the development, so the area should be as attractive from above as possible. He suggested avoiding visible heating and cooling chimneys, vertical towers and transmitters, and

heavy rooftop equipment. He added that most people in Brisbane would prefer to look down on solar panels instead.

Mayor Waldo expressed support for exploring alternative energy generation, including wind. He said he would prefer to have green businesses that are focused on energy efficiency, with possibly an artistic or cultural emphasis as well.

Mayor Waldo stated that he was opposed to big car dealerships and large outdoor car lots.

4. Alternatives Brainstorming

Mr. Bhatia encouraged discussion of the five topics listed on the agenda. He welcomed all input and ideas. He clarified that the goal of this process is not to arrive at any consensus regarding land uses for the site, but to identify ideas that can be incorporated in the EIR alternatives that will be developed.

Mr. Bhatia reviewed General Plan policies applicable to the Baylands, including rehabilitation of historical structures, adaptive reuse of the roundhouse, identification of major circulation, open space, and utilities for the entire property, not just the phase address in the Specific Plan. He noted existing General Plan policies prohibit housing, allow for interim uses, require visual screening and buffering from surrounding areas, and call for enhancing the natural landform and biotic values of Ice House Hill. He welcomed input on land use, mix, and phasing; building heights and density; transportation; open space; and sustainability.

- **Land use, mix, phasing**

Commissioner Hawawini suggested looking at the Housing element with respect to the Baylands development. He said the new urbanism trend in development recognizes the human and social element as a critical component in the success of a commercial center development, and he recommended keeping this in mind.

Commissioner Hawawini commented that there has been increased interest in nuclear energy recently as an alternative to greenhouse gas emissions. He added that he was not necessarily advocating nuclear power. He said nuclear power plants have been very successful in France, and they may be a better option than solar or wind in many areas.

Mr. Bhatia welcomed comments on the idea of phasing. He showed a slide depicting the two phases being proposed as part of this project, and he pointed out that Phase I is the area east of Tunnel Avenue.

Commissioner Hunter expressed concern about mediating existing toxins at the site to safe levels. Absent assurances of safety, he noted, the best use would be no development. If

mediation can occur, he said he would support mixed use as a way of providing the most dynamic interchange of space that will be useful and interactive for the community. He cited shopping, education, and cultural facilities as examples.

Commissioner Hunter said the possibility of housing depends on the feasibility of mediation. He expressed concern about any long-term housing or school uses at this time, particularly at ground level.

In terms of phasing, Commissioner Hunter noted that an orderly build-out pursuant to a master plan could be a good approach.

Commissioner Jameel said he was concerned about phasing because it would affect the amount of open space allocated. He noted the City needs to know exactly what amount of land will be dedicated for open space for the entire project, not just the first phase. He recommended not relying on phase two, because there may be unforeseen variables that prevent that phase from being constructed in the future.

Commissioner Jameel suggested more investigation regarding the safety of the tank farm and ways to buffer its visual impact.

Commissioner Jameel proposed looking at modern developments like Santana Row, Farmer's Market, and new developments in Europe and elsewhere in the U.S. He expressed his appreciation to Community Development Director Prince for educating the Planning Commission about what other communities are doing and what alternatives exist.

Commissioner Lentz expressed support for a green power plant that incorporates solar, wind, and biogas resources; a biological sewage treatment plant; attracting green building and alternative energy companies, as well as green building educational faculties.

Commissioner Lentz said he shared Commissioner Hunter's concerns about long-term housing at the Baylands, and also recognized the importance of the human element, mentioned by Commissioner Hawawini, as an essential ingredient. He observed that housing is always a part of sustainable projects, and Brisbane needs to address this issue.

Commissioner Maturo agreed with others that no development should be allowed unless the environment is clean and safe. She recommended keeping housing in the mix of possible uses because of its importance in creating a viable community.

Commissioner Maturo said she favored keeping development primarily in the north, with the southern portion maintained as an open area with walking and bike paths.

Commissioner Maturo noted that the commercial center should be like an open European Plaza

in order to attract visitors from central Brisbane and the Northeast Ridge to the stores there. She advocated an attractive commercial setting, with mid-sized anchor stores. She recommended prohibiting car lots and outdoor parking lots. As alternatives, she proposed alternative transit and discouraging vehicle access.

CM Conway noted that he discussed most of his ideas earlier in describing his vision. He stated that he was absolutely opposed to permanent housing at the Baylands. He emphasized the need to minimize human exposure, and noted that the only acceptable housing option might be timeshare condominiums.

CM Bologoff advised that San Francisco was allowing housing at the former Schlage Lock site. He said he still had concerns about housing in the area and would not like to see an area of urban sprawl with single-family dwellings. He noted that condominiums near the San Francisco end of the site might be a possibility.

CM Bologoff talked about Seaport Village in San Diego, and suggested exploring the feasibility of a village-like development with small retail stores. He noted there should be considerable green space. He recommended including a sports and recreational complex.

CM Richardson noted the Baylands development is an opportunity to create a new space from scratch, and she urged the City to aim high. She said she would like Brisbane to become a role model for all of northern California. She emphasized the need to high-quality construction; businesses that create stable, high-level, professional jobs; and energy efficiency. She proposed uses like arts and entertainment spaces, sidewalk cafes, creating a European neighborhood feel. CM Richardson expressed support for the ideas mentioned by commissioners and other councilmembers.

CM Barnes proposed a low-rent light industrial area for alternative energy and biotech facilities. He advocated active recreation such as ball fields, a mountain bike park at the south end, and healthcare services.

CM Barnes said that if San Francisco is able to successfully remove contaminants to the north, he would support studying the feasibility of cleaning the northern part of the Baylands near the multi-modal hub for a mixed-use development with some residential uses. He emphasized that the trichlorethylene toxins must be completely removed, and any residences would have to be above the ground floor.

Mayor Waldo recalled hearing concerns about ensuring that open space exactions and transportation infrastructure are provided as part of the first phase of the project. He expressed his opinion that all open space exactions should be defined as part of Phase I, even if the sites are outside Phase I. He recommended insisting that all major east-west transit routes be provided as part of Phase I, rather than waiting and relying on the future economic success of the developer.

CM Conway stated that Phase I should be north of the canal, and in an east-west direction from Bayshore to 101.

CM Richardson added that her vision includes Brisbane having a high school.

- **Building heights and density**

Mr. Bhatia advised that the General Plan calls for lower density on the southern portion of the site, with buildings no taller than six stories and maximum floor density ratios. He said there are a number of General Plan policies about preserving views and visible buildings. He invited the City Council and Planning Commission to provide more specific guidance in terms of how much open space should be provided and maximum building heights and density in the northern portion.

Commissioner Maturo expressed her opinion there should be zero development, zero density, in the southern portion of the site.

Commissioner Lentz said he had no problem allowing taller buildings in the northern area, and he suggested using this provision as a tradeoff for more open space. He talked about the Arcos Building in Fujioka, Japan, that features landscaping all the way up the building. He suggested thinking about ways of integrating landscaping and groves of trees into the development to minimize its visual impact from above.

Commissioner Jameel noted higher density and taller buildings are more appropriate in the northern area. He recommended limiting building height to six stories. He expressed support for considering the timeshare condominium idea mentioned by CM Conway, as well as high-end hotels.

Commissioner Jameel urged the consultant to consider the concept of “smart growth” in the EIR alternatives.

Commissioner Hawawini observed that the specific height and size is not as important as how it looks architecturally. He recommended paying attention to building materials, architectural features and articulation, and visual impacts and aesthetics.

Commissioner Hunter proposed three- to four-story buildings to preserve light corridors and create more a more dynamic and usable environment. He suggested complimenting the green buildings with sustainable living roofs.

CM Conway said that for the area south of the channel, a two-story clubhouse on a PGA-rated golf course might be acceptable.

CM Bologoff suggested looking at the buildings in Sierra Point for an idea of various building heights. He stressed the importance of good design.

CM Barnes recommended three stories near the drainage canal, stepping up to one or two 12-story buildings around the transportation hub. He said this would result in the least obstruction to Bay views.

CM Richardson emphasized good materials and high-end design as the most important factors.

Mayor Waldo indicated the tallest buildings should be farthest north. He expressed support for living roofs.

CM Bologoff said the Baylands development should incorporate the bicycle path and pedestrian walkway along Tunnel Avenue. He noted the entire development should be bicycle- and pedestrian-friendly.

- **Transportation**

Mr. Bhatia stated that key transportation policies in the General Plan talk about an east-west corridor, the Geneva Avenue extension, above-grade interchanges, parking, mass transit, bike lanes, and pedestrian connections to central Brisbane. He welcomed comments on this topic.

Commissioner Jameel expressed his opinion that the Caltrain station should have been sited farther south, near the tank farm. He said there should be at least two routes for ingress and egress. He recommended designing the south and north freeway interchanges for long-term conditions, to at least 2030, if not beyond.

Commissioner Hawawini noted that transportation is one of the top three issues in developing the Baylands. He emphasized that the developer's plan must connect all the different geographic pockets of Brisbane, including central Brisbane, Northeast Ridge, Sierra Point, the Baylands, and Crocker Industrial Park. He said the focus should be on connectivity and accessibility.

Commissioner Lentz advocated a permanent public transportation system within the Baylands. He noted a guest speaker last week talked about a successful independent shuttle bus system, and he proposed researching this possibility. Commissioner Lentz spoke in favor of many pedestrian-only pathways and trails throughout the development. He said he liked the curved shape of Lagoon Way and its entrance to Brisbane.

Commissioner Jameel commented that Caltrain's Baby Bullet service will bypass Brisbane, and he suggested working with Caltrain to ensure that other rail service will be continued. He noted that Caltrain is an important element in any future transportation hub.

Commissioner Maturo said most of her concerns about transportation were addressed in the General Plan. She reinforced the need to have all major transit plans for the entire project in place as part of Phase I rather than waiting for Phase II.

CM Richardson commented that she recently saw a woman struggling with a suitcase trying to get down Kings Road to the train station, a situation that should not continue. She stressed the need for greater connectivity and public transit options.

CM Barnes suggested below-grade rail crossings, rather than above-grade, with an adjacent business district. He said bike trails should be built into the project from the start, and he recommended considering dedicated bus lanes. CM Barnes noted that the development should include pedestrian-only shortcuts through the built areas as well as pedestrian paths through open space.

CM Conway expressed his opinion that the Caltrain station was in the wrong location, and he recalled Brisbane's objections to that site. He noted that getting people from the Geneva Avenue area to use the multi-modal transportation hub will be a major challenge.

CM Conway recommended entertainment venues with electric vehicles to transport people inside the development. He proposed moving Lagoon Road a bit north to allow more undisturbed area.

CM Bologoff said he would like to see the transportation hub completed, because having that connection would make the Third Street light rail service accessible to people from Brisbane. He stated that the facility needs to be a true multi-modal station that will function as an access hub to other places. CM Bologoff noted that Tunnel and Bayshore would be the best location for a train stop.

Mayor Waldo expressed support for dedicated bus lanes, pedestrian paths other than roads through the development.

CM Richardson commented that traffic along Bayshore is becoming worse, and she emphasized the need to make sure the Baylands development does not exacerbate that condition.

CM Bologoff said he understood that the future Geneva Avenue extension will be an elevated freeway structure passing through the Baylands development. He urged the developer to make the views as attractive as possible.

- **Open Space**

Mr. Bhatia noted the General Plan requires a minimum of 25 percent of the site area to be open space, excluding the lagoon and certain other areas. The General Plan distinguishes between

“open space,” or land dedicated for that purpose, and “open area,” referring to open land on private property. Mr. Bhatia advised that other General Plan policies address preservation of biotic communities and endangered species, restoring wetlands, and protecting the lagoon. He said the overall goal is to maximize publicly accessible open space, protect habitat, create wetlands. He added that the General Plan mentions a golf course as a specific use that should be studied.

Commissioner Lentz expressed his opinion that all of the land south of Lagoon Way and Ice House Hill should be excluded from the 25 percent minimum open space calculation. He said the 25 percent should be from the landfill and railyard portions of the site. Commissioner Lentz recommended integrating open space throughout the development. He suggested making Visitacion Creek accessible for wildlife and other open space areas of the site.

Commissioner Hunter proposed that the open space at the Baylands reflect their historical natural setting. He recommended restoring wetlands and native grasslands rather than providing landscaping and groomed lawns.

Commissioner Jameel noted the Planning Commission has not yet decided what to do about the “open space” and “open area” distinction and how the 25 percent should be applied.

Commissioner Maturo recommended only open space and natural settings in the southern portion of the site, not open areas. She said she would be willing to look at more open area in the northern portion, where the development will have mixed uses and higher density.

Commissioner Hawawini spoke in favor of integrating open space/open area throughout the development, with 40 percent as a minimum for the development.

Commissioner Hunter clarified that the intent should be to restore native species as a feature of a natural area.

CM Conway advocated 50 percent minimum open space/open area. He noted that the open space should be integrated throughout the development, and it should also provide connectivity with the marsh, the mountain, and the wetland river park. He said there should be bike paths and foot paths around the lagoon and to Sierra Point.

CM Bologoff stated that open space is a major concern in Brisbane, and he expressed support for setting a high minimum percentage. He noted that open space needs to be defined at the beginning of the development.

CM Richardson expressed her opinion that the 25 percent minimum should not include open areas. She said she would like to see lakes and streams, wetlands, and other natural features.

CM Barnes commented that natural-looking open space should be no more than a 10-minute walk from every point in the development. He recommended setting the lagoon aside for passive recreation, such as hiking and bird-watching.

CM Barnes noted that seeing the recent dirt-moving operation at the Baylands made him consider the idea of keeping some dirt mounds as hills. Mayor Waldo agreed that the land should be contoured rather than flat.

- **Sustainability**

Mr. Bhatia acknowledged that Councilmembers and commissioners made a number of points about sustainability when describing their visions for the Baylands. He reviewed General Plan policies pertaining to remediation, energy conservation, reducing vehicle trips, solid waste recycling, and other issues. He invited more specific suggestions and ideas.

Commissioner Hunter commented that sustainability can be considered from both a passive and an active perspective. He noted passive measures include siting of buildings, use and size of windows, and shade mechanisms, while active measures would be energy generation, living roofs, and window treatments.

Commissioner Lentz expressed strong support for promoting sustainability at the Baylands.

Commissioner Jameel noted that sustainability and open space are two critical factors for the people in Brisbane. He said how the project addresses these areas will determine its success.

Commissioner Hunter recommended insisting on high-quality materials and construction so buildings will last long. He noted building materials should also be recyclable so they do not add to future landfills.

Commissioner Maturo agreed that open space and sustainability are key values of the community. She emphasized the need to consider economic sustainability as well.

CM Richardson talked about a program in Millbrae for collecting used restaurant oil to fuel a recycling plant. She noted Brisbane should take the lead in combating global warming and be a role model for others.

CM Barnes stated that sustainability requires three components: concern with preserving the environment, a vital economy, and social equity. With respect to social equity, he noted, Brisbane should consider the types of jobs the development will create. He expressed support for jobs that pay wages sufficient for workers to be able to live in Brisbane. CM Barnes recommended that the development take into account the housing needs of all employees.

CM Barnes said that to ensure a vital economy, the Baylands development needs to be balanced and diverse, so no one segment accounts for more than 20 percent of the economy. He recommended making sure that businesses at the Baylands pay for the costs of protecting and serving those businesses. CM Barnes expressed support for passive solar energy and renewable power generation as part of the development.

CM Conway advocated green building practices. He said he already discussed his vision about arts, entertainment, and retail spaces at the Baylands.

CM Conway clarified that he opposed housing at the Baylands. He noted there will soon be a 6,000-unit housing development at Candlestick Point, Daly City plans to replace the Cow Palace with a mixed-use housing developing, and 600 to 800 new houses are being built at the Schlage Lock site. He said these developments in the general vicinity of the Baylands could help address the social equity and employee housing issues.

CM Bologoff said he expects the Baylands project to be an example and model of architecture and sustainability.

Mayor Waldo expressed support for Commissioner Hunter's suggestions about passive energy features in building construction.

Mayor Waldo recognized the need for economic diversity. He noted the people living in the residential units mentioned by CM Conway will need jobs in the immediate vicinity, and the Baylands can help meet that demand.

5. Public Comments

After a brief recess, Mayor Waldo welcomed comments from members of the public.

Michael Schumann, Brisbane resident, thanked the City Council and Planning Commission for sharing their ideas and visions for the Baylands. He said he liked most of the ideas he heard.

Mr. Schumann emphasized the importance of creating a visual and psychological buffer between Brisbane and areas to the north. He agreed that development should be concentrated in the north, close to the transit hub, but noted attention also needs to be paid to make sure that area is consistent with Brisbane's vision.

Mr. Schumann said he liked the idea of dividing the Baylands into smaller, distinct villages, an approach that would be more compatible with Brisbane's small-town character. He noted the architecture and mix of retail uses should be unique. He expressed support for requiring a minimum of 50 percent open space.

Ray Miller, Brisbane resident, observed that housing is likely to be the most difficult issue for any development at the Baylands. He said the General Plan, approved by the voters clearly says housing is not allowed at the Baylands, and he noted that preference is unlikely to change. If all toxins can be removed to a level that would make the land safe for housing, he noted, the City should then go back to the voters to approve a change.

Mr. Miller noted that one missing element from the outreach and public input process is a survey. He recommended asking people if they would consider housing an acceptable use if remediation can be accomplished.

Mr. Miller said that if the Baylands itself cannot provide housing, the nearby Levinson estate property is currently zoned for housing, and he suggested considering this as an alternative.

Dennis Bussey, Brisbane resident, questioned what benchmarks were used to establish the maximum height limits for the Baylands.

Anja Miller, Brisbane resident, stated that she was pleased to hear about the high-density housing developments planned in San Francisco and Daly City, and noted these units will help meet the needs of employees.

Ms. Miller said the recent speaker on transportation issues identified the multi-modal transit station as the key asset of the area. She noted changing the location of the train station will require considerable lobbying and outreach efforts, and she urged Brisbane to enlist the support of neighbors to get things done.

Ms. Miller stated that PG&E's Martin Substation is another asset that should be kept in mind when contemplating alternative energy generation systems at the Baylands.

Alec Felsteiner, SEIU, said he was speaking on behalf of hotel and food service workers in San Francisco and San Mateo Counties. He commended Brisbane for taking such a thorough and considered approach to developing the Baylands. He noted the Baylands development will bring remarkable benefits to the surrounding community, especially in the form of employment. Mr. Felsteiner expressed his hope that Baylands businesses will pay their employees living wages, provide benefits, and offer opportunities for workers to contribute to their local communities. He advocated sustainable buildings with sustainable jobs inside them.

6. Conclusions and Next Steps

Mr. Bhatia thanked the City Council, Planning Commission, and Brisbane citizens for their input. He said the next scheduled event will be a workshop on Saturday, May 12, beginning at 10:00 a.m., and he encouraged everyone to attend and share their visions and ideas.

Mr. Bhatia noted there will be a subsequent hands-on workshop, followed by meetings with stakeholders and members of the community. He noted the consultants and staff will begin developing and analyzing alternatives during the summer, and the public will be involved throughout that process.

ADJOURNMENT

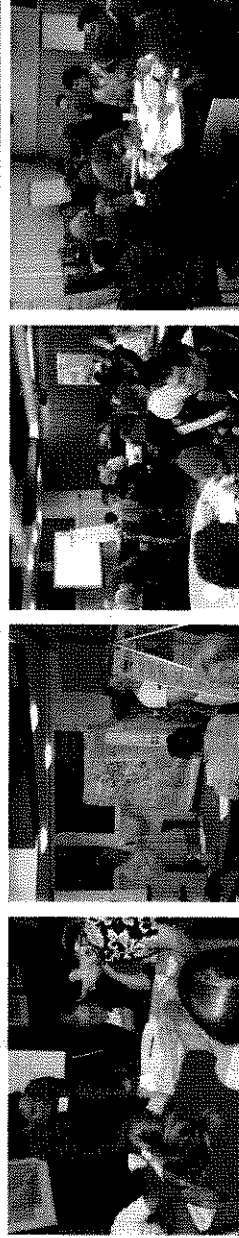
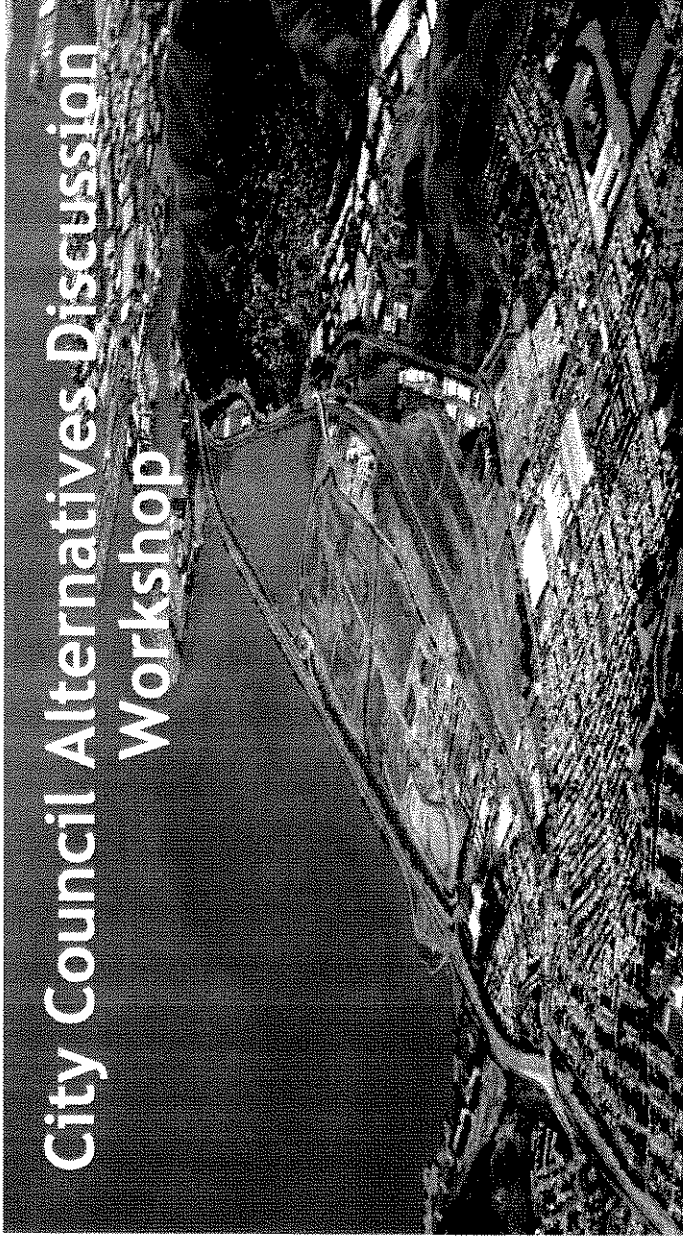
There being no further business, CM Conway moved that the meeting be adjourned. The motion was seconded by CM Barnes, unanimously approved by all present, and the meeting was adjourned at 9:40 p.m. with no announcements.

ATTEST:

Sheri Marie Schroeder
City Clerk
5/**/07

Brisbane Bayards Specific Plan EIR

City Council Alternatives Discussion Workshop

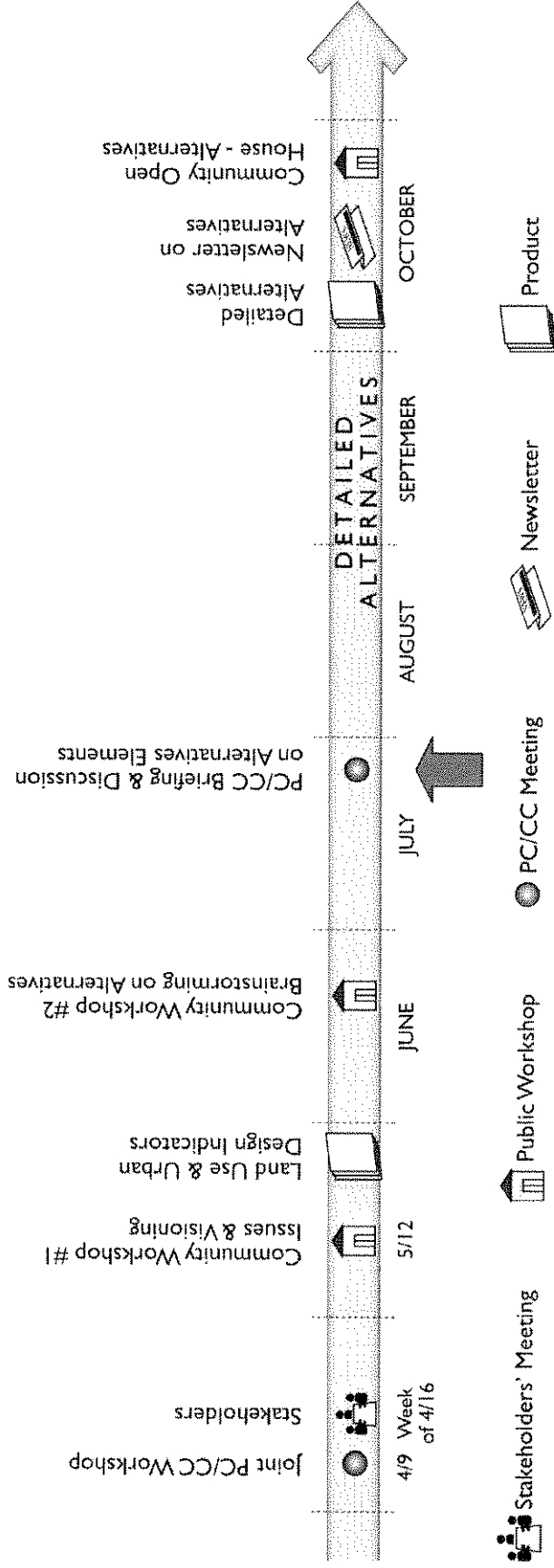


July 23, 2007

Agenda

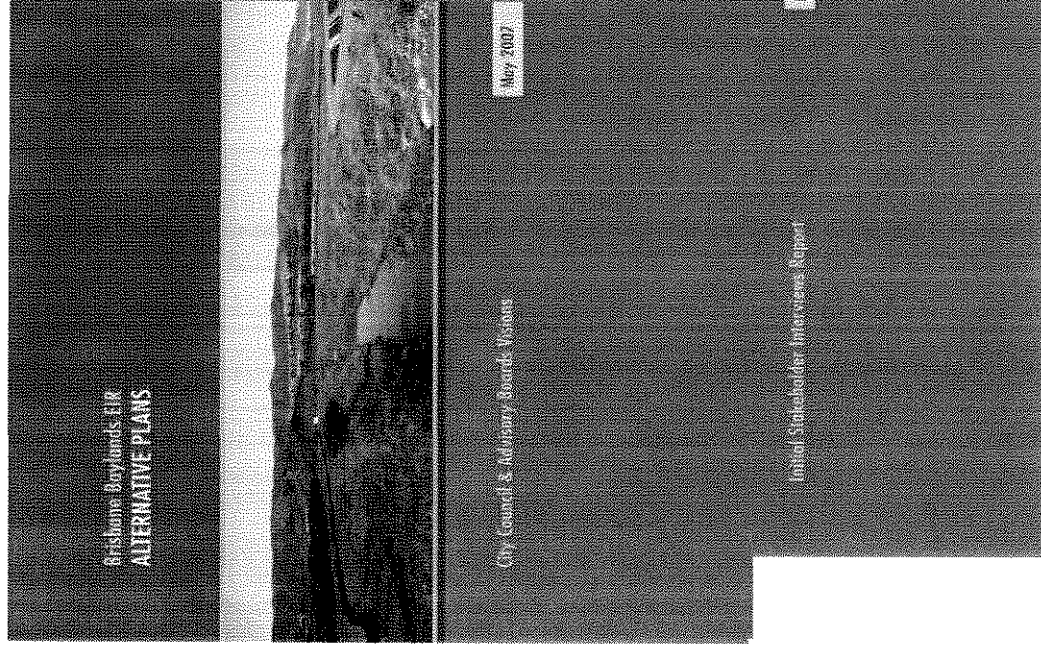
- **Overall Schedule**
- **Initial Outreach Results**
 - **Stakeholders**
 - **Decision-makers/Advisory Boards**
 - **Community Workshop #1**
- **Overview of Community Workshop #2**
- **Alternatives Concepts: Key Components and City Council Feedback**

Alternatives Schedule



Public Participation:
Integral to Alternatives Development

Published Reports on Participation



<http://www.ci.brisbane.ca.us/html/cityDept/comDev/baylands.asp>



Visions of City Council and Planning Commission (April 9)

- 30-50% of the site for open space, both passive and active uses, focused south of Visitacion Creek
- Sustainable development and renewable energy sources
- Cultural and regional destination with commercial center—small minority for some housing
- Enhance Brisbane quality of life with community-serving services and venues
- Multi-modal transportation hub

Visions from Stakeholder Interviews (week of April 16)

- **25-50% open space with increased habitat, passive, and active open space uses**
- **Sustainable development and renewable energy**
- **Creation of a “sense of place”—regional destination with recreation/entertainment**
- **Mitigation of traffic impacts and alternative transit**
- **Encouraging structured parking**
- **Remediation of on-site toxins**
- **Maintaining viewsheds**

Visions of Open Space & Ecology Committee (April 25)

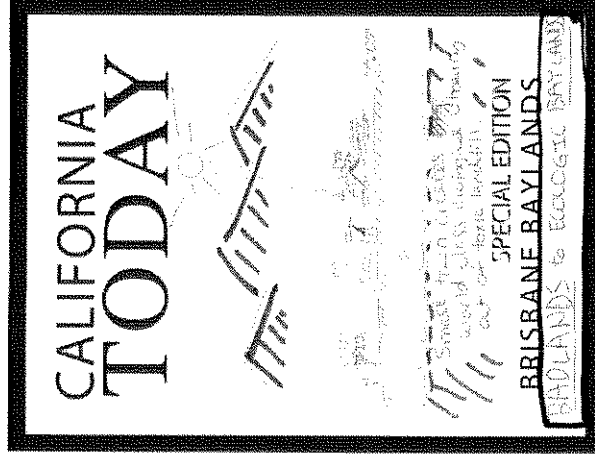
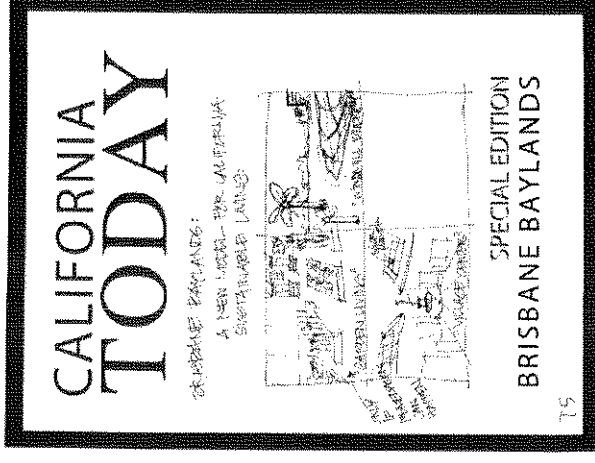
- Designation of more open space versus open area (40-50% total)
- Maximized sustainability—renewable energy sources and green building
- Preservation of sensitive environments like Ice House Hill
- Clustered development to maximize open space

Visions of Parks, Recreation, and Beaches Commission (April 25)

- Designation of at least 25% open space with mix of active and passive uses
- Recreation activities like lagoon boating, sports complex, walking trails, & playing fields
- Connectivity to surrounding trails
- Community center with performance/theater venue, gymnasium, etc.(for residents and employees)

Community Visions: Headlines (Workshop #1, May 12)

- Retain Brisbane's small-town character
- World-class leader for sustainable design and clean technology
- Active regional destination with shopping, restaurants, and recreation opportunities
- Create an ecological asset for the community with restored wildlife habitat and wetlands



Community Visions: Major Themes

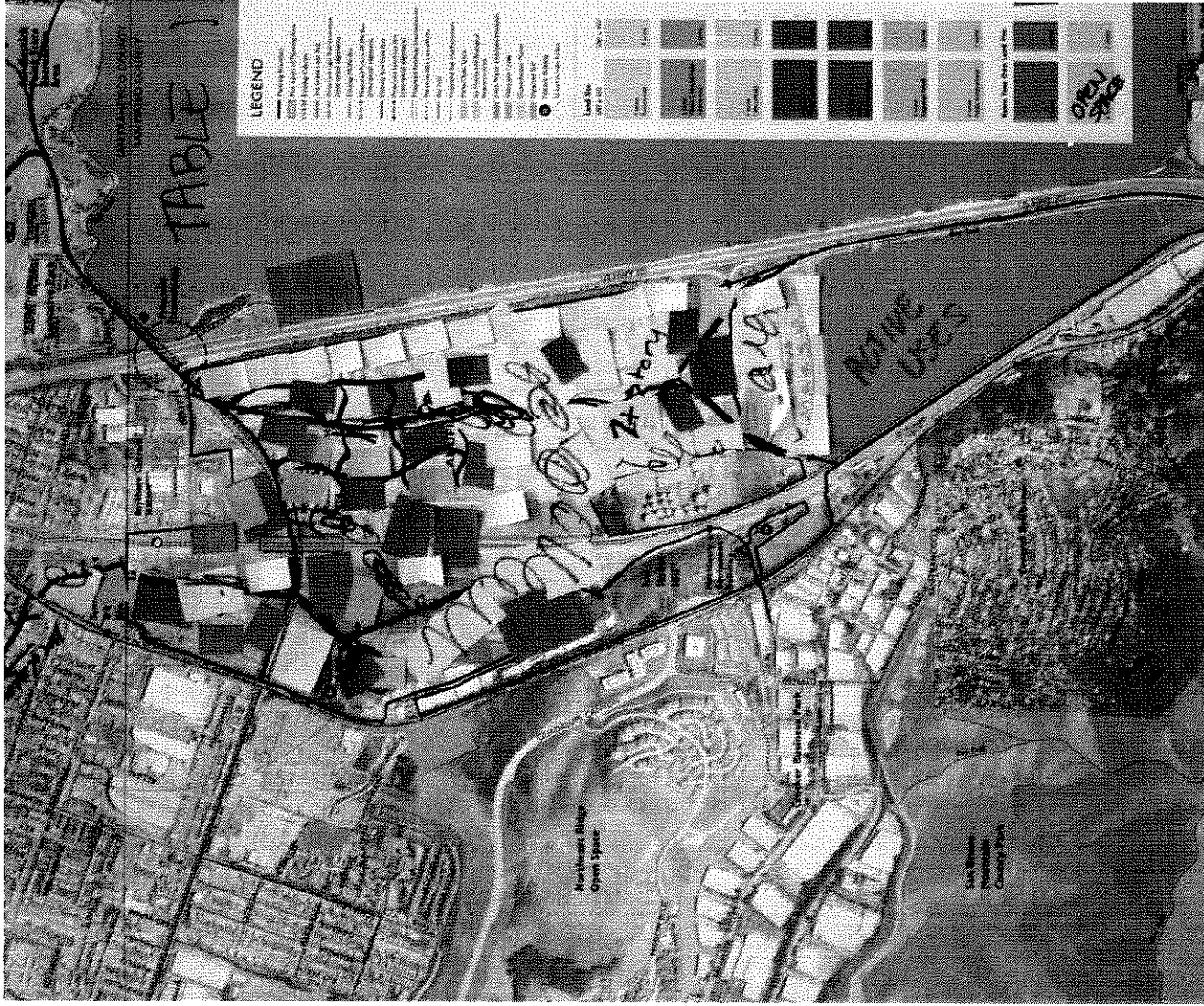
- Establish the Baylands as a model for sustainable development and clean technology
- Find a balance between community-serving uses and those that would establish a regional destination
- Maximize open space for wetlands and natural habitats, as well as human recreation
- Improve connectivity, access, and availability of transit
- Create an integrated pedestrian and bicycle network



Workshop #2 (June 23) Alternatives Development

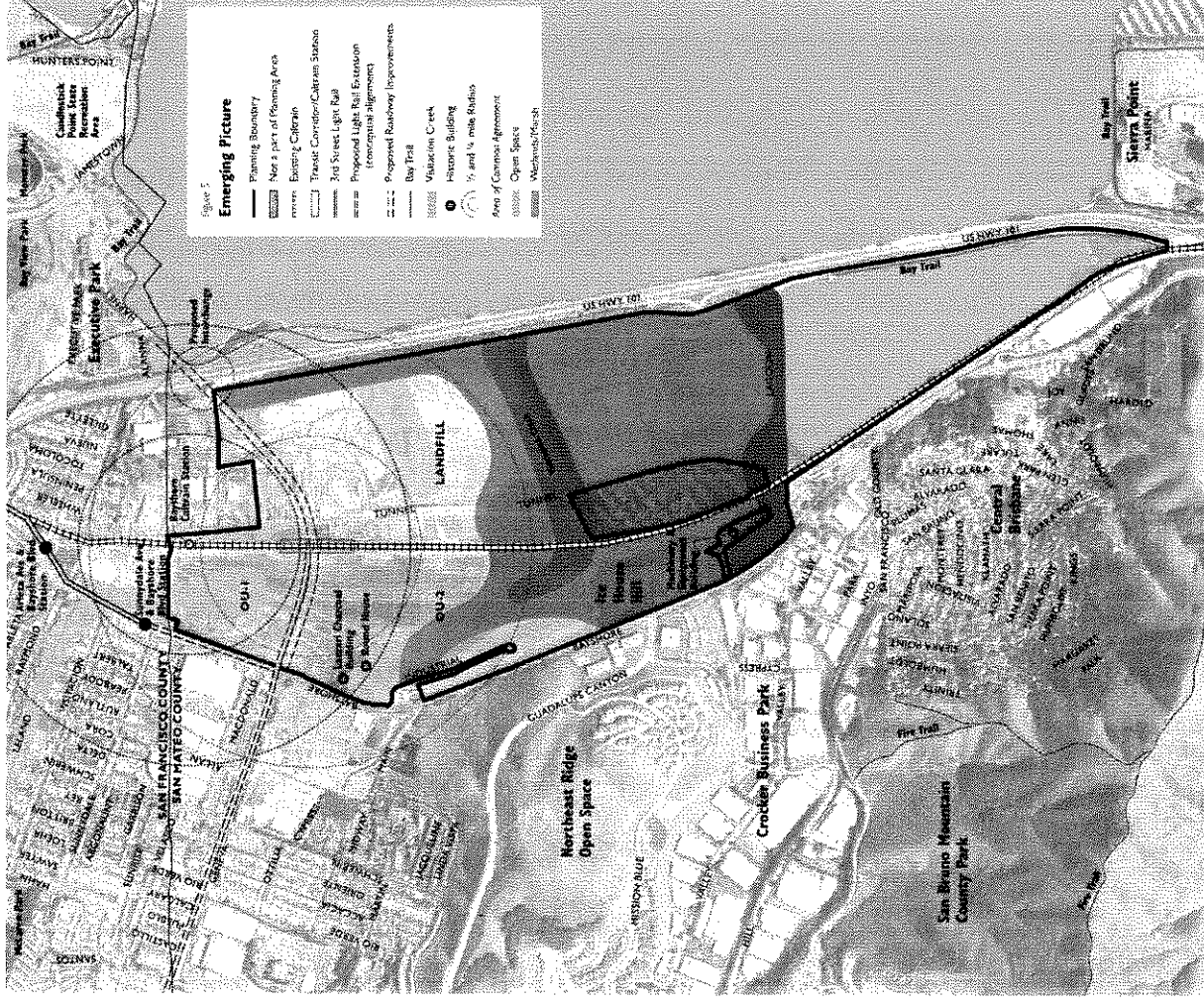
- Reviewed constraints
- Created seven group concepts
 - Land Use
 - Circulation
 - Open Space
 - Building heights, density, and character





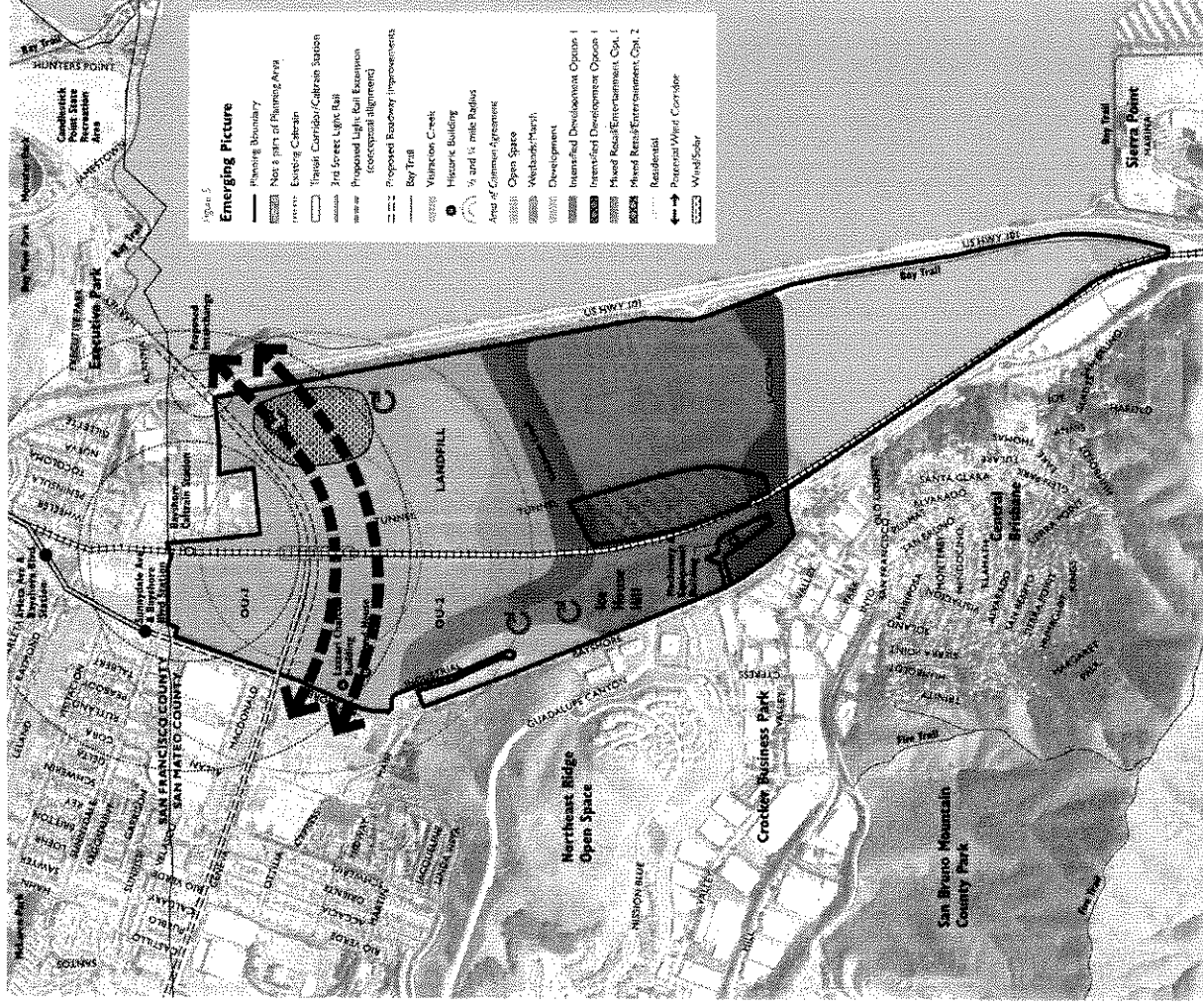
Emerging Picture

- Should all land south of Visitacion Creek be open space in all alternatives?
- Should wetlands be expanded along Visitacion Creek and OU-2, as well as north of the lagoon, in all alternatives?



Emerging Picture

- Reflect wind farm in some alternatives
- Should a wastewater treatment plant be a part of any alternative?
- Phasing to encompass entire site?





CITY COUNCIL/REDEVELOPMENT/GVMID

MINUTES

CITY COUNCIL SPECIAL MEETING

JULY 23, 2007

BRISBANE COMMUNITY CENTER/LIBRARY, 250 VISITACION AVENUE, BRISBANE

CALL TO ORDER/FLAG SALUTE

Mayor Waldo called the meeting to order at 7:30 p.m. and led the flag salute.

ROLL CALL

Councilmembers present:	Barnes, Conway, Richardson, and Mayor Waldo
Councilmembers late:	Bologoff (arrived at 7:43 p.m.)
Staff present:	City Engineer/Public Works Director Breault, City Manager Holstine, Special Counsel Leiter, Community Development Director Prince, Deputy City Clerk Ricks, Administrative Services Director Schillinger, Assistant to the City Manager Smith, Principal Planner Swiecki, City Attorney Toppel, Deputy Fire Chief Velasquez

ADOPTION OF AGENDA

CM Barnes made a motion, seconded by CM Conway, to adopt the agenda as proposed. The motion was carried, 4 - 0 (CM Bologoff absent during voting).

PRESENTATIONS

- A. Report from Dyett Bhatia on results of Baylands Visioning Workshops and review proposed scope of work from economic consultant Keyser Martson to participate in the further development of community-based alternatives**

Mr. Bhatia reported that in addition to a joint City Council/Planning Commission meeting on April 9, the consultants held several stakeholder meetings and two public workshops to obtain community input on possible alternatives to the Baylands Specific Plan.

Mr. Bhatia summarized the results of the community meetings. He said the City Council and Planning Commission recommended more land devoted to open space, particularly in the southern half of the planning area; environmentally and socio-economically sustainable development; a commercial center with a mid-sized anchor and small-scale stores; places for social interaction; cultural and entertainment venues; sports facilities; and improved access to transit. Stakeholders emphasized the need for open space, habitat and wetlands preservation, active recreation, preservation of historic elements, ecological design, renewable energy, sustainability, and green building. Mr. Bhatia noted that people from the community stressed the importance of maintaining Brisbane's small-town character, taking a leadership role in green design, and creating an ecological asset for the City of Brisbane and the region as a whole. Other important issues identified in the process were creating a sense of place, mitigating traffic, integration of structured parking, remediating on-site toxins, and maintaining viewsheds.

Mr. Bhatia stated that at the June 23 workshop meeting, various site constraints were examined, and participants identified desirable land uses. This feedback was synthesized digitally to arrive at a group consensus regarding what the Baylands development should include. Mr. Bhatia advised that the key elements agreed upon were open space, wetlands, and development clustered near the transit hub and the northern portion of the site. Recommended land uses included cultural and entertainment facilities, offices, commercial, mixed-use development, and renewable energy, including a wind farm, solar energy facilities, and a wastewater treatment plant.

Mr. Bhatia invited further guidance on the extent and location of open space and wetlands; the concentration and clustering of development in certain areas; whether any residential uses should be included; the location of renewable energy facilities; and phasing of the development.

Mayor Waldo noted the first question is whether all land south of Visitacion Creek should be open space in all alternatives.

CM Barnes asked how many acres were included in the portion of the site south of Visitacion Creek and north of the lagoon. Community Development Director Prince advised that the total site is about 650 acres, with the lagoon taking up about 118 acres. He estimated that the area south of Visitacion Creek and north of the lagoon is probably about 40 percent of the entire area. CM Barnes said he would like to see that area remain as open space or open area used for active recreation.

CM Conway recommended differentiating between open space and open area. He expressed support for maintaining the portion south of Visitacion Creek as open area and keeping development north of the channel. He cautioned that some active uses like ball fields and golf courses might involve use of fertilizer and chemicals that could leach into the Bay. He recommended using artificial turf to avoid this problem.

CM Bologoff agreed with CM Conway that the City needs to clearly distinguish open space from open area. He said he liked the idea of some environmentally safe recreational facilities. He added that a substantial portion of the land should be left open as a view corridor.

CM Richardson expressed support for keeping most of the portion south of Visitacion Creek open and providing recreational facilities. She said there should also be open space and pedestrian trails throughout the development. She recommended reviewing some of the ideas from Berkeley students about how the area could be utilized.

Mr. Bhatia asked if Councilmembers favored any development in the southern portion. CM Richardson noted that some development, such as restaurants, might be appropriate near the lagoon. CM Barnes and CM Conway agreed.

Mayor Waldo advocated keeping most of the southern portion as open space rather than open area. He said he was willing to consider recreational amenities, primarily in the eastern part of the site. He noted the developer should include a substantial amount of open area in the developed portion.

CM Bologoff clarified that office buildings and other clustered development should be kept to the north.

Mr. Bhatia asked about expanding the wetlands area along Visitacion Creek and OU-2, the portion west of the tracks and the edge lagoon. Mayor Waldo expressed support for this concept.

CM Conway noted that the City's Open Space Plan calls for a wetlands river park along Visitacion Creek that would provide drainage and flood control as well as wildlife habitat.

CM Bologoff concurred and recommended having passive recreation like walking trails.

CM Barnes said the wetlands river park is also part of the General Plan. He recommended creating a green wildlife corridor with bicycle and pedestrian trails as a buffer between the waterway and surrounding development. He expressed reservations about how the wetlands area would be expanded physically, noting that this activity might disturb the toxic landfill materials underneath. Mayor Waldo acknowledged that this concern would need to be addressed.

CM Richardson suggested including observation decks in the wetlands areas.

Mr. Bhatia observed that there seemed to be consensus that the southern portion of the site should be kept open, with limited development such as restaurants and theaters. Councilmembers agreed.

Mr. Bhatia said the next issue is the concentration of development. He noted that many of the

stakeholders recommended clustering more intense development near the transit hub and toward the north, with retail and mixed-use development along Geneva and to the east. Councilmembers expressed support for this concept.

Mr. Bhatia advised that three of the seven workshop groups proposed some residential uses, and he invited City Council feedback on this issue.

CM Conway stated that he was adamantly opposed to residential use. CM Bologoff indicated he was not comfortable with residential either. He noted that San Francisco plans to build residential uses immediately north of the Baylands.

CM Richardson said her personal preference would be no residential use, but she recognized that many citizens might feel differently. If residential uses are allowed, she recommended keeping them as far north as possible.

CM Barnes suggested exploring residential uses in at least one of the alternatives to be analyzed in the Environmental Impact Report (EIR). He said the feasibility of residential use will depend on the condition and safety of the land. He noted there has been some talk about the possibility of residential uses at the Levinson Marsh and the Peking Handicraft parcel and said he would prefer to keep that area open.

Mayor Waldo agreed with CM Barnes that the Levinson Marsh and Peking Handicraft parcels should be left undeveloped so the area can function as a buffer between Brisbane and the development in Daly City. He said he was not inclined to favor housing at the Baylands, but recommended that the possibility of a small, transit-oriented housing development be included in one of the EIR alternatives.

CM Conway clarified that he was opposed to any permanent housing at the Baylands, but added that he did not object to the idea of timeshares.

Mr. Bhatia said all of the workshop groups mentioned a wind farm as a possibility, and he welcomed Council input.

CM Conway expressed support for including a wind farm and solar energy facility in all the alternatives. He said the Council previously talked about the idea of making the development self-sustaining in terms of energy. He added that if a surplus of energy can be generated, the City of Brisbane should think about getting involved in the energy business.

CM Bologoff agreed that alternative energy sources should be analyzed and included, provided they are safe.

CM Barnes noted that the speakers who made presentations about alternative energy indicated

that wind turbines would be 300 feet tall, and he questioned how much energy would actually be produced. He suggested exploring the feasibility of wind power, but said he was not sure it should be included in all the alternatives.

Mayor Waldo stated that he favored investigating the feasibility of various kinds of alternative energy. CM Richardson concurred.

Mr. Bhatia asked if a wastewater treatment plan should be part of any alternative.

CM Barnes commented that costs of building a wastewater treatment facility are very high, and there are also some regulatory concerns. He noted that the best way to resolve this issue would be to include the possibility in one of the alternatives. CM Richardson agreed.

CM Conway expressed concern about opening the City to potential litigation.

City Manager Holstine clarified that including a wastewater treatment plant in one of the alternatives would allow the possibility to be studied.

City Engineer/Public Works Director Breault observed that one option might be a scalping plant, or a facility that could extract water for recycling before the material is sent to San Francisco for full treatment.

CM Conway said he did not object to studying the possibility.

Mr. Bhatia confirmed that the City wanted to look at the entire Baylands site as a whole in the EIR rather than just Phase I. Councilmembers agreed.

CM Conway indicated that he also had some ideas about Baylands land uses and circulation. He recommended moving Lagoon Way toward the north and constructing a frontage road along Highway 101. He expressed his opinion that the train station should be moved south to create more of a multi-modal hub. He said he would like this concept to be included in all the EIR alternatives. Other Councilmembers agreed.

CM Richardson recommended looking at plans for high-speed rail service.

CM Conway observed that circulation on Geneva Avenue and the 101 interchange is an important element.

CM Bologoff suggested that the consultants check with Sunset Scavenger as soon as possible about their concerns regarding the Geneva Avenue extension.

CM Conway noted the circulation plan should include bike and pedestrian trails. Mr. Bhatia said

bike and pedestrian access will be included in any Baylands development.

CM Richardson advocated improving connectivity between the Baylands and the rest of Brisbane as part of the circulation plan.

Mayor Waldo thanked Mr. Bhatia for his presentation. He suggested moving on to the scope of work for the economic consultant, Keyser-Marston.

City Manager Holstine noted that the City needs to consider the economic impacts of the project to ensure adequate public infrastructure and public benefits from the development, and Keyser-Marston will be providing advice to the City on cost issues to assist in evaluation of alternatives and land use decisions. He referred to the letter from Consultant Tim Kelly in the meeting packet and the proposed scope of work.

CM Barnes commented that it would be helpful to have information on the tax increment potential of various land uses early in the process.

CM Conway said that if alternative energy generation turns out to be feasible, the consultant should analyze those economic impacts as well.

CM Conway proposed taking public comments before moving to the next item. Mayor Waldo invited comments on Baylands issues.

Fran Martin, Visitacion Valley Planning Alliance and Visitacion Valley Greenway Project, spoke in support of maximizing open space and recommended more regional planning. She said Brisbane's plans should take into consideration the plans of its neighboring communities of San Francisco and Daly City. She noted that a major housing development is proposed for the Schlage Lock site, but no attention is being paid to open space there.

Ms. Martin commented that if the Caltrain station is moved south, the location should be near housing so people will use train services. Without housing as part of the mix, she noted, the area will not attract people on weekends and evenings.

Ms. Martin recommended having a summit meeting for Daly City, Brisbane, and Visitacion Valley residents to work out these issues together.

Clara Johnson, Brisbane, said she appreciated Ms. Martin's remarks and supported regional planning. She noted that although development should be denser in the northern part of the Baylands, it should not be too dense. She questioned how effectively the land will be cleaned up and how that will affect possible land uses.

Ms. Johnson observed that UPC has provided a Specific Plan for Phase I, but the slides shown at

this meeting were of the entire acreage. She expressed support for the City Council's desire to have the whole development planned at the same time. She asked how the CEQA process will apply to the areas outside Phase I.

Ms. Johnson said she understood the Council wants to keep the area south of Visitacion Creek open, but pointed out that it might make sense to put some buildings near Visitacion Creek as an amenity. She noted that there are some native wetlands in places other than the space between the creek and lagoon. She suggested taking those into account and considering a combination of uses in those areas.

Ms. Johnson clarified that some workshop participants opposed housing, although there was consensus that it could be included as a possibility. Instead of just accepting the consultant's summary of the results of those sessions, she urged the City Council to gather input from a wider range of sources.

Lori Liu, Brisbane, said she had a couple comments on energy production and open space. She stated that the purpose of the wind study done by Sunset Scavenger was to look at odor traveling from their site, which is not a location for a proposed wind farm. She suggested conducting an independent, site-specific study to ascertain wind capacity for purposes of generating energy. She advocated including solar energy as a component of all the alternatives. She also recommended looking at green roofs.

With respect to open space, Ms. Liu noted that Seattle recently constructed a beautiful sculpture park on a brown field along the waterfront. She proposed that Brisbane consider a similar public amenity in the area north of the lagoon and south of the channel. As an alternative, she noted, a sculpture garden north of the channel would be a great way to encourage people in the office buildings to use the outdoor open space.

Dana Dillworth, Brisbane, said she participated in a workshop group that concluded that housing should not be allowed at the Baylands. She reminded the City Council that housing is currently not an allowable use in the General Plan. She questioned whether three of the seven workshop groups actually endorsed housing as much as the consultant seemed to imply.

Ms. Dillworth noted that at the first workshop meeting, she made the point that the land should be cleaned up first. She emphasized the importance of cleaning up before any development or construction takes place, not during or afterwards.

Ms. Dillworth recommended looking at a better use of the rail corridor. She pointed out that the rail corridor could be used to convey goods to the community in a way that reduces pollution, unlike the current development plan, which calls for more streets, more traffic, and more pollution. She urged the Council to consider at least one vehicle-free alternative. She suggested parking cars along Bayshore and using shuttles to bring people to the center of the development.

In terms of renewable energy, Ms. Dillworth recommended thinking about alternative sources beyond wind, such as solar, geothermal heat, and energy generated from products emitted by the landfill.

Jonathan Scharfman, Universal Paragon Corporation, asked about the approximate dimensions of a soccer field and/or baseball field. CM Conway said typical soccer fields are about 60 yards by 120 yards. CM Barnes said a four-field baseball stadium, such as those constructed by Field of Dreams, would require a number of acres.

B. Report from Kathryn Page and Associates on Library Needs Assessment

City Manager Holstine said the library needs assessment is an update to a thorough study conducted by Kathryn Page and Associates in 2000. Since 2000, state funding sources have disappeared, so Brisbane will need to find other ways of paying for a new library. City Manager Holstine noted that he would discuss various funding options with the City Council after Ms. Page's presentation.

City Manager Holstine advised that the most recent needs assessment is focused on a smaller project on the old Matulich property on Visitacion Avenue. He invited Ms. Page to present the results of her study.

Kathryn Page reported that Brisbane's needs for library services have not changed since 2000, although the proposed site is a bit smaller. She said her recommendations include increasing the seating capacity in the library from the existing 19 seats to about 60, expanding shelving capacity to provide more room for books and media, converting some shelving to display spaces, increasing the size of the collection by about 50 percent, tripling the number of public computers, providing wireless access throughout the building, creating some acoustically enclosed group study areas, providing dedicated space for meetings and special programs, implementing new technologies and automated check-out services, providing a room for special community displays and storage, and creating more ergonomic and functional work space for the staff. Ms. Page also suggested considering an outdoor reading patio with a small refreshment stand.

Ms. Page said approximately 11,700 square feet will be available at the proposed site, with the bulk of the space being on the main floor. She proposed keeping the publicly accessible areas on the first floor and the specially designated program areas on the second floor. Ms. Page presented a draft building program based on her recommendations.

Mayor Waldo thanked Ms. Page for her presentation.

CM Barnes commented that library services are changing as more people have access to computers at home, and he asked about future trends. Ms. Page acknowledged that many people