

City of Brisbane

Planning Commission Workshop

TO: Planning Commission For the Meeting of September 24, 2015

FROM: John Swiecki,  Community Development Director

SUBJECT: Brisbane Baylands Planning and Environmental Review Workshop #2

Background:

Tonight's workshop is the second scheduled workshop for the Brisbane Baylands. As a reminder, it is a workshop, not a formal public hearing. The purpose of this second workshop is for the City's consultant to provide an informational and procedural overview to help frame the Planning Commission's upcoming hearings on the Baylands over the next few months.

Specifically, tonight's workshop will:

- Provide a general description of the Brisbane Baylands Final EIR;
- Briefly describe the planning documents being prepared for the Planning Commission's review of the Baylands; and
- Outline the various options the Planning Commission will have in making its recommendations to the City Council at the close of the public hearing process.

Discussion:

Brisbane Baylands Final Environmental Impact Report

In conformance with CEQA and CEQA Guidelines, the Brisbane Baylands Final EIR provides detailed information regarding the environmental consequences of proposed development of the Baylands. The Final EIR also examines mitigation measures and development alternatives intended to reduce or avoid significant environmental impacts. The Final EIR must be considered and certified by the City Council prior to taking any discretionary action on the proposed Brisbane Baylands development. Because the Planning Commission must make a recommendation to the City Council regarding future development on the Baylands, it also must review and consider the Final EIR. (CEQA Guidelines § 15025(c).)

EIR Project Description

Under the California Environmental Quality Act (CEQA), an EIR is required to broadly define a development activity (or "project" in CEQA terminology) to ensure that the EIR evaluates the "whole of an action" that has the potential, directly or ultimately, to result in a physical change to the environment ([CEQA Guidelines Section 15378](#)). To ensure that the Baylands EIR provided the

broad review required under CEQA, the EIR addresses more than the project components that are now before the Planning Commission as part of these scheduled public hearings (concept plan scenarios, applicant-proposed specific plan, general plan amendment), but also:

- Components that will be subject to Planning Commission review at a later time when a formal planning application is made (Proposed Recology Modernization);
- Components that are not subject to Planning Commission review (proposed water transfer agreement); and
- Other components that are not subject to discretionary control by the City of Brisbane (site remediation and Title 27 landfill closure).

While the EIR evaluates the environmental impacts of all the components associated with Baylands development identified above and the Planning Commission has the authority and obligation to evaluate the adequacy of the EIR, not all of the project components are now before the Planning Commission to make a planning recommendation.

Structure and Contents of the Baylands Final EIR

Pursuant to *CEQA Guidelines*, Section 15132, the Brisbane Baylands Final EIR published on June 1, 2015 consists of:

- (a) The Draft EIR and proposed revisions to the Draft EIR.** The Draft EIR was completed in June 2013, and was distributed for public review from June 11, 2013, through January 24, 2014. Chapter 3 of the Final EIR identifies revisions to the Draft EIR proposed in response to public and agency comments.
- (b) Comments received on the Draft EIR.** A total of 54 comment letters were received during the public review period, providing approximately 2,200 individual comments. In addition, three public hearings were held in October 2013, at which time seven speakers provided 79 comments on the Draft EIR. The entirety of each comment letter is provided in the Final EIR, along with verbatim transcripts of the October 2013 hearings.
- (c) A list of persons, organizations, and public agencies commenting on the Draft EIR.** The Final EIR provides a list of agencies receiving the Draft EIR of a Notice of Completion for the Draft EIR. The Final EIR also identifies each of the State agencies, regional agencies, special districts, municipalities, and individuals providing comments on the Draft EIR.
- (d) The responses of the lead agency to significant environmental issues raised in comments.** The Final EIR provides written responses to each of the comments received on the Draft EIR. These responses are provided in the form of:
 - “Master Responses,” which provide comprehensive discussions of a “theme” of similar comments that were raised in multiple comments or by multiple entities;
 - “Individual Responses,” which address a specific comment raised by a specific commenter; or
 - A reference to a master response or another individual response.
- (e) Any other information added by the lead agency.** The required Mitigation Monitoring and Reporting Program is provided as part of the Final EIR.

The Final EIR is organized in chapters as follows.

- **Chapter 1, Introduction**, describes CEQA requirements and the content of the Final EIR.
- **Chapter 2, Response to Comments**, provides a list of agencies, organizations, and interested individuals who commented on the Draft EIR along with responses to each of their comments.
- **Chapter 3, Revisions to the Draft EIR**, sets forth revisions made to the Draft EIR as a result of the comments received by agencies, organizations and individuals as described in Chapter 2, and/or errors and omissions discovered subsequent to release of the Draft EIR for public review.
- **Chapter 4, Mitigation, Monitoring, and Reporting Program** includes the Mitigation Monitoring and Reporting Program (MMRP) prepared based on the mitigation measures included in this Final EIR. CEQA requires lead agencies to “adopt a reporting and mitigation monitoring program for the changes to the project which it has adopted or made a condition of project approval in order to mitigate or avoid significant effects on the environment” (CEQA §21081.6, *CEQA Guidelines* §15097).
- **Chapter 5, Comments on the Draft EIR** provides copies of all comment letters received and transcripts of the comments made at public meetings held to solicit comments on the Draft EIR. Each comment letter has been assigned a letter code based on the initials of the commenter or agency/organization. Individual comments within each letter have been assigned an alphanumeric comment identification code based on the letter code and comment number; for example, the first comment in the letter from the Bayshore Sanitary District is identified as BSD-1.

Significance Conclusions of the EIR

The EIR identified significant unavoidable environmental impacts in the following resource areas: aesthetics and visual resources; air quality; biological resources; greenhouse gas emissions; noise and vibration; population and housing; traffic and circulation; and utilities, service systems, and water supply.

The EIR has also identified additional significant environmental impacts that would be reduced to less than significant with mitigation in the following resource areas: aesthetics and visual resources; air quality; biological resources; cultural resources; geology, soils, and seismicity; hazards and hazardous materials; surface water hydrology and water quality; land use and planning policy; noise and vibration; public services, recreational resources; traffic and circulation; utilities, service systems, and water supply; and energy resources.

EIR Alternatives

In addition to mitigation measures, the EIR sets forth several alternatives to avoid or reduce the severity of significant impacts associated with proposed Baylands development Alternatives analyzed in the EIR include the following:

- **No Project Alternatives**
 - **No Project – No Build.** This alternative assumes that no Concept Plan, Specific Plan, or site-specific development of the Project Site would be approved; site remediation would not occur; no water supply agreement would be approved; and there would be no further development on the Baylands.

- **No Project – General Plan Buildout.** This alternative assumes that none of the proposed Concept Plan scenarios would be selected. In addition, the Brisbane Baylands Specific Plan, as well as site-specific development projects would not be approved, and buildout of the Project Site would occur pursuant to the existing adopted provisions of Brisbane 1994 General Plan. Thus, this alternative assumes that a Concept Plan would be prepared and one or more Specific Plan(s) would be prepared and approved consistent with the existing General Plan land use designations for the Project Site, which are *Planned Development-Trade Commercial, Marsh/Lagoon/Bayfront, and Heavy Industrial*. This alternative also assumes that site remediation would be undertaken, and that the currently proposed water supply agreement would be approved but with a lesser amount of water. To support development of the Baylands under this alternative would require securing a reliable water supply prior to development site development. Since Project Site development would far less intense than any of the four Project Site development scenarios, the onsite recycled water plant is not part of this alternative.
- **Other Alternatives to Reduce or Eliminate Significant Project Impacts**
 - **Renewable Energy Generation Alternative.** Land uses under this alternative consist of alternative energy uses including a combination of small vertical-axis wind turbines, wind turbines placed within development, and photovoltaic solar panels; research and development facilities; and retail/entertainment uses. Others uses at the Project Site would include relocated industrial uses. This alternative also assumes that site remediation would be undertaken and that imported water supply would be approved to support development under this alternative, but at a lesser amount than proposed for Project Site development
 - **Reduced Intensity Non-Residential Alternative.** This alternative incorporates a mix of commercial, office, business park, and institutional uses at a reduced level of development from that proposed by the CPP-V Concept Plan scenario, including the full Recology expansion proposed in the CPP-V scenario. This alternative also assumes that site remediation would be undertaken, that imported water supply would be approved to support development under this alternative, and that an onsite water reclamation facility would be developed.
 - **Reduced Intensity Mixed Use Alternative.** This alternative incorporates a mix of uses similar to the DSP scenario, but at a reduced level of development from that proposed by the DSP. This alternative also assumes that site remediation would be undertaken, that imported water supply would be approved to support development under this alternative, and that an onsite water reclamation facility would be developed.

CEQA requires that an EIR identify an environmentally superior alternative. If the No Project Alternative is identified as the environmentally superior alternative, the EIR must also identify an environmentally superior alternative from among the other alternatives (CEQA Guidelines Section 15126.6(e)(2).) In the case of the Baylands, the No Project-No Build Alternative would not be environmentally superior since it allows existing site contamination to remain without remediation. The No Project-General Plan Buildout would be environmentally superior since it provides for future development of the site as envisioned in the General Plan, reduces or avoids many of the significant effects of Project Site development, provides for remediation of Project Site contamination, provides a firm water supply to support Project Site development as well as 400

acre-feet of firm supply to facilitate citywide buildout of the General Plan, and meets most of the basic project objectives identified in the EIR.

Of the other alternatives evaluated in this EIR, the Renewable Energy Generation Alternative would be the environmentally superior alternative since it is consistent with the Brisbane General Plan, involves minimal impacts compared to other alternatives, avoids the significant air quality, GHG (CPP and CPP-V scenarios only), population and housing, and public services effects of Project development scenarios and meets key project objectives.

Mitigation Monitoring and Reporting Program

CEQA requires a lead agency to adopt mitigation measures that are fully enforceable, and to adopt a reporting or monitoring program to ensure that the measures are implemented. (Pub. Res. Code § 21081.6; CEQA Guidelines § 15091(d).) The Brisbane Baylands MMRP serves a dual purpose of (1) verifying completion of mitigation measures for proposed Baylands development and (2) generating information on the effectiveness of the mitigation measures. The program includes specific monitoring activities, a reporting system, criteria for evaluating the success of the mitigation measures, and actions to be taken should required mitigation measures not be successfully implemented.

Pursuant to the State CEQA Guidelines, an MMRP must:

- Identify the entity that is responsible for each monitoring and reporting task, be it the City of Brisbane (as lead agency), other agency (responsible or trustee agency), or a private entity (i.e., the project sponsor);
- Be based on the project description and the required mitigation measures presented in the environmental document prepared for the project and certified by the lead agency (Brisbane Baylands Final EIR) and
- Be approved by the lead agency at the same time as project entitlement action or approvals.

The Baylands MMRP sets forth the implementation strategy for each mitigation measure identified in the Final EIR to ensure that adopted mitigation measures are successfully implemented. For each mitigation measure, the MMRP, identifies the significant impact being mitigated, identifies both the specific entity responsible for implementing the measure and the entity responsible for enforcing such implementation, describes when and how often implementation of mitigation measures will be monitored, and indicates the specific actions that define completion of required mitigation measures.

Other Planning Documents

The City of Brisbane is engaged in a number of other activities which will inform the Baylands planning process, including a Sustainability framework, fiscal and economic studies, and public opinion polling. These planning studies and reports will evaluate community social and economic issues, what may be best for Brisbane, how best to achieve community goals, and how proposed land use may be designed to maximize benefits to Brisbane and the greater region. These

documents will be provided to the Planning Commission as they are completed to assist the Commission with consideration of planning issues in addition to the environmental issues addressed in the EIR. These documents are provided to the Commission for informational purposes only. The Commission is not required to make any recommendation regarding these documents.

Sustainability Framework for the Baylands

The June 2015 Draft Sustainability Framework for the Baylands represents a substantial effort by a committee appointed by the City Council to create an approach to achieving sustainable future use of the Brisbane Baylands. While the Draft Framework document has already been presented to and discussed by the Planning Commission, the final document will be provided once the City Council takes action. The principles, key performance indicators, and implementation strategies are described in the Framework as being “aspirational,” rather than a “contract for specific results.” The Sustainability Framework is also independent of and separate from the environmental review undertaken in the EIR. The principles, key performance indicators, and implementation strategies set forth in the Draft Sustainability Framework do not represent thresholds under CEQA, nor do they form a basis for evaluating the “significance” of impacts. Instead, the Draft Sustainability Framework is “meant to inform the negotiation of binding criteria between the City and the Developer in a Development Agreement,” and is intended to “continually evolve over the course of the Baylands project to reflect new information, new funding mechanisms, new policies and technologies, and improvements to the project design.”

The Framework adapts the principles of the One Planet Communities program to the Baylands. The key principles set forth in the Sustainability Framework address:

- Zero Carbon Buildings
- Zero Waste
- Sustainable Transportation -- Using low carbon modes of transport
- Local and Sustainable Materials
- Local and Sustainable Food
- Sustainable Water – Efficient use, addressing local flooding, wetlands, and stormwater pollution
- Open Space & Habitat -- Protect and restore biodiversity & natural habitats
- Culture and Heritage
- Economic Vitality with Equity and Ecology -- Ecologically-based economies that support equity and inclusive communities
- Health, Safety and Happiness – Promoting promote good health and well-being

Fiscal and Economic Studies

A Fiscal Impact Study is being prepared to analyze the ongoing costs that the City would incur to provide services for proposed development, as well as the ongoing revenues that the City would receive from proposed development. In addition, an economic feasibility study of proposed

development is being prepared. Both of these studies will be provided to the Planning Commission when available to assist the Commission in evaluating the consistency of proposed development with economic-related goals, and policies of the General Plan.

Community Opinion Survey

A community opinion survey was distributed to residents on August 25 to gauge opinions of Brisbane residents on a wide range of Baylands development-related issues, and the survey response deadline recently closed. . The exact date when the survey results will be released has not yet been determined, but is expected in October. The results of the survey will be provided to the Planning Commission when available.

Relationship of CEQA to Planning Decisions

Under the California Environmental Quality Act (CEQA) the Lead Agency must make certain findings before approving or approving with modifications a project. For CEQA purposes, the Lead Agency must first make required findings related to the level of environmental review and type of CEQA document required (i.e., whether the project is exempt from environmental review: whether the project impacts are either less than significant or can be mitigated to a less than significant level, allowing for adopting of a “Negative Declaration” or “Mitigated Negative Declaration”; or whether the project impacts are potentially significant and an environmental impact report (EIR) must be prepared). Where an EIR has been prepared, findings must be made regarding the adequacy of the EIR before the Lead Agency may take any action to approve or approve with modifications any portion of the proposed project. Again for purposes of CEQA, a “project” can be a development application (such as a specific plan) or action being considered by the City to amend policy or law (such as amending the general plan) that will lead either directly or indirectly to a change in the physical environment. It is important to note that there is no requirement for the Lead Agency to make a CEQA determination regarding the adequacy of an EIR, or certify an EIR in the event a project is denied. It is important for the Planning Commission to keep this underlying premise in mind as it considers its options and recommendations going forward.

In applying the basic CEQA/Planning relationship described above directly to the Baylands, the City of Brisbane is the Lead Agency. The level of CEQA review for the Baylands project is an EIR. In order to approve a project, the Brisbane City Council would need to certify the Final EIR.

The City Council would ultimately need to make the findings set forth in CEQA Guidelines § 15090(a) that the EIR:

- Complies with CEQA;
- Reflects the lead agency’s (City of Brisbane) independent judgment and analysis; and
- Was presented to the decision-making body, which reviewed and considered the information in the Final EIR before approving or approving with modifications any component of the project.

Under CEQA, the City Council may not approve (with or without modifications) the Baylands development program or any component of the program unless it certifies the Final EIR as meeting the requirements of CEQA, and makes written findings to the effect that:

- The project as approved will not have a significant effect on the environment; or
- The City as lead agency has eliminated or substantially lessened all significant effects on the environment when feasible, and has determined that any remaining significant effects are acceptable when balanced against the project's benefits.

Potential Recommendations to the City Council

As was discussed at the September 10 Planning Commission workshop, the 'project' as defined in the Final EIR is much broader in scope than the planning applications that are now under consideration by the Planning Commission. Thus, the planning applications currently before the Planning Commission include:

- Concept Plans for the DSP, DSP-V, CPP, and CPP-V scenarios
- Applicant-Prepared Specific Plan for the DSP and DSP-V scenarios
- General plan amendments as needed to achieve consistency between the General Plan and the Concept Plans/Specific Plan.

In 2014, the City Council received a memo from the City Attorney outlining the Baylands EIR and Planning Review Process (Baylands White Paper), which broadly outlined the environmental review and planning processes for the Baylands, including a range of potential decisionmaking outcomes. The Baylands White Paper was presented to the Planning Commission and discussed at Planning Commission meetings in October 2014 and February 2015.

Fundamentally the Planning Commission is being asked to make a recommendation to the City Council regarding the mix of land uses and intensity of development that should be established for the Brisbane Baylands. As part of this process, the Planning Commission has the obligation to consider and make recommendations to the City Council regarding the planning applications that Universal Paragon Corporation (UPC) has submitted to the City of Brisbane and which were evaluated in the Final EIR.

These include the Baylands Specific Plan and DSP/DSP-V Concept Plans on which the Specific Plan is based, as well as the General Plan Amendments requested by UPC to achieve consistency between the General Plan and UPC's proposed Baylands Specific Plan. In regard to the UPC applications, the Planning Commission's range of options in making recommendations to the City Council include the following:

- **Recommend Approval of the Applicant's Proposed General Plan Amendment, Concept Plan, and Specific Plan, either as-is or with minor modifications.** The Planning Commission could recommend approval of the DSP and/or DSP-V Concept Plan, along with approval of UPC's proposed General Plan Amendment and Specific Plan as they are currently proposed or with minor modifications. This recommendation would require that the Planning Commission also recommend certification of the Final EIR.

- **Recommend Major Revisions to the Applicant's Proposed General Plan Amendment, Concept Plan, and Specific Plan.** If major revisions are desired, the Commission should identify the types of revisions it recommends, rather than any specific wording or land use map revisions. The recommendations would be forwarded to the City Council. If the Planning Commission recommendations are approved by the City Council, the applications would be modified accordingly and then subject to further Planning Commission review. The Commission could recommend certification of the Final EIR or recommend that its certification be undertaken at such time as the recommended Concept Plan, General Plan, and Specific Plan modifications are prepared.
- **Denial.** The Planning Commission could recommend denial of UPC's proposed General Plan Amendment, Concept Plans, and Specific Plan. This recommendation could be made *without* certification of the Final EIR.

If the Planning Commission were to recommend denial of the applicant's applications, there is still a range of options available for the Planning Commission to consider. These include:

- Recommending that no additional land use policy direction be provided for the Baylands. In this case, the current general plan would remain in place, and any further development proposals would be subject the Concept Plan/Specific Plan process set forth in the General Plan. This recommendation (to take no further action) could be made without certification of the Final EIR.
- Recommending additional land use direction for the Baylands. This direction could come in the form of recommended development intensity and/or mix and distribution of land uses across the site at the General Plan/Concept Plan level. It could also take the form of additional General Plan policy language applicable to future development of the Baylands.

As noted previously, the Final EIR analyzes a number of concept plans and land use alternatives. The Planning Commission could ultimately base a recommendation on (1) selection of any one of the concept plans/alternatives evaluated in the Final EIR (2) suggesting the creation of a hybrid plan incorporating elements from multiple concept plans/alternatives, or (3) identifying a new land use plan for the Baylands not described or evaluated in the Final EIR that might arise out of the public hearing and/or Planning Commission deliberation process.

Should the Planning Commission ultimately decide to recommend a combination of concept plans or a new concept plan, it need only describe the recommended concept plan in general, and need not draw a new illustrative land use plan or describe all of the details of the recommended concept plan.

The CEQA implications of any specific Planning Commission recommendation would have to be determined on a case-by-case basis. For example if the Planning Commission were to recommend approval of a General Plan amendment and/or concept plan to reflect one of the concept plans or alternatives evaluated in the Final EIR, the Final FEIR would need to be certified before such an action could be taken by the City Council. If the Planning Commission were to suggest a land use concept outside the range of concept plans and alternatives studied in the EIR, further environmental review would be required before such a land use concept could be adopted. If the Planning Commission were to recommend a hybrid plan incorporating elements from multiple plans, the Commission might wish to consider EIR certification along with its recommendation, or

wait until City Council took action on the recommendation and the hybrid plan was actually prepared and presented for further Planning Commission consideration.

It is important to keep in mind that the Planning Commission's role in this process is to make CEQA and land use recommendations to the City Council. The Planning Commission is not responsible for creating a final plan or directing the property owner to modify their proposal. The City Council will consider the Planning Commission's recommendation and ultimately make a final determination. The City Council's decision may or may not result in additional Planning Commission involvement in the Baylands planning process.

Next Steps:

Following this workshop and described below, the Planning Commission will open a series of seven (7) public hearings organized as follows:

October 1, 2015: Biological Resources, Cultural Resources

October 8, 2015: Geology, Hazards and Hazardous Materials, Hydrology and Water Quality

October 13, 2015: Traffic and Circulation, Noise

October 22, 2015: Air Quality, Greenhouse Gas Emissions, Energy Resources

October 29, 2015: Public Services and Facilities, Recreation, Utilities and Service Systems,
Water Supply

November 4, 2015: Aesthetics, Land Use and Planning Policy, Population and Housing,
Alternatives

November 12, 2015: Applicant and Community Group Presentations

Planning commission deliberations would occur after the public hearings are concluded. It is important to understand that the EIR and pending planning applications will be discussed at each of the public hearings, but the hearings will be focus on specific topics. This approach recognizes that the topics to be discussed on a weekly basis are relevant to both the EIR as well as the planning decisions that are ultimately to be made for the Baylands, and that planning and environmental issues are best addressed in a holistic manner.

On a weekly basis, the staff reports for the public hearings will identify the issue(s) at hand, summarize the EIR conclusions and issues of contention, and provide some context regarding the potential implications on the planning issues that are before the Planning Commission.

As was discussed in the previous September 10 workshop, this hearing schedule is subject to the discretion of the Planning Commission. The goal is to ensure that the hearing process moves along in a timely manner while accommodating full public participation and allowing the Commission sufficient time to deliberate on the matter at hand.

Attachments:

Planning Commission hearing schedule

Baylands Planning Commission Schedule/Hearing Outline

Workshop #1 (September 10): Brisbane Baylands Planning and Environmental Review

- Project Components.
 - General Plan Amendment.
 - Concept Plan Scenarios.
 - Specific Plan.
 - Proposed Water Transfer Agreement.
 - Site Remediation and Title 24 Landfill Closure.
- Relationship of the Planning and Environmental Processes for the Baylands.
 - Purpose/Function of Final EIR in Baylands planning process.
- Key Planning and CEQA Concepts and Terms.
- Outline of Planning Commission public hearing process.

Workshop #2 (September 24): Brisbane Baylands Final EIR and Planning Documents

- Summary of the Documents to be Considered by the Planning Commission.
 - UPC's proposed Brisbane Baylands Specific Plan for the DSP and DSP-V scenarios.
 - Final EIR
 - Draft EIR.
 - Comments received on Draft EIR.
 - Written Responses to comments received on Draft EIR.
 - Revisions to the Draft EIR.
 - Mitigation Monitoring and Reporting Program.
 - Other Planning Documents being Prepared.
 - Fiscal and Economic studies.
 - Brisbane Sustainability Framework.
 - Community Opinion Survey.
- Discuss the various options the Planning Commission has in relation to their recommendations to the City Council.

Public Hearing #1 (October 1): Biological Resources, Cultural Resources

- Staff presentation of major issues.
- Planning Commission questions.
- Public Comment.

Public Hearing #2 (October 8): Geology, Hazards and Hazardous Materials, Hydrology and Water Quality

- Staff presentation of major issues.
- Planning Commission questions.
- Public Comment.

Public Hearing #3 (October 13): Traffic and Circulation, Noise

- Staff presentation of major issues.
- Planning Commission questions.
- Public Comment.

Public Hearing #4 (October 22): Air Quality, Greenhouse Gas Emissions, Energy Resources

- Staff presentation of major issues.
- Planning Commission questions.
- Public Comment.

Public Hearing #5 (October 29): Public Services and Facilities, Recreation, Utilities and Service Systems, Water Supply

- Staff presentation of major issues.
- Planning Commission questions.
- Public Comment.

Public Hearing #6 (November 4): Aesthetics, Land Use and Planning Policy, Population and Housing, Alternatives

- Staff presentation of major issues.
- Planning Commission questions.
- Public Comment.

Public Hearing #7 (November 12):

- Applicant Presentation.
- Other Organization Presentations (TBD).
- Staff Report/Recommendations.
- Planning Commission questions.
- Public Comment.
- Close Public Hearing.

Planning Commission Deliberations (November 16 and December 10)

- Planning Commission discussion and final recommendation to City Council.