



CITY COUNCIL AGENDA REPORT

Meeting Date: May 18, 2023

From: Noreen Leek, Parks & Recreation Director

Subject: Sierra Point Open Space & Parks Master Plan Next Steps

Community Goal/Result

Community Building

Purpose

Develop the City's park system and public spaces for community interactions, enhance connectivity, and provide additional opportunities for recreation through the master planning process.

Recommendation

Receive process update and provide additional direction to staff for project next steps.

Background

The impetus for the Sierra Point Open Space and Parks master plan came from a 2017 agreement between the City of Brisbane and developer Sierra Point LLC. The agreement released the private interest in a lease on what is commonly referred to as Parcel R at the Marina in favor of the City. It also caused the developer to pay the City a one-time fee of \$300,000 for park development at Parcel R and a fee paid at the time of building permit issuance of 50 cents per square foot, expected to generate another \$225,000.

Additionally, the City and Healthpeak negotiated an amendment to Healthpeak's project (referred to as The Shore) to allow approximately 20,904 square feet of additional construction by connecting on three floors two of their existing buildings. In exchange, Healthpeak paid the City a one-time park development fee of \$1.5 million. In total, the City expects to have a little over \$2 million to commence park improvements at Sierra Point.

Additional funding will come from a park development impact fee that the City Council will review soon, which will charge a fee against new development and proceeds can be for any location of the City's choosing. A master plan helps the City negotiate for the private investment of projects, still to be improved. Finally, the City's existing Public Art Fund could also support implementation of art-related projects within the master plan.

In June 2021, the City issued a solicitation for Letters of Interest (LOI) from qualified Landscape Architects and Park Planning firms to develop an open space and parks master plan at Sierra Point. The solicitation noted the City's aspiration to develop an open space and parks master plan at Sierra Point to meet the recreational needs of both Sierra Point tenants and the public and to promote integration with the surrounding areas like the City's Marina, the San Francisco Bay Trail, and neighboring businesses. The master planning effort serves to integrate new public spaces with existing and to-be-built private

areas. The vision for the project incorporates several acres of reimagined parks and open space on the eastern side of Sierra Point adjacent to the Marina.

Prospective firms were asked to demonstrate successful recent local experience in the design of open space and parks. Prior work with San Mateo County municipalities and/or one or more of the nine San Francisco Bay Area counties that resulted in a successfully developed park or open space plan of comparable size was preferred. Direct experience working with the Bay Conservation and Development Commission (BCDC) was noted as highly desirable given their jurisdiction over a portion of the site. A total of fifteen (15) LOI's were received. The Council subcommittee reviewed these responses in October 2021 and selected four firms to place on the short list to move forward in the process: CMG, Hargreaves Jones, SWA, and TS Studio.

The Council subcommittee directed staff to draft a formal RFP to issue to the short-listed firms. The project ambitions as laid out in the RFP recognize the opportunities for increasing public benefit, addressing climate change, and meeting the challenges of sea level rise for underutilized waterfront public property. The firms who submitted responsive proposals included CMG, SWA, and TS Studio. Hargreaves Jones ultimately did not submit a proposal for the project due to staffing/project capacity.

In Spring 2022, the Council subcommittee reviewed & discussed the proposals and elected to conduct interviews with all three short-listed firms to inform their decision-making process. Following interviews, staff was directed to negotiate terms with the preferred prospective consultant, CMG Landscape Architecture, to refine their project scope and eliminate subconsultants subsequently reducing the cost of services. In July 2022, the City Council awarded the contract for the master planning of Sierra Point open space and parks to CMG Landscape Architecture, in the amount of \$199,758. CMG began their work in the Fall of 2022 by conducting a series of meetings with City staff and the master planning subcommittee comprised of representatives from the Brisbane City Council, Parks and Recreation Commission, Open Space and Ecology Committee, Complete Streets Safety Committee, IDEA Committee, and Public Art Advisory Committee.

Task 1: Discovery Phase

The first task in this process was to conduct a comprehensive site analysis. Past studies and reports were reviewed, along with the Sierra Point Design Guidelines. City staff reviewed with the consultants various site constraints, including the SF Bay Conservation and Development Commission's (BCDC) regulations regarding the shoreline, the need to preserve parking, local weather/wind conditions, infrastructure and marina and yacht club operations to be maintained. In addition to meetings with the formal planning subcommittee, public outreach in this stage included a pop-up workshop at the annual Day in the Park event, as well as an online survey shared throughout the Brisbane community. The survey sought to understand how people currently engage with Sierra Point and their priorities for its future. Based on stakeholder engagement and community input, guiding principles and goals for the Sierra Point master plan were established to function as a framework for plan development to ensure proposals are aligned with client and stakeholder criteria.

The CMG team then drafted the first section of their report, Task 1: Discovery. The report collects, collates, and presents results of CMG's preliminary engagement with stakeholders, review of project materials and resources, and site observations. While it does not and cannot capture every detail of the

conditions of Sierra Point, it provides the basis for their development of the Sierra Point Open Space and Parks Master Plan. Technical constraints, stakeholder ambitions, and open space improvement opportunities have been defined, and the conversation with stakeholders will continue as the process advances.

Task 2: Exploration

The Discovery phase provided the basis of Task 2: Exploration. This phase of master planning hinges on public engagement and includes initial development of alternative approaches to open space master plan concepts and coordination with stakeholders. The draft alternative schemes are intended to illustrate opportunities within the scope and to solicit stakeholder feedback for the creation of a preferred plan in Task 3: Resolution. Based on stakeholder input and best practices, preliminary concept designs attempt to define a context specific, welcoming, and inclusive open space. While they incorporate a wide variety of flexible, multi-purpose elements, the schemes also reflect stakeholder input to leverage, improve, and augment valued existing conditions, including preservation and enhancement of the Marina. The schemes describe alternative character, program and experience scenarios for public consideration. The overarching framework integrates a more “naturalistic” approach from north to south, with a primarily “functional” environment that captures the marina facilities, Harbor Master’s building and yacht club at the south. Each alternative concept proposes key infrastructure and connection points at elevations considered safe by regulatory agencies such as BCDC and OneShoreline, generally above the existing 17’ elevation. The design alternatives also propose additional responses to sea level rise, including fringing wetland planting on the bay edge resilient to rising water levels and to mitigate future storm surge impacts.

Discussion

Public engagement to date in the Exploration phase has included an open house workshop at City Hall on 1/31, an online survey which remains open, tabling at the Farmer’s Market on 2/16, and a meeting with the Sierra Point Yacht Club stakeholders on 2/21. This engagement builds on the on-line survey and Day in the Park engagement that solicited open space character and programming ideas from the community during the Discovery phase. Meetings, presentations, and stakeholder engagement requested by City stakeholders during the first two phases of the project have exceeded what was outlined in CMG’s project proposal, and it should be noted that CMG has reached its original financial allocation for engagement, presentations, and meetings in this phase. Therefore, if further engagement is desired, it will result in an additional service charge as outlined in Attachment 1. At this time, further direction is needed from Council with regards to the priorities for the remainder of the master planning process. If the Council wishes to revisit public engagement conducted during the first two phases of the project and broaden public engagement beyond the scope that was outlined in the City’s RFP and consultant’s proposal, the expanded public participation plan for this phase could include any of the following:

- An active working session with the full Council
- Additional onsite engagement at Sierra Point in the form of a community-wide event
- Convening of a marina facilities focus group comprised of Sierra Point Yacht Club members and Brisbane Marina berth holders
- Stakeholder meetings with Sierra Point business representatives & property owners

- Expanded outreach to the broader Brisbane community
- Further engagement with the Sierra Point Master Planning Subcommittee (representatives from the Brisbane City Council, Parks and Recreation Commission, Open Space and Ecology Committee, Complete Streets Safety Committee, IDEA Committee, and the Public Art Advisory Committee.)
- Additional project coordination meetings with City staff based on the project duration extending from 5 months to 10 months.

In the third and final phase of the master planning process, the consultants will coalesce the input received in Tasks 1 & 2 to prepare for the third task: Resolution. Within that phase, CMG will recommend phased implementation of a preferred master plan. A master plan is the appropriate step to evaluate long term opportunities and constraints for public land to position the City to organize and pursue funding opportunities. The timing of phased implementation is driven by City priorities, access to funding, and technical and environmental necessity—primarily protection of facilities and infrastructure from sea level rise.

Fiscal Impact

The City Council Ad-hoc subcommittee met and is recommending a City Council workshop to be held in the Council Chambers in a horseshoe configuration. The purpose of the meeting would be soliciting community input on Sierra Point parks, open space and sea level planning. After this workshop, the City Council may provide direction regarding subsequent master planning steps.

The subcommittee, staff, and consultant have discussed an on-site workshop at Sierra Point to solicit input from users and a proactive conversation with property owners.

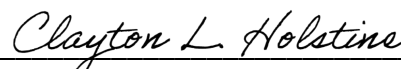
All of this would lead to final recommendations that would be reviewed by the expanded Sierra Point subcommittee which consists of two City Councilmembers and members of the Council committees and Commissions. After this review, the City Council will consider a plan for adoption.

Attachments

1. CMG: Detailed fee budget denoting possible additional service fees



Noreen Leek, Parks & Recreation Director



Clay Holstine, City Manager

Table 1: Detailed Fee Budget

	Principal	LA-5	LA-4	LA-3	LA-2	LA-2	Task Fee	Total Task Fee
<i>Hourly Rate</i>	\$300	\$220	\$180	\$165	\$145	\$145		
Task 4: Meetings & Presentations								
								\$ 89,190.00
SEPTEMBER								
Scope Confirmation	1		1		1		\$ 610.00	
Staff Technical Committee Kick-Off Meeting	3		3		3		\$ 1,830.00	
Site Reconnaissance	3		3		3		\$ 1,830.00	
City GIS mtg	1		1		1		\$ 610.00	
Project Management Meetings	4		4		4		\$ 2,440.00	
SP Parkway Sub-Committee Kick-Off Meeting	3		3		3		\$ 1,830.00	
September Total	15	0	15	0	15	0		\$ 9,150.00
OCTOBER								
Day in the Park (Pop-Up Event)	6		7		8		\$ 4,130.00	
On-Line Survey	0.5				2		\$ 432.50	
BCDC Staff	1		1		1		\$ 610.00	
Project Management Meetings	2		1		2		\$ 1,040.00	
October Total	9.5	0	9	0	13	0		\$ 6,212.50
NOVEMBER								
SP Parkway Sub-Committee Site Walk	3				3		\$ 1,290.00	
Staff Technical Sub-committee meeting	2				2		\$ 860.00	
On-Line Survey Results	0.5				2		\$ 432.50	
Project Management Meetings	2				2		\$ 860.00	
November Total	7.5	0	0	0	9	0		\$ 3,442.50
DECEMBER								
Staff Technical Committee Alternative Concepts	3				3		\$ 1,290.00	
Project Management Meetings	1				1		\$ 430.00	
December Total	4	0	0	0	4	0		\$ 1,720.00
JANUARY								
SP Parkway Sub-Committee Alternative Concept Presentation	1.5				2		\$ 740.00	
Individual presentation - SP Parkway Sub-Committee prep	0.5				2		\$ 440.00	
Individual presentation - SP Parkway Sub-Committee	1				2		\$ 590.00	
On-Line Exploration Survey	1				4		\$ 880.00	
Public Event - Alternative Concepts Jan 31st Preparation	4				24	7	\$ 5,695.00	
Public Event - Alternative Concepts January 31st	4			8	8	4	\$ 4,260.00	
Project Management Meetings	4				4		\$ 1,780.00	
January Total	16	0	0	8	46	11		\$ 14,385.00
FEBRUARY								
Project Management Meetings	2				2		\$ 890.00	
Discovery document rework for public release & comment	0.5				4		\$ 730.00	
Meeting prep for introduction of new SPPP SC Member	1				6		\$ 1,170.00	
Project introduction for new SPPP SC Member	2				2		\$ 890.00	
Yacht Club Meetings Coord with Commodore	1				1		\$ 445.00	
Yacht Club Meeting Prep	2				8		\$ 1,760.00	
Yacht Club Event	3				3		\$ 1,335.00	
Pop-up event - Farmer's Market Prep	0				1		\$ 145.00	
Pop-up event - Farmer's Market	3				0		\$ 900.00	
February Total	14.5	0	0	0	27	0		\$ 8,265.00
MARCH								
Informal Master Plan Presentation - City Council - prep	2				8		\$ 1,760.00	
Informal Master Plan Presentation - City Council	5				5		\$ 2,225.00	
Project Review w Council Members - Colleen and Cliff - prep	0.5				1		\$ 295.00	
Project Review w Council Members - Colleen and Cliff	1				1		\$ 445.00	
Library display board set up & creation	0.25				2		\$ 365.00	
SPYC Advisory Committee Meeting Prep	1				2		\$ 590.00	
SPYC Advisory Committee #1	3				3		\$ 1,335.00	
SPYC Advisory Committee Meeting Prep	1				1		\$ 445.00	
SPYC Advisory Committee #2	3				3		\$ 1,335.00	
Property Owners meeting prep	1				2		\$ 590.00	
Property Owners meeting	1				1		\$ 445.00	
Small Craft Advovcate meetings	1				1		\$ 445.00	
Project Management Meetings	2				2		\$ 890.00	
March Total	21.75	0	0	0	32	0		\$ 11,165.00
APRIL								
Prep for 'Day At Sierra Point' - Community Outreach Event at SP	1				6		\$ 1,170.00	
Day at Sierra Point - Community Outreach Event at SP	5				8		\$ 2,660.00	
Intercept Survey/On-site pop-up event - prep	0.5				4		\$ 730.00	
Intercept Survey/On-site pop-up event of Sierra Point users	4				4		\$ 1,780.00	
Collate On-Line Survey Results & written feedback					2		\$ 290.00	
Project Management Meetings	2				2		\$ 890.00	
April Total	12.5	0	0	0	26	0		\$ 7,520.00
MAY								
Preparation for all draft plan presentations	0.5				8	8	\$ 2,470.00	
Staff Technical Committee DRAFT Final Concept Plan Presentation	1				1	0	\$ 445.00	

Table 1: Detailed Fee Budget

SPP SC DRAFT Final Concept Plan Presentation	2				2	0	\$ 890.00	
Informal Master Plan Workshop - City Council - Prep	1				4		\$ 880.00	
Informal Master Plan Workshop - City Council	2				4		\$ 1,180.00	
BCDC staff meeting	1				1		\$ 445.00	
Project Management Meetings	2				2		\$ 890.00	
May Total	9.5	0	0	0	22	8		\$ 7,200.00
JUNE								
Preparation for all FINAL concept plan presentations	1				8	8	\$ 2,620.00	
Staff Technical Committee Final Concept Plan Presentation	2				2		\$ 890.00	
SP Parkway Sub-Committee Final Concept Plan Presentation	2				2		\$ 890.00	
BCDC DRB submission for July	2				8	8	\$ 2,920.00	
Project Management Meetings	2				2		\$ 890.00	
June Total	9	0	0	0	22	16		\$ 8,210.00
JULY								
FINAL Plan Review w City Council - prep	1				4	4	\$ 1,460.00	
FINAL Plan Review w City Council	2				4		\$ 1,180.00	
BCDC DRB prep	1				4	4	\$ 1,460.00	
BCDC DRB ** does not include prep time	3				3		\$ 1,335.00	
Formal Master Plan Presentation - City Council - Prep	0.5				8		\$ 1,310.00	
Formal Master Plan Presentation - City Council	4				4		\$ 1,780.00	
Master Plan Presentation Public - Prep	1				3	3	\$ 1,170.00	
Master Plan Presentation Public	3				3		\$ 1,335.00	
Project Management Meetings	2				2		\$ 890.00	
June Total	17.5	0	0	0	35	11		\$ 11,920.00
Task 4: Sub-total	136.75	0	24	8	251	46		\$89,190
Task 4: Consultant Proposal Estimated Fee								\$51,455
Task 4: Consultant Fee Available								(\$37,735)