TO: HONORABLE CITY COUNCIL

FROM: CITY MANAGER
DEPARTMENT: PLANNING AND COMMUNITY ENVIRONMENT

DATE: OCTOBER 6, 2008
CMR: 376:08

SUBJECT: Adoption of the Resolution approving the Palo Alto Baylands Master Plan 2008 and Adoption of a Negative Declaration

RECOMMENDATION
Staff, the Planning and Transportation Commission and Parks and Recreation Commission recommend that the City Council adopt the Negative Declaration and adopt the attached resolution approving the Palo Alto Baylands Master Plan 2008 including errata.

BACKGROUND
In 1978, the City Council adopted the original Baylands Master Plan and EIR. In 1979, the City published a Baylands Master Plan Summary Report to synthesize the final Council-adopted policy recommendations and the original Plan. In 1988, the City published an Amended Baylands Master Plan Summary Report to describe policy implementation and City Council actions between 1979 and 1988. In 2007, as directed by the City Council, staff undertook the task of producing an updated fourth edition of the Baylands Master Plan.

Planning staff worked with staff from Community Services, Public Works, Administrative Services, and Utilities to produce the updated Palo Alto Baylands Master Plan 2008. The key changes to the document include:

1. Policies modified to reflect implementation since 1988:
   - The completion of Phase I of the landfill closure and park conversion (see Landfill Area Policy # 5 on Errata Sheets Page 1 of Attachment B; narrative text and images on pages 67-68, Maps 2.1-2.4 on pages 78-80; and Appendix text on page 257)
   - The marsh restoration project on the Former ITT Property (see Former ITT Property policy narrative text on Errata Sheets Page 2 of Attachment B; narrative text and images on pages 88-90; Maps 3.2 and 3.3 on pages 92 and 93)
   - The completion of the marsh restoration project at Harbor Point (see Harbor Area Policy # 6; narrative text and images on pages 102-104; recognition documents on pages 106-107, and Maps 4.2 and 4.3 on pages 110-111)
• The installation of new reduced-glare lighting at the Athletic Field (see Athletic Center Policy #2 on page 153; narrative text and images on pages 148-149; and Map 7.1 on page151)

2. Council actions since 1988 affecting the Baylands:
• The adoption of a revised Byxbee Park Master Plan (see Landfill Area Policy # 5 on Errata Sheets - Page 1 of Attachment B; narrative text on page 67; Maps 2.1 and 2.2 on pages 77-78; and Appendix text on pages 256-257)
• The SMaRT Station agreement (see Landfill Area Policy # 2 on page 84 and narrative text on pages 65-66)
• The adoption of the Golf Course Master Improvement Plan (see Golf Course Policy # 2; narrative text and images on pages 156-158; and Map 8.1 on page 159)
• The adoption of the Water Reclamation Policy (see RWQCP Policy #2 on page 187; narrative text on pages 178-180; and Map 10.1 on page183)
• The land use designation change for the LATP site (see LATP Site Policy text on page 207; narrative text on pages 202-203; and Map 12.2 on page 205)
• The addition of the Sea Scout Building to the City’s Historic Resources Inventory (see Harbor Area Policy No. 2 on Errata Sheets - Page 3 of Attachment B; narrative text on page 101; images on pages 98 and 108; and Maps 4.2 and 4.3 on pages 110-111)
• The identification of barriers to and needed improvements for bicycle and pedestrian access to the Baylands across Highway 101 (see Access and Circulation Policy #25 on page 238; narrative text and images on pages 228-229; Map 14.6 on page 235; and narrative text on page 44)
• The approval of funding to repair and improve existing landscaping at the Regional Water Quality Control Plant (see RWQCP Policy #1 on page 187; narrative text on page 177; images on pages 37 and 178)
• Various trail and facility improvements (see Access and Circulation Policies 18-28 on pages 237-239; narrative text and images on pages 223-229; and Maps 14.2, 14.4, and 14.6 on pages 231, 233, and 235 respectively)

3. Policies resulting from State law, such as the County’s regulations on land use and development surrounding the Palo Alto Airport (see Overall Environmental Quality Policy #13; narrative text on pages 50-51; and Maps 1.7, 1.8 & 1.9 on pages 58-60)

4. Deleted policies that are no longer relevant:
• Policies regarding repair of the PG&E board walk now closed to the public (see Access and Circulation Policy #18 (last bullet) on page 238)
• Policies regarding hunting in the Baylands (see Access and Circulation Policy #31 (second bullet) on page 239)

5. Updated policies that contained out of date information:
• Policies regarding airport activity (see Airport Policy #1 on page 173 and narrative text on page 165)
• Policies regarding the amount of refuse received at the landfill and the anticipated closure date for the landfill (see Landfill Area Policy #2 on page 84 and narrative text on pages 65-66 and Map 2.5 on page 81)
COMMISSION REVIEWS AND RECOMMENDATIONS

Planning and Transportation Commission Discussion:
On August 13, 2008, the Planning and Transportation Commission (PTC) reviewed the Draft Palo Alto Baylands Master Plan 2008 and recommended (5-1-1-0) that the City Council adopt the Draft Palo Alto Baylands Master Plan 2008 and approve the Negative Declaration. The PTC was supportive of the Master Plan compilation and found it to be complete and accurate. It also recommended clarifications to the Master Plan text reflected in Attachment B (Errata sheets) that:

- Modify “Harbor Area” Policy to address maintaining the Harbor Master’s Cottage and the Sea Scout buildings.
- Add text regarding the conversion of salt water marsh to brackish marsh near the Unnamed Slough.
- Add text regarding the apparent decline in the burrowing owl population.
- Add text regarding the relationship between the Baylands Master Plan and the Baylands Comprehensive Conservation Plan.
- Add text regarding the addition of tidal flooding to the goals of the San Francisquito Creek Joint Powers Authority/Army Corps of Engineer’s study of flood control options.
- Add a map illustrating City Owned Baylands that are parkland, conservation land, or provide habitat, based on a map submitted by a member of the public and add a list of maps to the Table of Contents.
- Add a list of reference documents.

Parks and Recreation Commission Discussion:
On August 19, 2008, the Parks and Recreation Commission (PRC) began its review of the Master Plan and, on August 26, 2008, it unanimously recommended that the City Council adopt the Palo Alto Baylands Master Plan 2008. The Parks and Recreation Commission was supportive overall of the Master Plan compilation and found it to be complete and accurate. In addition to minor edits, the PRC also recommended the following clarifications to the Master Plan text as reflected in the attached Errata sheets (Attachment B):

- Add a sentence indicating that the plan’s vision of passive recreation is not yet fully realized.
- Add a sentence indicating the criteria used for prioritizing projects identified in the Palo Alto Bicycle Transportation Plan.

Subsequent to each Commissions’ review, staff made further clarifications to the document in response to comments from the public and the Commissions. The clarifications are reflected in the Errata sheets (see Attachment B).

POLICY IMPLICATIONS
No new policy concepts are proposed in this update. The Baylands Master Plan is consistent with the City’s Comprehensive Plan. The 1998 Comprehensive Plan recognizes the Baylands Master Plan as the “adopted planning policy document for the area east of Highway 101.” The Comprehensive Plan reaffirms the City policy of protecting the Baylands, and includes many goals, policies, and programs throughout the Comprehensive Plan that are consistent with and support the policies of the Baylands Master Plan. A comparison of Comprehensive Plan policies and Baylands Master Plan policies can be found in the appendix of the Baylands Master Plan.
ENVIRONMENTAL REVIEW
A draft Negative Declaration (Attachment C) was prepared and circulated. The public comment period began on July 23, 2008 and ended on August 12, 2008. There were no comments from the public or Commissions on the Negative Declaration. The Negative Declaration finds that there will be no significant environmental impacts resulting from the Baylands Master Plan 2008.

RESOURCE IMPACTS:
The approval of the Palo Alto Baylands Master Plan 2008 would not result in any cost and/or revenue impacts to the City.

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ATTACHMENTS:
A. Resolution
B. Errata sheets
C. Planning and Transportation Commission Staff Report dated August 13, 2008
D. Planning and Transportation Commission minutes for meeting on August 13, 2008
E. Parks and Recreation Commission minutes for meeting on August 19, 2008
F. Parks and Recreation Commission minutes for meeting on August 26, 2008
G. Negative Declaration
H. Draft Baylands Master Plan 2008 (previously delivered)