

## **FACTS: LBNL**

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- Lawrence Berkeley National Laboratory (LBNL) is seeking to develop a second campus to consolidate diverse programs that are currently located away from the campus in Berkeley (25% of staff work outside the main campus).
- LBNL states that the ideal second campus would accommodate up to 2M sq. ft. (built in phases, with Phase One being 500,000 sq. ft.); meet criteria related to seismic, liquefaction, vibration, sea level rise, good access to amenities; and be embraced by the local community.
- LBNL is a public institution and as such would not provide tax revenue to any city in which it locates
- The developer states that the “backbone infrastructure” costs needed to be offset by private (non-LBNL) development are approximately \$100M.
- It is expected that the first phase of development (500,000 sq ft) will house Joint BioEnergy Institute (JBEI), Joint Genome Institute (JGI), and much of the Life Sciences Division.
- In January 2011, LBNL issued a RFQ for development teams/properties that could create a second campus for the Lab to consolidate existing satellite operations and provide a home for future expansion. There were 21 respondents, including GGF. In May 2011, LBNL announced 6 finalists; GGF is one of those 6. Other finalists include sites in Alameda, Richmond, Oakland, Emeryville, Berkeley.
- According to LBNL, its research is multi-disciplinary, but has a strong emphasis on energy efficiency and carbon reduction.
- Lawrence Berkeley National Laboratory is entirely separate from Lawrence Livermore Lab which conducts classified research involving nuclear weapons and nuclear energy.
- LBNL is poised to announce the finalist site in late November; a final proposal by the developers will be submitted at the very end of September.

## THE SITE: GGF and WATERFRONT

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- Albany's Waterfront includes 88 acres of public open space (Bulb, Plateau, Neck, Beach, and Eastshore State Park northern shoreline) and 107 acres of private property (Golden Gate Fields Race Track owned by The Stronach Group(TSG), previously MEC, MID).
- The Albany Waterfront includes four creeks, underground culverts, wetlands, and mudflats.
- Total acreage of Golden Gate Fields is about 136 acres (107 in Albany; 29 in Berkeley (the stables)).
- Much of the Golden Gates Fields site is "filled" to create present shoreline; the only bedrock is at Fleming Point; the site varies in "buildability."
- All land west of I-80/580 to the shore, from the Richmond border to Gilman Street = 224 acres.
- Eastshore State Park General Plan (2002) includes plans to incorporate all city-owned land at Albany waterfront into ESP.
- Climate change could increase the potential for sea level rise; experts predict a sea level rise of up to 1.4 meters, significantly impacting coastal environs and proximate development. *According to the developer, the site will be developed (in regard to sea level rise) with standards consistent with the development of Treasure Island.*
- *According to the developer: average insolation indicates the use of photovoltaics for energy generation may be cost effective; average wind speed at GGF indicates that wind maybe an effective way to generate power; and harvesting rainwater and using it appropriately can reduce the usage of potable water.*
- While the City of Albany engaged its residents in a comprehensive process to discuss the waterfront (107 acres) in 2009/10, the Berkeley portion of GGF (stable area) site has not been discussed by the community in recent years.
- It appears that Measure Q (Berkeley, 1986) set maximum allowable development potential; Measure N (2001) authorized Berkeley City Council to decrease development potential of the 29 acres in Berkeley.
- It appears that the Berkeley Waterfront Master Plan cites that the eastern 20 acres of GGF stable area to be developed with a maximum size 165,000 sq. ft. hotel (up to 250 rooms) and up to 10,000 sq. ft. restaurant. (Indications are that other uses or sizes would prompt a vote of residents.)
- Completion of the Bay Trail has been a long desired goal of residents of Albany and the region.
- *According to the developers, the GGF site is very complicated and will require more than \$100 million in infrastructure costs (addressing sea level, building roads, demolition of the track, creation of open space, etc.).*
- Numerous ideas about development of the Albany waterfront have been proposed over the past decades; none have been successful. Golden Gate Fields has been a racetrack for about 70 years.

## FACTS: ECONOMICS

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- In 2009/10, GGF contributed \$1.7M to Albany’s general fund, AUSD, and the Library through a variety of taxes (\$682K to schools; \$1.06 to city, including Library).
- GGF currently contributes a very minimal amount to Berkeley’s revenues (only through parcel taxes, no sales tax at that site - stables).
- Different land uses generate different amounts of gross and net tax revenue. The gross revenue does not account for city services and other expenses that may be required to accommodate different uses.
- *According to the developer (all numbers approx): 120,000 sq ft commercial lab generates \$400K in tax revenue; 120,000 sq ft office building generates \$152K in tax revenue; every 25,000sq ft of retail generates \$96K; 75,000 sq ft of residential (about 64 units) generates \$133K in taxes; 100-room hotel generates \$605K in taxes.*
- *According to the developer’s economics consultant, Albany Measures I and J, which support AUSD, are based on a tax on total private land area and are not directly related to the amount of area occupied by buildings. Revenues from the parcel tax to AUSD remains the same if the privately-held land area remains the same. If privately held land is reduced, parcel tax revenue to AUSD is proportionately reduced. The developer says the land will remain privately owned.*
- In 2010, LBNL conducted an economic impact study which estimated that in 2009 “the Bay Area benefitted from \$690M in spending impacts from the Lab, 5,612 jobs, and \$446.5M in personal income impacts generated by LBNL.”
- If the GGF site is selected to be the site for LBNL’s second campus, and if the project comes to fruition, The Stronach Group has committed to establishing a race track in Northern California, maintaining jobs for current employees.
- The cities of Berkeley and Albany are beginning discussions about revenue sharing or revenue protection possibilities.
- The Stronach Group has stated (see interview with developers) that they will preserve Albany’s and AUSD’s tax revenue during the time that the race track is demolished and tax revenues are not available through other uses at the site (est. 5 years of construction time).

## **FACTS: Entitlement Process**

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- Current waterfront zoning in Albany: park and rec facilities; utilities; bars; commercial recreation; parking; restaurants; waterfront-and sports-related commercial sales and services; and horse racing.
- Measure C requires majority vote of Albany residents to change waterfront zoning.
- Total acreage of Golden Gate Fields is about 136 acres (107 in Albany; 29 in Berkeley (the stables).-
- The City of Berkeley has not studied this parcel (29 acres) in recent years. It appears that Measure Q (1986) set maximum allowable development potential; Measure N (2001) authorized Berkeley City Council to decrease development potential of the 29 acres.
- The Waterfront District in Albany is subject to Measure C, put in place in 1990 and requiring that any changes to Albany's current zoning for that District be subject to a majority vote of Albany residents.
- Any election involving land use requires an Environmental Impact Report (EIR) if put on the ballot by the Council; if placed on the ballot as a citizens' initiative (signature drive), an EIR is not required until the time when the developer actually submits the proposal.
- In both Albany and Berkeley, once any required election takes place, projects would need to go through the appropriate level of review and permitting.
- In addition to city review and analysis, projects would be subject to the California Environmental Quality Act (CEQA) and would require an EIR. This process includes environmental study of the proposal and "alternatives," provides for opportunities for public review and input, and enables the development of "mitigations."
- The developer pays for the EIR (which for a large project, is well over \$1M).
- A development at the scale of the developer's thinking, is likely to result in a Development Agreement -- a legally-binding contract between a private property owner and a governing public body (city, county, state). The Agreement is negotiated; each party can request terms, including community benefits. Development agreements can supersede zoning, but require full environmental review.
- GGF site is complicated in that it straddles two cities, and would need to negotiate with both cities.
- The LBNL project is currently proposed to be (99%) on the Albany portion of the site.

## FACTS: LAND USE

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- Current waterfront zoning in Albany: park and rec facilities; utilities; bars; commercial recreation; parking; restaurants; waterfront and sports-related commercial sales and services; and horse racing.
- Berkeley Waterfront Master Plan cites eastern 20 acres of GGF stable area to be developed with a maximum size - 165,000 sq. ft. hotel (up to 250 rooms) and up to 10,000 sq ft restaurant. (Other uses/development requires vote of residents.)
- TSG/GGF Development Team proposing to develop land adjacent to proposed LBNL project (2nd campus) as a “green technology collaborative,” which would include additional uses that they feel would “complement” LBNL and provide range of benefits (including tax revenue) to Albany (and Berkeley)
- City of Albany contracted with a consultant, Fern Tiger Associates, to implement a community process to consider what residents would like to see at the waterfront (Albany portion of GGF site). *Voices to Vision* resulted in recommendations about site development standards (design, energy, transportation, amenities, etc.), uses [hotel, retail, open space (preferred 27 acres built; 75 acres public open space), interpretive center], height (3 stories, 40’), and about community goals related to revenue derived at the site (= to 1.7M).
- *Voices to Vision* did not consider the possibility of a federal laboratory (like LBNL) at the site.
- The current proposal for LBNL’s second campus (at any site) would include the potential for 2M sq. ft., built in phases, with Phase One at 500,000 sq. ft.
- The developer’s current proposal for GGF (per interview with TSG) includes approx. 53 acres of new permanent public open space in Albany and 11 acres of “campus open space” in and around LBNL (and open to the public) in Albany. The developer appears to be committed to completion of the Bay Trail, and restoration of wetlands
- The developer appears to think that uses such as additional laboratories, beyond LBNL, retail, hotel, offices, and residential would be compatible land uses with LBNL’s project.

## **FACTS: Community Benefits**

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- Studies done by LBNL indicate indirect economic benefits – jobs, positive impact on local businesses, spin-off enterprises, etc.**
- Development of a second campus for LBNL and auxiliary uses at the GGF site are expected by many to have the potential to bring educational benefits to the schools in both Berkeley and Albany.**
- If a Development Agreement is the entitlement tool, the community will have the potential to negotiate for benefits beyond typical zoning procedures. Some cities have received assistance for schools and the local community in conjunction with a development agreement, in addition to infrastructure and open space improvements.**
- The City of Albany’s Voices to Vision final report recommended several community benefits that residents would be interested in, should development at the site take place. These benefits included: permanent open space adjacent to the publicly-owned beach and plateau/bulb area at the north end of the site; completion of the Bay Trail; restoration of wetlands; and an interpretive or educational center.**
- According to the developers, the current plan for a second campus for LBNL at GGF, includes the four benefits noted above. But the amount of dedicated, new, permanent open space does not meet the recommendations in the report (75 acres). According to the developers, 53 acres of permanent open space will be provided in Albany and approximately 11 acres of “campus” open space. An unknown number of acres in Berkeley will be dedicated to new open space.**
- LBNL has the potential to partner with AUSD (and BUSD) to provide diverse programs in science and math, internships, and career training opportunities.**
- Development agreements typically include a set of community benefits (beyond the mitigations noted through the CEQA process.**
- While the actual community benefits package would be part of the Development Agreement negotiations, it may include (in addition to those benefits noted as recommendations in Voices to Vision) things like: maintenance of open space, long term support of community-based organizations, support for local businesses, hiring programs, etc.**