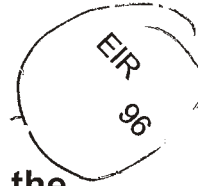


Paul Menaker - Korve Engineering



Hunters Point Shipyard should be a High Priority Terminal in the San Francisco Bay Area Water Transit Authority's Implementation and Operations Plan

October 10, 2002

Summary

After many years, San Francisco and the Bayview-Hunters Point (BVHP) residents are well on their way to creating a vibrant new community at the former Hunters Point Shipyard (Shipyard). When completed, **the new Shipyard will house 5000 residents, employ 10000 workers,** provide retail services including a unique African Festival Marketplace and contain extensive parks and open space, all along the edge of the Bay. To meet these goals, **the community will need to have good transportation connections to overcome its geographical isolation and limited roadway access. Water transit is a key element of the new Shipyard.** The Shipyard Plan anticipates a new ferry terminal which will serve this need. Through this dock, residents could travel to work along San Francisco's waterfront and to East Bay points and workers and tourists from around the Bay could easily get to the Shipyard and the surrounding community.

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From a planning point of view, **the Shipyard is part of the Bay Area's "smart growth" initiative** - in-fill development in an existing urban area. It goes without saying that **the BVHP community has been economically disadvantaged.** Thus, an initiative to provide water transit service to the Shipyard would help the Water Transit Authority (WTA) conform to the US Department of Transportation's "**Environmental Justice**" policies. Further, **the Shipyard provides an ideal facility to address disaster preparedness, as well as providing a potential Park-N-Ride facility.** Finally, as a former Navy shipyard containing extensive serviceable shipbuilding and repair equipment, the WTA should **encourage the construction and repair of new ferry boats at the Shipyard.**

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Introduction

San Francisco has been the hub of Bay ferry service for the last 150 years. It's commitment to continuing and enhanced ferry service is evidenced by the complete rehabilitation of the Ferry Building and expansion of its ferry docks and the installation of a success ferry terminal at PacBell Park. Ferry Service is integral to the redevelopment of Treasure Island. We would submit that **ferry service is a key ingredient to the redevelopment of the Shipyard.**

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The Shipyard is central to the Bay Area and is located on the southeast San Francisco waterfront **surrounded on three sides by waters of the San Francisco Bay.** The Shipyard is physically, economically, socially, and historically connected to the City of San Francisco as part of the BVHP Community. As Primary developers for the Shipyard, the Lennar/BVHP Team now sits at the table with the City and community representatives in an effort to meet the following redevelopment objectives:

- Create jobs for economic vitality
- Support existing businesses
- Create an appropriate mix of new businesses

- Provide multi-modal transportation alternatives
- Balance development and environmental conservation
- Facilitate appropriate immediate access
- Integrate land uses with the BVHP community
- Acknowledge the history and maritime tradition of the Shipyard

Hunters Point will be a new neighborhood with over 5000 residents and 10,000 jobs

The Shipyard project will be a new neighborhood with huge potential and poor access. The City is actively involved in turning the Shipyard into a new city neighborhood. The current EIR for the Shipyard analyzes a development with more than 1,800 residential units and more than 3 million square feet of commercial development. Further refinements to the redevelopment plan may encourage more housing and commercial development. The Shipyard site is central to the San Francisco Bay, but is isolated from the region’s activity centers. Access is crucial to developing the land to its highest potential and to integrating the development with the lower income communities that surround the site. As a former military base on the water, the Shipyard deserves special recognition from regional funding sources to support its new, in-fill uses and its contribution to relieving the region’s housing shortage.

Hunter’s Point Shipyard, Treasure Island, Transbay Terminal and Mission Bay illustrate that San Francisco’s commitment to “smart growth” and housing production is unmatched in the region.

The current Plan does not meet the requirements for Environmental Justice

Several neighborhoods along San Francisco’s Southern Waterfront continue to be economically marginalized. It is extremely disappointing that the WTA does not adequately address both the development opportunities inherent at the Shipyard, and the BVHP community, as well as on-going environmental justice concerns.

Other transportation providers are actively programming projects to enhance access to the BVHP community and address environmental justice considerations. For example, the City and Caltrain are working together to develop a new station at Oakdale Avenue to directly serve the BVHP. When the Transbay Terminal project/Caltrain extension is completed, BVHP residents will have excellent access to downtown San Francisco. Muni is building a light rail line to serve the community. These agencies understand the importance of meeting the needs of low-income and transit dependent neighborhoods. It appears that the WTA has not met the mandates of environmental justice as part of its project.

According to the U.S. Department of Transportation, there are three fundamental environmental justice principles:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

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US DOT also notes that “environmental justice is more than a set of legal and regulatory obligations. Properly implemented, environmental justice principles and procedures improve all levels of transportation decision making.” The WTA has not fulfilled these procedures. In other locations it partnered with public and private programs to leverage transportation agency resources to achieve a common vision for communities. The WTA has not fully sought out local community representatives for their input and participation, nor has it sought out the City’s designated developer for the Shipyard for input in achieving a common vision for this community’s economic and social development. This lack of cooperation may result in adverse impacts on minority and low-income populations.

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Ridership estimates understate the Shipyard potential

We understand that patronage estimates resulted in “low” ridership levels for a Hunter’s Point Shipyard ferry. We need to understand what service plan was assumed, how the service connected with other ferry routes, where the service was assumed to originate, and how often it would run. Aside from the issues of service design, we are concerned that land use assumptions, which form the basis of patronage forecasts, were incorrect. This resulted in a WTA process that underestimated the size of the transportation market. The draft environment document, for the Shipyard redevelopment project, identified about three million square feet of commercial development and 1,800 residential units. It is our understanding that this level of development was not included in the land use assumptions that produced the WTA patronage estimates. Indeed, the ABAG land use forecasts that form the basis of the WTA patronage forecasts identify only 1300 new households and the equivalent of less than 1 million square feet of new commercial development. This is clearly of concern.

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Equity and Merit needs to exist within the Plan

Access is a paramount issue for any reuse of the Shipyard and the WTA’s failure to include any terminal facility, with or without operating subsidy, is not acceptable from a community development standpoint. It is especially troubling to observe that the Shipyard is not recommended for inclusion in the WTA system, while other less developed areas are. The Shipyard project has more potential development, more opportunities for walk access, and substantially more residences than several of the other recommended terminals. The selection of other locations over Hunter’s Point Shipyard can only reinforce questions of equity and merit.

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Further, the City and Shipyard developer are assessing options that may increase the level and density of development on the site. Such an increase is consistent with regional and state plans, and should be encouraged by state authorities. By failing to assist the Shipyard project to achieve these activity increases through the provision of a water transit system, the WTA has ignored important state planning principles.

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The Plan needs to consider Disaster Preparedness and Park-N-Ride potential

Even if the WTA patronage projections are accepted, it is still unacceptable that the Shipyard was not recommended as an emergency response terminal. San Francisco is on a Peninsula, and providing multiple ferry slips, including the Shipyard, is inexpensive insurance. The WTA’s own Implementation and Operating Plan includes a detailed discussion of ferry activity during the World Trade Center disaster, but does not include pro-active recommendations on how the Bay Area can learn and prepare. A detailed list of emergency terminals should have been included, and the list should include the Shipyard. This and many more facilities will eventually be needed during a disaster.

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Disaster preparedness is the baseline justification for these facilities, but they would also be used, or could possibly be used, for special events or perhaps regular service. For example, the WTA’s standardized terminal design would provide excellent access to 49ers games at Candlestick Park. Or perhaps the city could work with the WTA to provide park-n-ride facilities at the Shipyard for ferry service to downtown or the East Bay.

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Construction and maintenance opportunities exist at Hunter’s Point Shipyard

Within the Plan, the WTA needs to discuss the location of vessel construction and maintenance facilities. Given the historic nature of the Shipyard in the building and maintenance of seaworthy vessels, and a portion of the shipyard being reserved for maritime industrial land uses, this location should receive serious and active consideration for both construction and maintenance activities. The need to acknowledge the shipyard history, and potential to create jobs in an economically challenged area, should be a major consideration in the Plan.

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Conclusion

San Francisco has a strong commitment to smart growth, housing and to transit oriented development. San Francisco will be one of the few Bay Area cities to meet ABAG’s housing mandates. The City has taken a lead role in making Transit Oriented Development viable – the Shipyard is a good example. However, it will require excellent transit access. The City and County will require the participation of the WTA in meeting the goals at the Shipyard.

The WTA plan calls for an increase of about 40 boats on San Francisco Bay, but the benefit of that service does not extend to low-income communities. The Implementation and Operating Plan does not adequately address emergency preparedness, nor does it specifically detail additional facilities at the Ferry Building to provide for water taxi service, or new facilities at the Shipyard. These must be included. In addition, Hunter’s Point Shipyard must be identified as a terminal location, even if their initial designation is “emergency response.”

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WATER TRANSIT AUTHORITY

PUBLIC HEARING

October 10, 2002

AUDI-X REPORTING

52 Longwood Drive, San Rafael, California 94901/ (415) 457-4417

OCTOBER 10, 2002

4:07 P.M.

P R O C E E D I N G S

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Ms. Haught Johnson - I have been given some cards. I will call people in order that I have been given the cards. We would like you to focus your comments on either the plan or the environmental document. I am going to try to limit the speaking to three minutes per person if at all possible. And we are not going to engage in a dialogue today about the plan. Everything you say about the plan or the environmental impact report will be taken down by Adrian and it will be addressed in our final plan. So the first person is Gopal Sarin.

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Mr. Sarin - I thought I would be the last one.

Ms. Haught Johnson - Did I get your name right?

Mr. Sarin - Yeah, Gopal Sarin, G-O-P-A-L, S-A-R-I-N. I am a new consultant. I am studying in a Masters EIR at the State University, Fresno, and I am working on the EIR Water Transit Authority. I bring, of course, a new experience, but if I make a fool of myself, forgive me. I consult with WTA and URS and others who are preparers and

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contributors to IOP and EIR. There is no time to go through entirely the total reports, cite the reports and read that.

My impression is 1) URS has addressed the EIR from a angle which does not take into account all the community concerns; 2) a non-profit corporation needs to make a supplemental report in accordance with the CEQA provisions to address all the community concerns, and WTA should be able to fund them; 3) CMG has been effectively used in New Zealand, where a majority of cars are driven by CMG and recently in Balig, India. The Supreme Court had ordered CMG's to be used on all the vehicles in the City and that has improved the pollution level -- that means the air level -- much much better. We need to utilize that knowledge. I have seen one of the nonprofit organizations, Bluewater, and there are a number of points which need to be addressed and URS has not been able to address. And my impression is that they will not be able to address because their approach is different.

I will send my detailed comments later. But one more thing is that I am not able to understand how the DWDA is a leader in the agency of CEQA, but who is the responsible agency to approve their findings? Who is the responsible agency? Maybe that is the Board of the WTA may be the responsible



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agency, but I do not know. Probably this new specification because this thing may come up in the law later on. I suggest also that they should go to New Zealand, maybe to see how the gas engines have used the idea, and collect the data, and use it. Thank you very much.

Ms. Haught Johnson - Thank you, Mr. Sarin. Roy Willis? Excuse me for a moment, Mr. Willis. I want to remind everybody that would like to submit anything in writing, please do so. And anything after today's meeting, if you cannot get everything in in your words, then you can submit it in writing.

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Mr. Willis - Thank you very much. Good afternoon. I am Roy Willis. I represent Lumarra (phon) BVHP Partners.

We are the developers for the Hunters Point Ship Yard Development. First of all, I would like to commend the WTA for all the hard work that you have done in preparing this plan. And I would like to suggest that, for the last three years or so, we have been working with the City and County of San Francisco and the Bayview-Hunters Point community to develop the 550 acres of land that is called the Hunters Point Shipyard Development. It is a major development. We

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have been negotiating very hard with the City and we are making real progress both with the City and with the Navy, and, when completed, this major mixed use development will be a major job center, create some 10,000 new jobs, and will house about 5,000 residents, and will be a major new center for open space parks. We are looking at a very unique African festival marketplace that will feature gospel, jazz and blues concerts on the Bay on an ongoing basis. So we will be a major attraction on the Bay just to the north of your South San Francisco terminal center. So we would like to enter into the record and hopefully make the case at your next meeting that this plan could be improved by including the Hunters Point Shipyard as one of the new high priority terminals as a part of your Implementation and Operating Plan. We did have conversations with your staff some time ago and we are very excited about being a part of this plan.

I would say -- a couple points -- we see the Shipyard as being a major Smart Growth initiative, which is one of the criteria mentioned here that you are looking at. We think we would certainly qualify for that. We also think that, from an environmental and a socially and economical standpoint for a community that has been greatly

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disadvantaged, that from an environmental standpoint, that this plan could certainly be improved by having a terminal there that would contribute to the economic development of that community. We will have maritime industrial jobs and light industrial jobs, retail jobs, and so forth. And, as I said, we will come back -- we would like to come back soon to make a more detailed case on October 24th. I understand that is when your next board meeting is. Mr. Paul Menaker will go into some other details on his three minutes. But we think you have done a great job. We think we could improve it with the Hunters Point Shipyard. Thank you for listening to me.

Ms. Haught Johnson - Thank you, Mr. Willis. Mr. Menaker?

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Mr. Menaker - For the record, my name is Dr. Paul ^{Korve} Menaker. I am a principal with ~~Copi~~ (phon) Engineering and working on the Hunters Point Naval Shipyard project. As indicated by Roy Willis, ferry service is the key ingredient to the redevelopment of the Shipyard. The Shipyard is essential to the Bay and is located on the southeast San

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Francisco Waterfront, surrounded on three sides by waters of the San Francisco Bay. The Shipyard is physically, economically, socially, and historically connected to the Bayview-Hunters Point Community. The current EIR for the Shipyard analyzes the development with more than 1,800 residential units and 3-million-square-feet of commercial development. Further refinements to the Redevelopment Plan may encourage more housing and commercial development. Access is crucial to developing the land to its highest potential and integrating the development with lower income communities that surround the site. We believe that the current plan does not meet the requirements for environmental justice as set forth by the U.S. Department of Transportation principles. These principles include to avoid, minimize, and mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects on minority populations and low income populations, to ensure the full and fair participation of all potentially affected communities in the transportation decision making process, and to prevent the denial of reduction in, or significant delay in, the receipt of benefits by minority and low income populations.

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Further, we believe that the current ridership estimates under estimate the Shipyard potential. Aside from the issues of service design, we are concerned that the lane assumptions, which form the basis of patronage forecasts, were incorrect. This resulted in the WTA process that underestimated the size of the transportation market in this place. It is especially troubling to observe that the Shipyard is not recommended for inclusion in the WTA system, while other less developed areas are. The Shipyard project has more potential development, more opportunities for Walk and Park and Ride access, and substantially more residences than several of the other recommended terminals. Even if the WTA patronage productions are anticipated, it is still unacceptable that the Shipyard was not recommended as an emergency response terminal. Its central location to the Bay makes it an ideal location for this purpose. Finally, given the historic nature of the Shipyard in building and maintaining seaworthy vessels, and a portion of the Shipyard being reserved for maritime industrial lane uses, this location should receive serious and active consideration for both construction and maintenance activities of ferry vessels. We strongly request that the WTA consider the



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Hunters Point Shipyard site as it moves forward with its plans.

Ms. Haught Johnson - Lee Blicht.

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Ms. Blicht - I just -- I am the President of the Chamber of Commerce here in San Francisco. We had a very detailed explanation of the plan to our Transportation Committee. I am just here today to report that we thought it was a great piece of work and effort, and we are supportive. Anything that gets people out of the one person driving a car across the bridge and puts hundreds on a ferry boat has got to help the environment. We think it is a no-brainer -- "Just go do it." However, we realize you have got to do the EIR and so forth. But we have this great Bay and we should use it better than we do now. And we saw the studies, you proved it financially. You have not targeted the tent people away from BART, you have really just targeted it to get people out of their cars and that was a good piece of work that has been done on this. And we commend everyone here for the efforts and we are here to support you when you go forward. Thank you.

Ms. Haught Johnson - Thank you, Mr. Blicht. Teri

Shore
Share.

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Ms. Share - Hi, good afternoon, *Teri Shore* Terry Share,

Bluewater Network. Bluewater Network is solidly behind the proposed low-emissions ferry standard of 85 percent below EPA Tier 2 (2007). And we plan to support the ferry expansion on this basis. The WTA's work on ferry expansion is clearly ground breaking and setting a model for the nation and the world. We are pleased to have been a part of this planning effort and we believe that the IOP does a good job of summarizing the WTA's work. But having said that, we do have a number of questions and concerns that we believe have not been fully addressed in the IOP and the EIR. I will summarize some of them here and I will also be providing extensive comments on the EIR. Almost done.

One, on the Low-emissions mandate, in order to ensure that this mandate happens down the road, long after the current staff and your current applicants are around, we believe that the emission standards should be everywhere. It is in the IOP, it needs to be in the EIR as a mandate, it is not right now. It also needs to be in the authorizing legislation and in the bridge toll legislation, not only for the WTA's benefit, but for the benefit of other ferry projects that might come forward, particularly on the bridge

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toll front. We also believe that in the IOP, a more detailed plan for achieving the mandate is needed. Currently, the entire plan consists of issuing an RFP for the vessels through the vessels specifications, but there is no back-up plan in detail for the possibility that no one way bid on the project for these vessels. So we would like to see a recommendation in the IOP for the early construction of a pilot fleet boat or boats to ensure the Low-emissions standard. That way, you have some time to order on the vessel; if it does not work, you can change technologies without jeopardizing service. There are a couple of things that are not in the IOP and the EIR that I believe should be. One was mentioned by the previous speakers, environmental justice and how ferries will serve diverse ridership. I did not see that that was addressed except in the land use section of the EIR where it talks about building terminals in communities. I think we need to look at air emissions standards and also how a diverse ridership will be served. A couple of other -- I just want to list a couple of other things that I would like to see in the IOP and EIR -- waste water and gray water impacts from vessels in terminals. I would like to see the continuation



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of the TAC, the CAC, and the clean marine. I have not seen that spelled out anywhere. Maybe it is assumed that those are very very effective. Details on bike and pedestrian access, and greenhouse gases.

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Ms. Haught Johnson - Thank you, Ms. Share. *Stephen*
Steven
Martin?

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Mr. Martin - Hi, good evening. I am a big fan of the ferry service. I have taken it since I was a kid and I know that California was the leader in urban transportation prior to -- not in the nation, but they had a great system here until World War II and the internal combustion engine took over and everyone wanted to get in their own car and drive around. So anything we can do to get people out of their cars and back into ferry boats is a good thing, especially here. We have such a beautiful area in a limited space, and this is a perfect Bay and historically it has served the people very well. We are also the custodians of a great maritime heritage here that I think should be utilized. Thank you.

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Ms. Haught Johnson - Thank you, Mr. Martin. *101*
Jennifer Clary?

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Ms. Clary - Congratulations. Maybe we will be able to get home for the game. My name is Jennifer Clary. I am President of San Francisco Tomorrow. And I have my transportation chair here today, so he can correct everything I say. We already did some public comments on the EIR and we will submit more in writing. On the IOP, I just have a few questions. First, I am a little confused about governance. You talk about expanding existing routes and I am wondering, do you have plans to maybe assume management or a partnership role with the existing ferry routes? Is that something you are in negotiations with? And by the same token, when you are talking about your relationship with land side transit and you are setting aside a budget for that, what are you envisioning? Are you going to extend existing lines? Are you going to fund new lines? Are you going to be doing a shuttle service that only serves the ferry? Are you going to do Park and Ride? And is this subsidy just for capital or operating, or both?

Also, on the zero emission ferries, I do not know how many of you have heard Howard Strasser (phon) from the Sierra Club who has done an analysis of the ridership increase you are projecting vs. those riders if they use single occupancy

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vehicles. 'And he showed that there was no real energy savings in the ferry service as you envision it in your EIR.

So I guess my question is 1) what are you doing to increase ridership, for instance, a marketing plan for reverse ridership for the empty ferries that are going in the other direction, and this makes the zero-emission ferries even more important because if you are not saving energy, at least you hopefully will be using cleaner energy. And part of the problem, of course, is that ferries, even though diesel, are not as clean as cars. Also, the new funding mechanism -- I am a little confused by that because when I was at MTC watching this presentation a few weeks ago, they seemed to actually be very concerned about competition for operating income, and I am wondering how much of the new funding you have identified has already been identified by MTC and other agencies for other needs. Also, on page 10 on your list of major projects and their capital operating costs, I know you mention Caltrans and I know it does not serve the same ridership, but if you are comparing costs, Caltrans extension is much less expensive than BART and maybe it would give people a good idea about a real comparison. And by the same token, when you are doing



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comparisons on page 15 about operating subsidies for different transit systems, when you say SFMUNI, could you specify that you are talking about the rail system? Because 114,000, of course, is only the rail and not the whole system. Thank you.

Ms. Haught Johnson - Thank you. That is the last card I have. Is there anyone else who wants to say anything? We have got one person.

Mr. Howard - Can you hear me? That is close enough, okay.

Ms. Haught Johnson - And we would like you to fill a card out with your name on it afterwards, okay?

Mr. Howard - Oh, okay. My name is Dennis Howard.

I am in the Inland Boatmans Union, Sailors Union of the Pacific, and I also get some work out of the Marine Engineers Union, both the IBU and the MEBA represent people who work the ferries. I won't talk about "because it is my job, I want this to happen." I have traveled in other countries. I have traveled in particularly Canada and Ireland as tourist and as a bicyclist, and worked -- and being able to take ferry transportation enhanced my experience as a tourist in those countries 100 percent. It

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was just another wonderful experience. And I would say that when you are looking at this and you are weighing it, you are also weighing tourism. You are just not weighing the people that live here. Thank you.

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Ms. Haught Johnson - Thank you, Mr. Howard.

Anyone else like to make a comment?

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Mr. Wilson - My name is Tom Wilson and I am in the IBU. I have also been in the Sailors Union for 35 years. Most everything has been covered. One thing I noticed that was not mentioned would be stress. I think getting off these freeways, I mean, I travel over the Bay Bridge all the time and it is really -- the stress is terrible. And I have worked on the ferries and I have watched people and they are very relaxed, they read books, you know, it would be a lot better for people, plus jobs and reducing traffic and everything else. Thank you very much.

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Ms. Haught Johnson - Thank you. Anybody else?

Mr. Castleberry - Just a couple of points of information. I am certainly not intending to answer all the questions, but I think some clarifications about the process may be in order. There was a question about the Environmental Impact Report, and who is the lead agency, who

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is the responsible agency? For clarification, the Water Transit Authority is the lead responsible agency and they will be the agency that approves the final EIR. Questions about how it is going to operate in the future, it is sort of a non-answer. The question about who is going to operate the routes, are you going to operate existing routes, are you going to operate the new routes? The Legislation does not give us the authority to take over existing routes. It is something that we would work with the locals. You know, if they wanted us to, fine. If they did not, that is fine too. And the question about running transit, I mean, it is an open question. The kinds of transit, the ferry terminal, the terminal where some places it has the shuttle buses and some places it will be extensions of existing lines. It really varies. And for that reason, the operations will likely vary too. It certainly has not been determined at this point.

Ms. Haught Johnson - And 25 percent of our estimates have ---

Mr. Castleberry - And we intended to budget for it no matter who is actually spending that money.

Ms. Haught Johnson - Wait one second, okay? I

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want to say to the Hunters Point people that we look forward to having you at our meeting and doing your presentation, but we certainly are not excluding Hunters Point from our plan. Did you have a question, sir?

Mr. Sarin - About the lead agency and responsible agency, I was only meaning that one who prepares the plan -- it goes to a second authority for approving it. Perhaps it is not in the thickness of things that one who prepares the plans, he hands it directly to the Legislator for approval.

In between probably the WTA Board of Directors, maybe, but then Board of Directors will be -- should be having some tools at their command, some resources at their command to scrutinize it and to see. And 2) I am very particular just Mr. Steve pointed out that one that almost \$500 Million when you are going to spend, the planning has to be very thorough and it involves a lot of money. Usually what my experience has been, about five to six percent of the total money is spent on planning -- detailed planning, total. Just like a project report or just like an IOP and Water Plan. So that needs you need about \$25 Million, and you have got already \$12 Million, probably at least \$13 Million more you will go to ask the Legislature next time. So the

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money should be got and thorough planning work should be done, and that is why --- I mentioned about the supplemental EIR from the community side that is a nonprofit. Thank you.

Ms. Haught Johnson - Is there anything else anyone would like to add? This meeting is adjourned. Thank you.

[Adjourned.]

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