

City of Brisbane

Planning Commission

TO: Planning Commission

For the Meeting of June 9, 2016

FROM: John Swiecki, Community Development Director

SUBJECT: Brisbane Baylands Deliberation Meeting #7 - Intensity of Development within the Baylands

Background:

In its deliberation meetings to date, the Planning Commission has identified key principles for future development, land uses to be considered in development of the Baylands, and key Baylands features that define the site's open space network and developable areas. The Commission further provided direction as to how land uses should be distributed across the site. A summary of the Commission's direction to date is provided in Attachment 1. At its May 18 meeting the Commission began its deliberations pertaining to development intensity. At the end of its May 18 meeting, the Commission appointed a Subcommittee consisting of Commissioners Anderson and Parker to further define issues that needed to be discussed by the Commission to complete its deliberations and make its recommendations for the Baylands. The Subcommittee met on May 31, a summary of which is provided below.

As has been made clear throughout the deliberations process, any decisions or determinations reached this evening are subject to reconsideration and modification by the Commission in later discussions and prior to the Commission's final recommendation.

Discussion:

The Subcommittee consisting of Commissioners Anderson and Parker met on May 31, and raised a number of questions, including:

- What land use and development intensity issues remained requiring direction from the Commission.
- The overall content of the Commission's recommendation and the process that would be followed once the Commission provided its recommendation to the City Council.
- How the potential for a high speed speed rail yard within the Baylands could be addressed in the Commission's recommendation to the City Council.

Land Use and Development Intensity Provided to Date – Areas 3-5 and 7-10 (see Attachment 1 for a map of planning areas)

Based on discussion at the Planning Commission's April 28 and May 18 deliberations meetings, interim direction was provided for several areas of the Baylands as described below.

- **Area 3: South of Visitacion Creek, East of Caltrain (63.3 ac)**

- **Open Space**

- Commercial recreation uses may also be considered within this area.

- **Area 4: South of Visitacion Creek, West of Caltrain (27.5 ac.)**

- **Light Industrial**

- Service and light industrial uses within the Industrial Way industrial park would be permitted to continue. However, existing buildings would be replaced with new, well-designed buildings over time.

- A maximum of 231,400 square feet of building area (equivalent to the size of the existing industrial park) would be permitted.

- **Area 5: Roundhouse Area (27.1 ac.)**

- **Retail**

- The Roundhouse and Lazzarri Fuel Building would be restored. Uses in this area would consist of a combination of retail, restaurant, and small shops. Small office uses could also be permitted.

- A maximum of 184,690 square feet of building area would be permitted.

- **Area 7: Machinery & Equipment Building Area (15.8 ac.)**

- **Community Gardens; Open Space**

- The existing use of the Machinery and Equipment building would continue. The surround lands would be used as open space, including providing for community gardens, as well as a potential permanent location for the existing nursery on Icehouse Hill. At some future time, the ideal would be to restore the Machinery and Equipment building for community use in conjunction with the community gardens.

- **Area 8: Kinder Morgan Tank Farm (22.8 ac.)**

- **Industrial**

- The tank farm would continue in its existing use. Buffers would be developed adjacent to the tank farm by realigning Tunnel Avenue to the east, along with open space areas to the north (Visitacion Creek), west (Icehouse Hill and community gardens), and south (lagoon-adjacent habitat area).

- **Area 9: West of Tunnel Avenue between Geneva Extension and Visitacion Creek (25.4 ac.)**

Light Industrial

This area would provide for the relocation of the existing lumberyard, as well as parking for Caltrain should the existing Bayshore Station be moved to the south.

- **Area 10: Caltrain Parking Area (3.7 ac.)**

Caltrain Parking

This area would provide for parking for the Caltrain Bayshore Station.

Remaining Land Use and Development Intensity Issues Requiring Commission Direction – Areas 1, 2, and 6

As discussed above, the Commission has provided interim direction regarding the distribution of land use across the site. This direction has defined development intensity for the majority of the Baylands. The areas where the development intensity issues remain to be determined include the Recology area, the portion of the former landfill north of Visitacion Creek, and the northerly portion of the Baylands west of Caltrain along both sides of the Geneva Avenue extension.

Area 1: Recology

Previous discussion indicated that development intensity for Area 1 (Recology area) should provide for the potential Recology expansion. By recommending light industrial use for this area along with a maximum building area of 1,050,000 square feet, the Commission would provide a land use designation and development intensity that would accommodate future expansion of the Recology facility (if ultimately approved by the City), and would also provide for light industrial development adjacent to the solid waste facility should Recology not ultimately expand. Upon further consideration, it might be more prudent to base development intensity for this area on the existing Recology building area (260,000 s.f.) with a sufficient amount of development intensity for light industrial uses to locate between the existing Recology facility and the Geneva Avenue extension should the Recology facility not expand. Thus would allow Recology to request an increase in allowable building square footage for the area in the future as part of their proposed modernization and expansion program. Thus, the Commission could consider a maximum building square footage of 585,000 s.f. for Area 1. This would provide for existing Recology facilities, along with a reasonable amount of development intensity to provide for single story light industrial buildings in the area between Recology and the Geneva Avenue extension.

Area 2: Former Landfill Area North of Visitacion Creek

At its May 18 deliberations meeting, the Commission expressed its preference toward renewable energy generation as the primary land use for that portion of the former landfill north of Visitacion Creek (Area 2). During the discussion of this area, some members of the Commission also noted that some level of development (such as retail or a tech campus) might be appropriate. The Commission should revisit discussion of this area to determine appropriate land uses and development intensity (if retail and/or tech campus uses are included).

Area 6: Northwestern Portion of the Baylands west of the Caltrain along the Geneva Extension

The other portion of the site requiring direction from the Commission is the northwestern portion of the Baylands west of the Caltrain along both sides of the Geneva extension (Area 6). While the Commission has focused on this area for R&D office uses with supporting retail development, it did not recommend development intensity for this area.

The Subcommittee discussed this area at its May 31 meeting, and noted that the City faced two competing objectives for the area. The first is to minimize significant unavoidable impacts (particularly traffic congestion) identified in the Baylands FEIR EIR that are driven by the overall scale and intensity of the development for the Baylands by reducing the development intensity of Area 6 and the overall intensity of development throughout the Baylands. The second objective is the desire to provide land uses that maximize transit usage, which suggests increased development intensity in proximity to the Caltrain Station, generally west of Tunnel Avenue along both side of Geneva Avenue. The ideal would be to find a balance between these two competing objectives which was discussed at the subcommittee meeting of May 31.

In looking at the issue of balancing development and traffic congestion, the Subcommittee utilized General Plan Policy 38.1 as the discussion starting point. The policy reads as follows:

“The level of service for all arterial streets within the City shall not be less than LOS ‘D’ except for the intersections on Bayshore Boulevard at Old County Road and San Bruno Avenue, which shall not be less than LOS ‘C.’ The two intersections having LOS ‘C’ shall not be degraded below that level as a result of increased impacts from other intersections within the City and such impacts shall be mitigated as necessary to maintain the LOS ‘C’ standard at the identified intersections.”

As shown in the Baylands EIR, cumulative traffic increases from developments in San Francisco, Daly City, and other surrounding communities will cause Brisbane level of service standards at the Bayshore Boulevard/Old County Road intersection to deteriorate to LOS D. Thus, any development within the Baylands would exceed the roadway level of service standards set forth in General Plan Policy 38.1. Since it is impossible for the LOS standards of General Plan Policy 38.1 to be met, LOS does not serve an effective means to establish a cap on Baylands development. Instead the question is what range/level of traffic generation associated with Baylands development would the Commission be willing to consider.

This led to a discussion of establishing a “trip budget” to establish a cap on the number of trips that would be generated by development in the Baylands. Establishing such a “trip budget” would reflect the existing General Plan policy concept that the maximum allowable development of the Baylands is to be based on the site’s traffic-generating characteristics, and that the Baylands could include a larger amount of low traffic-generating uses in exchange for a lesser amount of higher traffic-generating uses¹. A “trip budget” for the Baylands would specify, for example, that the total

¹ The 1994 General Plan states, for example, that the Baylands could contain between 1.0 to 4.0 million square feet of building area, depending on the traffic generating characteristics of uses.

amount of external traffic from the Baylands would not be permitted to exceed “x” number of trips in the AM peak hour, “y” number of trips in the PM peak hour, nor be permitted to exceed “z” number of average daily trips.

The trip budget concept in General Plan Policy 38.1 was intended to address the spectrum of land use options ranging from industrial to office to retail based on their trip generation rates- the concept would allow more square footage of low intensity uses or less square footage of uses with higher rates of trip distribution. The 1994 trip budget concept did not consider mode shift (i.e., shifting car trips to transit) as a means to reduce trip generation. In taking a broader view of the “trip budget” concept, considering factors such as transit usage would reflect the Baylands Sustainability Framework by rewarding development that increases use of pedestrian and bicycle circulation, as well as use of transit. Essentially, a “trip budget” would work in a similar manner as the existing General Plan LOS policy to set a limit on Baylands development, but would not rely on levels of development being approved in other communities that affect LOS on area roadways to establish limits on allowable development in Brisbane. Use of a “trip budget” for the Baylands would also provide a more stable regulation in that the amount of allowable development in the Baylands would not need to be recalculated upward or downward based on the approvals and actual buildout of each development in adjacent communities.

If the concept of establishing a “trip budget” in conjunction with a maximum allowable square footage or FAR figure for Baylands development is of interest to the Commission, additional information could be provided once interim direction on land uses and development intensity for Areas 1 (Recology Area), 2 (Renewable Energy Generation Area), and 6 (Transit-Oriented Area) is identified by the Commission. A “trip budget” for the Baylands would be based on the types and intensities of uses to be permitted within the Baylands, along with establishment of mode transit usage targets. Thus, defining allowable land uses and development intensities needs to precede establishment of a specific “trip budget.”

In relation to Area 6 as shown in Attachment 1, it was suggested at the May 31 Subcommittee meeting that some development intensity “benchmarks” be provided to the full Commission for its consideration in recommending the appropriate maximum development intensity for this area. Based on a mix of office/R&D uses with supporting retail use, and perhaps hotel use, the Commission could consider the following buildout “benchmarks” for Area 6 (67.7 acres) in making its land use and development intensity recommendation.

- *1.0 million square feet of building area.* Buildings within the area would be primarily one and two stories in height, with open space areas and internal plazas provided. Overall, buildout of the Baylands would be approximately 1,970,000 s.f. of building area, which is about the same as was analyzed in the EIR for the Renewable Energy Generation Alternative. A total of 1.0 million s.f. of building area within Area 6 would be well below even the low end of development intensity within the Bay Area for the past 20-30 years. It is also not likely that such a level of development would support moving the Bayshore Caltrain Station south to a location at Geneva Avenue.
- *2.0 million square feet of building area.* Buildings within the area would be primarily two and three stories in height, with open space areas and internal plazas provided. Overall,

buildout of the Baylands would be approximately 2,970,000 s.f. of building area, which is about 1/4 of the building area proposed in the DSP scenario and about 1/3 of the building area proposed in the CPP scenario. It is also over 40 percent less building area than was analyzed in the EIR for the Lower Intensity Non-Residential alternative. While 2.0 million s.f. of building area within Area 6 would be at the low end of the intensity of recent developments in outlying communities of the Bay Area, it would be well below the intensity of recent transit-oriented developments.

- *3.0 million square feet of building area.* Buildings within the area would be two to four stories in height, with open space areas and internal plazas provided. Overall, buildout of the Baylands would be approximately 3,970,000 s.f. of building area, which is about 1/3 of the building area proposed in the DSP scenario. It is also about 55 percent less building area than the CPP scenario, and 25 percent less building area than was analyzed in the EIR for the Lower Intensity Non-Residential alternative. Developing 3.0 million s.f. of building area within Area 6 would be at the low end of the intensity of recent developments in the Bay Area, but below the typical intensity of recent transit-oriented developments.
- *4.0 million square feet of building area.* This is slightly more building area than the development examples shown to the commission at its May 18 meeting for Area 6. Buildings within Area 6 would be three to six stories in height, with open space areas and internal plazas provided. Parking would typically be in parking structures. Overall, buildout of the Baylands would be approximately 4,970,000 s.f. of building area, which is about 60 percent less building area than proposed in the DSP scenario and about 40 percent less building area than the CPP scenario. It is also 7 percent less building area than was analyzed in the EIR for the Lower Intensity Non-Residential alternative. Developing 4.0 million s.f. of building area within Area 6 would be at the low end of recent transit-oriented developments.
- *6.0 million square feet of building area.* This is slightly more building area than the development examples shown to the commission at its May 18 meeting for Area 6. Buildings within Area 6 would be four to eight stories in height, with open space areas and internal plazas provided. Parking would typically be in parking structures. Overall, buildout of the Baylands would be approximately 7,970,000 s.f. of building area, which is about 35 percent less building area than proposed in the DSP scenario and about slightly less building area than the CPP scenario. Developing 6.0 million s.f. of building area within Area 6 would be typical of recent transit-oriented developments outside of downtown areas in San Francisco, Oakland, and San Jose.

Content of the Commission's Recommendation and Review Process following the Commission's Recommendation to the City Council

The deliberative process undertaken by the Commission to date will enable the Commission 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. Thus, the Commission's recommendation to the City Council should include the following elements:

- **Recommended land uses and development intensity for the Baylands.** This could 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 to preparation of new Concept Plan/Specific Plan as required by the General Plan. This recommendation could be made without a recommendation to certify the Final EIR.
 - Recommending additional land use policy 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 recommendations for additional General Plan policy for the Baylands (e.g., incorporate the Sustainability Framework as appropriate into the General Plan).
- **Recommendations regarding UPC's applications for a General Plan Amendment and Specific Plan.** As has previously been discussed, 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 if they were sufficiently aligned with the Commission's desired land uses and development intensity. 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.
- **Recommendations regarding certification of the Final EIR.** Along with its land use recommendations, the Commission is being asked to make a recommendation on the Final EIR for the Baylands. CEQA requires that the City of Brisbane as Lead Agency certify that the Final EIR for the Baylands meets the requirements of CEQA before approving any modifications to the the General Plan or a Specific Plan for the Baylands. Essentially, for the Commission to recommend certification of the Final EIR, the

Commission would need to make findings that the analyses in the EIR encompass evaluation of the land uses and development intensity the Commission is recommending.

CEQA does not require that the final recommendation of a Planning Commission or final action of a City Council mirror exactly the project description or alternatives contained in the EIR. In fact, it is typical in large-scale planning programs, such as the Baylands, that the Planning Commissions recommend and City Councils adopt project that differ from the original project description or alternatives contained in the EIR.

If the Commission wishes to make a land use and development intensity recommendation that differs from the specific scenarios and alternatives set forth in the Final EIR for the Baylands, staff would evaluate the extent to which the analyses contained in the EIR might address the land use and development intensity the Commission might wish to recommend. Staff would then prepare draft CEQA findings for the Commission to consider in making its recommendations. Certification of the Final EIR for the Baylands is not required for denial of proposed applications.

As part of its recommendations to the City Council, the Planning Commission thus has a number of options in relation to the EIR for the Baylands.

- *Certify the Final EIR for the Baylands.* The Commission could recommend that the City Council certify the EIR as meeting the requirements of CEQA. If the Commission is recommending a development intensity less than that of the DSP/DSP-V or CPP/ CPP-V scenarios, such a recommendation could include findings that the EIR adequately addresses the land uses and development intensities being recommended, but that additional studies would be needed to adequately address the impacts of higher intensity land uses described in EIR scenarios.
- *Defer certification of the Final EIR for the Baylands until certain revisions were made.* Should the Commission recommend (1) that revisions be made to UPC's applications before they are recommended for approval, or (2) that additional environmental studies are needed before the EIR could be considered adequate under CEQA to support the Commission's desired land use and development intensity recommendation, the Commission could recommend that the City Council require such studies to be completed before the Council would formally adopt the Commission's recommended land use and development intensity recommendation for the Baylands. A recommendation that certain studies be undertaken or revisions to the Final EIR for the Baylands be made before it is certified should include a description of what types of revisions and studies should be undertaken prior to EIR certification.
- *Do not certify the Final EIR for the Baylands.* If the Commission recommends denial of UPC's applications and also recommends no changes to the existing General Plan description of the Baylands, the Commission

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.

Once the Planning Commission makes its recommendation for the Baylands, the City Council will initiate its own public hearings and review process for the Baylands to consider the Commission's recommendations.

Addressing the Potential for a High Speed Rail Maintenance Yard within the Baylands

The Commission has previously discussed the potential that the California High Speed Rail Authority would locate a maintenance yard within the Baylands. The Authority recently distributed a Notice of Preparation for the San Jose to San Francisco High Speed Rail segment. The Authority intends to study the potential for locating a rail maintenance yard within the Baylands either west of east of the Caltrain line. Based on previous discussion at Commission deliberations at the Subcommittee meeting, the Commission's recommendation for the Baylands should include adding text to the General Plan acknowledging the potential location of a high speed rail maintenance yard within the Baylands, including discussion of measures that should be undertaken to minimize noise, air quality/greenhouse gas, aesthetic, energy resources (incorporation of renewable energy generation into the facility's design), traffic (primarily effects on roadway alignments), and other impacts a maintenance yard might have on the community. The Commission and City Council might further wish to consider General Plan policy language to establish expectations that any future rail maintenance facility shall provide community benefits as well as fiscal benefits to the City that equal or exceed those that would have been provided through private development of the Baylands.

Attachments:

1. Planning Commission Interim Direction through the May 18 Deliberations Meeting

Attachment 1

Interim Planning Commission Direction for the Baylands as of the May 18, 2016 Deliberations Meeting

1. Basic principles for development of the Baylands

- “The City of Brisbane and its Mountain will remain a place independent and distinct, with a small town quality and a volunteer spirit, where diversity is welcomed and everyone can participate in town meetings, and elected officials carefully consider the desires and needs of the citizens, and govern through circumscribed rules and regulations only as required for the public health and safety and the protection of the environment.” *Brisbane General Plan, Chapter 3, page 1.*
- “Though small town Brisbane cannot be duplicated in the Baylands, the Community’s values will be woven throughout the development. Buildings will be aesthetically creative, enhance open space and public areas, convey the appearance of an organized/independent development process rather than large scale development based on generic standards, and generally enhance the aesthetic and cultural value of Brisbane.” *Sustainability Framework, page 73.*
- Preserve large unbroken blocks of open space that provide for restoration of wetland areas and provide continuity and flow of open space throughout the Baylands.
 - “Open space,” as used in these principles means:
 - Lands for the provision of active and passive recreation;
 - Lands for the protection of resources (e.g., sensitive habitat areas); and
 - Lands for the protection of public health.
 - Site-specific developments will be provided with independent open space areas.
- Protect key habitat areas, including the Brisbane Lagoon and potential habitat areas adjacent to it, Icehouse Hill, and wetlands.
- Restore the Roundhouse, provide for rail-related and educational uses at the Roundhouse, and maintain compatible development adjacent to it.
- Maintain a transit orientation for new development, including use of the Baylands to enhance access from Central Brisbane to the Bayshore Caltrain Station and other transit services within the Baylands.
- Incorporate the principles of the Sustainability Framework for the Baylands into future development.
 - Use the Sustainability Framework as a reference document in the review of the Baylands proposed General Plan Amendment, Concept Plans, Specific Plan(s) and site-specific developments; and
 - Incorporate provisions of the Sustainability Framework into General Plan policy and conditions of approval for Specific Plan(s) and site-specific developments.

- Ensure that the site is safe for the future uses approved for development by the City in relation to:
 - Site remediation and Title 27 landfill closure;
 - Seismic and geologic hazards;
 - Flooding, including hazards related to sea level rise;
 - Traffic safety and emergency response; and
 - Provision of public safety services.
- Provide appropriate infrastructure and site amenities for each increment of development within the Baylands.
 - Each increment of development must be provided with appropriate infrastructure, services and facilities, and site amenities.
 - Adequate water supply must be ensured.
 - Development phasing shall include specific milestones for provision of environmental site mitigation (e.g., remediation and landfill closure, open space dedication, habitat restoration, transit and roadway improvements, and infrastructure) and other development requirements.

2. Preliminary Land Use Recommendations

a. Non-Residential Land Uses

- **Recology**
 - Recology’s solid waste processing facility should be included in the description of General Plan land uses for the Beatty subarea without specifically addressing Recology’s proposed expansion and future Baylands should not preclude the potential expansion of this facility.
- **Renewable Energy Generation**
 - Renewable energy generation should be included in the description of General Plan land uses for the Baylands, both as a freestanding use (e.g., solar farm) and in combination with other uses (e.g., roof-mounted solar panels on an office building or energy production at the Recology solid waste facility).
- **Light Industrial, Warehouse, Research & Development**
 - While inclusion of these uses in the General Plan land use description can remain, the General Plan should state a preference for small-scale (rather than large-scale) light industrial and warehouse/distribution uses, such as “craft” uses.
- **Retail**
 - Retail use should remain in the General Plan land use discussion. The size and scale (e.g., neighborhood, community, or large scale) of retail development will be discussed in subsequent deliberations.

- Office
 - Office use should remain in the General Plan land use discussion. The location and development intensity of office development will be discussed in subsequent deliberations.
- Hotels and Conference Facilities
 - Hotel use should be included in the General Plan land use discussion. The location and development intensity of hotel development will be discussed in subsequent deliberations with a preference for locating hotel uses in proximity to the Bayshore Caltrain station, as discussed in the Sustainability Framework.
- Schools
 - While trade schools and educational institutions aimed at adults would be appropriate within the Baylands, the potential for locating K-12 schools within the Baylands is tied to the potential for housing. Schools should not be located within the Baylands in the absence of Baylands housing. Should housing be included in the range of uses for the Baylands, additional discussion of the potential for schools would be undertaken by the Commission.
- Arena/Concert Venue
 - While a large-scale sports arena or concert venue would not be appropriate within the Baylands, a small scale concert venue such as an outdoor space near the Roundhouse that could also be used for community events might be appropriate within the Baylands.
- Commercial Recreation
 - The potential for commercial recreation use should be included in the the General Plan's land use description for the Baylands.





b. Residential Land Use

- Residential use within the Baylands could be incorporated into future Baylands development, subject to addressing the following issues:
 - Impacts on community character
 - Connectivity to the Brisbane community
 - Geotechnical safety
 - Subsurface hydrology
 - Site Remediation
 - Traffic concerns

3. Distribution of Land Uses

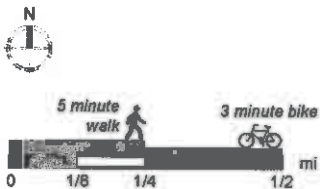
A preliminary open space and land framework are illustrated in the following figures. Are conceptual.

**Brisbane Baylands
Open Space and
Pedestrian and Bicycle
Circulation**

-  Planning Area
-  Caltrain Station
-  Caltrain Line
-  Off-Street Pedestrian, Bicycle and Electric Cart Path (20'+)
-  On-Street Protected Bike Lane (6'+ with planted divider)
-  New Traffic Circle
-  Potential Locations for Caltrain Station Parking

Key Open Spaces

-  Lagoon-Adjacent Habitat Area
-  Icehouse Hill
-  Visitation Creek Corridor
-  Brisbane Bayview Park
-  Active Open Space
-  Community Garden



Land Use Framework



- **Area 1: Recology Area North of Geneva Avenue Extension, East of Caltrain (59.7 ac.)**
 - **Light Industrial**

This area would will permit new light industrial uses in the area between the existing Recology facility and the Geneva Avenue Extension should the facility not expand, and would provide for the Recology facility to expand without requiring an amendment to the General Plan should the City approve expansion in the future.

A maximum of 1,050,000 square feet of building area would be permitted. The maximum allowable Floor Area Ratio of non-Recology uses would be 0.50.
- **Area 2: Between Geneva Avenue Extension and Visitacion Creek, East of Caltrain (85.5 ac.)**
 - **Renewable Energy Generation**

The primary purpose of this area would be for the generation of renewable energy.

To be determined: Should some level of development, such as a tech campus be permitted on a portion of Area 2. If so, how large, and at what maximum allowable development intensity would the tech campus be?
- **Area 3: South of Visitacion Creek, East of Caltrain (63.3 ac)**
 - **Open Space**

Commercial recreation uses may also be considered within this area.
- **Area 4: South of Visitacion Creek, West of Caltrain (27.5 ac.)**
 - **Light Industrial**

Service and light industrial uses within the Industrial Way industrial park would be permitted to continue. However, existing buildings would be replaced with new, well-designed buildings over time.

A maximum of 231,400 square feet of building area (equivalent to the size of the existing industrial park) would be permitted.
- **Area 5: Roundhouse Area (27.1 ac.)**
 - **Retail**

The Roundhouse and Lazzarri Fuel Building would be restored. Uses in this area would consists of a combination of retail, restaurant, and small shops. Small office uses could also be permitted.

A maximum of 184,690 square feet of building area would be permitted.
- **Area 6: Transit Oriented Development Area (67.7 ac.)**
 - **Research and Development/Tech Campus**

This area would provide for research and development uses in the form of an office campus with supporting commercial uses. The desired primary users of this area would be high-tech firms that are on the cutting edge of new technology, as well as

consumer good companies engaged in the development of new products and improvement of established products.

To be determined: Maximum allowable development intensity.

- **Area 7: Machinery & Equipment Building Area (15.8 ac.)**

- **Community Gardens; Open Space**

- The existing use of the Machinery and Equipment building would continue. The surround lands would be used as open space, including providing for community gardens, as well as a potential permanent location for the existing nursery on Icehouse Hill. At some future time, the ideal would be to restore the Machinery and Equipment building for community use in conjunction with the community gardens.

- **Area 8: Kinder Morgan Tank Farm (22.8 ac.)**

- **Industrial**

- The tank farm would continue in its existing use. Buffers would be developed adjacent to the tank farm by realigning Tunnel Avenue to the east, along with open space areas to the north (Visitacion Creek), west (Icehouse Hill and community gardens), and south (lagoon-adjacent habitat area).

- **Area 9: West of Tunnel Avenue between Geneva Extension and Visitacion Creek (25.4 ac.)**

- **Light Industrial**

- This area would provide for the relocation of the existing lumberyard, as well as parking for Caltrain, should the existing Bayshore Station be moved to the south.

- **Area 10: Caltrain Parking Area (3.7 ac.)**

- **Caltrain Parking**

- This area would provide for parking for the Caltrain Bayshore Station.

4. Remaining Questions

Through the public hearing and deliberations process, a number of questions were raised that the Planning Commission asked to be addressed prior to making a formal recommendation. These include the following.

- **Site Remediation.** Examples of sites that have been successfully remediated for residential and other uses that have demonstrated that success over a 20-year or greater period.
- **Traffic Modeling.** A number of questions were raised about the accuracy of traffic modeling used in the EIR, including:
 - Applicability of the EIR's traffic modeling given the time lag between the EIR traffic analysis and the present time;
 - Assumptions regarding the internal capture of trips within the Baylands and use of transit; and
 - The overall margin of error inherent in traffic modeling efforts.

- **Recreational Resource Impacts.** Effects of proposed Baylands development on windsurfing resources and need for development of a computer model to analyze impacts.
- **Applicability of the Final EIR to the Commission's Land Use Recommendation.** To what extent would the analyses in the EIR be applicable to any land use recommendation the Commission might make should their recommendation not be exactly one of the found development scenarios examined in the EIR?