

City of Brisbane Planning Commission

TO: Planning Commission For the Meeting of April 28, 2016
FROM: John Swiecki, Community Development Director
SUBJECT: Brisbane Baylands Deliberation Meeting #5 - Distribution of Uses within the Baylands

Background:

In its deliberation meetings to date, the Planning Commission has identified key principles for future development and potential land uses that remain under consideration for the Baylands. A summary of the initial direction regarding key principles and land uses for the Baylands as discussed by the Planning Commission is provided in Attachment 1.

Tonight's meeting is focused on how land uses previously discussed by the Commission should be distributed within the Baylands. The intensity (amount of permitted development) of the land uses discussed this evening will be addressed by the Commission at its next Baylands deliberations meeting.

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:

Basic Principles and Key Features Guiding Distribution of Land Uses

At the outset of its deliberations, the Commission established basic principles for development of the Baylands that any concept plan or future development must meet. Principles such as (1) incorporating the Sustainability Framework into the General Plan, (2) ensuring the safety of future uses in relation to site remediation and landfill closure, and (3) ensuring that the rate of development is tied to the provision of site amenities and needed infrastructure for each increment of development are overarching in nature. These basic principles apply to any and all land uses that might be approved within the Baylands, regardless of the distribution or intensity of uses within the Baylands.

Several of the key principles identified by the Commission are directly related to this evening's deliberations regarding the potential distribution of various land uses across the site. These key principles relevant to land use distribution within the Baylands include:

- **Preserve large unbroken blocks of open space** that provide for restoration of wetland areas and provide continuity and flow of open space throughout the Baylands¹. Thus, as the Commission addresses the appropriate distribution of land uses, provision should be made for open space continuity throughout the Baylands.
- **Protect key habitat areas**, including the Brisbane Lagoon, Icehouse Hill, and wetlands. These areas are included in the key Baylands features to be protected as discussed below.
- **Restore the Roundhouse**, provide for rail-related and educational uses at the Roundhouse, and maintain compatible development adjacent to it. The Roundhouse itself is identified below as a key feature to be preserved. In determining the appropriate distribution of land uses, the Commission should consider the compatibility of adjacent uses with the intended restoration and use of the Roundhouse.
- **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. The primary transit area of the Baylands is discussed as a key site feature below.

In addition to these basic principles that will directly influence the distribution of land uses across the site, there are several other key features of the Baylands which will also influence the distribution of land uses. These key features as described below include a combination of physical features and uses, existing and planned infrastructure extending beyond the scope of the Baylands, and EIR conclusions and mitigation measures that have direct implications on the arrangement of land use across the Baylands.

These key features include:

- **Existing Land Uses.** Several existing land uses can assist in determining the appropriate distribution of future land use and development within the Baylands, including:
 - **Existing Recology Tunnel Avenue facility.** The Commission previously discussed Recology, and preliminarily concluded that Recology's solid waste processing facility should be included in the description of General Plan land uses without specifically addressing Recology's proposed expansion.

Considerations for land uses adjacent to Recology include the area between the existing Recology facility and the Geneva Avenue extension. The Commission determined land use in that area should neither reflect nor preclude Recology's planned expansion. Thus, one option within the area between the existing Recology facility and the Geneva extension is to provide for light industrial use that would allow for either the expansion or light industrial use if the expansion does not occur. Alternatively, the Commission could consider commercial/office or retail use that would require Recology to propose amending the concept plan as part of their proposed expansion, but would also provide for commercial/office or retail use should the expansion not occur.

¹ Open space" as used in this staff report means (1) lands for the provision of active and passive recreation; (2) lands for the protection of resources (e.g., sensitive habitat areas); and (3) lands for the protection of public health. Site-specific developments will be provided with independent open space areas

- **Kinder Morgan Tank Farm.** While the tank farm is not a part of UPC’s General Plan Amendment or Specific Plan applications, and is shown as “Not a Part” in all scenarios and the EIR, it is nevertheless a key land use that should be considered as part of the Commission’s recommendations regarding appropriate adjacent land uses within the Baylands.

Typically, light industrial, other low intensity uses, or open space would be most compatible for areas adjacent to a tank farm such as the Kinder Morgan facility. These uses are currently reflected in the four scenarios and renewable energy alternative.

- **Machinery and Equipment Building.** This building is also not a part of UPC’s General Plan Amendment or Specific Plan applications, and is shown as “Not a Part” in the EIR. It is an industrial land use that will remain, which should be recognized in the Commission’s deliberations regarding land use distribution.

The scenarios and renewable energy alternative indicate open space surrounding this building, along with a small civic or charter school use. While a public use, such as relocation of the existing fire station, might be appropriate adjacent to this building, a civic or charter school use that would attract large concentrations of people in proximity to the Kinder Morgan tank farm might not be the most appropriate use of land adjacent to the Machinery and Equipment building.

- **Roundhouse.** The Commission previously discussed the Roundhouse, and preliminarily concluded that in addition to its restoration, adjacent uses needed to be compatible with the restored Roundhouse, including its potential rail-related and educational uses.

All of the uses under consideration by the Commission could be designed to be compatible with the reuse of the Roundhouse. “Compatibility” in relation to the Roundhouse will be more a matter of development intensity (e.g., height and massing of buildings, setbacks) than the specific uses that are located adjacent to it.

- **Environmental Protection Areas.** The Baylands includes several environmentally sensitive areas that are best reserved for open space.

- **Brisbane Lagoon.** The Brisbane Lagoon and adjacent lands defined by Lagoon Road to the north, the US 101 freeway to the east, and the Caltrain line to the west are proposed to be retained as open space (as defined above) in each of the concept plans and EIR alternatives.

- **Icehouse Hill.** Icehouse Hill is proposed to be retained as open space in each of the concept plans and EIR alternatives, all of which propose trails on the hill. EIR mitigation measures address protection of sensitive plant species and butterfly habitat on Icehouse Hill. In addition, testimony was presented during public hearings requesting that public access, such as would be allowed by trails, should not be permitted on Icehouse Hill.

- **Visitation Creek and Daylighted Creek.** Each of the concept plans and EIR alternatives propose daylighting the creek west of the Caltrain line, and restoring wetland habitats along the creek. This creek system provides for continuity of open space, and separates the southerly one-third of potential development areas within the Baylands from areas to the north.

- **Geneva Avenue Extension and the Candlestick Interchange.** The Geneva Avenue extension and Candlestick interchange are key components of the Bi-County transportation

study that Brisbane participated in along with San Francisco, Daly City, and San Mateo County. As currently proposed², Geneva Avenue would have four travel lanes (two in each direction) with on-street parking during non-peak travel hours, and six travel lanes (three in each direction) with no on-street parking during peak travel hours. A two-way bus rapid transit line would run along the middle of the Geneva Avenue extension. Improvements proposed for the Candlestick Interchange³ include a full interchange with on- and off-ramps in both northbound and southbound directions, as well as connectivity along the Geneva Avenue extension to the west and east of the interchange.

The proposed Geneva Avenue extension provides a physical separation between areas to the north and areas to the south. Along with Visitacion Creek/daylighted creek and the Caltrain line, it helps define areas of potential development⁴ for consideration by the Planning Commission.

- **Caltrain Line.** The existing Caltrain line, running in a north-south direction through the Baylands will remain and physically divide the site under any land use scenario or alternative.
- **Lagoon Road Alignment.** Each of the concept plans and EIR alternatives propose some modification to the existing alignment of Lagoon Road, pushing it to the north. The DSP/DSP-V scenarios propose a slight realignment to the north, while the CPP/PPP-V scenarios and the Renewable Energy Generation Scenario propose realigning Tunnel Avenue and Lagoon Road such that after crossing over the Caltrain line on Tunnel Avenue, from Bayshore Boulevard, drivers would continue east along Lagoon Road (rather than north along Tunnel Avenue) directly to the current southbound US 101 on- and off-ramps at Sierra Point Parkway. The effect of realigning Lagoon Road to the north would be to provide better access to the existing freeway interchange and increase the physical buffer between the lagoon and Lagoon Road.
- **Transit Orientation.** The primary area for transit orientation within the Baylands consists of a ½ mile radius from the Caltrain station. This primary transit area could be expanded if a bus rapid transit (BRT) stop were to be provided along the Geneva Avenue extension.

To maintain the transit orientation desired by the Commission, the primary uses within ½ mile of the Caltrain station should be those that can best take advantage of transit availability (e.g., office, hotels, mixed use, residential).

Mapping of the key principles and features discussed above as is provided in Attachment 2. This mapping exercise helps frame the site and illustrates that there are a number of well- defined areas

² The ultimate design of the Geneva Avenue extension is dependent on the type and intensity of Baylands development approved by the City of Brisbane, and the location and design of bus rapid transit selected by the San Francisco Transportation Authority.

³ The ultimate design of the Candlestick interchange is dependent on the type and intensity of Baylands development approved by Brisbane, and design of roadways, including the Geneva Avenue extension and roads in San Francisco, leading to the interchange.

⁴ E.g., (1) areas north of the Geneva Avenue extension west of Caltrain; (2) areas north of the Geneva Avenue extension east of Caltrain; (3) areas between the Geneva Avenue extension and Visitacion Creek/daylighted creek west of Caltrain; (4) areas between the Geneva Avenue extension and Visitacion Creek/daylighted creek east of Caltrain; (5) areas south of Visitacion Creek/daylighted creek west of Caltrain; and (6) areas south of Visitacion Creek/daylighted creek east of Caltrain).

which should be considered as the Planning Commission deliberates on how to distribute land uses across the site.

Land Use Types

In considering the distribution of land use within the Baylands, the Planning Commission should consider each of the land use types it had previously discussed and held over for consideration. These uses include:

- Retail
- Office
- Hotels and Conference Facilities
- Residential
- Light Industrial; R&D
- Recology
- Renewable Energy Generation
- Commercial Recreation
- Open Space

In addition to these individual use types, when considering the appropriate distribution of land use within the Baylands, the Commission has the option of establishing multi-use categories which include more than one use. This approach is commonly used when planning at a General Plan level. Examples of such multi-use categories could include:

- **Commercial Office**, which could be a mix of retail, office, and hotel/conference facilities;
- **Mixed Use**, which could be a mix of retail, office, hotel/conference facilities, residential, and commercial recreation uses;
- **Business Park**, which could be a mix of light industrial, R&D, retail, and office uses;
- **Industrial Park**, which could be used to describe a combination of Recology and light industrial/R&D uses.

For purposes of this evening's meeting, the Commission need not develop a land use map with the specificity of the four scenarios or renewable energy scenario. Rather, the Commission should focus on the general distribution of land uses within the Baylands. Within the areas of potential development areas⁵ are identified in Attachment 2, the purpose of the tonight's meeting is for the Commission to discuss the appropriate use or uses for each of these areas.

For example, the Commission could determine that the appropriate use for the area north of the Geneva Avenue extension and west of Caltrain should be Commercial Office, Mixed Use, or another

⁵ E.g., (1) areas north of the Geneva Avenue extension west of Caltrain; (2) areas north of the Geneva Avenue extension east of Caltrain; (3) areas between the Geneva Avenue extension and Visitacion Creek/daylighted creek west of Caltrain; (4) areas between the Geneva Avenue extension and Visitacion Creek/daylighted creek east of Caltrain; (5) areas south of Visitacion Creek/daylighted creek west of Caltrain; and (6) areas south of Visitacion Creek/daylighted creek east of Caltrain).

use. The Commission might also determine that certain portions of the Baylands would be appropriate for two or more different land uses. For example, the Commission could determine that within the west of Caltrain between the Geneva extension and the daylighted creek should be hotel, light industrial/R&D, or another use in the northerly half of that area, while the southerly half of that area should be retained in open space or developed with a different use. The examples noted above are provided for illustrative purposes only and do not represent a suggested land use distribution.

Attachments:

1. Planning Commission Interim Direction through the April 14 Deliberations Meeting
2. Mapping of Key Baylands Features

Attachment 1

Interim Planning Commission Direction for the Baylands as of the April 14, 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. 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. The General Plan should note that the facility should meet zero waste goals in a manner that is compatible with the surrounding community. Transportation and energy consumption issues related to Recology’s operations also need to be addressed.
- 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).
- High Speed Rail Maintenance yard
 - The potential for the California High Speed Rail Authority to select the Baylands as a site for a maintenance yard should be identified in the General Plan, along with discussion of the need for such a facility to be designed so as to avoid impacts and provide an overall benefit to the community if the Authority seeks to locate the maintenance yard within the Baylands.
- 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.

3. 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

Attachment 2: Key Baylands Features

