

Brisbane Baylands Alternatives Workshop- June 11, 2008

PROJECT BACKGROUND

The Brisbane Baylands Planning Area consists of approximately 660 acres of mostly vacant land located entirely within the City of Brisbane. The Baylands area is bordered on the west by Bayshore Boulevard, on the north by Beatty Avenue and the City and County of San Francisco, on the east by the US 101 causeway, and on the south by the south end of the Brisbane Lagoon. Portions of the site were historically used as a municipal refuse dump and a Southern Pacific Railyard, resulting in the need for substantial environmental remediation that continues today. Within these general boundaries is an operational lumber company, located adjacent to several industrial parcels just north of the project area; as well as the Kinder Morgan Energy Tank Farm located roughly in the center of the Baylands planning area, which is not a part of the proposed specific plan.

Consistent with the requirements of the Brisbane General Plan, the primary landowner of the Baylands, Universal Paragon Corporation (UPC) has submitted the Brisbane Baylands Phase 1 Specific Plan to the City of Brisbane for its consideration and approval. This Plan is included as an attachment at the end of this packet. An important part of the City's decision-making process is the preparation of an Environmental Impact Report (EIR) for the proposed project, as required by the California Environmental Quality Act (CEQA). Among the criteria required by the City for completion of this EIR is detailed and serious consideration of possible alternatives to UPC's proposed plan.

DEVELOPING THE ALTERNATIVES

The first phase in developing the Alternative Plans included numerous opportunities for the public and decision makers to contribute their visions and ideas for the Baylands site. This outreach included an initial round of stakeholder interviews, visioning workshops with decision makers, and two community workshops. The results of all of the input received are summarized in four separate reports:

- *Initial Stakeholder Interviews Report*
- *City Council and Advisory Boards Visions*
- *CommunityWorkshop#1 Summary and*
- *Community Workshop #2 Summary*

A key aspect of the discourse with the community included direct participation and engagement with community members in two workshops. The first workshop with the community focused on creating an overall vision for the Baylands, and also provided a venue for brainstorming on key land use and development issues. In the second workshop, community members were presented with a series of maps of opportunities and constraints on the site. Using this information as a base, groups of participants created their own land use alternatives. The visions and preferences in these community-generated alternatives were synthesized into overall maps and presented in the *Community Workshop #2 Summary*. Together with the information gathered from stakeholders and decision makers, the visioning

and preferences expressed by the community served as the basis for the development of the Alternatives.

GUIDING PRINCIPLES

During outreach for the Alternatives process, community members identified a strong vision for the Baylands as a hallmark for sustainability and green development with a mix of active uses and extensive open space. This input from the community and decision makers is summarized in several Guiding Principles that form the underpinning of the alternative plans:

- *Retain the area south of Visitacion Creek as open space.* The community, virtually unanimously, would like to see the area south of Visitacion Creek retained as open space, with a combination of passive (such as habitat areas) and active (such as playfields) open space. Some people would like to see community-serving amenities, such as restaurants, theaters, community venues, etc., included in this area without impinging on the overall open space character.
- *Sustainability:* Any development of the Baylands site should have a strong underpinning of sustainability through land use, environment, and economic vitality. Development and business practices should meet sustainable goals through LEED and other established measures. Likewise, development of open and public space should incorporate sustainable planting and watering practices, as well as emphasize restoration of natural habitats and species where possible. (Additionally, the community would like to see a water recycling plant in one alternative.)
- *Wetlands restoration along creek and lagoon:* Recognizing the area's location along the Bay and natural resources, the restoration of wetlands areas throughout the site is an important foundation for open space, habitat, and recreation in the Baylands. Areas identified for wetlands restoration include the Visitacion Creek alignment as identified in the City's Open Space Plan, as well as along the edge of Lagoon. (The wetlands and creek alignment should be expanded west of the rail corridor in at least one option.)
- *Development that provides community amenities and regional attraction.* New development should be varied in use, character, and audience. Recognizing the Baylands regional connectivity and location, new development should explore opportunities for regional destinations and uses such as entertainment that serve to create a distinct identity for the Baylands. Key community-oriented components should include amenities such as playfields, a community or learning center, and preservation of on-site historic resources. (Housing should be explored in one alternative.)
- *Variety of development scale, heights, and character.* Community desires for the character and development scale of the Baylands site include a variety of scales and development characters. Development should find a balance between the community's desire to incorporate smaller-scaled pedestrian environments that will allow visitors and community members to be independent of car travel, as well as regional retail uses that provide improved access and convenience to shopping necessities. Building heights of new development should be appropriate to the scale and development typology, with

taller heights focused in the northern part of the Baylands. (Exact heights will be determined as the preferred alternative is refined.)

- *Maintain views.* Maintaining views to the Bay from higher elevations throughout Brisbane is critical to the community. Additionally, views to Candlestick Park and downtown San Francisco should also be preserved. Likewise, views into Baylands are also important to the community; thus, the type and materiality of uses in the site should be sensitive to these views, including lighting of the nighttime sky, and minimizing asphalt and surface parking.
- *Energy production:* Energy production should be present and could be accomplished by utilizing existing natural resources on the site. Elements such as on-site wind and solar generation are key examples.
- *A connected place.* Separated from the rest of Brisbane by both topography and infrastructure, reconnecting the Baylands to natural resources and the Brisbane community is essential. Emphasis should be placed on provision of bicycle and pedestrian connections to existing trailways and open space amenities in and around the city. Likewise, opportunities for connecting the Brisbane community to amenities in the Baylands site should be incorporated into new development.
- *Variety of transportation modes and ease of access:* Transit access to and from the Baylands site should focus on the linkage of alternative modes of transit. Connecting the existing light rail to Caltrain and future BRT lines will improve ridership and allow for the creation of a vital, multi-modal transit hub within the Baylands. Opportunities for relocating or extending existing transit modes to a multi-modal hub within the Baylands site should be explored in order to provide a key point of access to new development. Additionally, increasing opportunities for vehicular access should also be explored, including additional streets through the Baylands site as well as a frontage road along US 101. (At least two alternatives should show a relocated Caltrain station and multi-modal hub along the Geneva corridor.)

ALTERNATIVES

The Alternatives show a range of options to guide future development and revitalization of the Baylands Planning Area. They address land use, circulation and transit, and development character, and represent the needs and desires expressed by the Brisbane community. The following text descriptions and attached maps provide an overview of each Alternative. Description of the land use designations presented in the maps, as well as overall projected development for each scheme, follow the alternatives discussion.

Alternative 1

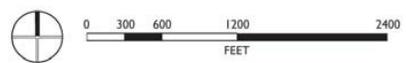
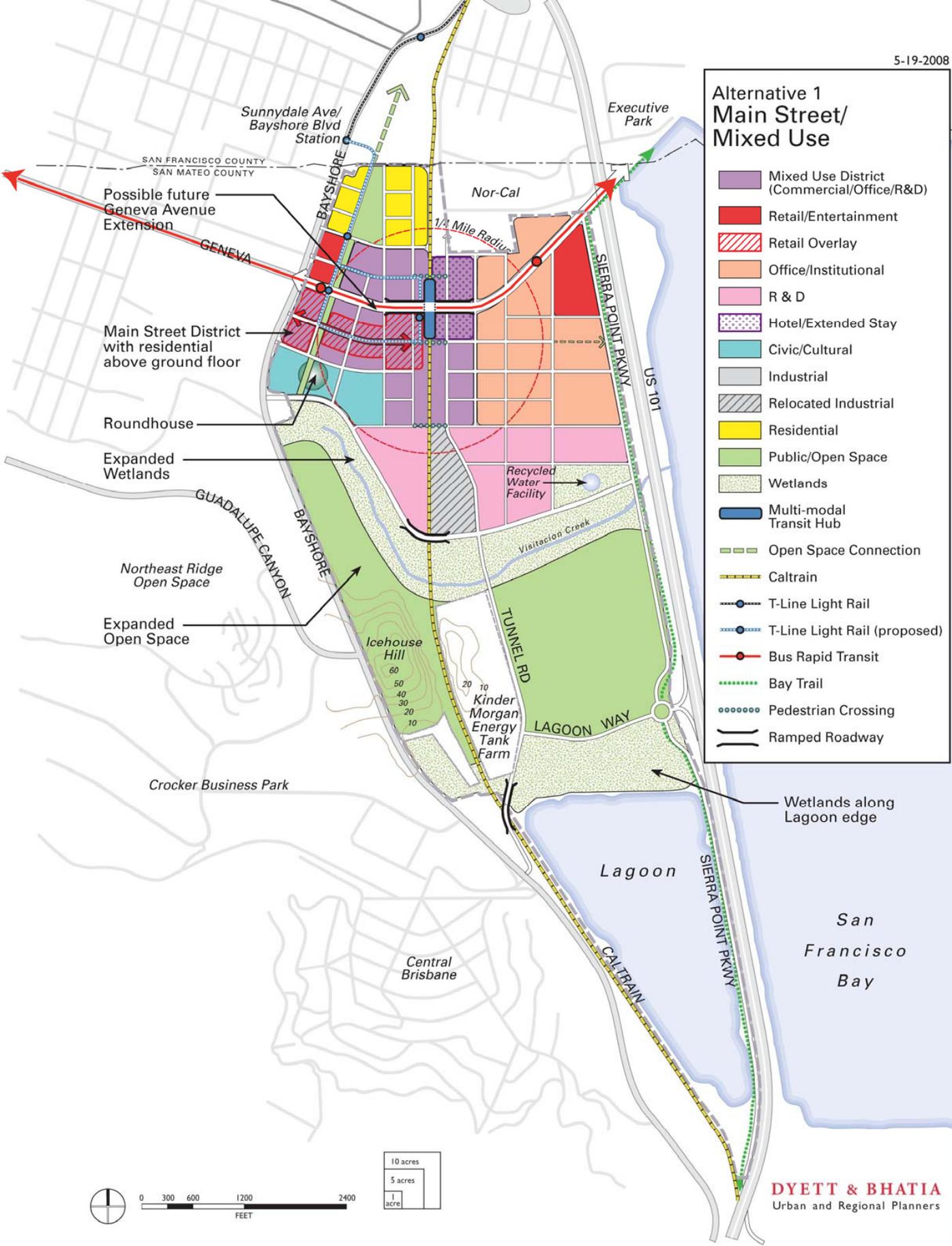
Alternative 1 provides the greatest extent of open space south of Visitacion Creek, along with the most development of the three alternatives. This Alternative suggests an expanded Visitacion Creek waterway and wetlands area, as well as extensive open space to the south of the channel. A recycled water facility is also located in this Alternative, adjacent to proposed revitalized wetlands. The Alternative is anchored by a walkable, urban Mixed Use District that will serve as a major employment and visitor center for the region. With a mix of office and commercial uses, the Mixed Use District has the greatest intensity of development and built scale within the Baylands. Taller buildings, generally between five and ten stories, would be located in the District, with the greatest intensity and heights adjacent to the multi-modal transit station. At the center of this District, a “main street” extends from Bayshore Boulevard to the proposed multi-modal transit station. Ground floor retail and active commercial uses will line the “main street” corridor to create an engaging, pedestrian-scaled environment.

Complementing the intensity of activity of this district, the centrally-located multi-modal transit station would include both light rail and BRT service. The existing 3rd Street Light Rail line would be extended through the district to the station, providing additional stops along the Geneva corridor. Likewise, the BRT line would run through the district along Geneva, providing additional stops both west and east of the station.

At the very north end of Baylands, high-density residential uses are located in a small 13.8-acre area along a common green and linear park connecting the Baylands open space network to the planned Schlage Lock development in San Francisco. This area is similarly scaled to the Mixed Use District and reinforces the pedestrian-oriented environment and connectivity to the multi-modal station. Development east of the Mixed Use District decreases in scale and intensity while still maintaining an urban character. At the northeast corner of the site, a small area off of the freeway provides an opportunity for regional retail and entertainment that would serve Brisbane residents, employees and visitors.

Alternative 1 Main Street/ Mixed Use

- Mixed Use District (Commercial/Office/R&D)
- Retail/Entertainment
- Retail Overlay
- Office/Institutional
- R & D
- Hotel/Extended Stay
- Civic/Cultural
- Industrial
- Relocated Industrial
- Residential
- Public/Open Space
- Wetlands
- Multi-modal Transit Hub
- Open Space Connection
- Caltrain
- T-Line Light Rail
- T-Line Light Rail (proposed)
- Bus Rapid Transit
- Bay Trail
- Pedestrian Crossing
- Ramped Roadway



Alternative 2

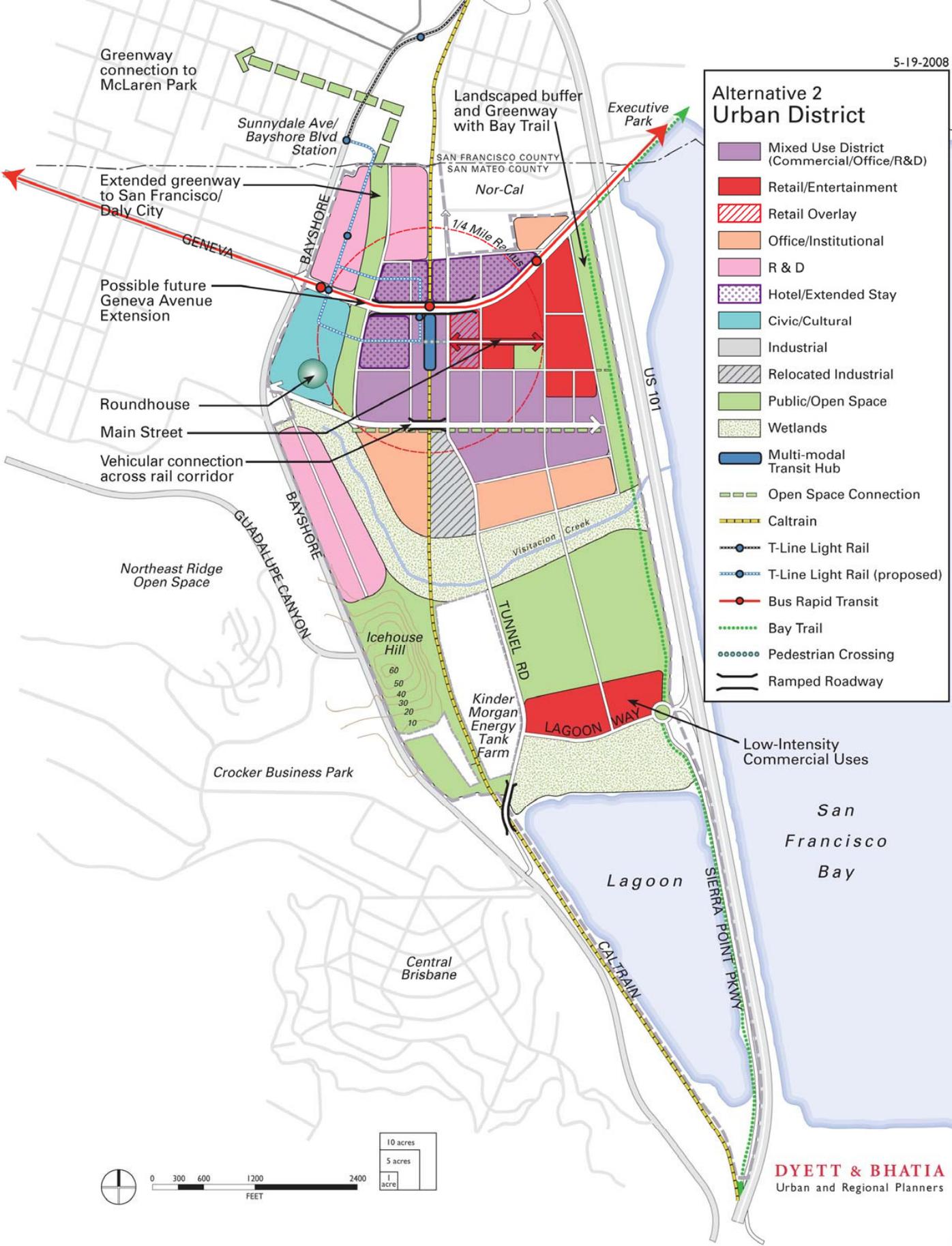
Representing a more integrated relationship between development and open space, Alternative 2 spreads the development out while emphasizing wide green corridors and open space connections throughout the Baylands site. Similar to Alternative 1, the majority of development is located north of Visitacion Creek and focused within an Urban District. Development also extends to the west and south of this district to include lower intensity office/research and development uses along Bayshore Boulevard and community-serving commercial uses just north of the lagoon.

The Urban District area north of the creek is comprised of mixed commercial, office, R&D, hotel, entertainment and retail uses. Providing both a local and regional draw, a pedestrian-oriented “main street” extends east from the multi-modal station to the heart of retail/entertainment development that capitalizes on the visibility and regional accessibility from US 101 and the Geneva Avenue extension. Although regional in its attraction, this retail area will support pedestrian use and movement with ground floor retail along the “main street” connection and structured parking. Like Alternative 1, the multi-modal access in this alternative would include a relocated Caltrain station, light rail service through the mixed use district, and a continuous BRT line and additional stops along the Geneva corridor.

The western edge of the alternative provides an area of lower-scaled development anchored by an extended open space connection between Visitacion Creek at the south end and Schlage Lock and a Greenway connection to McLaren Park to the north. Similarly, a greenway connection along US 101 provides a continuous open space connection through the Baylands site for the Bay Trail. Complementing the open space to the south of Visitacion Creek as well as potential active uses in the Lagoon, low-intensity commercial uses are sited just north of the Lagoon. These uses may include restaurants or cafés, cultural venues, or other complementary uses to active and passive recreation in the open space and Lagoon areas.

Alternative 2 Urban District

- Mixed Use District (Commercial/Office/R&D)
- Retail/Entertainment
- Retail Overlay
- Office/Institutional
- R & D
- Hotel/Extended Stay
- Civic/Cultural
- Industrial
- Relocated Industrial
- Public/Open Space
- Wetlands
- Multi-modal Transit Hub
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DYETT & BHATIA
Urban and Regional Planners

Alternative 3

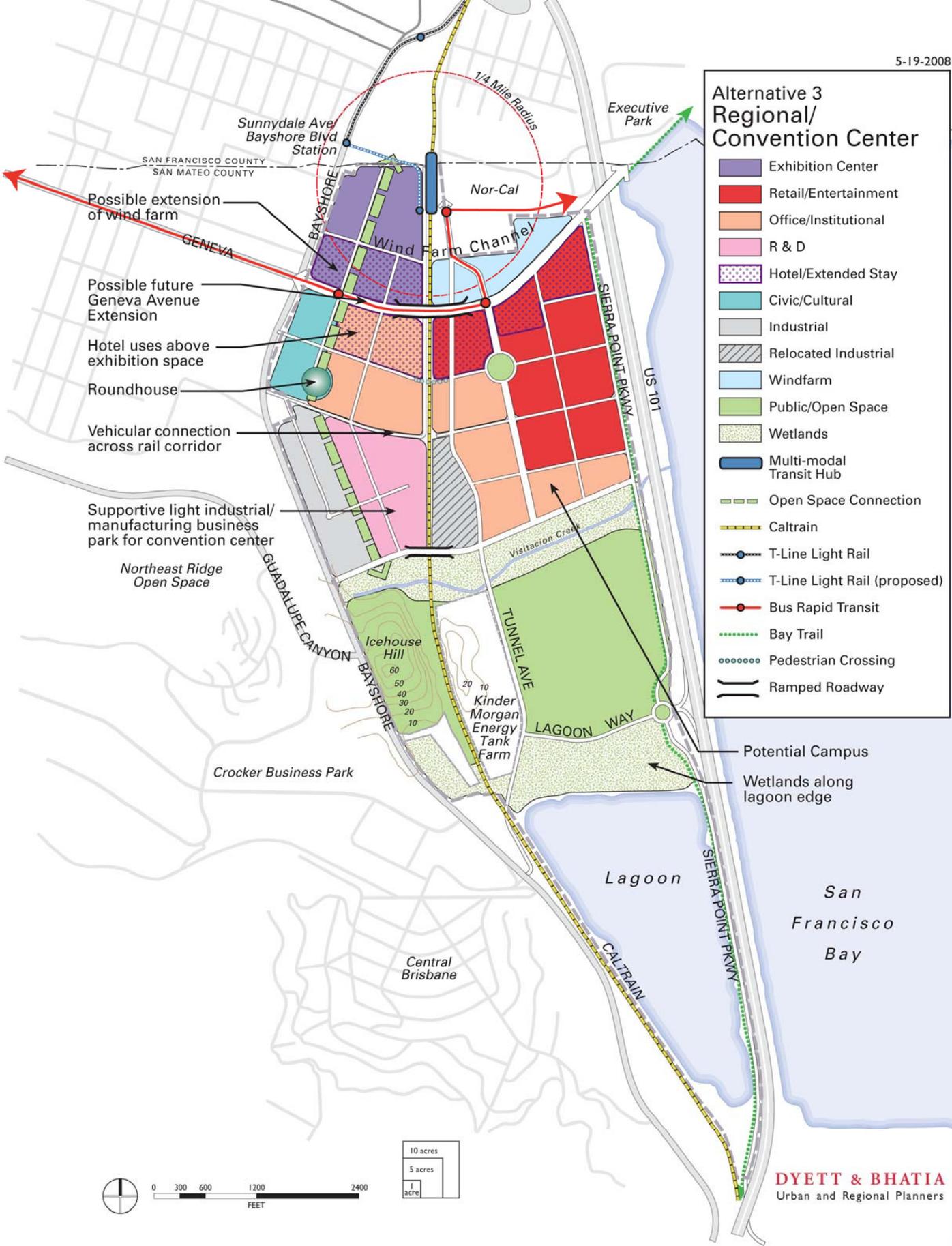
Alternative 3 has the most spread out development and is the lowest in intensity of the three alternatives. Alternative 3 is also the most regional in scale and character. Development is limited to the area north of the Visitation Creek channel, and consists of a mix of commercial, office, hotel, R&D, and industrial uses. These uses are anchored by a regional exhibition center located at the northwest corner of the site. Hotel uses in particular are clustered around the exhibition center and the Geneva corridor, with supportive and complementary office, cultural, industrial, and R&D uses to the south.

Complementing the exhibition center location and activity, multi-modal transit access will be located at the existing Caltrain site, close to the exhibition center, and would include bus/BRT along the Geneva corridor. The BRT would provide an additional stop west of the rail tracks along Geneva, and then would redirect north to the transit station. Likewise, the 3rd Street Light Rail would extend to the station along the northern edge of the Baylands site.

To the east, an expanded retail and possible entertainment destination extends along Geneva Avenue and US 101, capitalizing on their visibility and regional access. The area is primarily served by surface parking and has a lower building profile throughout the site. Office uses to the south of the retail area are similarly scaled, representing campus-style development, with emphasis upon landscaping and open space.

Alternative 3 Regional/ Convention Center

- Exhibition Center
- Retail/Entertainment
- Office/Institutional
- R & D
- Hotel/Extended Stay
- Civic/Cultural
- Industrial
- Relocated Industrial
- Windfarm
- Public/Open Space
- Wetlands
- Multi-modal Transit Hub
- Open Space Connection
- Caltrain
- T-Line Light Rail
- T-Line Light Rail (proposed)
- Bus Rapid Transit
- Bay Trail
- Pedestrian Crossing
- Ramped Roadway



Possible extension of wind farm

Possible future Geneva Avenue Extension

Hotel uses above exhibition space

Roundhouse

Vehicular connection across rail corridor

Supportive light industrial/manufacturing business park for convention center

Northeast Ridge Open Space

Potential Campus

Wetlands along lagoon edge

LAND USE CLASSIFICATIONS

Mixed Use District. This classification is intended to encourage, support, and enhance the immediate multi-modal transit hub area as a high-intensity employment center. Uses include office, institutional, and hotel development. The intensity and FAR of this district varies per alternative: in Alternative 1, the FAR ranges between 2.0 and 3.0; in Alternative 2, the FAR is an average of 1.5 throughout the district.

Retail. This classification includes a wide range of retail activities—from small business-serving establishments in the mixed use districts, to regional retail along US-101 and Geneva Boulevard. Retail uses may include shops and stores, eating and drinking establishments, and entertainment venues such as theaters or arcades.

Exhibition Center. This classification can include exhibit, convention, and supporting office space.

Office/Institutional. This classification includes administrative, financial, business, professional, medical and public offices.

R&D. This classification includes research and development facilities, as well as supporting office space. Warehousing and distribution facilities are permitted as ancillary uses only.

Hotel/Extended Stay. Hotel uses include short and extended stay facilities, with retail uses permitted as ancillary uses only.

Civic/Cultural. This classification is intended for civic and cultural activities open to the public. It may include historic buildings, as well as venues for public gathering, learning, or performance, such as a community center, educational/learning center, or theater.

Industrial. This classification is intended for a range of industrial uses (including light manufacturing, particularly of green products and technology, and biotechnology uses). Industrial uses may also include existing uses that are relocated within the site. Existing industrial uses can continue in place as conforming uses within this designation.

Residential. This classification is intended for high-density residential neighborhoods within walking distance of the multi-modal transit station.

Public/Open Space. This classification represents parks, recreation facilities, and open space areas for the general community.

DEVELOPMENT COMPARISON

Table 1 below provides an overview of projected development for each alternative. The Specific Plan projected development is also included. Non-residential uses are described in square feet, and residential uses are described in both square feet and units. Open space and wetlands areas are described in acres.

Development square footages are based upon the assumption that 20 percent of site area would be devoted to internal circulation. Additionally, the floor area ratio (FAR) assumptions shown in Table 2 show maximum FARs for each land use: The projected development calculations

represent an 80 percent buildout of these FARs. (Thus, a 1-acre site at 1.0 FAR would result in 0.8 acres built out at 0.8 FAR.)

These projected development numbers are preliminary and were provided for comparison purposes to better portray the differences of development type and scale between the alternatives and Specific Plan. These projections are subject to change based on additional analysis and information.

Table 1: Comparison of Total Development

Land Use	Alternative 1	Alternative 2	Alternative 3	Phase I and Future Phase Specific Plan Development Program
Mixed Commercial ¹	444,686	948,145	1,455,216	1,775,000
Office/Institutional	5,068,073	3,472,912	1,413,780	3,800,000
R&D	531,876	678,518	526,799	600,000
Industrial/Warehousing	189,817	189,817	559,559	250,000
Hotel/Extended Stay	771,227	919,429	1,173,944	1,500,000
(Hotel Rooms)	1,187	1,415	1,806	2,308
Public/Civic/Cultural	191,780	253,673	173,682	-
Exhibition Space	-	-	798,355	400,000
Total Non-Residential	7,197,460	6,462,494	6,101,334	8,325,000
Residential	964,950	n/a	n/a	n/a
Total Residential Units²	804	n/a	n/a	n/a
Total Development	8,162,410	6,462,494	6,101,334	8,325,000
Open Space(acres)	153	161	124	115
Wetlands (acres)	81	53	54	46
Windfarm (acres)	n/a	n/a	17	
Total Open Space and Wetlands	234	214	195	161

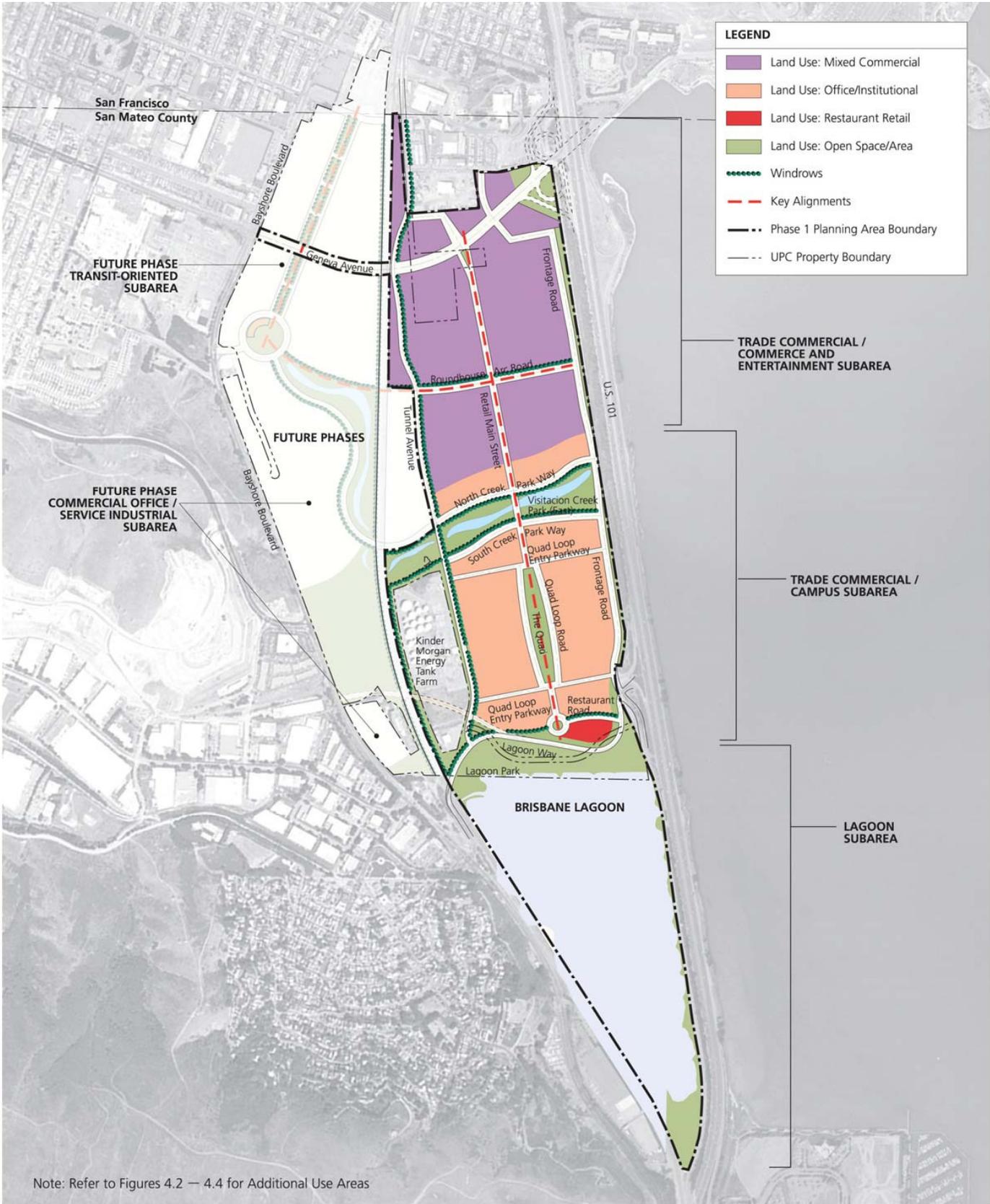
¹ Includes general commercial, retail and auto park uses.

² Assumes 1200 square feet per unit.

Table 2: Assumptions

Land Use	FAR Assumptions		
	Alternative 1	Alternative 2	Alternative 3
Mixed Use District	2.00-3.00	1.50	n/a
Office/R&D/Institutional (85%)			
Hotel/Extended Stay (15%)			
Retail*	0.75	.50-.75	0.75
Retail Overlay	0.50	0.75	n/a
Office/Institutional	1.00	0.75	0.75
R&D	0.50	0.50	0.75
Industrial	0.60	0.60	0.60
Hotel/Extended Stay Overlay	0.75	0.75	0.75
Public/Civic/Cultural	0.50	0.50	0.50
Exhibition Center	n/a	n/a	0.75
Residential	2.50	n/a	n/a

Attachment 1
Phase I Specific Plan



Note: Refer to Figures 4.2 — 4.4 for Additional Use Areas



0.1 PHASE I PLAN