BRISBANE BAYLANDS

City Council Public Hearing

Land Use, Aesthetics, Population and Housing

May 4, 2017

LAND USE

ROLE OF THE BRISBANE GENERAL PLAN

- Lead planning document, "constitution for development"
- Provides policy guidance both citywide and by subarea
- Specific plan(s), zoning, and site-specific development required to be consistent with the General Plan
- Can be amended by the City Council

BRISBANE GENERAL PLAN: IDENTIFIED LAND USES

- Trade Commercial, Planned Development - Trade Commercial
  - "Mix of commercial uses including warehouses, distribution facilities, offices, retail uses, restaurants, commercial recreation, personal services, as well as light industrial, research and development, and uses of a similar character."
- Heavy Commercial
  - Bulk sales, offices, meeting halls, vehicle storage, equipment maintenance
- Marsh/Lagoon/Bayshore
  - Open space

BRISBANE GENERAL PLAN
MAXIMUM DEVELOPMENT INTENSITY

Baylands Subarea (on any individual site)

- Maximum FAR:
  - North of Visitacion Creek: 4.8
  - South of Visitacion Creek: 2.4
- 25% of land area to be retained in open space and/or open area
- Lagoon: 100% to be retained in open space and/or open area

Northeast Bayshore Subarea (on any individual site)

- Maximum FAR: 2.0

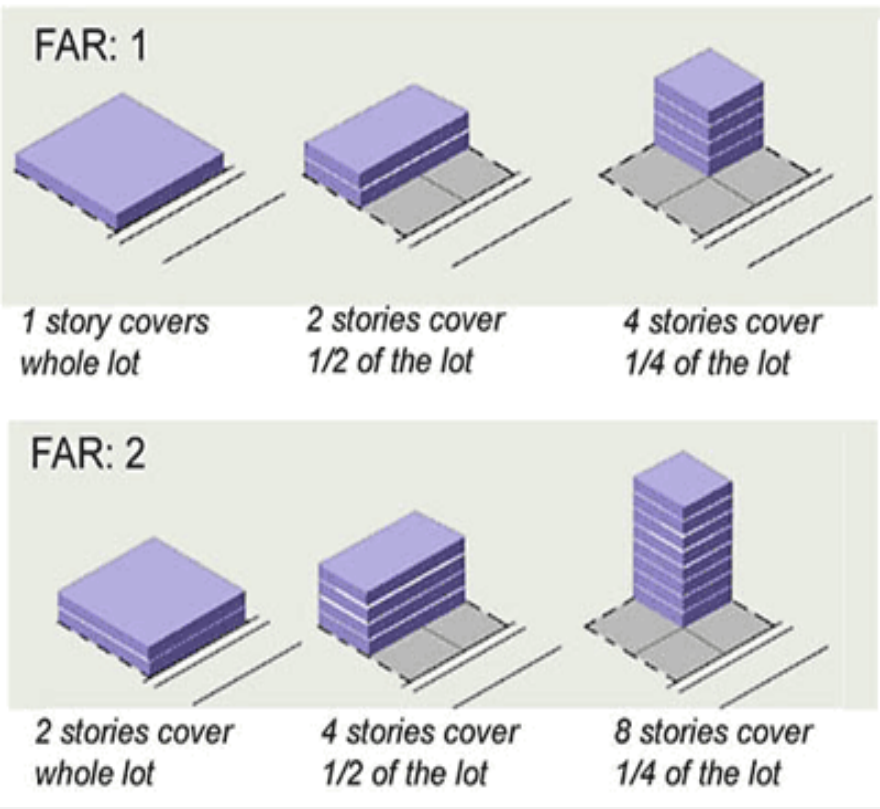
Beatty Subarea (Recology)

- Maximum FAR: 0.0 – 1.0
- Bayfront: 100% to be retained in open space

FLOOR AREA RATIO

- **FAR = 1.0**
- 60,000 s.f. building on a 60,000 s.f. site. **Building area is equal to site area**.

- **FAR = 2.0**
- 120,000 s.f. building on a 60,000 s.f. site. **Building area is equal to twice the site area**.



BRISBANE GENERAL PLAN
MAXIMUM DEVELOPMENT INTENSITY

- No maximum overall development intensity set for Baylands
  - Anticipated overall development is to be "well below" that permitted on individual sites
  - "However, since the actual holding capacity of the land was unknown, a specific plan and environmental review was required before any development project could be considered."
- Maximum development of specific plan to be based on:
  - General Plan LOS standards
  - Availability of water supply
  - Provision of adequate wastewater and drainage infrastructure

BRISBANE GENERAL PLAN
MAXIMUM DEVELOPMENT INTENSITY

- General Plan **EIR** estimated 1.0 – 4.2 million s.f. of development
  - 1.0 million sf based on high traffic generating uses (e.g., retail)
  - 4.2 million sf based on low traffic generating uses (e.g., warehouse)
- General Plan EIR's estimate of General Plan buildout based on 1993 traffic study
- Baylands EIR found that certain intersections cannot meet LOS standards du to background traffic even with no Baylands development

ALTERNATIVE VISIONS FOR THE BAYLANDS

DSP/DSP-V SCENARIOS

Modern high intensity mixed-use urban environment with substantial urban open space.

CPP/CPP-V SCENARIOS

Modern high intensity mixed-use employment, shopping, and hotel destination with substantial urban and natural open space.

PLANNING COMMISSION RECOMMENDATION

Modern high intensity mixed-use urban environment with substantial urban open space.

EXISTING GENERAL PLAN

Low intensity employment center with substantial open space/open area.

PROPOSED LAND USES FOR THE BAYLANDS

DSP/DSP-V SCENARIOS

Residential, commercial/office, R&D, with substantial entertainment uses in the DSP-V scenario.

CPP/CPP-V SCENARIOS

Retail, commercial/office, hotel, R&D, with Recology expansion in the CPP-V scenario.

PLANNING COMMISSION RECOMMENDATION

Commercial/office, R&D, renewable energy generation.

EXISTING GENERAL PLAN

Mix of commercial/office, R&D, industrial to be determined in future specific plan.

PROPOSED DENSITY OF DEVELOPMENT

DSP/DSP-V SCENARIOS

4,434 dwelling units

7 million s.f. commercial/office

169.7 acres of open space/open area

CPP/CPP-V SCENARIOS

No residential use

8 million s.f. commercial office

330 acres of open space/open area

PLANNING COMMISSION RECOMMENDATION

No residential use
1-2 million s.f. net increase building area
360 acres of open space/open area

EXISTING GENERAL PLAN

No residential use
Development intensity to be determined in future specific plan

135.6 acres of lagoon are proposed in all scenarios

PROJECT-RELATED TRAFFIC GENERATION

DSP/DSP-V SCENARIOS

Significant traffic impacts occur even without Baylands development, and are an inherent part of developing the Baylands.

CPP/CPP-V SCENARIOS

Significant traffic impacts occur even without Baylands development, and are an inherent part of developing the Baylands.

PLANNING COMMISSION RECOMMENDATION

Significant traffic impacts occur even without Baylands development. Development within the Baylands should therefore be limited.

EXISTING GENERAL PLAN

Maximum development is to be based on LOS standards. 1994 General Plan did not contemplate background traffic exceeding LOS standards.

SITE REMEDIATION / LANDFILL CLOSURE

DSP/DSP-V SCENARIOS

Former railyard can be remediated to be safe for residential and non-residential.

Landfill closure can support high intensity non-residential use.

CPP/CPP-V SCENARIOS

Former railyard can be remediated to be safe for non-residential use.

Landfill closure can support high intensity non-residential use.

PLANNING COMMISSION RECOMMENDATION

Former railyard can be remediated to be safe for limited non-residential use. Large-scale buildings on the former landfill closure should be avoided.

EXISTING GENERAL PLAN

Regulatory agency approval required prior to development.

RESIDENTIAL USE

DSP/DSP-V SCENARIOS

Site will be adequately remediated.

Critical need for housing in the Bay Area.

Valuable location near transit & freeway

CPP/CPP-V SCENARIOS

Existing General Plan prohibition against housing should be maintained.

PLANNING COMMISSION RECOMMENDATION

Site remediation safe for housing might not be achieved.
Housing incompatible with adjacent uses.
Difficult to gain approval for schools.
Substantial housing approved in SF.

EXISTING GENERAL PLAN

Housing is prohibited within the Baylands.

RENEWABLE ENERGY GENERATION

DSP/DSP-V SCENARIOS

Rooftop solar energy generation.

19-acre solar farm.

CPP/CPP-V SCENARIOS

Rooftop solar energy generation.

19-acre solar farm.

PLANNING COMMISSION RECOMMENDATION

Utility-scale renewable energy generation on landfill.

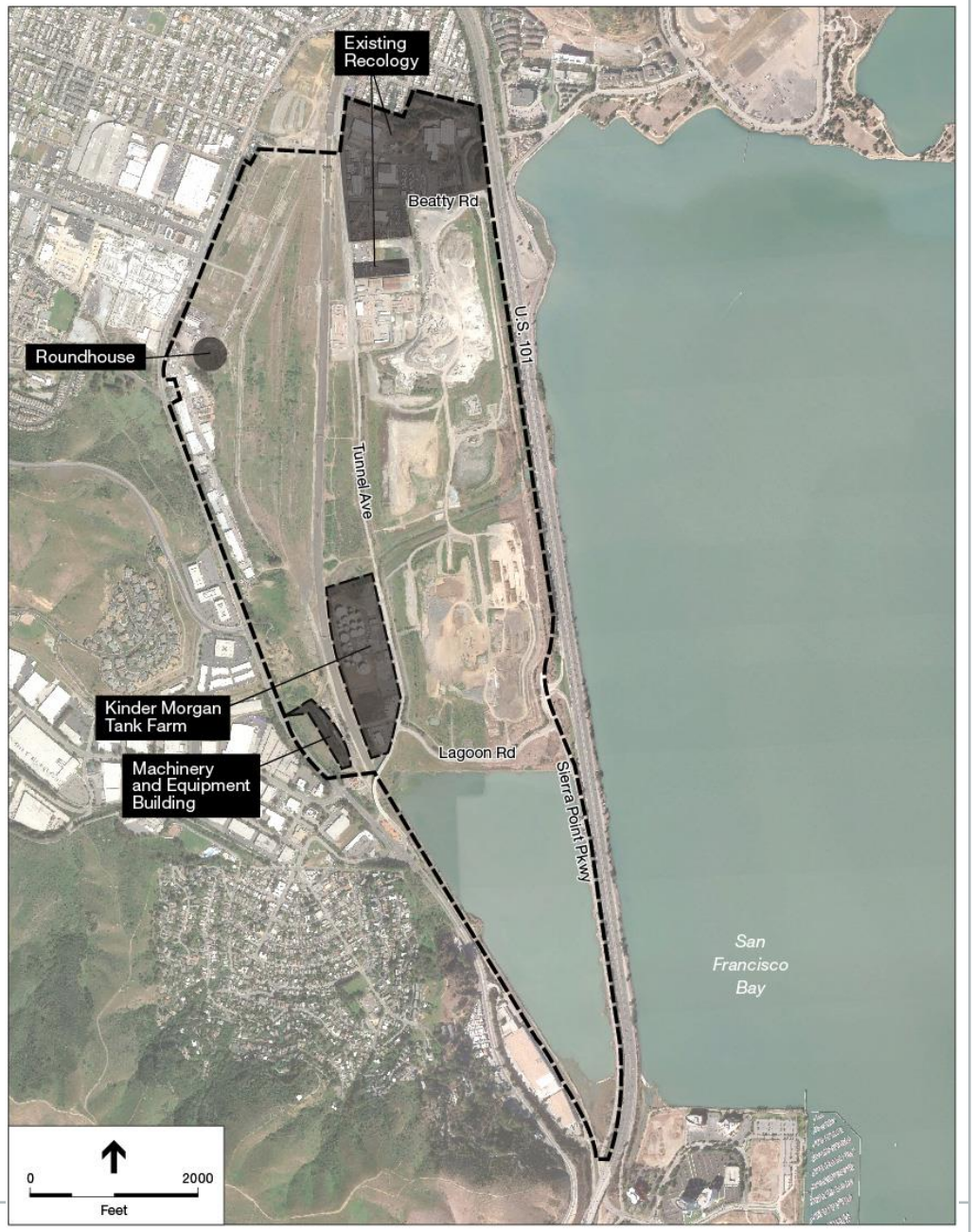
Rooftop solar energy generation.

EXISTING GENERAL PLAN

Would be determined as part of specific plan review.

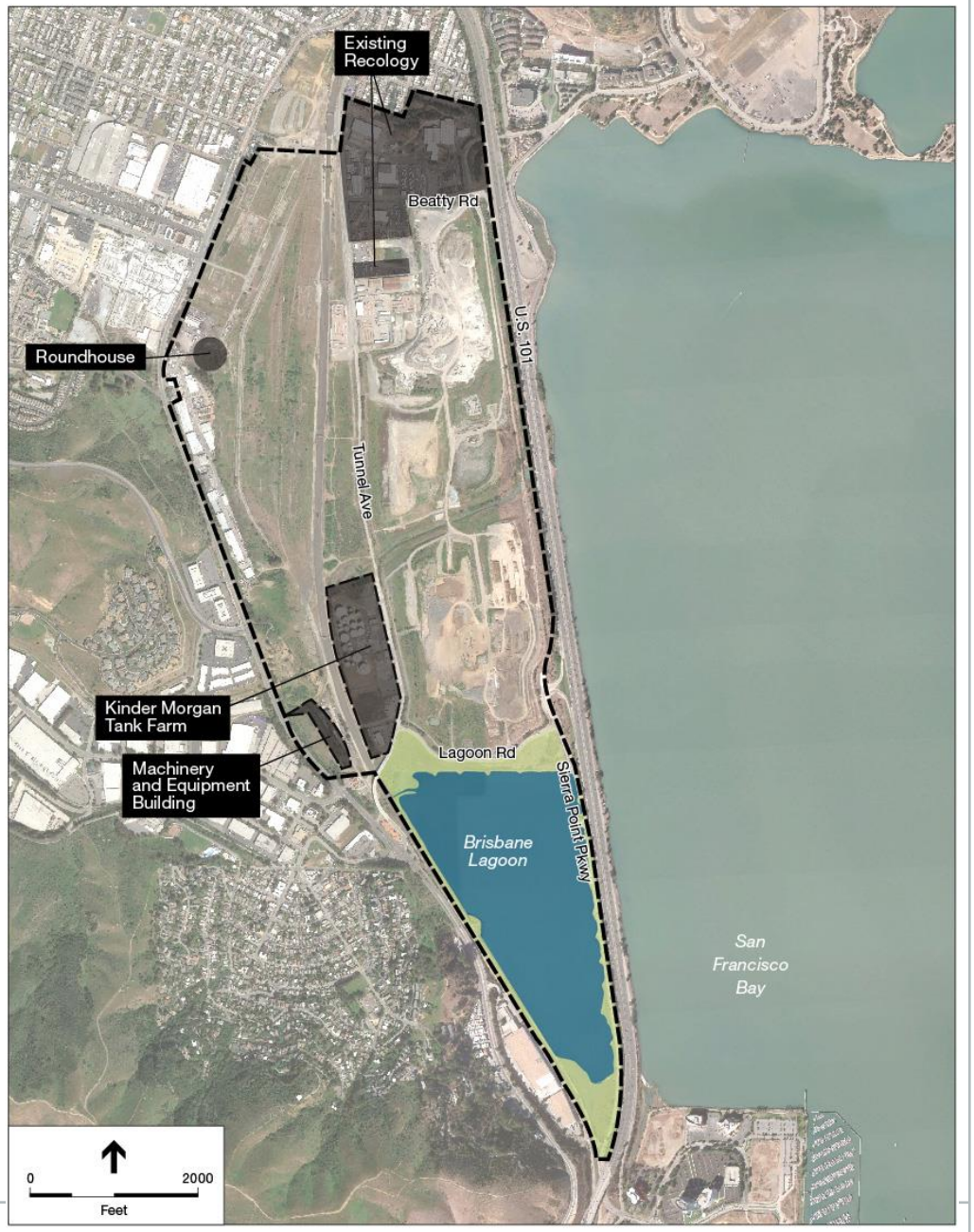
Key Features

- Existing Land Uses



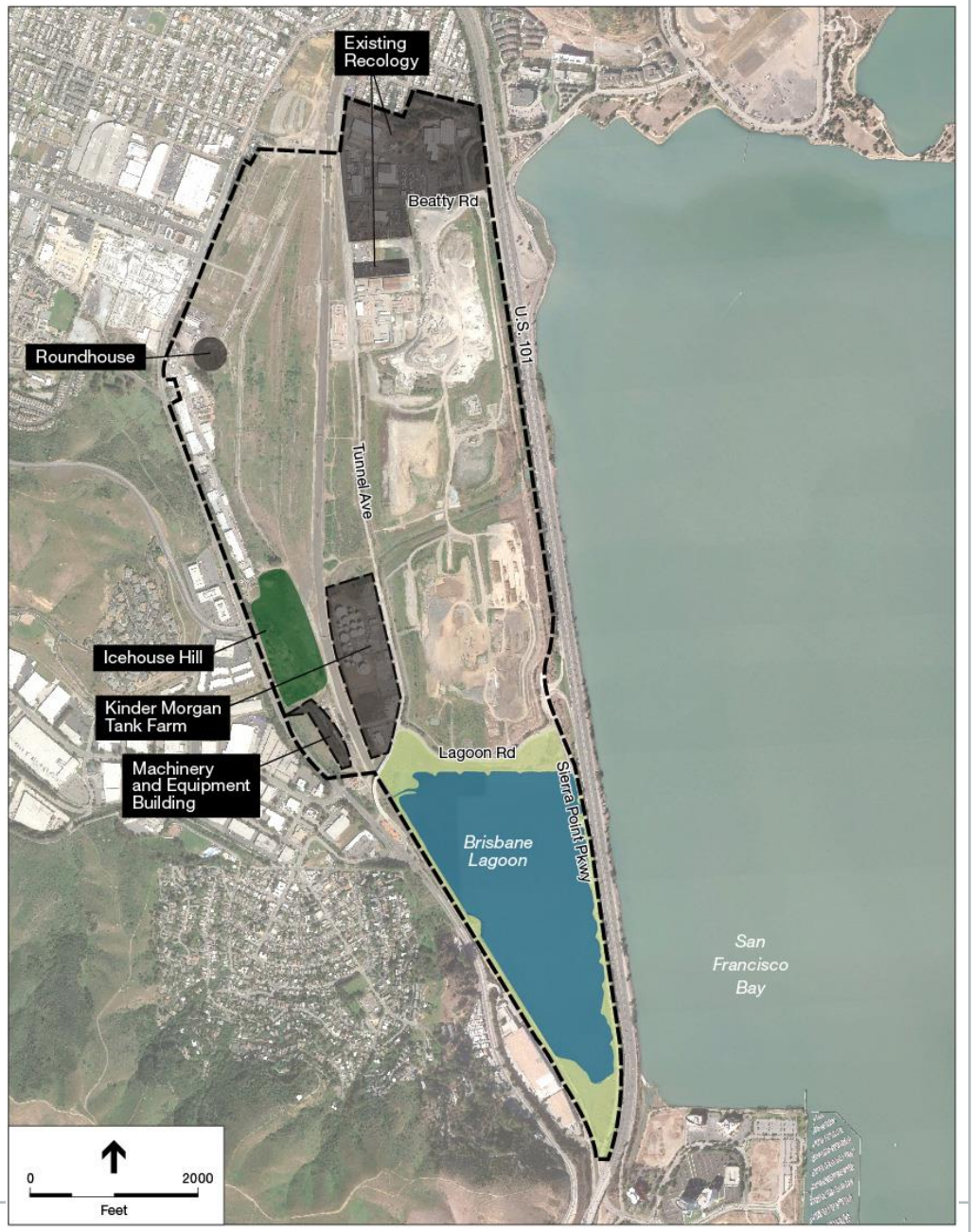
Key Features

- Existing Land Uses
- Roundhouse
- Environmental Protection
  - Brisbane Lagoon



Key Features

- Existing Land Uses
- Roundhouse
- Environmental Protection
  - Brisbane Lagoon
  - Icehouse Hill



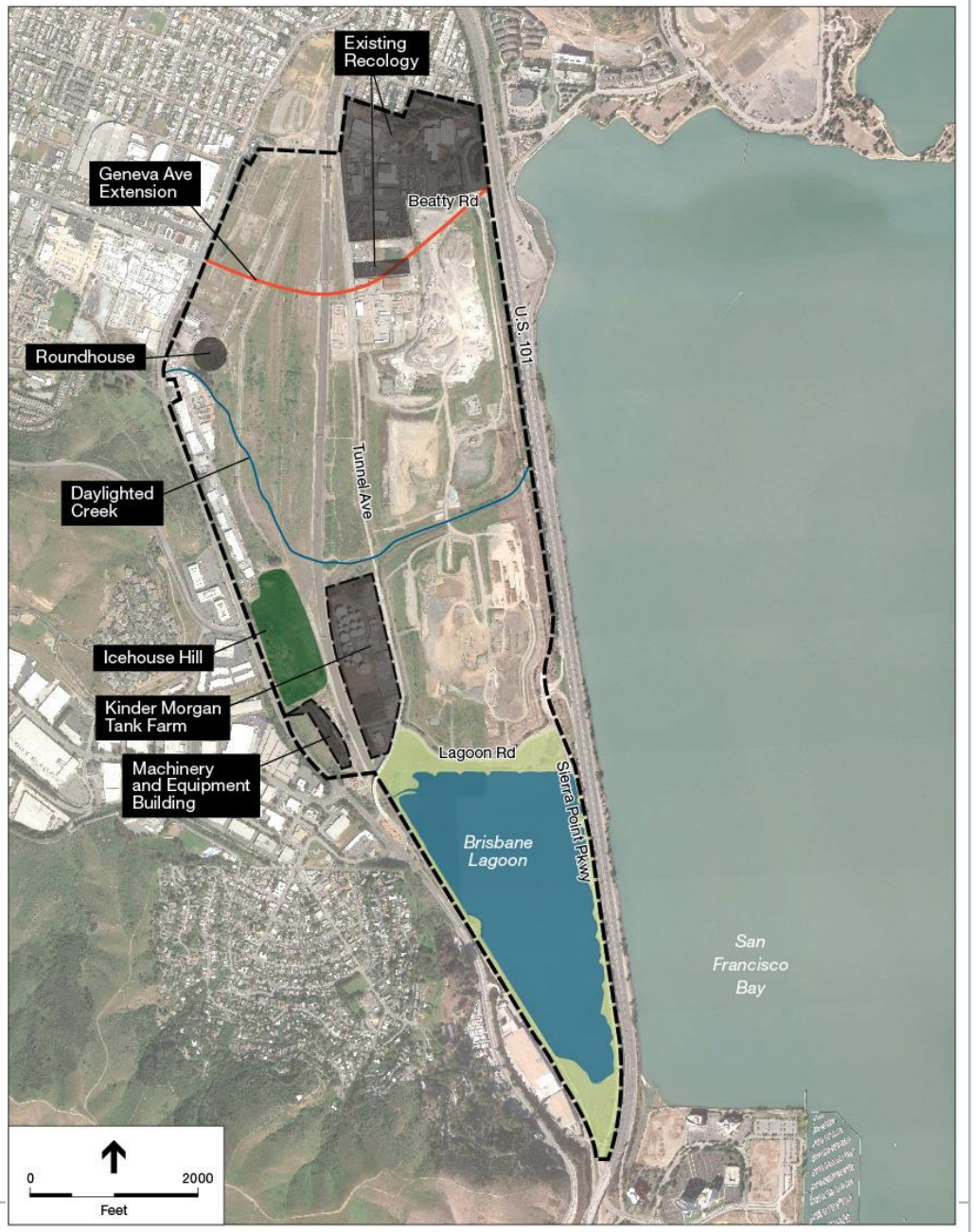
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- Existing Land Uses
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  - Daylighted Creek



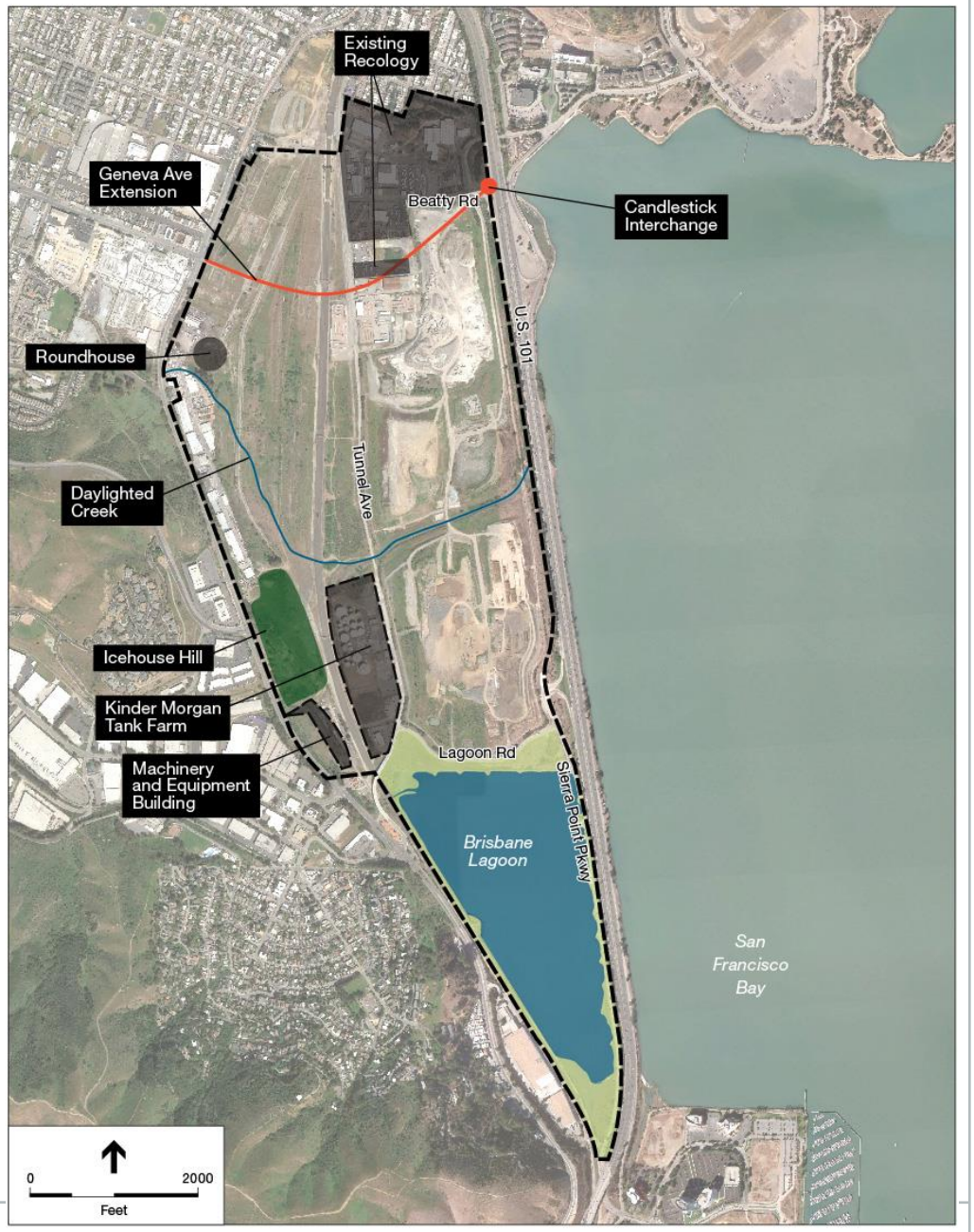
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- Geneva Avenue Extension



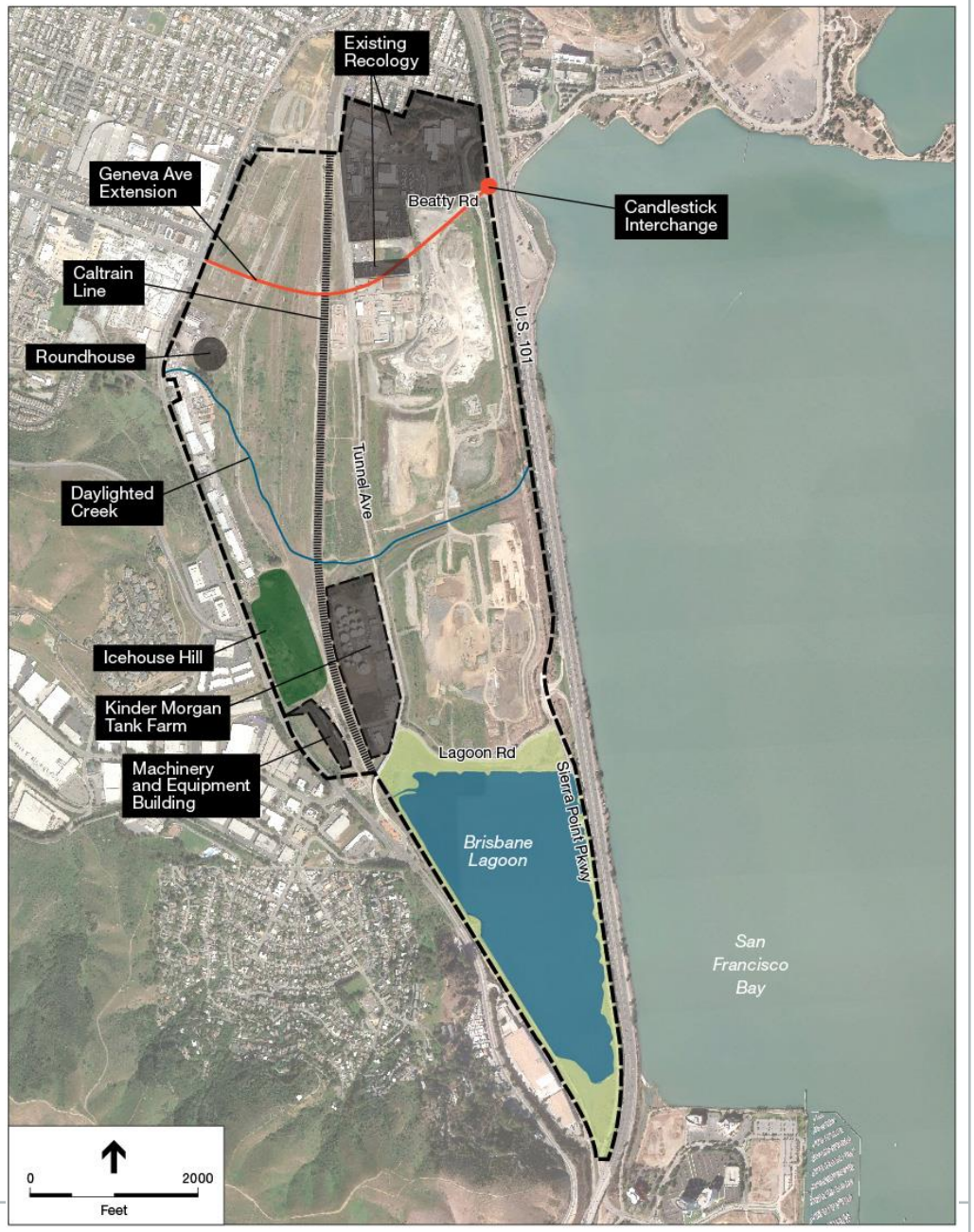
Key Features

- Existing Land Uses
- Roundhouse
- Environmental Protection
  - Brisbane Lagoon
  - Icehouse Hill
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- Geneva Ave. Extension
- Candlestick Interchange



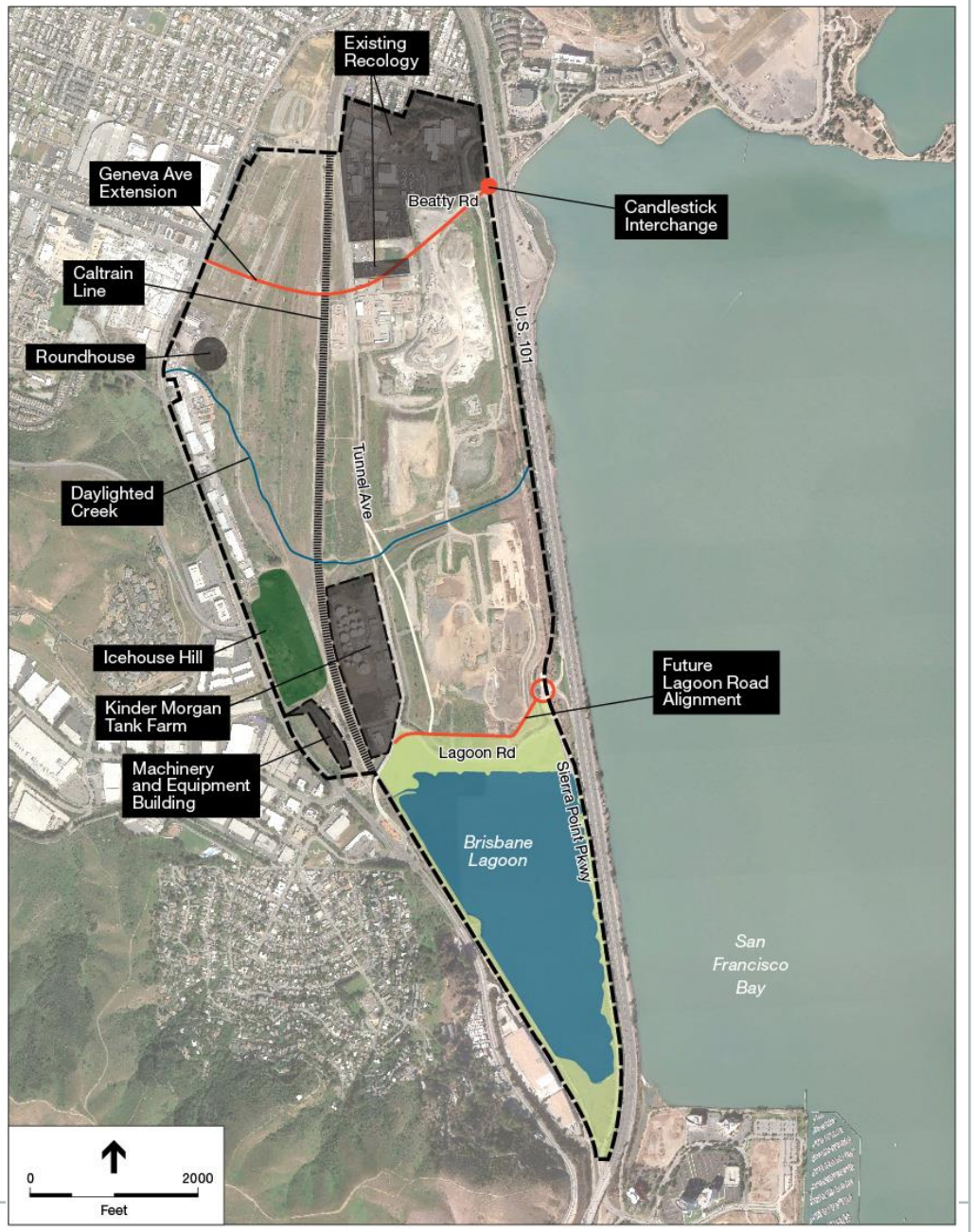
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- Caltrain Line



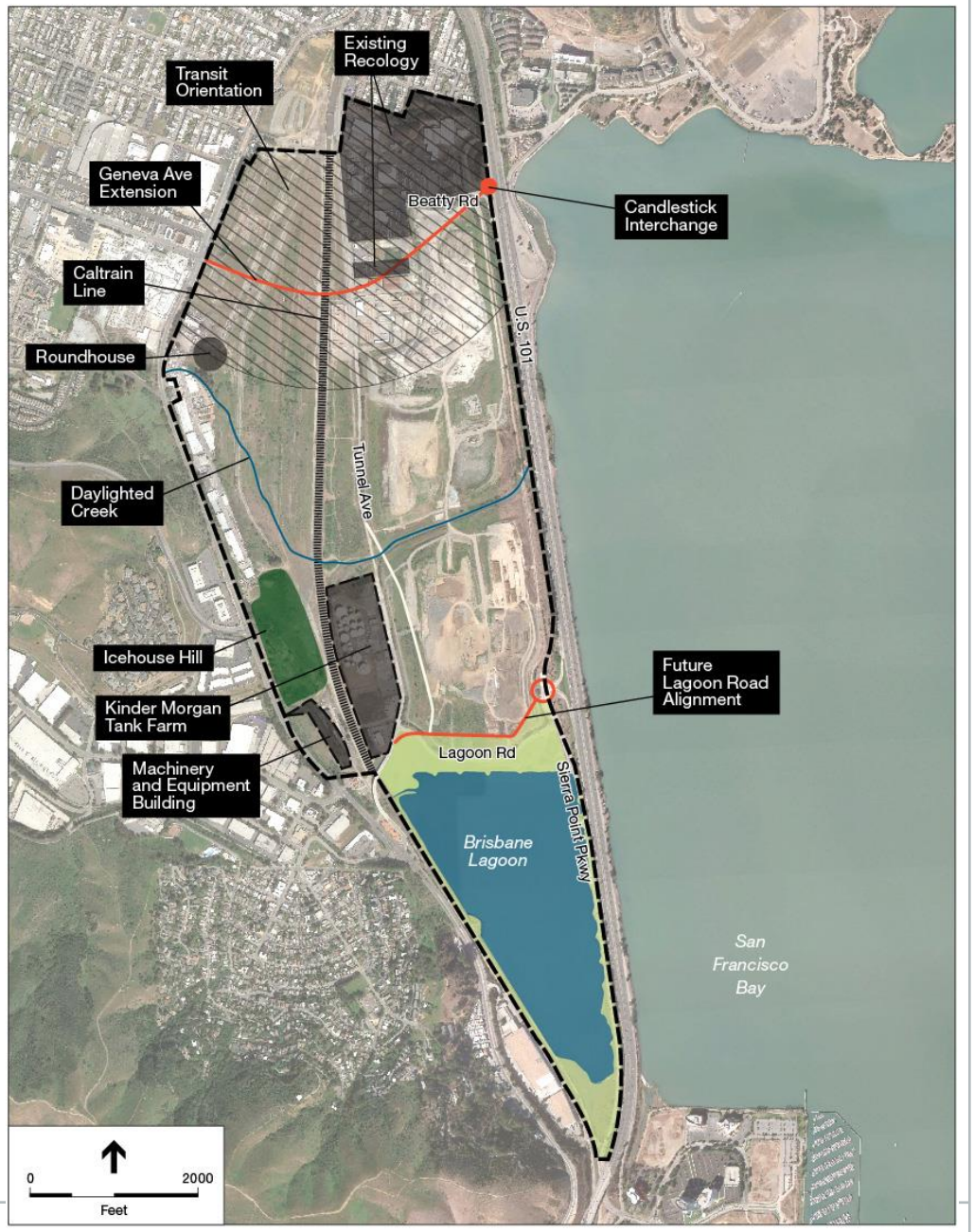
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- Geneva Ave. Extension
- Candlestick Interchange
- Caltrain Line
- Lagoon Road Alignment



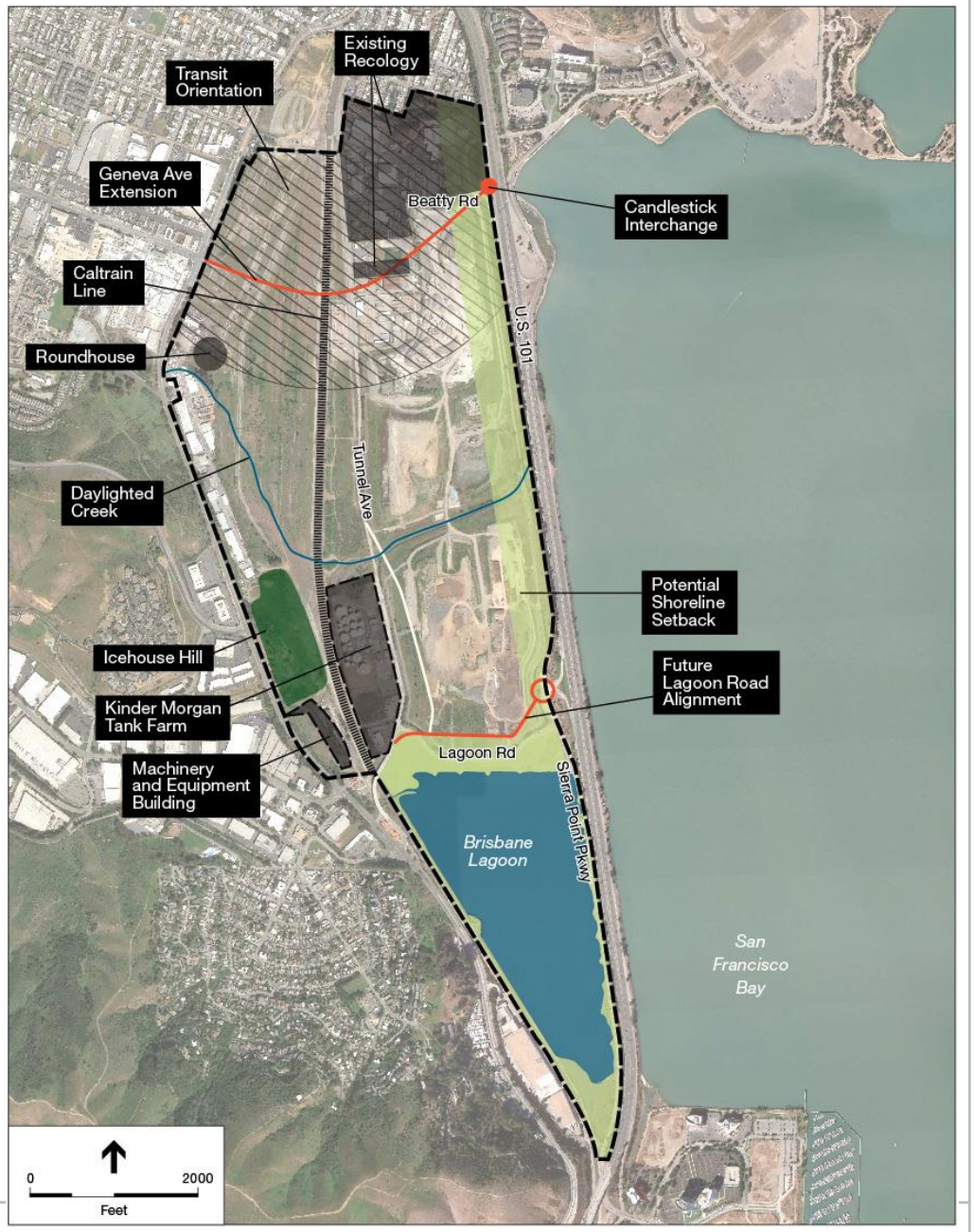
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  - Icehouse Hill
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- Geneva Ave. Extension
- Candlestick Interchange
- Caltrain Line
- Lagoon Rd. Alignment
- Transit Orientation



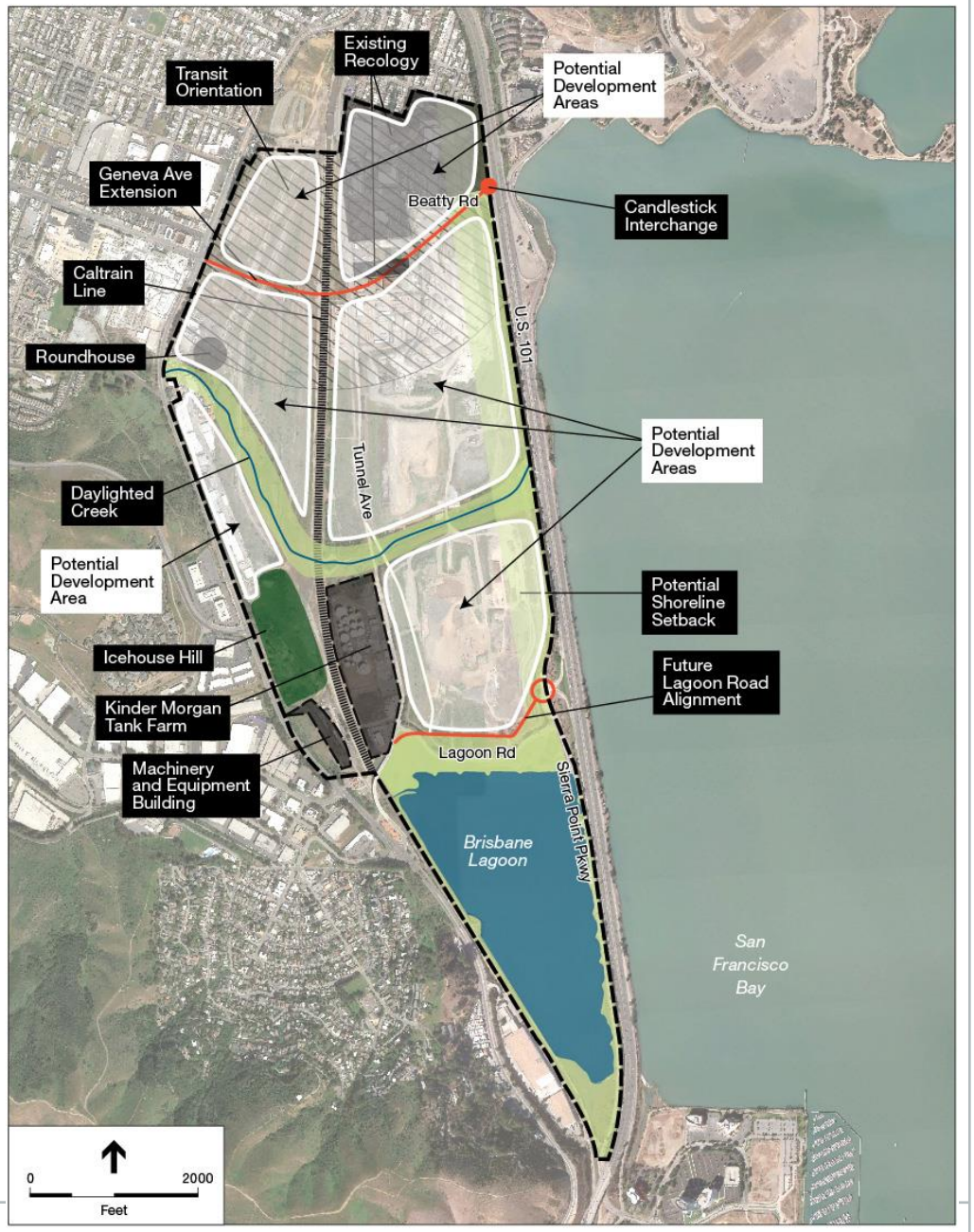
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- Geneva Ave. Extension
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- Caltrain Line
- Lagoon Rd. Alignment
- Transit Orientation
- Potential Open Space Connectivity



Key Features

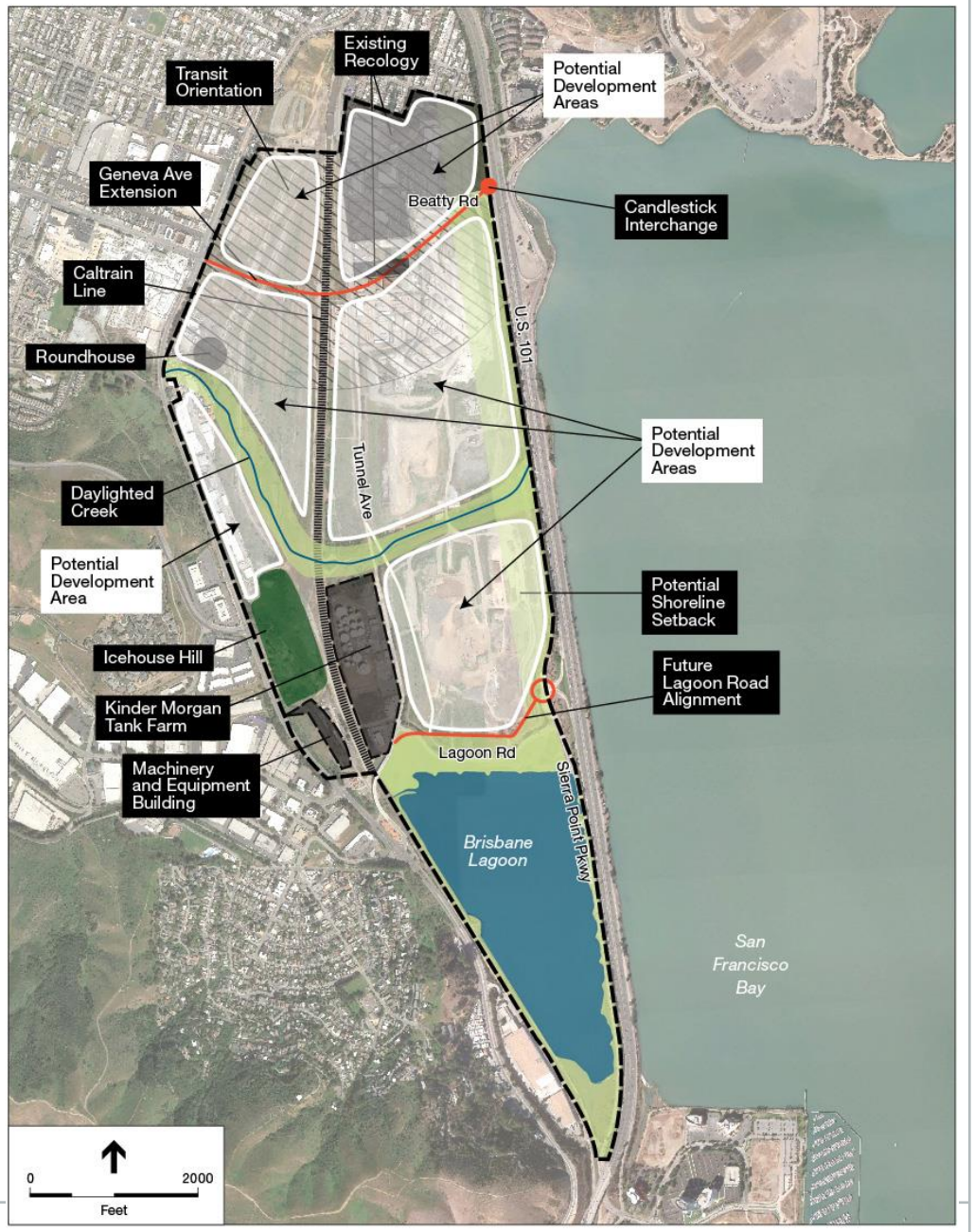
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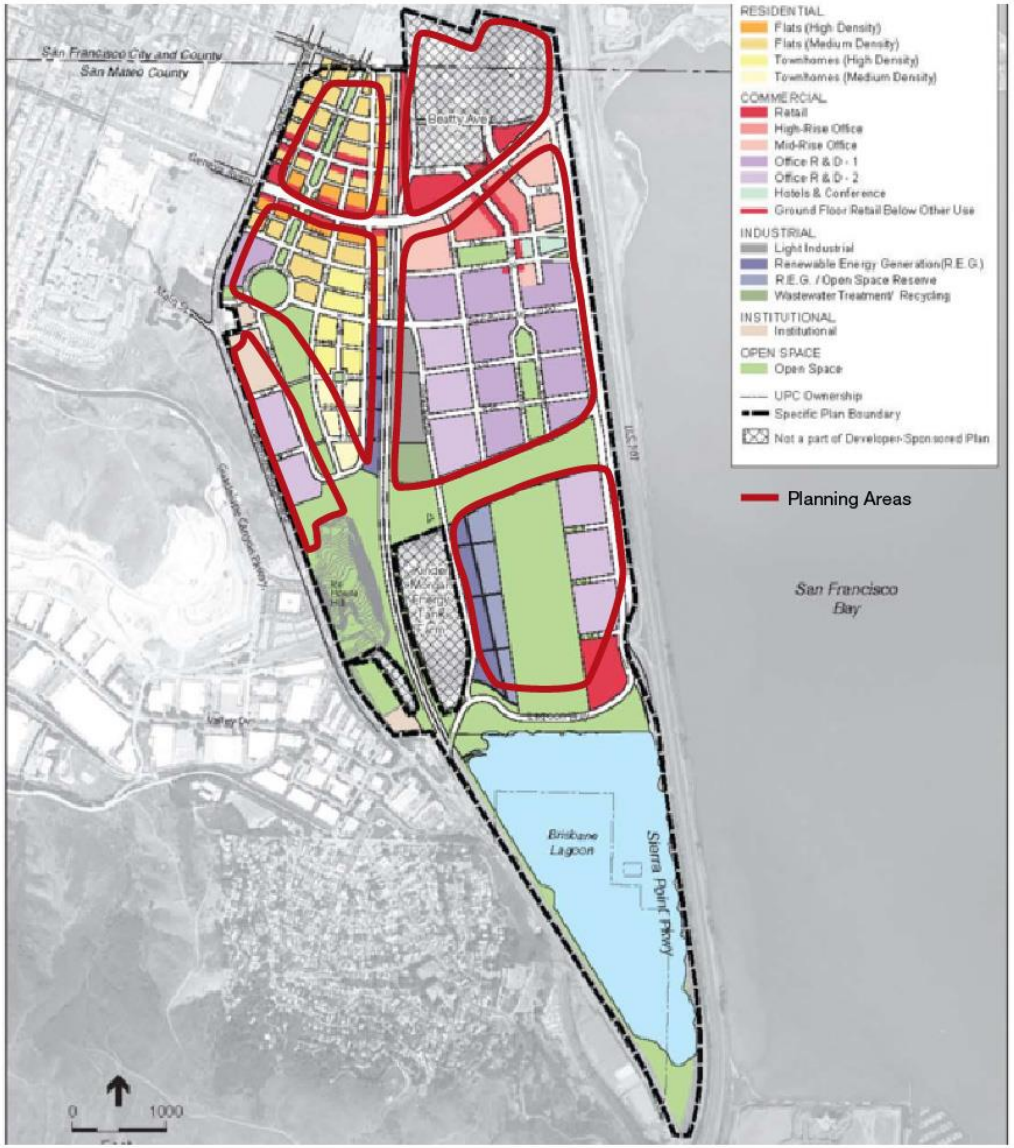
Each of the concept plan scenarios and the Renewable Energy Generation Alternative are built around these same key features and potential development areas.

In some cases, these potential development areas are planned for open space.



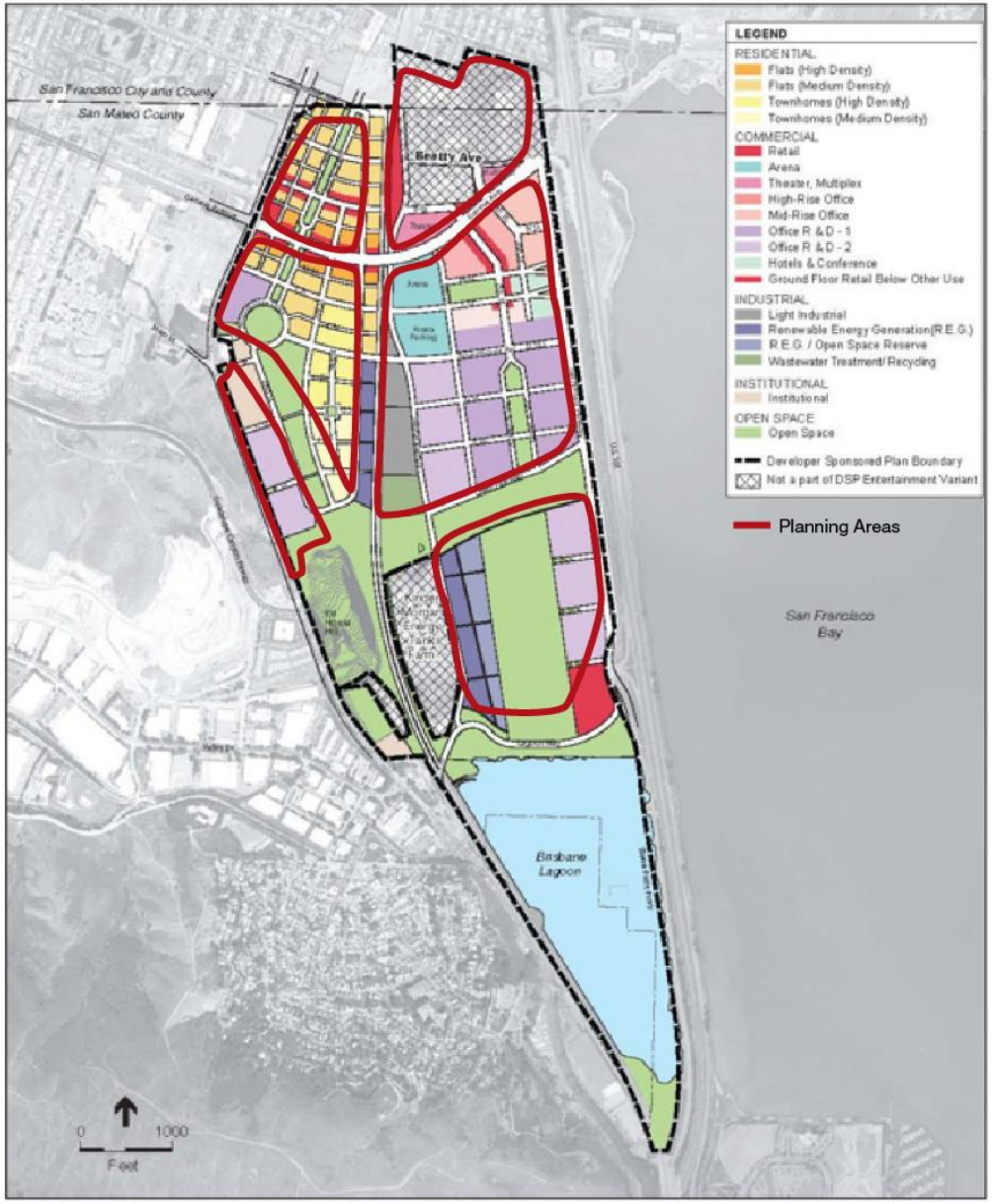
DSP SCENARIO

- Existing Land Uses
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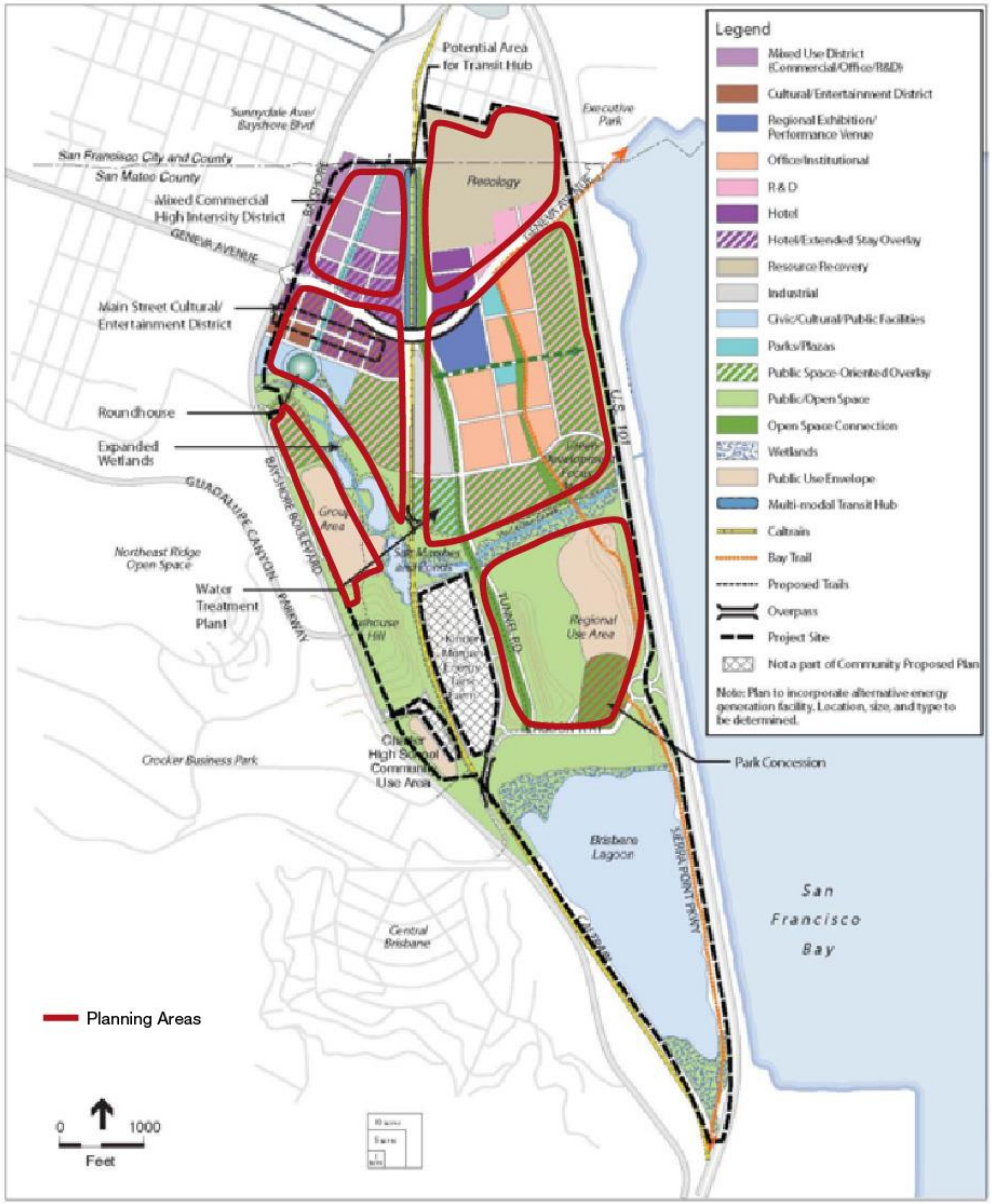
DSP-V SCENARIO

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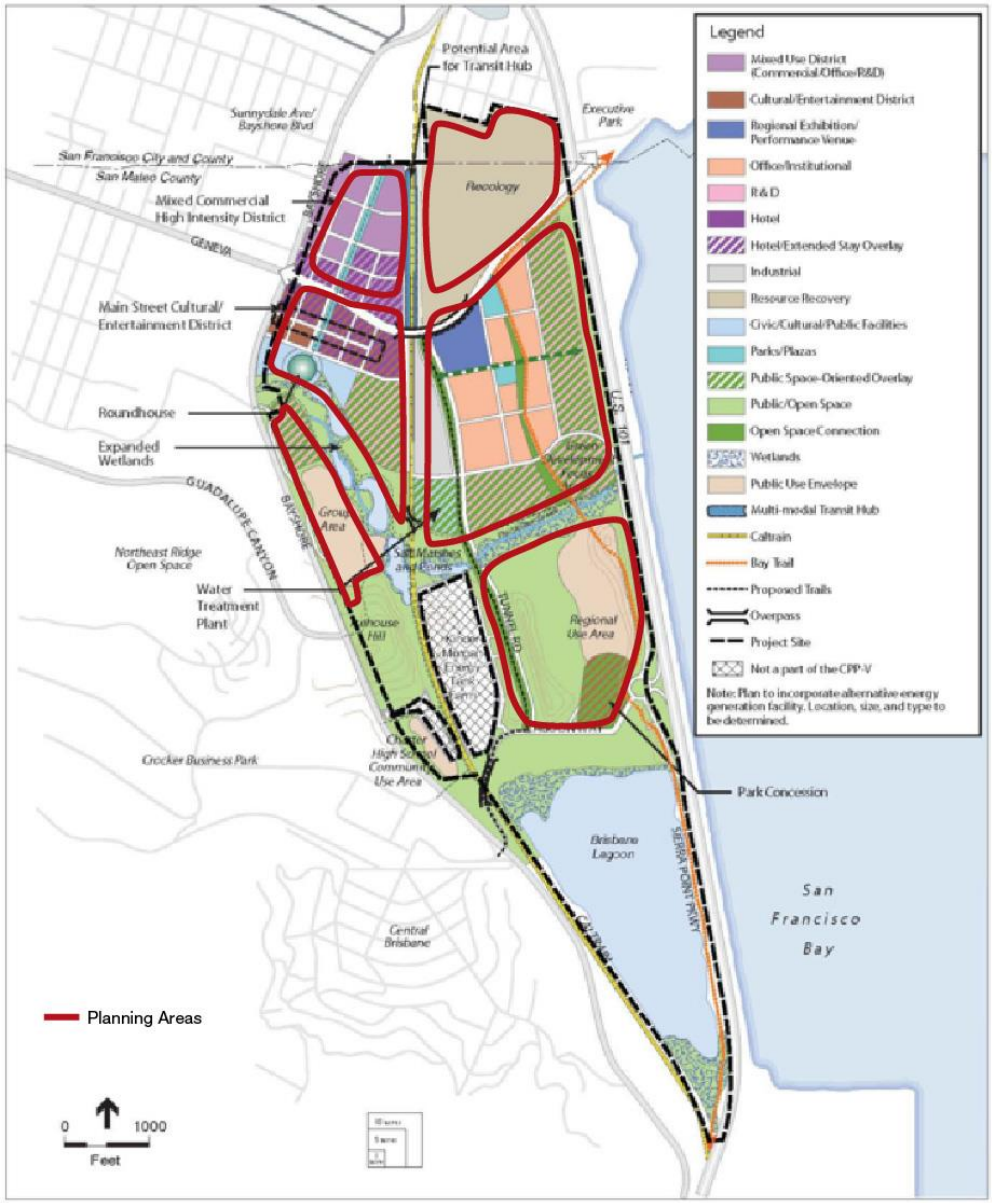
CPP SCENARIO

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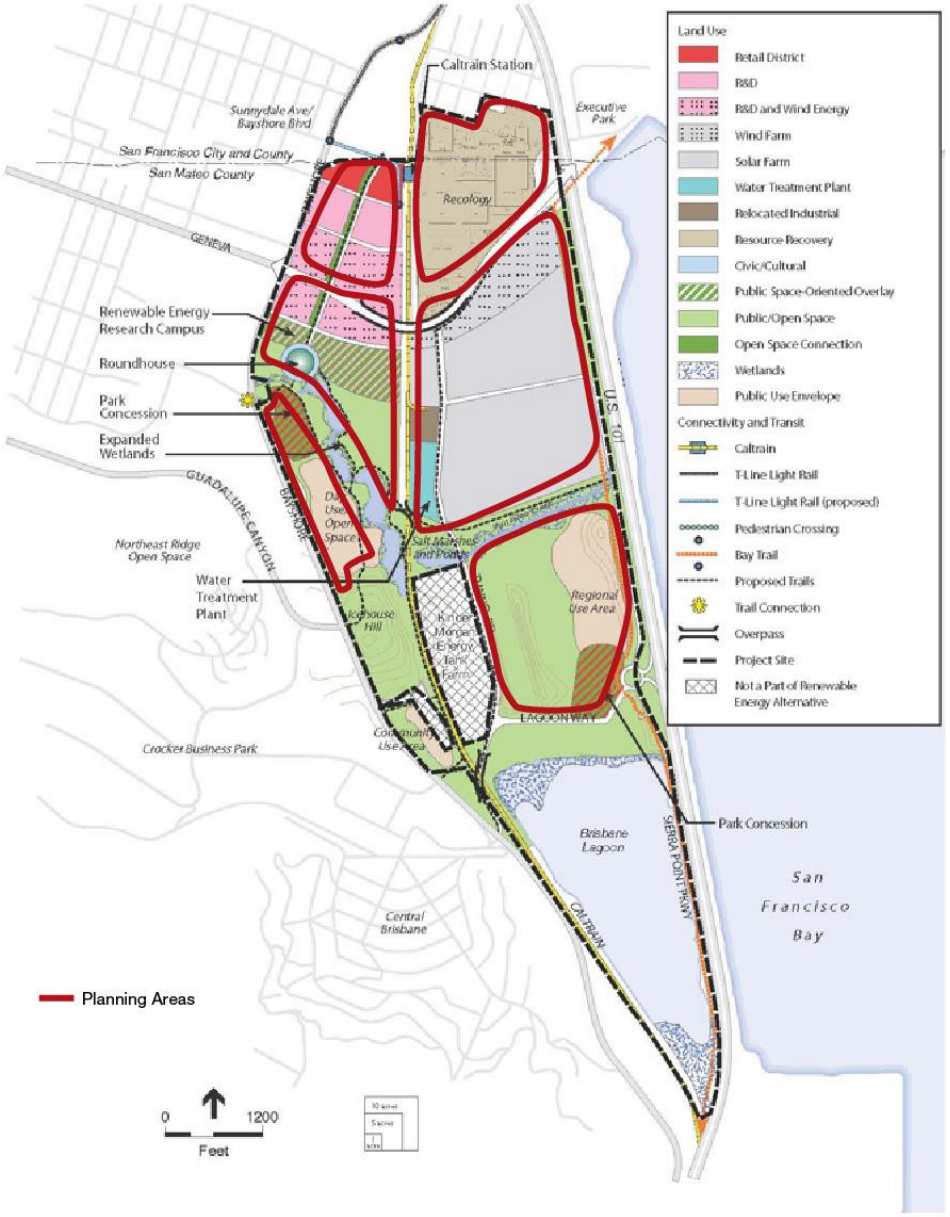
CPP-V SCENARIO

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RENEWABLE ENERGY ALTERNATIVE

- Existing Land Uses
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Key Features & Development Areas

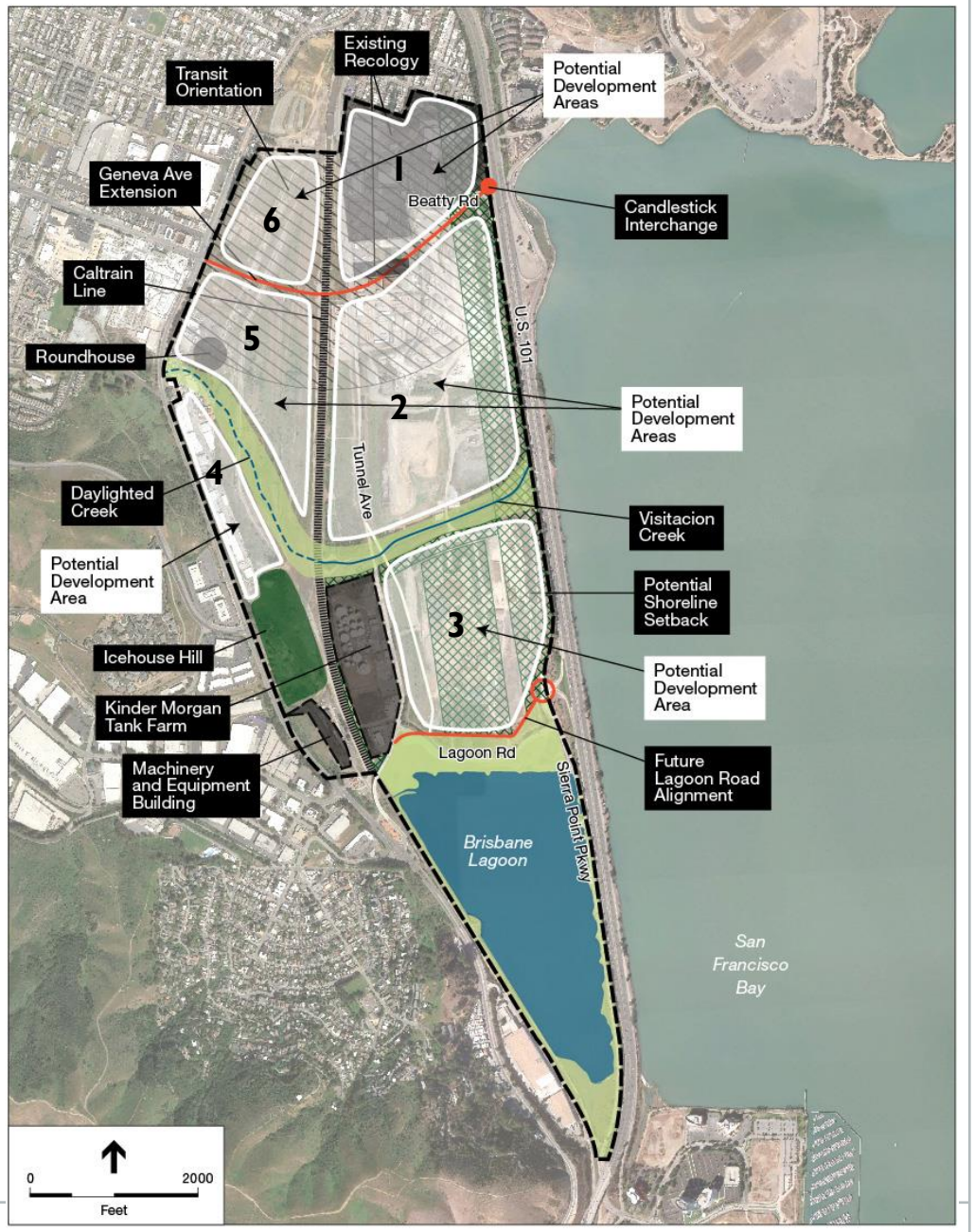
Potential Development Areas

East of Caltrain

1. North of Geneva
2. Between Caltrain and Visitacion Creek
3. South of Visitacion Creek

West of Caltrain

4. South of Visitacion Creek
5. Between Caltrain and Visitacion Creek
6. North of Geneva



AESTHETICS

ONSITE SCENIC RESOURCES









SCENIC VISTAS:
SAN FRANCISCO BAY & SAN BRUNO MOUNTAIN





IMPACTS OCCUR WHEN SCENIC VISTAS ARE BLOCKED









COMMUNITY CHARACTER









POPULATION AND HOUSING

PLAN BAY AREA GROWTH PROJECTIONS

- Regional principles
  - Greater growth in places with high levels of transit
  - Distribute housing growth to reduce vehicle miles travelled
  - Link housing growth to jobs centers
- Brisbane retains land use authority
  - City will determine how Baylands development should fit within context of regional goals

PLAN BAY AREA GROWTH PROJECTIONS

City				Priority Development Area			
Existing (2010) Number of Jobs	Projected Increase in Jobs, 2010-2040	Existing (2010) Number of Housing Units	Projected Increase in Housing Units, 2010-2040	Existing (2010) Number of Jobs	Projected Increase in Jobs, 2010-2040	Existing (2010) Number of Housing Units	Projected Increase in Housing Units, 2010-2040
Brisbane				**San Francisco/San Mateo Bi-County PDA (San Mateo County portion)**			
6,780	890	2,180	250	500	460	0	0
San Francisco				**Bayview/Hunters Point/Candlestick Point PDA Bi-County PDA**			
568,720	190,780	376,940	92,480	19,590	9,670	11,610	10,900
Daly City				**San Francisco/San Mateo Bi-County PDA (San Francisco portion)**			
20,760	5,820	32,590	4,310	1,720	860	1,630	5,250
South San Francisco							
43,550	10,240	21,810	6,920				
Area Total				**Area PDA Total**			
639,810	209,697	433,520	103,960	21,810	10,990	13,240	16,150

PROPOSED PLAN BAY AREA POPULATION PROJECTIONS

	Existing as of 2010	2040 Projections	
		2013 Plan Bay Area	Proposed Plan Bay Area Update
Total Households	1,800	2,050	6,300
PDA	0	0	4,400
Balance of Brisbane	1,800	2,050	1,900
Total Employment	5,200	8,180	17,600
PDA	0	1,100	10,900
Balance of Brisbane	5,200	7,180	6,700

PROPOSED PLAN BAY AREA POPULATION PROJECTIONS

- Plan Bay Area will not govern, control, or override local land use decisions.
- Plan Bay Area will be updated again prior to Regional Housing Needs Assessment for the 2022 Housing Element update.
  - Will not serve as the basis for Regional Housing Needs Assessment in the 2022 Housing Element update.

PLANNING COMMISSION RECOMMENDATION

LAND USE DIRECTION

- Maximum **1-2 million s.f. net increase** in existing building area (639,900 s.f.)
- Incorporate applicable provisions of Sustainability Framework into the General Plan
- Basic Land Use Principles:
  - Preserve large unbroken blocks of open space
  - Protect key habitat areas
  - Restore the Roundhouse; provide compatible development adjacent to it
  - Transit orientation
  - Ensure the site is safe for future uses

OPEN SPACE FRAMEWORK

A. Lagoon and adjacent habitat
B. Icehouse Hill
C. Visitacion Creek corridor
D. Brisbane Bayview Park
E. Active Open Space
F. Community Gardens

Major Trails

- Bay Trail
- Trail through Areas 2 &3
- Along Visitacion Creek
- Icehouse Hill



Baylands Land Use Areas

The six planning areas were refined to address:

- Desirability of a "Brisbane Bayview Park"
- Similarities and differences of land uses within Areas 5 & 6
- The area south of Icehouse Hill
- Buffers adjacent to the tank farm
- Characteristics of lands between Caltrain and Tunnel Avenue



Baylands Land Use Areas

1. Light Industrial
2. Renewable Energy Generation
3. Active Recreation
4. Light Industrial
5. Roundhouse Area Retail
6. Transit-Oriented R&D Tech Campus
7. Community Gardens
8. Tank Farm Area
9. Caltrain Corridor Parking
10. Caltrain Corridor Parking



BRISBANE BAYLANDS

City Council Public Hearing

Land Use, Aesthetics, Population and Housing

May 4, 2017

VIEWPOINT LOCATIONS



1. Blythdale Ave. at Brookdale Ave. in Sunnydale neighborhood, facing east



Existing View

Higher ground in the Sunnydale neighborhood allows a view of San Francisco Bay and its shoreline. To the north (left), limited views of Bayview Park are available.



DSP/DSP-V

New buildings with maximum heights of 160 feet located near the Project Site's eastern boundary would cover some existing views of the Bay shoreline. However, the majority of the views of the Bay would be preserved.



CPP/CPP-V

Although several high-rise buildings with a maximum height of 80 feet located near the Project Site's eastern boundary would be seen above the Bay shoreline, visual access would be maintained and the shoreline still would be observed.

2. Overlook point at John McLaren Park, facing east.



Existing View

The overlook point at John McLaren Park provides an uninterrupted view of the Bay, Brisbane Lagoon, Bayview Park (not shown in photo), and San Bruno Mountain (right).



DSP/DSP-V

Taller buildings (up to 160 feet in height) along the eastern edge of the Project Site would largely maintain existing views of the Bay shoreline. Although the taller high-rises near the shoreline could alter Bay views, views of the majority of the Bay, Brisbane Lagoon, and San Bruno Mountain would be preserved.



CPP/CPP-V

Buildings near the shoreline (eastern edge of Project Site) would be limited to 80 feet in height, allowing the majority of the Bay to continue to be seen from this vantage point. Views of San Francisco Bay, the Bay shoreline, Brisbane Lagoon, and San Bruno Mountain would be preserved.

3. Goettingen St. at Wilde Ave. in Visitacion Valley, facing south



Existing View

The higher elevation in Visitacion Valley allows views of the Bay (left) and San Bruno Mountain beyond.



DSP/DSP-V

Potential high-rise building (up to 90 feet to160 feet) along the eastern boundary of the Project Site would block a substantial portion of the view of the Bay and its shoreline. The view to San Bruno Mountain would be preserved. The Project Site could be viewed as a solid mass of buildings



CPP/CPP-V

Due to an 80-foot height limit, new R&D buildings located along the Project Site's eastern boundary would not impede the view of the Bay, shoreline, or San Bruno Mountain. With less building area (compared to the DSP/DSP-V), open areas between buildings could be seen.

4. Geneva Ave. at Talbert St., facing east.



Existing View

Views along Geneva Avenue are limited to one- and two-story residential and commercial buildings along the north side and utility structures along the south side of the street. Views to the East Bay hills can be seen but are too faint to be considered as a scenic vista from this viewpoint.



DSP/DSP-V

At buildout, views into the Project Site would change to include views of tall buildings (shown at approximately 125 feet in height) along the planned Geneva Avenue extension and Bayshore Boulevard. Loss of distant views would occur, but the new buildings would not block views of scenic vistas.



CPP/CPP-V

At buildout, views into the Project Site from Geneva Avenue would be changed to include new tall buildings (with a 160-foot height limit) along the planned Geneva Avenue extension. Loss of distant views would occur, but the new buildings would not block views of scenic vistas.

5. US 101 at the San Mateo County line, facing south.



Existing View

Tall trees along the edge of southbound lanes block views to the east, but near the county line the higher elevation allows a view of San Bruno Mountain.



DSP/DSP-V

A high-rise building (160 feet in height) and mid-rise buildings (90 feet in height) along the eastern edge of the Project Site would block a substantial portion of the views of San Bruno Mountain. Because existing trees are within Caltrans right-of-way, it is assumed they would remain.



CPP/CPP-V

A new R&D campus with an 80-foot maximum height limit would be constructed parallel to the freeway and be visible behind new raised berms and existing trees along US Highway 101. New buildings would largely block views of San Bruno Mountain but would retain views of the majority of the ridgeline.

6. Candlestick State Recreation Area, facing southwest.



Existing View

Scenic views from the outlook points of Candlestick Point State Recreation Area include the Bay (foreground) and San Bruno Mountain (background). This photo captures the Project Site north of Visitacion Creek (left) and the Project Site's northern boundary (right).



DSP/DSP-V

Buildings at a maximum height of 90 feet and 160 feet near the Project Site's eastern boundary (north of Visitacion Creek) would partially block views of the lower portions of San Bruno Mountain. However, the main ridgeline and the majority of the view would be maintained.



CPP/CPP-V

Taller buildings along Geneva Avenue (up to 160 feet in height) would partially block views of residential areas on the lower part of the hills. Views of R&D buildings (mid-rise buildings shown at the left side of the photo) would be limited to 80 feet in height. Views of San Bruno Mountain would be maintained.

7. Mission Blue Dr. (Northeast Ridge), facing east.



Existing View

Scenic views from Mission Blue Drive include Bayview Park and Candlestick Point (left), the Bay, and shoreline.



DSP/DSP-V

New buildings, including the high-rise building at the eastern edge of the Project Site, would break uninterrupted views of the Bay and its shoreline. Bayview Park and Candlestick Point would remain visible from this viewpoint.



CPP/CPP-V

The new buildings would not impede views of the Bay and its shoreline, Candlestick Point, or Bayview Park.

8. Icehouse Hill, facing northeast.



Existing View

Scenic vistas from the top of Icehouse Hill include the Bay, Candlestick Point, Bayview Park, high-rise buildings in San Francisco's financial district, and John McLaren Park (not shown in photo).



DSP/DSP-V

Taller buildings along the Project Site's eastern boundary would block views of portions of the shoreline and Bay. Other scenic views would be maintained.



CPP/CPP-V

New buildings would block a limited portion of the view of the shoreline. Other scenic views would be maintained.

9. US 101 north of Brisbane Lagoon, facing northwest.



Existing View

Views from the US Highway 101 northbound lanes are limited to glimpses of San Bruno Mountain behind street trees. The visual access to San Bruno Mountain is too limited to be considered as a scenic vista from this viewpoint.



DSP/DSP-V

New buildings (middle and right) would block views of San Bruno Mountain. However, existing trees would in the foreground of views of San Bruno Mountain and would partially screen most of the new buildings.



CPP/CPP-V

Near US Highway 101, new buildings would be subject to a 55-foot height limit north of Visitacion Creek and a 25-foot height limit south of Visitacion Creek. Buildings within these height limits would be partially screened from view by existing trees.

10. Tulare Street off San Bruno Avenue in Brisbane, facing north.



Existing View

From the residential areas in Central Brisbane, scenic views include Brisbane Lagoon (foreground), John McLaren Park (left), high-rise buildings in downtown San Francisco (middle background), the Bay, Bayview Park, and Candlestick Point (right).



DSP/DSP-V

New buildings would block views of the lower portion of Bayview Park, but views to Brisbane Lagoon, John McLaren Park (left), high-rise buildings in downtown San Francisco, the Bay, and Candlestick Point would not be affected.



CPP/CPP-V

New buildings would not impede views of existing scenic vistas from this viewpoint.

11. Kings Rd. and Beatrice Rd. in Central Brisbane, facing north.



Existing View

Scenic views from Central Brisbane include John McLaren Park (left), Icehouse Hill, high-rise buildings of San Francisco's financial district (middle), Bayview Park and Candlestick Point (right), and the Bay.



DSP/DSP-V

Taller buildings near the eastern edge of the Project Site boundary would block views of the Bay shoreline. However, the majority of the view of the Bay and other scenic resources would be maintained.



CPP/CPP-V

New buildings would block views of a minimal portion of the Bay shoreline. All other scenic views would be maintained.

12. Bay Trail at Sierra Point, facing west.



Existing View

Scenic vistas from the Bay Trail at Sierra Point near the Brisbane Marina include the Bay (foreground) and San Bruno Mountain.



DSP/DSP-V

New taller buildings along the Project Site's eastern boundary would partially block views of distant hillside landforms. However, views of San Bruno Mountain would not be impeded.



CPP/CPP-V

New buildings would be well below the ridgeline and would not impede views of San Bruno Mountain from this viewpoint.