

# **Brisbane Baylands**

## **Planning Commission Workshop #1**

**September 10, 2015**

# Brisbane Baylands

## **Development Program:**

**Components Subject to Current  
Consideration by the Planning Commission**

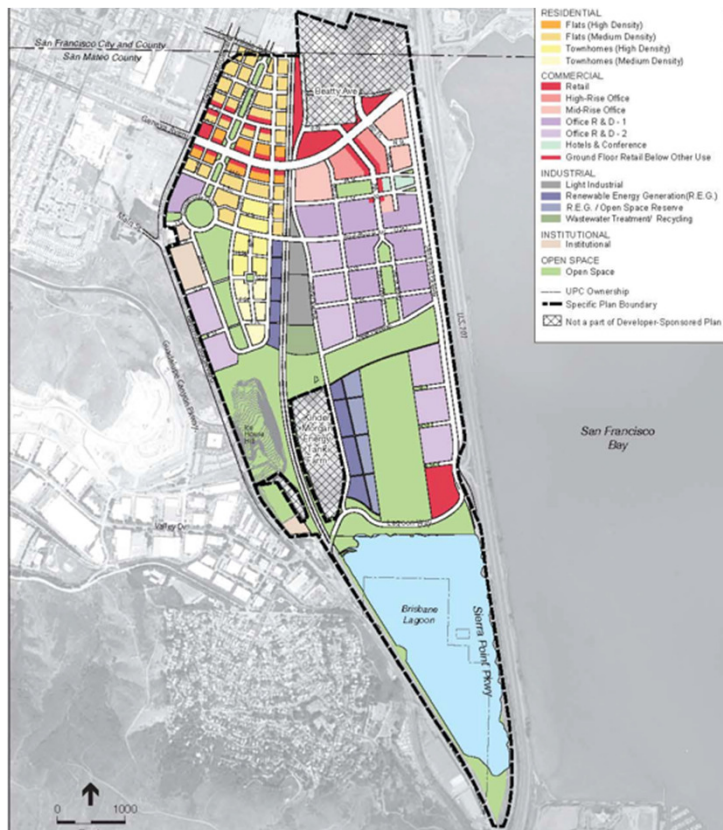
# Concept Plan Scenarios

- Required by General Plan Policy 329
  - Prior to or concurrent with required specific plan(s)
  - Must encompass the whole of the Baylands
- Required Contents
  - Illustrative land use plan
  - General description of uses and development intensity
  - Listing of responsible agencies
    - Studies to be concluded
    - Issues to be resolved

# Concept Plan Scenarios

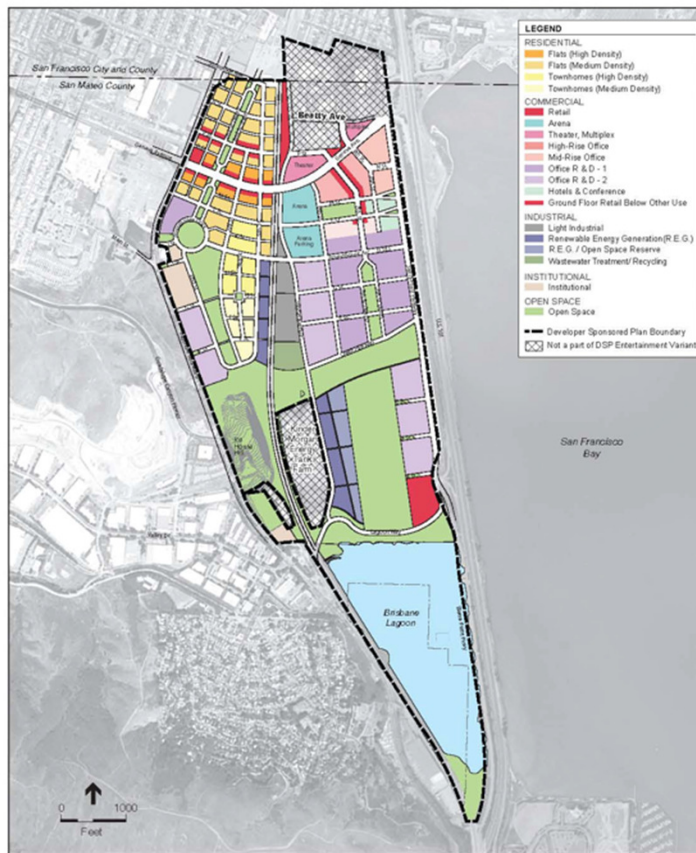
- Requested by applicant – Universal Paragon Corporation (UPC)
  - Developer Sponsored Plan (DSP)
  - Developer Sponsored Plan – Entertainment Variant (DSP-V)
- Initiated by the City Council
  - Community Prepared Plan (CPP)
  - Community Prepared Plan – Recology Variant (CPP-V)

# DSP Concept Plan Scenario



- 4,434 dwelling units
- 7,088,400 sf Non-residential
  - 566,300 sf Retail
  - 3,328,300 sf R&D
  - 2,762,000 sf Office/Institutional
  - 28,200 sf Civic/Cultural
  - 142,500 sf Industrial
  - 369 Hotel rooms

# DSP-V Concept Plan Scenario



- 4,434 dwelling units
- 7,041,500 sf Non-residential
  - 283,400 sf Retail
  - 2,599,200 sf R&D
  - 2,363,100 sf Office/Institutional
  - 1,066,500 sf Entertainment/Civic
  - 142,500 sf Industrial
  - 719 Hotel rooms

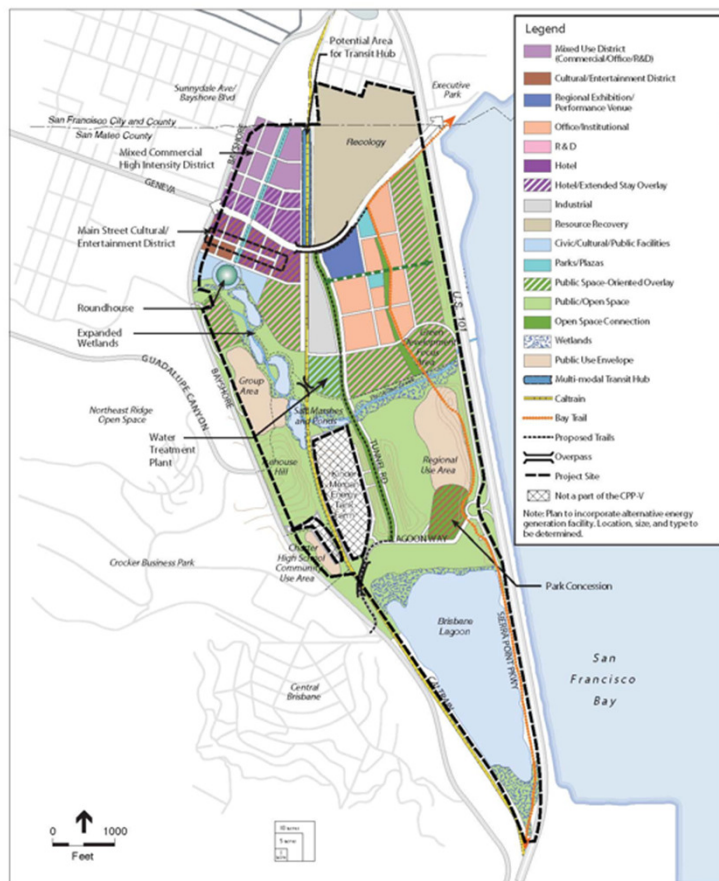


# CPP Concept Plan Scenario



- 8,145,100 sf Non-residential
  - 2,209,500 sf Retail
  - 2,007,000 sf R&D
  - 992,700 sf Office/Institutional
  - 1,074,500 sf Entertainment/Civic
  - 469,100 sf Industrial
  - 1,990 Hotel rooms, including conference facilities

# CPP-V Concept Plan Scenario



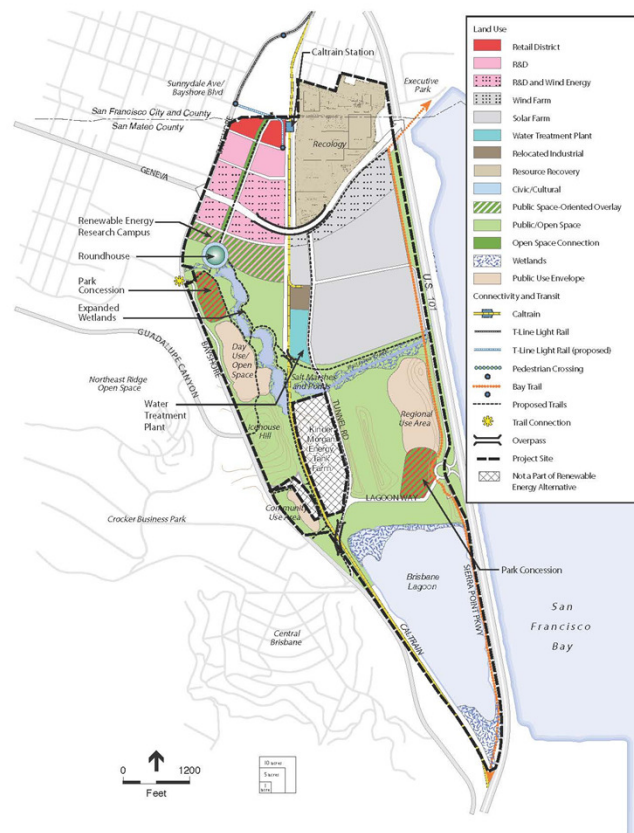
- 8,215,100 sf Non-residential
  - 2,209,500 sf Retail
  - 1,672,200 sf R&D
  - 992,700 sf Office/Institutional
  - 1,074,500 sf Entertainment/Civic
  - 1,220,100 sf Industrial (primarily Recology expansion)
  - 1,500 Hotel rooms, including conference facilities



# Alternative Scenarios from the Baylands EIR

- No Project – No Build
  - Existing conditions continue into the future
  - 632,900 s.f. Non-Residential
- No Project – General Plan Buildout
  - Buildout occurs based on existing General Plan
  - 1.0 to 4.2 million s.f. Non-Residential
- Renewable Energy Generation (Environmentally Superior Alternative)
  - 1.98 million s.f. Non-residential
  - 170 acres renewable energy generation (solar, wind)
- Reduced Intensity Mixed Use
  - 2,400 dwelling units
  - 6.1 million s.f. Non-Residential
- Reduced Intensity Non-Residential
  - 5.32 million s.f. Non-Residential

# Renewable Energy Generation Alternative



# General Plan Amendment

- Proposed modifications to achieve consistency with the Brisbane General Plan
- Key modifications proposed by applicant (DSP, DSP-V)
  - Remove existing prohibition on residential development
  - Increase permitted development intensity
- Additional modifications needed to achieve General Plan consistency for all scenarios (DEIR page 3-53, 3-54)

# Brisbane Baylands Specific Plan (DSP, DSP-V Scenarios)

- Proposed by Applicant: UPC
- Sets forth zoning and development standards
- Contents
  - Sustainability Framework
  - Land Use Concept (Concept Plan Scenario)
  - Conservation and Open Space
  - Circulation
  - Utilities and Services
  - Implementation
  - Public Facilities Financing

# Brisbane Baylands

## **Development Program:**

**Components Analyzed in the EIR  
Subject to Later Review and Consideration  
by the Planning Commission  
after Formal Application**



# Recology Modernization and Expansion

- Included in the CPP-V Concept Plan scenario
- Selection of a Concept Plan with or without Recology modernization and expansion will *not* commit the City to either approve or not approve

# Brisbane Baylands

## **Development Program:**

**Components Analyzed in the EIR  
to be Considered by the City Council**

# Proposed Water Transfer Agreement

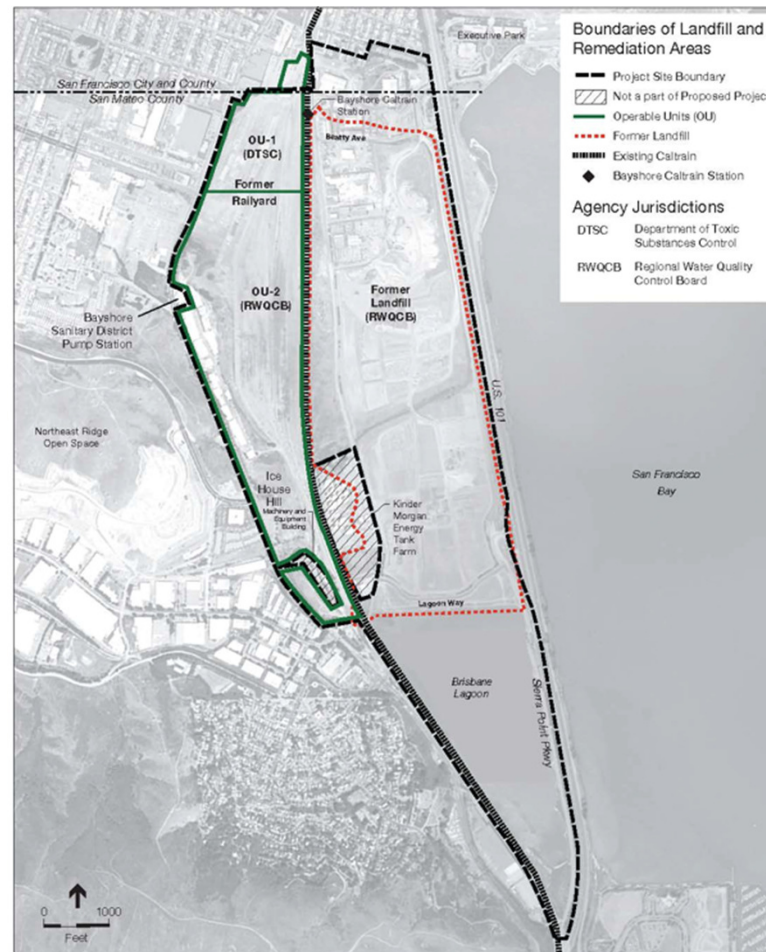
- Proposed agreement between Brisbane and Oakdale Irrigation District (OID)
  - Guarantee 2,400 acre-feet of water for 50 years, with extensions
  - 2,000 acre-feet for the Baylands
  - 400 acre-feet for buildout of City's General Plan
- Future requirements
  - Detailed engineering plans
  - Agreements with OID, Modesto Irrigation District (MID), and San Francisco (SFPUC)
  - Subsequent project-level CEQA review

# Brisbane Baylands

## **Development Program:**

**Components Analyzed in the EIR  
Subject to Outside Regulatory Authority**

# Site Remediation and Title 27 Landfill Closure





# Site Remediation and Title 27 Landfill Closure

## **Jurisdictional Authority**

- Land Use
  - City of Brisbane
- Site Remediation
  - DTSC (OU-1)
  - RWQCB (OU-2)
- Title 27 Landfill Closure
  - RWQCB

# Site Remediation and Title 27 Landfill Closure

- EIR provides programmatic review of site remediation and landfill closure
- Key Terms
  - Site characterization, waste characterization
  - Title 27 Landfill Closure
  - Risk-based cleanup goals
  - Human health risk assessment

# Brisbane Baylands

Relationship between Planning &  
Environmental Review Processes

# CEQA Review Process

- Provides information documents that evaluate physical environmental effects (impacts)
- Determines “significance” of impacts
- Provides mitigation measures and alternatives to avoid or reduce significant impacts
- Does **not** evaluate what the community may or may not want
- Does **not** make value judgments about what may be “good” or “bad” for the community, or what Brisbane should or should not approve

# Planning Review Process

- Addresses environmental, social, and economic effects
- Evaluates what the community may or may not want
- Involves value judgments about what may be “good” or “bad” for the community
- Addresses the extent to which proposed development may facilitate or hinder achieving community vision
- Provides opportunities for aspirational improvements to existing conditions
- Makes judgments as to what Brisbane should or should not approve



# Brisbane Baylands

Key Planning and CEQA Concepts

# 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 Requirements

- Generally defines allowable uses
- Prohibits residential development
- Sets maximum development intensity for site-specific developments
- Sets open space requirement
- Requires concept plan and specific plan(s)
  - Concept plan can precede or be considered concurrent with Specific Plan

# Brisbane General Plan Land Use Designations

- Baylands Subarea
  - Planned Development - Trade Commercial
  - Marsh/Lagoon/Bayshore
- Northeast Bayshore Subarea
  - Trade Commercial
- Beatty Subarea (Recology)
  - Heavy Commercial

# 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

# Brisbane General Plan

## Maximum Development Intensity

- General Plan does not set a specific maximum overall development intensity for the Baylands
  - Anticipated overall development is to be “well below” that permitted on individual sites
  - Permitted development intensity must be consistent with General Plan policies
  - Maximum permitted development density reflects the maximum trip generation, water use, wastewater generation and stormwater flow impacts
  - “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.”

# Brisbane General Plan

## Maximum Development Intensity

- General Plan EIR describes maximum overall development intensity in terms of maximum impact on development to maintain roadway LOS standards.
- General Plan EIR describes maximum overall development intensity as:
  - Near-term (10 years): 650,000 sf of commercial use
  - Long-term: Up to 1.0 – 4.2 million sf of development based on type(s) of uses
    - 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)

# Role of Specific Plans

- Implement the General Plan
  - More specific than the General Plan, and can vary widely in specificity
- Provide site-specific zoning, development, open space, and infrastructure requirements

# Economic and Social Effects

- Review of economic factors
  - Municipal costs and revenues
  - Economic feasibility
- Review of social effects
  - General Plan consistency
  - What is appropriate for the community?

# Brisbane Baylands EIR

- Program EIR, Programmatic Environmental Analysis
  - Appropriate level of detail
  - Subsequent environmental review
- EIR Mitigation Measures
  - Measures are enforceable and mandatory
  - Designed to avoid or reduce significant effects, rather than to achieve aspirational goals
  - Can have a substantial effect on development as currently proposed

# Brisbane Baylands

Planning Commission

Public Hearing Process for the Baylands



# September 24 Workshop

## Final EIR and Planning Documents

- Key components of the proposed Brisbane Baylands Specific Plan
- Structure of the Final EIR
  - Draft EIR
  - Comments received on the Draft EIR
  - Responses to comments
  - Revisions to the Draft EIR
  - Mitigation Monitoring and Reporting Program
- Options for the Planning Commission's Recommendations

# Planning Commission Public Hearings

- First 6 hearings
  - Focus on specific issues and their implications for:
    - Future development
    - Environmental conservation and restoration
    - Site remediation and landfill closure
    - Achieving community goals
  - Staff presentation outlining major issues
  - Planning Commission questions
  - Public comment
- November 12 Hearing
  - Applicant presentation
  - Presentations by other organizations
  - Planning Commission questions
  - Public comment