

City of Brisbane

Agenda Report

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: Planning Process for Potential Redevelopment of the Brisbane Quarry

DATE: February 5, 2015

City Council Goals:

To provide for effective and efficient delivery of City services. (Goal#1)
To preserve and enhance livability and diversity of neighborhoods. (Goal #14)

Purpose:

For the City Council to provide guidance regarding future planning processes for potential redevelopment of the Brisbane Quarry.

Recommendation:

For the City Council to provide policy direction as it deems appropriate.

Background:

A prospective buyer of the Quarry (Scannell Properties) is considering redeveloping the site and has expressed interest in engaging in an interactive, community-based planning process with the City in developing a plan. The prospective buyer's letter of interest is attached. The request raises important policy questions as outlined below. The City Council Planning Subcommittee (Councilmembers Liu and O'Connell) met to discuss this matter and their comments are discussed below.

Discussion:

Planning Process

The first policy matter is a question of planning process. In the traditional application-driven process, the applicant submits an application (in this case a specific plan) and the City initiates a formal review process. In this case that would involve the preparation of an environmental impact report (EIR), subsequent hearings on the EIR and an application before the Planning Commission and City Council. Under this approach the level of community/city involvement in the applicant's process of developing a "plan" is up to the

discretion of the developer. Once, however, the application is formally submitted, the City controls the process until a final decision is reached.

An alternative approach is for the developer and City to interact as the plan is being formulated, in advance of the plan being submitted by the developer for consideration by the City. In theory the City would have more proactive input into the plan and the developer would have a better understanding of the community's concerns and expectations early in the process so as to formulate a plan which is responsive to the community's input.

There is great deal of flexibility in how to structure such an interactive process. No matter what form it takes, the goal is to ensure that the broader community, stakeholders with particular interests, and city decision makers are engaged at the front-end of the planning process. A few potential options on how to structure such a process are outlined below.

- A. Planning Commission Workshops.** The City could use Planning Commission workshops as the means to interact with the developer and involve the community and stakeholders in the planning process.
- B. City Council Workshops** The City Council could substitute for the Planning Commission and hold the same types of workshops suggested in Option A above.
- C. Stakeholder Advisory Group** Under this approach the City Council could appoint a Stakeholder Advisory Group as the primary means to interact with the developer. Such a stakeholder group would need to represent the community at large, interested stakeholders, and the developer. The City Council might wish to appoint one or more City Council members to this group and/or appoint representatives of relevant City advisory committees/commissions. The work of this advisory group could be supplemented by one or more community-wide workshops and/or consultation with relevant boards and commissions. This approach would loosely follow the model used in the preparation of the ULI Crocker Park TAP report, albeit of a different scale and for a different purpose

The Planning subcommittee was generally supportive of an interactive planning process and some interest was expressed in the concept of forming a Stakeholder Advisory Group.

Land Use

The second issue relates to range of land use options for the site. The letter indicates the buyer's interest in exploring a residential option and industrial option. As the City Council is aware, a residential development proposal for the quarry was rejected by Brisbane's voters in 2006 by a margin over 70/30. City staff is unaware of any shift in policy or changed circumstances which would suggest that community perception regarding a residential development at the Quarry would be markedly different than the 2006 results indicated.

Conclusion

While staff sees a great benefit in engaging in an interactive process with a developer in developing a plan, this process involves a higher level of commitment of community time, effort, and resources up-front when compared to the more traditional planning process. In staff's opinion, this commitment is appropriate and warranted and can be beneficial if the community's and the developer's goals are aligned at the front end of the process. Such a process is much less effective if either the community's or developer's goals are unclear, or if the developer's and community's goals do not align.

In this case, a shared goal would be the redevelopment of the site consistent with the intent of the 1994 General Plan, which generally calls for the quarry site to be developed as an extension of Crocker Business Park. If that were the shared goal, staff would support the City's participation in an interactive process leading to the development of such a project. On the other hand, redevelopment of the site for residential purposes would be inconsistent with the City's General Plan, a similar proposal was rejected in 2006 and therefore would appear not to reflect a stated community goal. As such, staff does not believe an interactive process would be appropriate or warranted in the event the developer chooses to move forward with a residential project for the site. A lack of shared vision in this case would be a major hurdle in creating an environment for productive interaction, and the community benefit of participating in such a process is unclear.

Of course, the developer may propose a residential project through the conventional planning review process, and such a proposal would be evaluated upon its merits based upon adopted city policies and ordinances. Any decisions the City Council makes in regard to the planning process are immaterial to the land use decision.

Other Quarry Issues

The planning subcommittee directed city staff to provide an update as to the status of the Quarry reclamation plan through the County, and the County's activities in considering an extension of the quarry's operating permit. The City Attorney is researching these matters and will report back to the City Council via a separate Council report once the County provides updated information.

Fiscal Impact:

The developer will be responsible for any City costs associated with the processing of a development application.

Measure of Success:

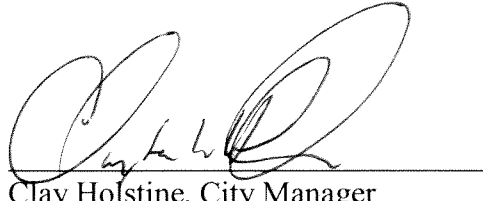
For the City Council to provide the appropriate policy direction.

Attachments:

December 3, 2014 Scannell Properties Letter

A handwritten signature in black ink, appearing to read "John Swiecki". The signature is written in a cursive style with a horizontal line underneath it.

John Swiecki, Community Development Director

A handwritten signature in black ink, appearing to read "Clay Holstine". The signature is written in a cursive style with a horizontal line underneath it.

Clay Holstine, City Manager



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VIA ELECTRONIC MAIL

December 3, 2014

Mr. Clay Holstine
City Manager
City of Brisbane
50 Park Lane
Brisbane, CA 94005

RE: Community Outreach for proposed project at Guadalupe Valley Quarry

Dear Mr. Holstine,
Scannell Properties is considering purchasing the property occupied by Guadalupe Valley Quarry at One Old Quarry Road. After several meetings and conversations with your staff we recognize that it would be beneficial to actively work with the City staff and community.

We currently are in the middle of a 90 day Due Diligence period. We have hired a team of consultants to look at the site and identify major issues for development as either a residential project or an industrial park. Can you please describe the planning process both of these two land uses would require? We would also like to try a community based planning program and would appreciate the City's assistance/guidance for setting up this program.

We look forward to working with you.

Sincerely,

SCANNELL PROPERTIES

Todd Berryhill
Vice President, Development

cc: Mignone Wood