City of Brisbane
Agenda Report

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: **General Plan Amendment GPA-1-17 & Zoning Text and Map Amendment RZ-1-17:** To amend the Northwest Bayshore Subarea General Plan Land Use Designation and amend the zoning ordinance to achieve consistency with the updated Northwest Bayshore Subarea. City of Brisbane, applicant; Northwest Bayshore Subarea in its Entirety.

DATE: November 2, 2017

City Council Goals:

To preserve and enhance livability and diversity of neighborhoods. (Goal #14)
To preserve the unique current character of Brisbane. (Goal #16)

Purpose:

To achieve consistency between the adopted General Plan and zoning within the Northwest Bayshore subarea.

Recommendation:

That the City Council adopt Resolution 2017-51 amending the Land Use Element of the General Plan and adopt implementing Ordinance No. 623 to amend the zoning ordinance to be consistent with the revised General Plan.

Background:

In November 2015, City Council adopted a resolution of intent to initiate zoning amendment(s) directing staff to bring the zoning ordinance pertaining to the existing M-1 Manufacturing Zoning District into conformity with the terminology used in the General Plan (see Attachment 1). This was intended to address a concern raised that the 1994 General Plan eliminated

"Industrial" as a land use designation and that the M-1 zoning district is not consistent with the terminology in the adopted General Plan and should be modified.

During the Planning Commission's review of this matter, it became apparent that the multiple areas within the City zoned M-1 (General Plan subareas of Northeast Bayshore, Northwest Bayshore and Southeast and Southwest Bayshore) needed to be addressed separately to reflect their unique characteristics. Using that approach the Southeast and Southwest Bayshore subareas were addressed in May 2017 when the City Council adopted Ordinance No. 618, rezoning Southeast Bayshore to TC-2 Trade Commercial and a portion of Southwest Bayshore to OS Open Space. The Northeast Bayshore subarea, encompassing properties along Industrial Way, is being addressed through the ongoing Baylands planning process.

That leaves the Northwest Bayshore (NW Bayshore) subarea, which is the subject of this application. The Planning Commission held three study sessions and two public hearings regarding this proposal. The agenda reports and minutes for the final study session and the two public hearings are provided as attachments in this report to City Council. On June 8, the Planning Commission, by a unanimous vote, recommended approval of the General Plan amendment and rezoning, as summarized in the Discussion section of this report.

Discussion:

The NW Bayshore subarea encompasses approximately 87 acres generally bounded by Guadalupe Canyon Parkway to the south, Bayshore Boulevard to the east, and the Brisbane/Daly City boundaries to the north and west (see Attachment 2). Existing development and the geographic conditions varies significantly across the subarea. With the exception of the marsh area immediately to the north of Main Street, the entire area is designated in the General Plan as PD-SC/R/O (Planned Development - Subregional Commercial/Retail/Office) while the zoning is M-1 Manufacturing in the northern area and PD Planned Development in the central and southern area. Attachments 2 and 3 show the existing land use designations and zoning, while Attachments 4 and 5 reflect the Planning Commission's General Plan and zoning recommendations.

Existing Land Uses: Existing land uses within the subarea are described below, for the southern, northern and central areas of the NW Bayshore subarea, and are shown in the aerial photo (Attachment 2):

Southern area - Brisbane Technology Park: The Brisbane Technology Park, 3240-3280 Bayshore Boulevard, comprises the southern area of NW Bayshore. It is approximately 10 acres and developed with three 2-story buildings totaling approximately 180,000 square feet. Existing uses consist of office and research and development.

Northern area - Martin Substation and 7 Mile House: The northern end of the NW Bayshore subarea is also developed, with the approximately 32.4 acre PG&E Martin Substation and the 7 Mile House bar and restaurant. PG&E's Martin Substation provides essential utility, power

transmission, services along the peninsula, while the 7 Mile House has served a historical role as a stopover to travelers along the peninsula dating back to the 1800's.

Central Area - Vacant "Levinson" and "Peking Handicraft" parcels: The central portion of the NW Bayshore subarea primarily consists of the vacant lands, historically referred to as "Levinson" and "Peking Handicraft" properties. These together total approximately 31 acres and are within the San Bruno Mountain Habitat Conservation Plan area. Also included in this area is the approximately 5.4 acre linear strip of land where PG&E transmission lines are sited, connecting the Martin substation to points south. Only the Levinson and Peking Handicraft parcels are considered as having realistic future development potential. The western portions of the Levinson and Peking Handicraft lands have been identified in the City's Open Space Plan, August 2001, as having potential endangered butterfly habitat.

Proposed Amendments: In addressing the NW Bayshore subarea, the Planning Commission recognized that the three areas defined above have very different land use characteristics and development potential which is reflected in their recommendations as outlined below. See Attachment 7 for the redlined General Plan amendments, Attachment 8 for the draft Council Resolution with the amendments, and Attachment 9 for the proposed zoning ordinance text.

Southern Area - Extension of Crocker Park TC Trade Commercial Subarea: For the southern portion of NW Bayshore, the Planning Commission recommended that the boundary between NW Bayshore and Crocker Park subareas be adjusted so that the Brisbane Technology Park, is incorporated into the Crocker Park subarea. This reflects that the Technology Park as developed is consistent with the general plan policies, permitted uses and development standards of Crocker Park. The project also serves as a visual and functional gateway to Crocker Park.

For this area, both the General Plan Land Use Map and the Zoning Map would be amended to reflect the boundary change described above. Neither substantive General Plan text amendments nor TC-1 Crocker Park zoning text amendments are necessary. The site would also be rezoned from PD to TC-1. Note that the habitat easement that was required for development of this site would remain in effect and would not be altered with these proposed amendments.

Northern Area - Establish a Commercial/Public Utilities Land Use Designation: For the northern area incorporating the PG&E Martin Substation and the 7 Mile House, a new C/P-U Commercial Public Utilities subarea is recommended, as the existing PD-SC/R/O designation does not reflect either the current or anticipated long term future land uses within this area. The proposed new designation will more accurately reflect current and future anticipated conditions within this area.

The new designation would identify a more limited and realistic range of uses than now listed in the SC/R/O designation. Uses no longer permitted would include sub-regional retail sales, distribution facilities, research and development and residential, which are not considered realistic or suitable in this area given the current development patterns and site constraints. The amendment would further delete the existing PD designation from this new subarea. As noted in

the 1994 General Plan, the Planned Development (PD) designation is intended for areas that are "primarily vacant" which is not the case in the newly proposed C/P-U subarea.

In order to implement the new General Plan designation, a new C/P-U Commercial/Public Utilities zoning district would be established and applied to the PG&E and 7 Mile House properties, replacing the current M-1 Manufacturing Zone. The draft ordinance includes development regulations tailored to the limited types of uses that are appropriate in this new zoning district (see Attachment 9).

Central Area - Establishment of Guadalupe Hills Subarea: For the central portion of the NW Bayshore area, only the Levinson and Peking Handicraft parcels are considered as reasonably having development potential.

The Planning Commission recommends for this geographic area that the General Plan subarea be renamed "Guadalupe Hills" to reflect its existing geographic location. The newly designated Guadalupe Hills subarea would retain its PD-SC/R/O land use designation.

The General Plan Land Use Map would be modified to rename the subarea and define its boundaries. The appropriate subarea policies would be carried over from the NW Bayshore subarea to the new Guadalupe Hills subarea. All of the General Plan uses and development intensity standards would remain unchanged. There would be no zoning amendments to this subarea, since it is already zoned PD Planned Development and that zoning designation will be retained.

Fiscal Impact:

None.

Measure of Success:

Adoption of the update to the revised Land Use Element and the zoning amendments would provide for consistency between these City documents and thereby comply with State law pertaining to General Plans, Government Code Sections 65300-65303.

Attachments:

1. City Council Resolution of Intention No. 2015-47
2. Aerial Photo of Subarea
3. Existing General Plan Land Use Map
4. Existing Zoning Map
5. Proposed General Plan Land Use Map
6. Proposed Zoning Map

7. Land Use Element:
    a. Chapter 2 The Planning Area (redlined)
    b. Chapter 5 Land Use (redlined)
    c. Chapter 12 Subareas (redlined)
8. Draft City Council Resolution 2017-51
    a. Exhibit A -Chapter 2 The Planning Area
    b. Exhibit B – Chapter 5 Land Use
    c. Exhibit C - Chapter 12 Subareas
9. Draft Ordinance 623
10. Planning Commission Resolution GPA-1-17/RZ-1-17
11. Planning Commission Agenda Reports and Minutes:
    a. June 8, 2017
    b. May 25, 2017
    c. April 13

John A Swiecki, Community Development Director

Clay Holstine, City Manager