



**Urban Land Institute** **San Francisco**  
Serving the Greater Bay Area



# CROCKER PARK

Technical Assistance Panel



Brisbane, CA  
January 28-29, 2014





# Urban Land Institute

San Francisco  
Serving the Greater Bay Area

## ULI SAN FRANCISCO

1 California Street, Suite 2500  
San Francisco, CA 94111  
415.268.4072  
sanfrancisco@uli.org  
sf.uli.org  
www.uli.org



*Founded in 1936, the Urban Land Institute is a 501(c) (3) nonprofit research and education organization dedicated to providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI has over 30,000 members worldwide, representing the entire spectrum of land use and development disciplines. With nearly 2,000 members across the Bay Area, ULI San Francisco represents one of the Urban Land Institute's largest District Councils.*

*Cover Image: "Crocker Industrial Park" by dgies (Daniel Gies) is licensed under CC BY 2.0.*

## About ULI

The Urban Land Institute's mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. Founded in 1936, ULI is a nonprofit organization of land use professionals with over 30,000 members in 95 countries ([www.uli.org](http://www.uli.org)), including over 1,950 in the San Francisco District Council ([sf.uli.org](http://sf.uli.org)). ULI San Francisco serves the greater Bay Area with pragmatic land use expertise and education.

## About ULI TAPs

The ULI San Francisco Technical Assistance Panel (TAP) Program is an extension of the national Urban Land Institute (ULI) Advisory Services Panel Program. ULI's Advisory Services Panels provide strategic advice to clients (public agency, nonprofit organization or nonprofit developer) on complex land use and real estate development issues. The program links clients to the knowledge and experience of ULI and its membership.

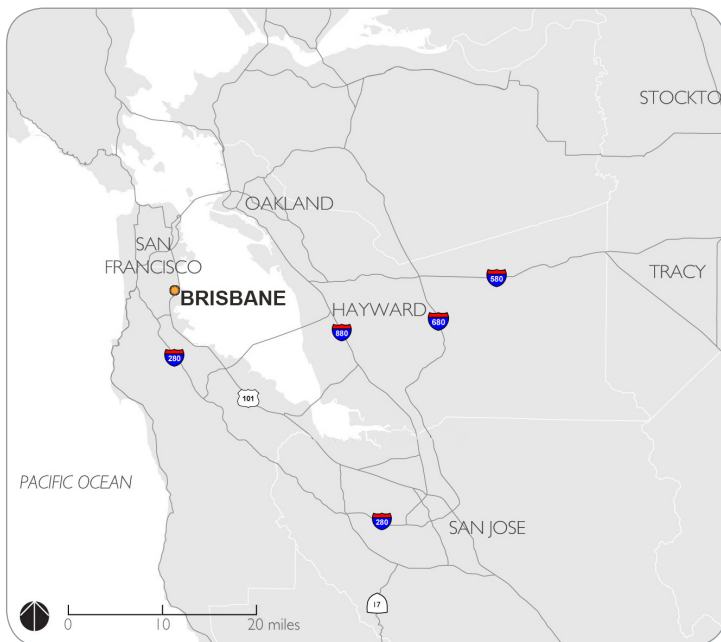
Since 1947, ULI has harnessed the technical expertise of its members to help communities solve difficult land use, development, and redevelopment challenges. Over 600 panels have been conducted in 12 countries. Since 1996, ULI San Francisco (ULISf) has adapted this model for use at the local level, assisting 24 Bay Area cities.

TAPs include extensive preliminary briefings followed by a one-and-a-half-day intensive working session in the client's community. A detailed briefing package and guided discussion is provided by the client to each TAP participant prior to the TAP working sessions. In the working sessions our expert panelists tour the study area either by bus or on foot, interview stakeholders, and address a set of questions proposed by the client about a specific development issue or policy barrier within a defined geographic area. The product of these sessions is a community presentation and final report. This report presents highlights of the panel's responses to the client's questions as well as contains a diverse set of ideas and suggestions.

# Contents

About ULI .....	2
About ULI TAPs.....	2
Introduction.....	4
Context.....	4
Team Assignment and Process .....	5
Stakeholders.....	6
Stakeholder Input.....	7
What We Heard.....	7
Challenges .....	8
Community Vision .....	9
Response to the City's Questions .....	10
Implementation Strategy.....	20
ULIsf Participants.....	22

Figure 1: Brisbane Regional Location



## Brisbane Technical Assistance Panel

### Technical Assistance Panelists

Dena Belzer, President,  
Strategic Economics; Brisbane TAP Chair

Helen Bean, Director of Economic  
Development & Housing, City of Emeryville

Brian Canepa, Principal, Nelson Nygaard

Frank Fuller, Principal, Field Paoli  
Architects

Mary Murtagh, President & CEO, EAH  
Housing

Elizabeth Shreeve, Principal, SWA Group

Alan Talansky, Executive Vice President of  
Development, EBL&S Development

Lead Author: Corinne Stewart, Senior  
Associate, AECOM

### ULI San Francisco Staff

Michael Jameson, Chair

Elliot Stein, Executive Director

Dana Van Galder, Director

Will Heywood, Associate

### City of Brisbane City Council

W. Clarke Conway, Mayor

Terry A. O'Connell, Mayor Pro Tem

Cliff R. Lentz, City Councilmember

Lori S. Liu, City Councilmember

Ray C. Miller, City Councilmember

# Introduction

---

## Context

Brisbane is a town of 4,200 residents, bounded by San Bruno Mountain on the west and south, San Francisco and Daly City to the north, and San Francisco Bay to the east. The town is characterized by dramatic terrain, with residential areas focused on the ridges, and the Crocker Industrial Park on the valley floor. Highway 101 runs just to the east of the City.

Due to the 6 million square feet of commercial/light industrial space in Brisbane, the daily population swells to more than 7,000 people, with the majority of employment concentrated in Crocker Industrial Park and Sierra Point (a professional office campus located across Highway 101).

Of the 1,934 homes in Brisbane, 70 percent are single-family and 30 percent are multi-family, with 40 percent more than 50 years old. The 2014 median home price in Brisbane was \$740,000, compared to \$640,000 for San Mateo County as a whole (Source: DataQuick).

Transit in the City consists of a single SamTrans bus route with limited service. The Bayshore Caltrain station and the San Francisco MUNI T-line are both located at the northern edge of the City adjacent to the Baylands property. To supplement the lack of transit, free shuttle service is provided to connect residents and employees with the Bayshore Caltrain Station and the Balboa Park BART station, with annual ridership at over 120,000 trips.





## Team Assignment and Process

The City undertook the TAP process to bring together various stakeholder groups to discuss the long-term future of several key opportunity sites in the City. These sites include:

**Crocker Industrial Park.** This 3.7 million square foot garden-style industrial park is one of the key economic drivers for the City. Friction between the park and nearby residential uses as well as outmoded building and loading design are driving the effort to identify higher-value, lower-impact uses for the Park.

**Guadalupe Valley Quarry.** The Guadalupe Valley Quarry is a fully-operational 144-acre quarry in unincorporated County land within the City's sphere of influence. Plans to develop the Quarry with residential uses were defeated via referendum in the early 2000s. There is some developer interest in building housing in this location, but the City would need to annex the property and approve land uses in order to provide services.

**Brisbane Village Shopping Center.** This 30,000 square foot auto-oriented strip mall is located adjacent to Crocker Industrial Park and Downtown Brisbane. The center is difficult to access from both Bayshore Boulevard and Downtown Brisbane. The success of the Center is also challenged by its outdated design, with its two main anchor spaces empty and high turnover in the smaller spaces.

The City of Brisbane asked the panel four questions that helped guide the analysis and final recommendations (See “Responses to the City’s Questions” at page 10):

- 1) What are viable long-term land use and design options for Crocker Industrial Park?
- 2) Can Crocker Industrial Park be made more diverse and economically resilient through the creation of subdistricts (including residential) for land use/marketing/business clusters, and how might subdistricts be differentiated?
- 3) What design considerations should be considered for the planned mixed-use opportunity site to take advantage of its key location as a gateway to Brisbane, location at the edge of Central Brisbane, and proximity to the Community Park and Brisbane Village Shopping Center? What design options should be considered for the adjacent Brisbane Village Shopping Center to strengthen the mixed-use site and connectivity to Central Brisbane?
- 4) What land use options should be considered for the Quarry property?

The Panelists hail from a wide variety of disciplines, bringing a range of perspectives to the assignment, including: market analysis, land use and design, finance and development strategies, governance and policy, and implementation.

Figure 2: Project Plan Area



# Stakeholders

## Elected Officials

W. Clarke Conway, Mayor  
Terry A. O'Connell, Mayor Pro Tem  
Cliff R. Lentz, City Councilmember  
Lori S. Liu, City Councilmember  
Ray C. Miller, City Councilmember

## Community-Based Organizations

Janice Au-Young, HOA Board Member, Viewpoint at the Ridge  
Kevin McHenry, HOA Board Member, Altamar at the Ridge  
Howard Hines, HOA Board Member, Landmark at the Ridge  
Paul Bouscal, San Bruno Mountain Watch  
Michelle Woodruff, Mothers of Brisbane  
Tom Ledda, Brisbane School District Board Member  
Kevin Fryer, Public Arts

## Business Representatives

Mitch Bull, Director of Brisbane Chamber of Commerce  
Dilmohan Chadha, Owner of Integrated Resources  
Larry Purcell, Owner of Purcell-Murray Co.  
Elena Court, Owner of Arthur Court  
Alan Tucker, Broker for Arthur Court  
Wil Evans, Evans Brothers, Inc., Quarry Operators  
Wayne Evans, Evans Brothers, Inc., Quarry Operators

## City Advisory Board

Karen Cunningham, Planning Commissioner  
Michele Salmon, Open Space and Ecology Committee  
Susan Sullivan, Complete Streets Safety Committee

## Property Owners

Alex Eisner, Owner of Guadalupe Valley Quarry  
Cameron Stewart, Quarry Consultant  
Dave Haugen, DCT Industrial  
Judy Ng, Best Design & Construction, Manager of Brisbane Village Shopping Center



## Realtors/Brokers

David Black, Commercial Realtor, Cassidy Turley  
Marshall Hydorn, Commercial Realtor, Cassidy Turley  
Jason Cranston, Commercial Realtor, Cassidy Turley  
Ron Davis, Residential Realtor, Ron Davis & Co.  
Joel Diaz, Residential Realtor & Shopping Center Broker, Diaz Realty  
Kathy Wall, Residential Realtor, Prudential California Realty  
Randy Keller, Broker, Avison Young for CALSTRS/Harvest Properties

*Additional valuable insight and information was brought to the Panel by various City staff including:*

Clay Holstine, City Manager  
John Swiecki, Community Development Director  
Stuart Schillinger, Administrative Services Manager



# Stakeholder Input

---

## What We Heard

Brisbane has an impassioned and wide-ranging group of stakeholders. The Panel had the opportunity to hear from more than 40 representatives, including elected officials, community organizations, property owners, and business representatives. These conversations led to some common and sometimes contradictory statements.

Common themes the Panel heard:

- Residents treasure the surrounding natural environment and small-town character
- Brisbane is a cozy, comforting, welcoming, yet quirky place
- New mixed-use development in Crocker Industrial Park could be used to better connect the Village and the Ridge
- Growth should be slow and steady – maintaining small-town character is a priority for residents
- More growth is needed for long-term fiscal sustainability
- Residential development at the Quarry is opposed by many in the community
- A more welcoming entry into Brisbane is needed
- There is a need for a community gathering place
- The business climate is improving, but is notoriously unpredictable
- More amenities are needed in the City, such as a grocery store, restaurants, pharmacy and high school
- Integrate environmental sustainability into all future projects
- Improve existing trails and pedestrian amenities
- Noise, emissions and truck traffic from Crocker Industrial Park is bothersome to some residents
- Business interests feel residents overreact to noise issue



## Challenges

Below is a summary of the major challenges that the team heard.

**Tax Base.** Due to the lack of retail in Brisbane, sales tax generation is dependent on a small number of commercial businesses in Crocker Industrial Park and Sierra Point; and most sales tax generation is business-to-business. This leaves the City vulnerable to significant swings in tax revenues depending upon whether several large properties are vacant. To help stabilize the tax base, voters approved an increase in license fees for businesses that recycle more than 100,000 tons of material annually to up to 3 million dollars. In Fiscal Year 2011-2012, sales tax revenue was responsible for about 37 percent of General Fund revenues. (Source: Revealing the Hidden Gem: Local Economic Development in Brisbane).

**State Teachers Retirement Properties.** The State Teachers Retirement fund owns nearly one million square feet of commercial property in Crocker Industrial Park. These properties are not subject to the same taxation as adjacent properties, only paying a fee to the City if they are occupied, which further reduces certainty in tax revenues. Some interviewees asserted that the rental rates of these properties are artificially depressed because of the lack of pressure to maintain low vacancy rates. Others thought the marketability of Crocker Industrial Park is negatively impacted by poor maintenance of these properties.

**Historic Reputation of Town as Anti-Business/Anti-Growth.** Many of the business representatives feel that Brisbane has a reputation for being anti-business and anti-growth. The City has passed a number of ordinances that directly impact Crocker Industrial Park's ability to do business, including the adoption of TC-1 District zoning regulations that established square footage cap limits and use permit requirements for freight forwarding businesses (Source: TAP Briefing Book).

Many of the citizen groups and elected representatives the panel spoke with are opposed to significant residential growth. A development plan for the Quarry was defeated by 72 percent of the population, and the three Ridge communities also faced litigation during development.

**Long Approval Times for Conditional Use Permits.** Some stakeholders reported delays in the approval of new tenants for Crocker Industrial Park via the Conditional Use Permit process. This additional lead time has lost potential tenants for the park, and reduced overall tax revenues for the City.

**Lack of Investment in the City/ Declining Physical Environment.** The small population, lack of retail sales dollars and inconsistent commercial tax receipts all contribute to the lack of revenues to provide needed upgrades. These same factors, combined with an anti-development reputation, also discourage private investment in the City.

**School Development in Flight Path.** Building a new high school is a priority for Brisbane, but new FAA restrictions on school construction near San Francisco International Airport may prohibit the construction of new schools. This issue should be further investigated by the City.

**Geographic-Based Divisions in the Community.** New development on the Northeast Ridge is physically separated from Central Brisbane by Crocker Industrial Park.

**Potential Flood Impacts.** Portions of Crocker Industrial Park sit within the floodplain. Any future redevelopment of Crocker Industrial Park or the Brisbane Village Shopping Center may be restricted by new regulations on building in the floodplain, and also must take into account any increased risks due to future sea level rise.

**Quarry Development: Community Desires Versus Economic Reality.** The community expressed the desire to convert the Quarry into a recreation space or restore it for habitat. The economic reality is that the Quarry is fully operational and economically viable for at least another 25-30 years. Any plans to convert the Quarry into a park or butterfly preserve must include paying a fair sale price for the property.

**Small Population and Isolated Location.** Brisbane does not currently have a high school, full-service grocery store or pharmacy. As a result of the current population (4,394 residents in 2012) and lack of direct access from adjacent communities due to the steep topography to the south and the bay to the east, it is unlikely that these services will be achieved without significant residential growth. Typical catchment population needed to support these use types are listed in the table below- the required population generally needs to be within a 5-10 minute driving distance for a retailer to consider opening a new store.

Use	Square Footage	Required Population
Specialty Grocery (Trader Joe's)	15,000	30,000
Safeway	50,000	40,000
Pharmacy (CVS)	15,000	12,000



## Community Vision

After spending several hours speaking with community stakeholders, the following community vision emerged.

### Economically Resilient, Thriving, Diverse Economy.

The driving force behind this effort is to provide long-term economic resilience for the community, especially the businesses in Crocker Industrial Park that provide a significant portion of the City's revenue (five of the top ten sales tax producers in the City are located in the industrial park). Suggested methods for providing this resilience in Crocker Industrial Park varied from changing existing regulations to encouraging showroom businesses that are more compatible with the surrounding residential community.

**Warm, Cozy and Comfortable.** A stakeholder described Brisbane's small-town character as "warm, cozy and comfortable." The team heard similar descriptions of Brisbane from multiple stakeholders, many of whom discussed how rapid growth could harm the existing community spirit of Brisbane.

**Connected and Walkable.** The main residential developments in Brisbane are on the slopes and ridgetops, with Crocker Industrial Park in the valley between them.

This configuration, in addition to the steep topography, separates the two residential areas of the City. While a trail network exists through Crocker Industrial Park, it is located on the former rail line and does not provide north-south connectivity. It was also suggested that the large, truck-serving arterials such as Valley Drive need additional pedestrian amenities to make them more walkable. Building on these existing amenities to improve connectivity throughout the City is a priority for many stakeholders.

### Model of Environmental Preservation and Stewardship.

Protecting and enhancing the natural environment of Brisbane is a high priority. The community is proud of the protected ridgelines surrounding the Village and hope to restore habitat in other areas of the City.

**Family-Friendly.** Brisbane would like enhanced amenities to better serve families, such as additional retail and a high school.

### Open for Business: Welcoming, Responsive and Flexible.

Brisbane needs a consistent set of guidelines to protect the interests of residents and business, as well as a streamlined approval process for business tenants and developers.



# Response to the City's Questions

Once the Panel had familiarized themselves with the views of the stakeholders, read the background material and seen the study sites, they decided to reframe the City's original four questions to the three on the following pages.

**Question 1. What are viable long-term land use options for Crocker Industrial Park? Can Crocker Industrial Park be made more diverse and economically resilient through the creation of subdistricts (including residential) for land use/marketing/business clusters?**

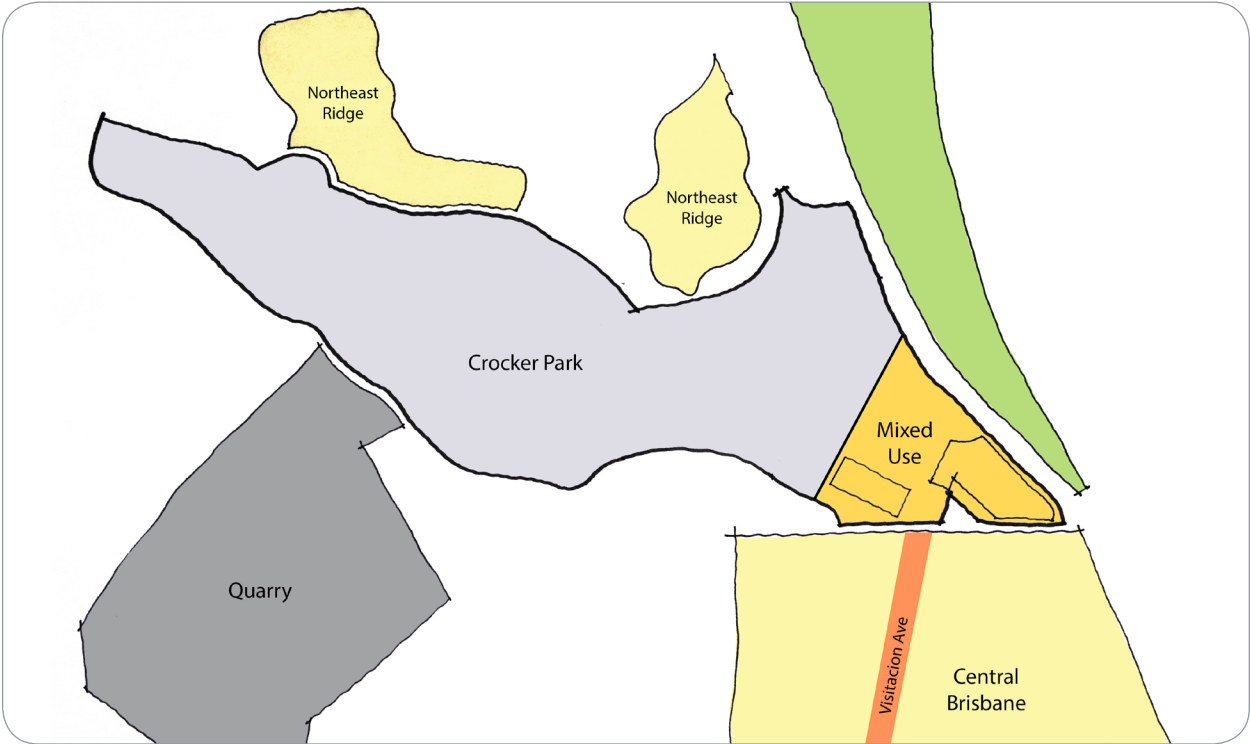
Because of its strategic location, there is a continued role that Crocker Industrial Park can play in warehousing and freight forwarding for businesses who need to be located on the peninsula and/or immediately adjacent to the City of San Francisco and San Francisco International Airport, such as Room and Board and Williams Sonoma. These warehousing

and freight forwarding uses can serve as 'bridge' uses to maintain park occupancy while the City and Crocker Park pursue higher-value tenants. However, it is important to promote new uses that will still fit well within a light industrial context, and will not intensify the existing conflicts between residential and commercial uses.

While Crocker Industrial Park does have clusters of buildings from several different eras, the Panel does not recommend creating subdistricts other than the conversion of several parcels on the eastern part of Crocker Industrial Park to a mixed-use district integrated with downtown. See Figure 3: Subdistricts Map.

While many property owners are not currently willing to significantly upgrade their facilities for new types of uses that may not materialize, the Panel feels that over time, the park could slowly diversify into the uses on the following page.

Figure 3: Subdistricts Map





### Showrooms for Building Materials, Home Design and Food:

Given that the park already houses the warehousing and freight-forwarding operations for some high-end companies in these markets, businesses could be incentivized to add retail showrooms by ensuring zoning allows retail spaces in Crocker Industrial Park by right, and considering waiving any increased parking requirements for retail uses. Incorporating flexible regulations with a targeted business outreach program could attract desired showrooms to the Park.

#### Heath Ceramics SF – Combination Showroom & Factory



### Just-in-time Manufacturing Uses:

Just-in-time manufacturing (JIT) is a production model where goods are created to meet immediate demands, not in advance of a need or stored in surplus (Source: <http://whatis.techtarget.com/definition/just-in-time-manufacturing-JIT-manufacturing>). The high-skill labor force of the Bay Area and strategic location of Crocker Industrial Park could make JIT manufacturing a higher-value use that still fits with the light industrial character. Producers of custom design goods like Aion LED (<http://www.aionled.com/>), which produces custom LED light fixtures, could fit well into the existing light industrial context. JIT manufacturers can also include artisanal businesses producing handmade goods, such as food, housewares, clothing or jewelry. Sven Designs, a custom handbag manufacturer, has a small retail store at its factory in Berkeley, which is another model that Crocker Industrial Park could explore.

### Upgraded Space to Serve Advanced Manufacturing:

Similar to the JIT manufacturing, advanced manufacturing is the type of clean, high-value business that could provide much higher rents and still be appropriate for the location within the Park. This type of manufacturing can use technology to reduce the manufacturing footprint, number of staff required, and pollution generated. Examples of these types of firms include 3D printing and laser cutting using CAD software (<http://www.moddler.com>; <http://www.pagodaarts.com/>).

Small manufacturers prefer to locate in clusters, and many are starting to be priced out of San Francisco. Attracting a compatible group of these businesses to Brisbane could be an option, especially if the City allowed a retail/showroom component as part of the manufacturing use. The SF Made group (<http://www.sfmade.org/>) provides marketing support, staffing resources and space information for small manufacturers in San Francisco; and their services could be a model for how to attract local, artisanal manufacturers to Crocker Park.



## Question 2. What are viable design options for Crocker Industrial Park and Brisbane Village Shopping Center?

The Panel developed a number of design interventions in Crocker Industrial Park and Brisbane Village to strengthen the entry to the City, increase connectivity and improve and integrate open space throughout the community.

**Increase Connectivity.** Brisbane has housing on two facing ridges, with Crocker Industrial Park separating the two (See Figure 4). There is poor connectivity between the ridges and Brisbane Village Shopping Center. Increasing

connectivity to these areas will help make the City more cohesive (See Figure 5).

**Integrate Open Space for Gathering Areas and Connections.** While Brisbane has several community parks, the trail system through Crocker Industrial Park, and the surrounding open spaces on the ridgelines, improved north-south connections are needed to create an open space network to serve all areas of the City. Additional improvements such as lighting, signage, and pedestrian crossings could also make these spaces important gathering areas for Brisbane.



Photo by Tom Fox, SWA



Woodlands Waterway: Photo by Tom Fox, SWA



Stanford West Apartments : Photo by Tom Fox, SWA



Figure 4: Existing Connection Issues

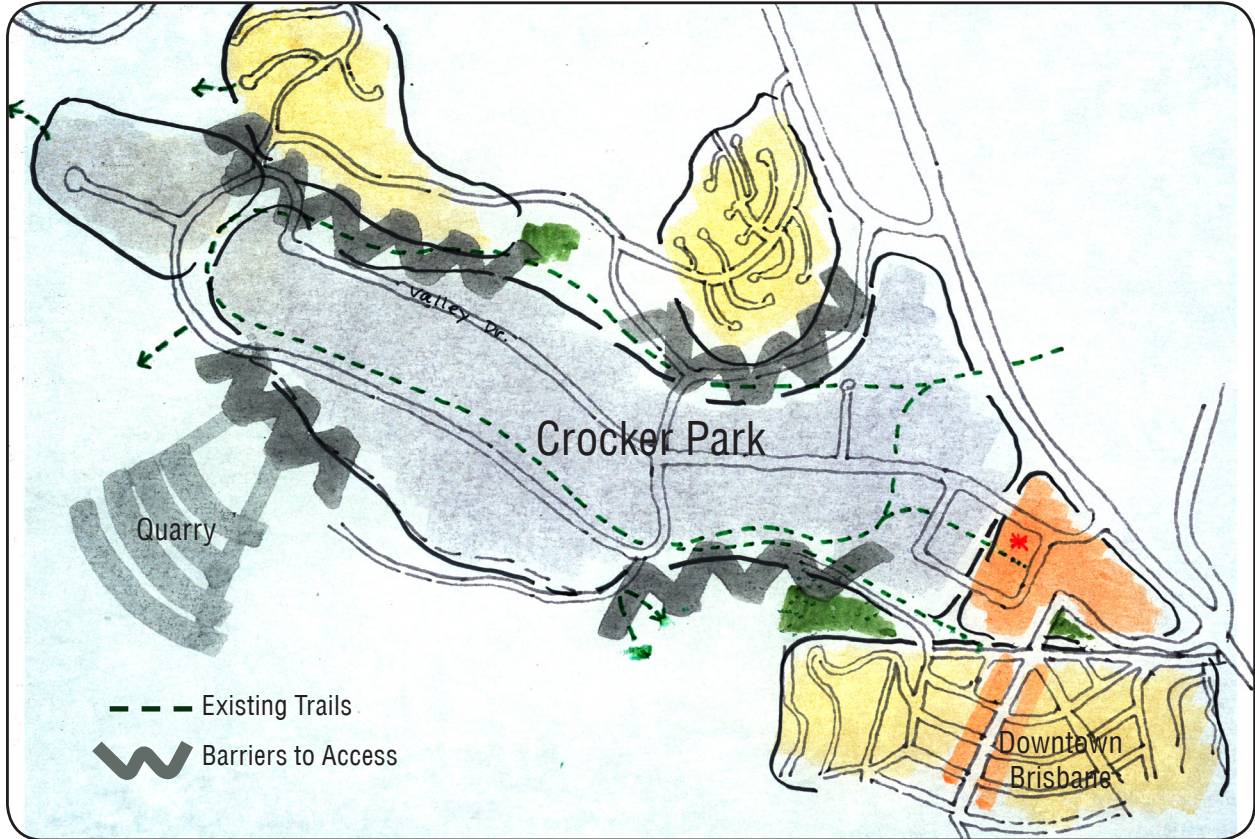
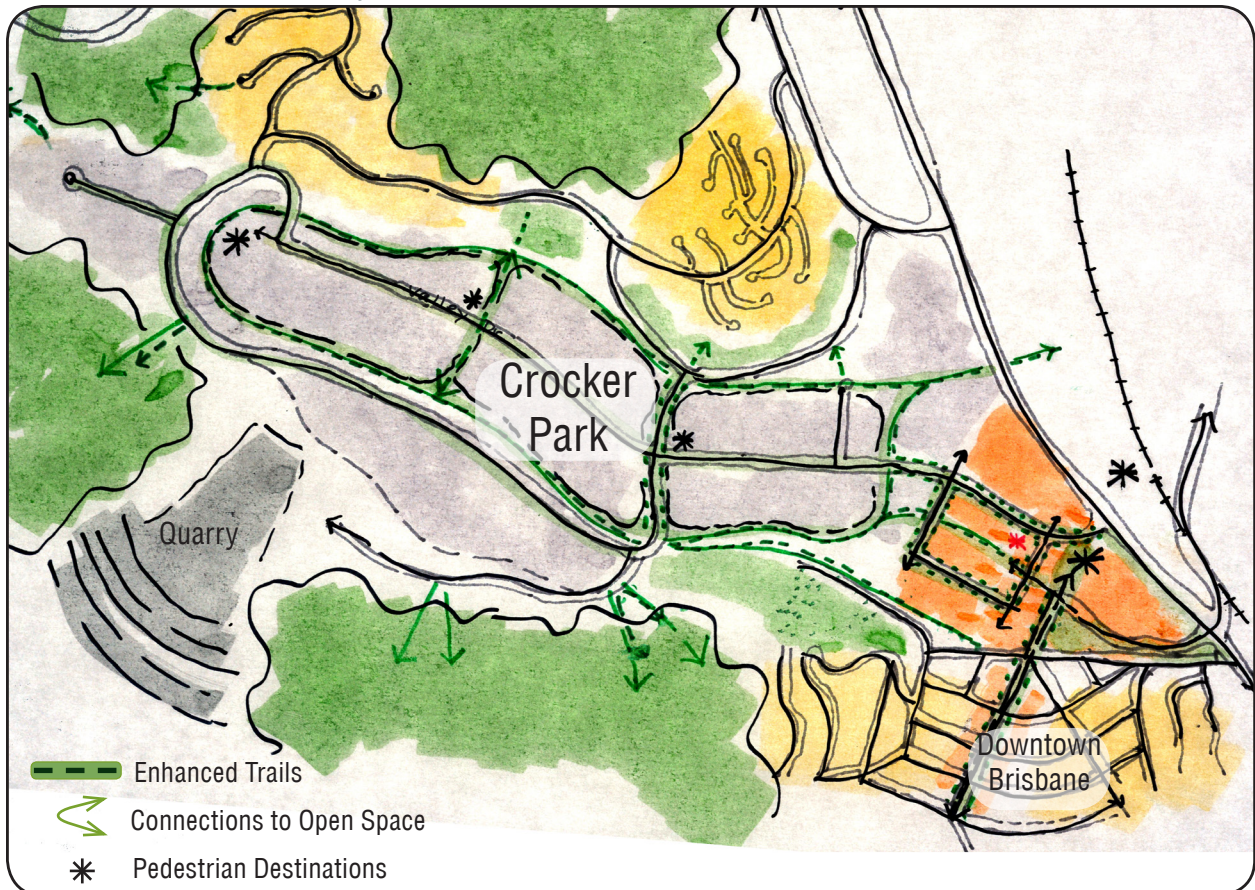


Figure 5: Increased Connectivity





**Create Complete Streets.** Complete Streets are configured so that all modes of transportation have equal priority, including motor vehicles, bicyclists and pedestrians. Several entry streets into Crocker Park are configured almost exclusively for truck access, making them daunting for a pedestrian to cross, and isolating the two halves of the City. Figure 6 below shows the existing street configuration, with wide drive lanes that encourage speeding, and narrow five-foot-wide sidewalks. This is a street type that works very well for cars and trucks, at the expense of pedestrians and cyclists. The two redesigned street sections (Figures 7 and 8) show how a two-lane configuration would provide room for additional pedestrian and bike amenities in the same amount of space, and also allow workers and the community to take advantage of the garden-style setting of Crocker Industrial Park.

These alternate street configurations would safely accommodate current truck and auto traffic, but would slow their speed within Crocker Park, making the roadways safer for pedestrians and bicyclists.



Petaluma River Warehouse District - Photo by Tom Fox, SWA



Santana Row - Photo by Bill Tatham, SWA

Figure 6: Existing Condition of Valley Drive

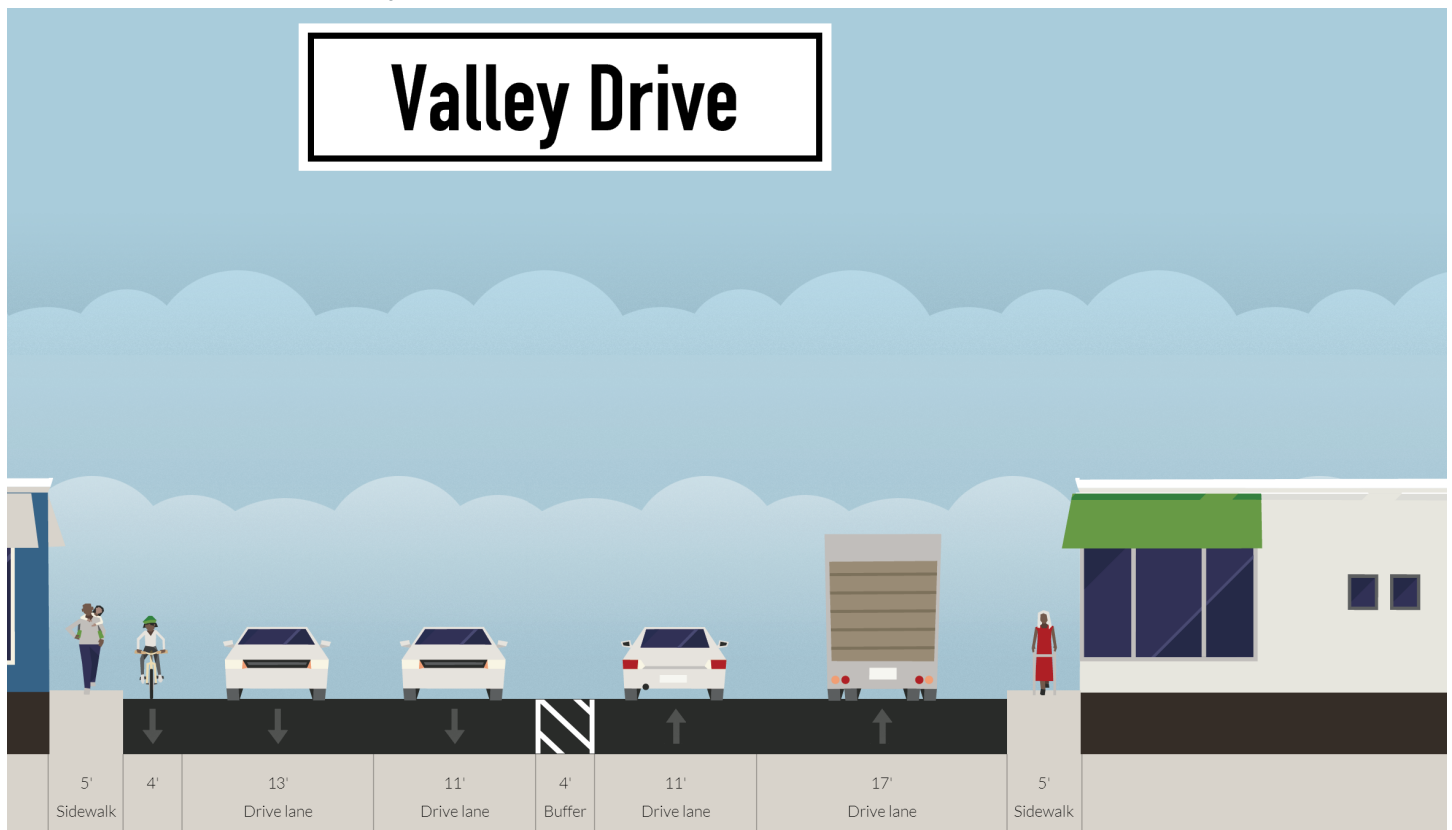




Figure 7: Reconfigured Valley Drive with Two Travel Lanes, Central Median, Enhanced Bike Lane and On-Street Parking

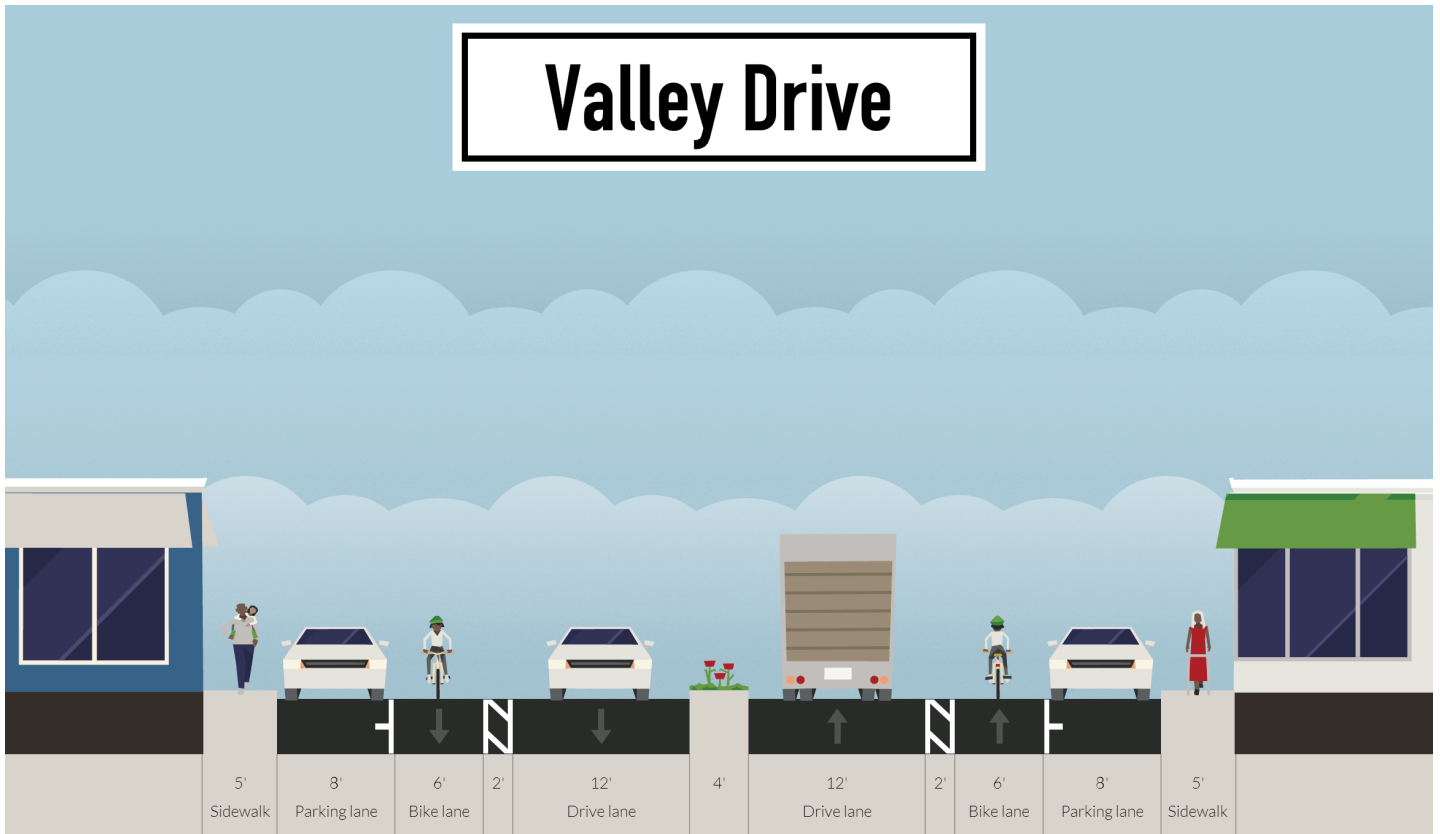
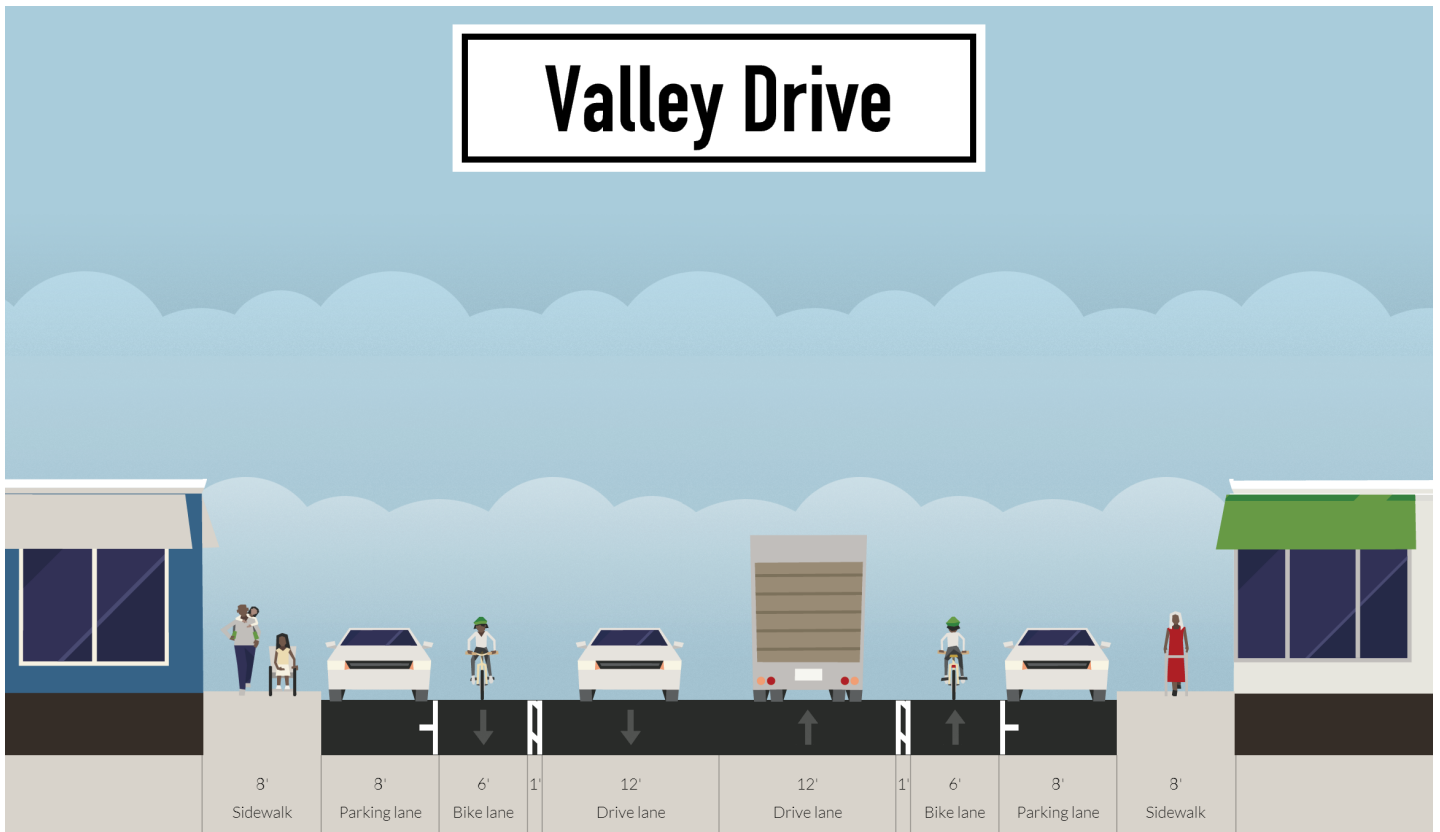
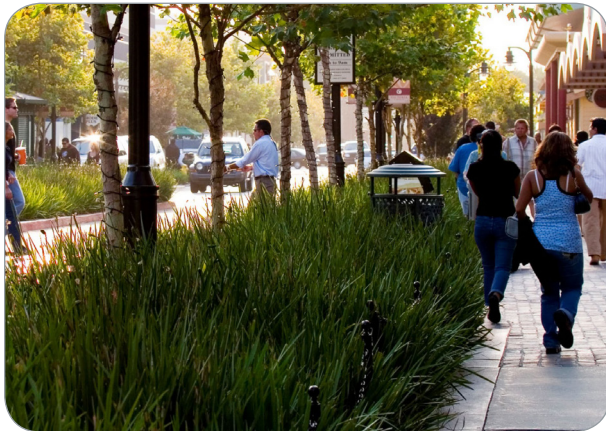


Figure 8: Reconfigured Valley Drive with Two Travel Lanes, Enhanced Bike Lane, On-Street Parking and Widened Sidewalk





UC Davis West Village - Photo by Jonnu Singleton, SWA



Victoria Gardens - Photo by Denise Retallack, SWA

**Become Transit-Oriented, Not Transit-Adjacent.** While Brisbane is less than half a mile from the Caltrain tracks, the nearest station is Bayshore, 2.5 miles away. The City provides a free shuttle to the station during business hours, but stakeholders mentioned that walking and biking to the station is treacherous along Bayshore Blvd. Providing enhanced bike lanes and trails, and pedestrian amenities could increase access for residents and workers.

A potential long-term strategy could be to move the proposed Baylands Caltrain Station south to better serve Brisbane and provide pedestrian and bike access via the existing Old Bayshore Tunnel Trail (where the existing footpath crosses below Bayshore Boulevard). This relocation of the station would require significant dialogue with Caltrain and greater density in the study area to take full advantage of the station and related ridership gains. It would be essential that robust pedestrian and bike connections be provided so that the station is transit-oriented with proper multimodal connections and facilities instead of simply being transit-adjacent and designed in an auto-centric way (See Figure 9 below).

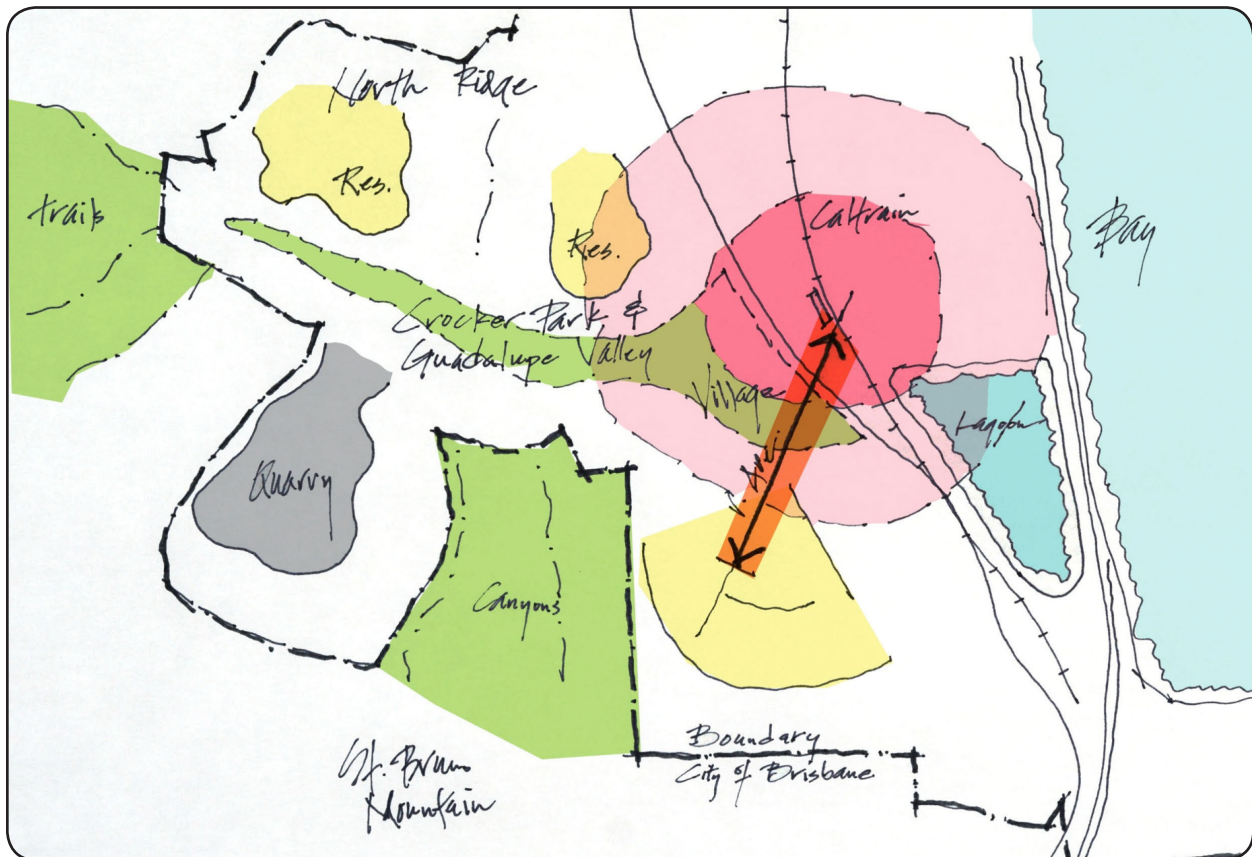


Figure 9: Potential Caltrain Station Location



**Create a Strong Town Entry.** Access to Central Brisbane is hampered by a confusing entry sequence via Old County Road. Reconfiguring the Brisbane Village Shopping Center with strong street frontage along Bayshore, Old County Road and the Community Park, and providing parking in the interior of the complex can provide a welcoming face into Brisbane while solving access issues to the Center. These new uses facing on to the Community Park will help solidify this as the central gathering place for Brisbane. Figures 10 and 11 below show how the new entry and mixed-use housing could be configured. One design concept is to connect the many positive aspects of Downtown Brisbane along Visitation Avenue. The Avenue would connect from the hillside to the south, to

the Community Park, through to Bayshore Boulevard, and connect across Bayshore to a transit center between the Lagoon and Bayshore Boulevard. Visitation Avenue can be a view corridor and axis, sometimes a pedestrian parkway and sometimes a vehicular street, tying together seemingly disparate parts of the Village Center.

During the *Brisbane is Awesome* Workshop in December 2005, a community plan was developed for this area that the team reviewed as a starting point. Some of the uses suggested in the community park, such as a community center or library could be appropriate for this area.

Figure 10: Redesigned Town Entry



Figure 11: Cross-Section of Mixed Use Area (See section location on plan above)



San Francisco St.      Community Park      Retail/Mixed Use      Bayshore      Railroad      Lagoon



**Create a Revitalized Mixed-Use Zone at Brisbane Village and Adjacent Areas.** Developing the area between the existing downtown and Valley Drive with mixed-use residential and retail development, along with the redevelopment of Brisbane Village Shopping Center, could provide a gradual buffer between the existing downtown and industrial uses. This mixed-use zone can provide needed housing stock beyond single-family homes such as senior housing, and can also better connect residential development between Central Brisbane and the Northeast Ridge. However, a more extensive design process and market study would be needed to determine the type, mix and density of uses in this area.



Victoria Gardens - Photo by Tom Fox, SWA



UC Davis West Village - Photo by Jonnu Singleton, SWA



Hawana Gardens - Photo by Tom Fox, SWA



### Question 3. What land use options should be considered for the Quarry property?

The desire for the Quarry to be used as a recreation area is in conflict with its operation as an economically viable entity. The current status of the Quarry is as follows:

- The Quarry is not within Brisbane city limits, but is on unincorporated County land within the City's sphere of influence.
- The value of the aggregate from the Quarry is increasing, and its location saves on transportation costs for large construction projects throughout the Bay Area.
- Any option the City pursues needs to be economically viable for the owner; rezoning the property as open space may be considered a taking if it occurred when the Quarry is still operational.
- Despite interest in the property from a residential developer, the site is lacking infrastructure for development and would need to be annexed by the City to receive utilities.
- Plans to develop the Quarry with residential uses were defeated via referendum in 2006.

The two options for the Quarry that the Panel decided were most prudent for the Community to explore further are the following:

**Work to Achieve a Conservation-Based Acquisition.** This approach would determine a fair purchase price for the Quarry and require collaboration with a conservation group to raise funds to purchase and remediate the property. Commissioning an environmental review of the property will help determine outstanding remediation issues and costs, which can inform the final purchase agreement.

**Pursue a Community-Based Visioning and Feasibility Process.** In order for future uses of the Quarry to satisfy as many parties as possible, it seems essential to have a robust community-based discussion that leads to a consensus-based approach. Forming a Citizens Action Committee to recommend community-shared goals and visions that are economically viable could allow for a mutually acceptable solution for both the Quarry owner and the Community.

Any process should work to balance conservation goals with economic reality to have a chance at achieving those goals.



# Implementation Strategy

In support of the strategies developed to address Brisbane's key questions, the Panel developed their priority list of implementation strategies.

## Short-Term Implementation

Clarify the Development Approval Process to shorten decision-making times by City Staff/Elected Officials and create greater certainty for business owners and developers.

Create a Business-Friendly Culture led by policy makers that extends to staff. The “Brisbane is Open for Business” culture should be promoted and include a pledge and plan to attract the types of businesses the owners and residents desire.

Implement Key Online Tools to Streamline Doing Business in the City, including a building permit system and payment process for City departments.

Create Business/Community Partnerships that advance community cohesion, such as:

- Special Community Events
- Education
- Supporting the Arts
- Environmental Stewardship

The City and Business Owners Should Establish a Proactive Work Plan for Improving Crocker Industrial Park. First steps could include installing high-speed fiber to support the data needs of businesses, and taking advantage of the ample flat roof space by installing solar panels.

Establish a Property Owners Group within the Park to address common issues and allow owners to better pool resources. Some short-term items that an owners group could tackle include:



- Long-term landscape maintenance that maintains the original plan by noted landscape architect Lawrence Halprin
- Signage
- Joint marketing plan
- Develop mechanisms to require individual tenants and property owners to maintain properties to a minimum standard
- Establish a Transportation Management Association



## Mid-Term Implementation

Establish the Mixed Use District Overlay Zone at the Southeast portion of Crocker Industrial Park to allow for residential and retail uses in this area.

The following steps should be pursued in the mid-term in support of the mixed-use overlay zone:

- Conduct a transparent planning process to identify building types and allowable uses that are economically feasible and desired by the community
- Establish form-based zoning and design guidelines. These guidelines allow the community to determine the basic look and feel of new projects, while providing a streamlined process for developers
- Refine the boundary for the zone based on sound fiscal and economic factors
- Adopt mixed-use district zoning that expands use options, but doesn't restrict existing uses

## Long-Term Implementation

Update the City's General Plan to develop community vision and consensus around future growth and development.

The City has not updated its General Plan since 1994, and the update is an excellent opportunity for residents to come together and help craft the future direction of Brisbane. During this process, the community should:

- Focus on land use conflicts between housing and industry
- Integrate environmental stewardship with economic development
- Highlight the relationship between General Fund revenues and land use
- Perform a General Plan Program Environmental Impact Report (EIR)

Conduct a Community-Based Visioning and Feasibility Discussion for the Quarry. Another long-term goal is to conduct a community visioning and feasibility testing process for the Quarry. Just as with the General Plan update, the community needs to come to agreement on the best approach to pursue. This buy-in for a single-approach will allow the community to pursue concrete steps to implement their vision for the Quarry, whether it be in the form of development, conservation or a mixture of both.



# ULI'sf Participants

---

**Dena Belzer, President, Strategic Economics; Brisbane TAP chair.** Ms. Belzer is President and founder of Strategic Economics, an urban economics consulting firm specializing in analytic and decision-making tools to support public agencies, non-profit organizations and developers in making policy and/or investment decisions to support strong communities.

**Helen Bean, Director of Economic Development and Housing, City of Emeryville.** Helen Bean has been Emeryville's Director of Economic Development and Housing for six years. In this position, she manages the economic development, affordable housing, public art, brownfield remediation and community preservation programs. Prior to her position with the City of Emeryville, she served as the Economic Development/Redevelopment Manager for the City of Concord for 17 years. Her expertise includes public/private partnerships, downtown revitalization, and smart growth infill development.

**Brian Canepa, Principal, Nelson Nygaard.** Mr. Canepa has over a decade of multi-modal transportation planning experience, specializing in developing innovative parking and transportation measures, transit-oriented development (TOD) policies, and transportation demand management (TDM) programs.

**Frank Fuller, Principal, Field Paoli Architects.** Frank Fuller is an architect and urban designer, a principal with Field Paoli in San Francisco, and a fellow of the American Institute of Architects. Frank has taught at universities, conducted many charrettes and advisory panels in the United States, and won numerous awards for his architecture and urban design work. Much of Frank's career has focused on designing frameworks and strategies that create vital cities through transit-oriented development and community design.

**Mary Murtagh, President and CEO, EAH Housing.** Ms. Murtagh joined EAH Housing in 1986. Under her direction, EAH has successfully pursued development opportunities creating over 4,000 units throughout California and Hawaii, and increased units under EAH property management by over 750%. Murtagh's leadership has positioned EAH as one of the most respected affordable housing and advocacy organizations in the western United States.



**Elizabeth Shreeve, Principal, SWA Group.** Ms. Shreeve joined the firm's Sausalito office in 1984. As a planner and landscape designer, she focuses her practice on urban infill and revitalization, community and campus master planning, public outreach and communications. Elizabeth is the program chair for ULI's Sustainable Development Council.

**Alan Talansky, Executive Vice President of Development, EBL&S Development.** Mr. Talansky is responsible for new business ventures and manages the EBL&S development office in San Mateo, California. Prior to joining EBL&S on a full time basis in 2007, Mr. Talansky was President of United Advisors, a consulting firm specializing in real estate workouts and corporate operations, sales management and structured finance.

**Corinne Stewart, Senior Associate, AECOM.** Ms. Stewart has over 13 years of experience in project management of large planning projects, emphasizing facility assessment, regional growth strategies, urban infill, as well as transit- and pedestrian-oriented development.







Urban Land Institute  
1 California Street, Suite 2500  
San Francisco, CA 94111  
415.268.4072  
sanfrancisco@uli.org  
sf.uli.org

City of Brisbane  
50 Park Place  
Brisbane, CA 94005  
415.508.2120  
<http://www.ci.brisbane.ca.us>