



# City of Pittsburg

## Land Use Sub-Committee Meeting Agenda

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January 29, 2019  
4:00 p.m.

City Hall  
First Floor Conference Room, 4B  
65 Civic Avenue  
Pittsburg, CA 94565

Council Members  
Juan Antonio Banales  
Holland Barrett White

Planning Commission Members  
Durie Foster  
Elissa Robinson

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### 1. Public Comment for Non-Agenda Items

### 2. Pittsburg Technology Park – Preliminary Plan Review

Energy Delivery Solutions, LLC, has requested Preliminary Plan Review for a conceptual plan which would facilitate development of a series of data centers, or other light industrial park uses yet to be determined, on a 101-acre portion of the former Pittsburg Golf Course. The proposal would include, at minimum: 1) general plan amendment from Open Space/Utility ROW to Business Commercial; 2) rezoning from OS (Open Space) District to IP-P (Industrial Park with a Master Plan Overlay) District; and 3) major subdivision of the site into approximately 24 two and a half-acre lots for future development under the terms of the master plan. The site generally encompasses the eastern half of the former 175-acre golf course located at 2232 Golf Club Road.

### 3. RASP Land Use Designation for 2101 Railroad Avenue

Staff is requesting direction regarding the existing and future land use of the 1.6-acre parcel located at 2101 Railroad Avenue, commonly referred to as the “Rose Winter” site. *Subcommittee feedback/direction is requested.*

### 4. Upcoming PMC Amendment for Construction and Demolition Debris Recycling and PCBs Assessment.

As a requirement of the shared Municipal Regional Stormwater Permit, the city is required to manage construction demolition debris from structures containing Polychlorinated Biphenyls (PCBs) of a certain concentration. A program to address this has been drafted and will be initiated at an upcoming City Council meeting. *Information item only.*

### 5. Miscellaneous Project Updates



## PLANNING DIVISION Memorandum

**MEMO:** January 29, 2019

**TO:** Land Use Subcommittee Members

**FROM:** Joan Lamphier, Consulting Planner

**RE:** Item 2, Pittsburg Technology Park, AP-18-1395 (PPR)

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Proposed Project: Energy Delivery Solutions, LLC, has requested Preliminary Plan Review for a conceptual plan which would facilitate development of a series of data centers, or other light industrial park uses yet to be determined, on a 101 acre portion of the former Pittsburg Golf Course. The proposal would include, at minimum: 1) general plan amendment from Open Space/Utility ROW to Business Commercial; 2) rezoning from OS (Open Space) District to IP-P (Industrial Park with a Master Plan Overlay) District; and 3) major subdivision of the site into approximately 24 two and a half-acre lots for future development under the terms of the master plan. The site generally encompasses the eastern half of the existing 175 acre golf course located at 2232 Golf Club Road. APN's: 095-150-032; 094-080-011; 095-160-001; 095-160-002; and portions of 094-080-002 and 094-090-001. See Attachment 1 for a Location Map.

The current submittal is very conceptual in nature. The proposed project would entail a significant change in the land use of this site both in terms of the underlying use and the intensity of development. From a planning perspective this change in land use intensity can work if the project is carefully designed with particular attention to the transition from the industrial park use to the adjacent residential and open space areas.

Given the minimal amount of project detail currently available the Subcommittee can only consider the change in land use at this point in time; however, ideas related to the eventual design of the site and its integration with surrounding uses would be welcome.

Relevant Background: The 175-acre Delta View Golf Course ceased operations and closed on March 1, 2018. On March 19, 2018, the City Council directed staff to explore the possible uses suggested by the public for the site, and to bring options back for further consideration.

On May 7, 2018, the City Council held a public meeting related to potential options available for reuse of the site. At the conclusion of that meeting, direction was provided to pursue both economic development and multi-purpose recreational opportunities, with the idea that economic development could help generate the funds needed to develop new diverse recreational opportunities (which would be available to a much broader user base than the former golf course).

On June 5, 2018, the City entered into an Option Agreement with Energy Delivery Solutions, LLC, for approximately 101 of the 175 acres of the golf course site, for the potential development of a data center (or similar) use.

Discussion Items:

1. Reactions to proposed change in land use and intensity of development?
2. Ideas to mitigate the loss of General Plan designated 'Park' land?
3. Comments regarding the relationship of the proposed use to surrounding uses?

Next Steps/Required Approvals: As part of the Preliminary Plan Review application, additional public input on the conceptual plan will be solicited through two community meetings and a study session with the Planning Commission (to be held in early February). A summary of all comments received will be provided to the applicant, along with recommendations from staff on how best to move the project forward.

Should the applicant decide to file a formal planning application following the completion of this Preliminary Plan Review process, then a thorough environmental analysis would be conducted in conjunction with the project. The entitlement process (including environmental review) is anticipated to take approximately one year to complete and would require a recommendation from the Planning Commission and approval by the City Council.

Attachments:

1. Location Map
2. Preliminary Project Plans and Conceptual Imagery

Location Map – Pittsburg Technology Park, AP-18-1395 (PPR)  
2232 Golf Club Road



## **Pittsburg Technology Park** **PRELIMINARY PLAN APPLICATION**

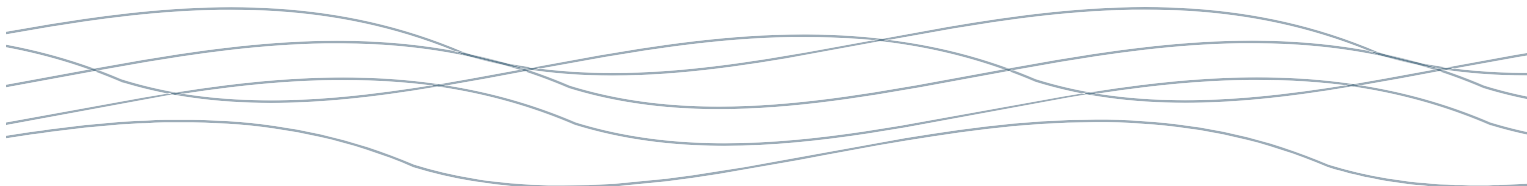
The attached documents comprise Energy Delivery System LLC's Preliminary Plan Review Application to develop a Technology Park on 101 acres of the former Delta View Golf Course. Energy Delivery Systems plans to sub-divide the 101 acres into twenty lots to enable developers to build data centers or other facilities consistent with the zoning. The overall master plan will include grading of existing hills to create pads for level floor plates.

The first building is anticipated to be a four-story structure, approximately 85 feet in height with an approximate area of 200,000 square feet. Rooftop equipment above this height will be screened with a louvered screenwall. An image of that building as it will be seen from West Leland Road at a point close to the Contra Costa Canal is provided below. At full buildout the first data center will use approximately 25 Megawatts of power from Pittsburg Power Company.



**Proposed Data Center as seen from West Leland Road at the Contra Costa Canal**

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## PLANNING DIVISION Memorandum

**MEMO:** January 29, 2019

**TO:** Land Use Subcommittee Members

**FROM:** Kristin Pollot, Planning Manager

**RE:** Item 3, RASP Land Use Designation for 2101 Railroad Avenue (“Rose Winter” Site)

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Staff is requesting direction regarding the existing and future land use of the 1.6-acre parcel located at 2101 Railroad Avenue, commonly referred to as the “Rose Winter” site.

Since adoption of the RASP in 2009, the parcel has been identified as a key opportunity site (RASP page 22) due in part to its size and proximity to the Pittsburg Center BART Station. The subject parcel is located within the Transit Village Subarea of the Railroad Avenue Specific Plan (RASP), approximately 230 feet from the Pittsburg Center BART Station entrance. According to the RASP land use plan, the site is divided generally in half diagonally, with the area adjacent to the corner of Railroad Avenue and Bliss Avenue designated as TOD-H (Transit-Oriented Development, High Density) and the opposite side designated as Parks/Recreation. Under the current version of the RASP, the 1.6-acre site would allow for up to 130 units (65 dwelling units per acre with a 25% density bonus).



Since the opening of the new BART station in mid-2018, development interest in the site has been increasing; however, concerns have been conveyed to staff that the land use plan, as described/shown above, does not provide adequate site design flexibility to



maximize the parcel's development potential.

Staff believes that although the RASP land use plan displays a distinctive split between the two land use types, there is some flexibility to allow for a slightly different layout than what is shown on the land use map. This is supported by RASP Policy 3-P-12, which allows for, "...minor deviations from the designated land uses provided that the intent of the predominant land use designation is maintained...".

The main goal of the Parks/Recreation designation on this specific site was to reinforce the importance of creating a strong and lively 'entry plaza' that should be designed to draw visitors from the BART station into the center of the subarea (RASP pg. 77). Staff believes that as long as this goal is achieved during development of the site, then the final layout of the site can be negotiable.

Discussion Items:

- Does the RASP accurately convey the vision for the site as-is, or should staff consider an amendment to better clarify the rules for development (and mitigate the concerns expressed by potential developers)?

Next Steps/Required Approvals: If amendments to the RASP are supported by the Subcommittee, staff will evaluate the options available and return to the subcommittee for further input at a later date.

Attachments:

1. RASP Land Use Policies (RASP, Section 3.2)
2. Transit Village Subarea Description (Excerpt from RASP, Section 3.3.2)
3. Transit Village Subarea Development Assumptions (RASP, Section 3.4.2)
4. Transit Village Design Concept (RASP, Section 4.3)
5. TOD-High Development Standards

### 3.2 LAND USE POLICIES

Adopting land use designations that allow mixed-use development will help encourage redevelopment near the proposed eBART Station. Land closest to the proposed station and other transit connections will likely see the biggest increase in foot traffic and visibility, creating new demand for retail uses. Allowing residential uses in the same area will attract people at different times of day and help keep the transit hub area active.

Concentrating retail uses close to transit, including the proposed eBART Station, and along primary pedestrian routes will help create ground-level activity along key streets in the Specific Plan Area. Uses such as café seating or retail displays extending out from buildings into the public right-of-way will be encouraged to help increase activity on the street level.

Providing multi-family and other high-density housing opportunities in the Specific Plan Area will increase the number of residents (and potential riders) within walking distance of transit service. Designation of a portion of the units as affordable housing as required by the City's Inclusionary Housing Ordinance, will help lower-income residents have equitable access to transit service.

To maintain a healthy employment base, significant areas of industrial, public and commercial land shall be preserved in the Specific Plan Area.

The following policies support the goals and further direct the creation and application of land use designations throughout the Specific Plan Area.

- Land Use Policies**
- 3-P-1 Create a vibrant, mixed-use, transit-oriented development district nearest the proposed eBART Station.
  - 3-P-2 Foster an engaging and active street environment.
  - 3-P-3 Provide additional housing opportunities, including multifamily and affordable housing, within one-half mile of the proposed eBART Station.
  - 3-P-4 Provide services and amenities that meet the needs of transit riders, local residents, employees, students and visitors such as childcare, education and job skills services, community centers, healthcare services, and neighborhood serving retail in close proximity to the eBART Station.



Mixing commercial and residential uses will help keep the areas active.



Providing space for cafe seating along sidewalks will contribute to an active street-level environment.

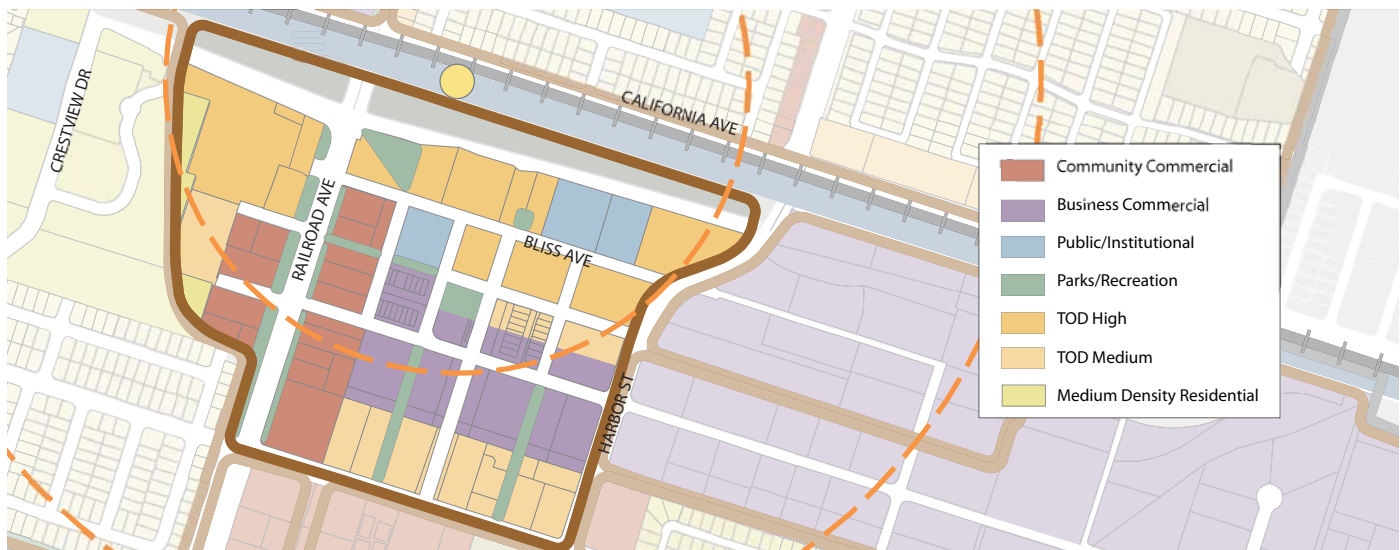
- 3-P-5 Provide land uses that accommodate both City-wide and locally-oriented retail opportunities for different consumers to patronize within the Specific Plan Area.
- 3-P-6 Designate land as public space to provide opportunities for gathering, social interaction, and recreation.
- 3-P-7 Create an integrated network of open spaces and trails that connect different neighborhoods and sub-areas to each other and to transit facilities.
- 3-P-8 Incorporate visual and physical connections between City Park and the public uses on the southern portion of the Civic Center block through the inclusion of view corridors, public pathways and greenways in the residential development at the northern part of the Civic Center block.
- 3-P-9 Retain and expand a variety of employment opportunities in the Specific Plan Area by providing a range of land uses in close proximity to the eBART station.
- 3-P-10 Allow residential uses above ground floor commercial uses in all commercial land use designations subject to the design review approval by the Planning Commission.
- 3-P-11 Allow density increases up to 25% for all properties within one-quarter mile of the eBART Station subject to design review by the Planning Commission.
- 3-P-12 Allow minor deviations from the designated land uses provided that the intent of the predominant land use designation is maintained. Where uncertainty exists regarding the interpretation of a provision of this document to a specific site, the Zoning Administrator shall determine the intent of the provision.
- 3-P-13 A mini-plaza and public promenade shall be constructed at the northwestern corner of the Civic Center block at the intersection of Civic Drive and Davi Avenue, to allow for visual and physical access to City Hall and the approximately two and one-half acre open park located north of City Hall. There shall be at least one additional visual and physical connection through any future residential development along the northern part of the Civic Center block to the park.
- 3-P-14 The approximately two and one-half acre park located north of City Hall shall be improved with new tables and benches, a tot lot, interactive water feature, public art, and shade areas, in addition to other amenities, for the benefit of the public.

### Transit Village

The Transit Village is located in the center of Specific Plan Area, directly southeast of the proposed eBART Station. The sub-area is bounded by State Route 4 to the north, Harbor Street to the east, the Los Medanos Neighborhood to the west, and East Leland Road to the south. The Specific Plan intensifies development patterns within the TOD High and TOD Medium land use designations located within one-quarter mile of the proposed eBART Station to allow for high density residential and commercial uses to be located as close to the station as possible. Some Community Commercial and Business Commercial uses will continue to be allowed in the sub-area, as well, to maintain an employment base, and create multiple reasons for potential transit riders to visit the sub-area. Surface and structured parking will support the proposed transit station and the other destinations in the sub-area, and public plazas and greenways will help break up blocks and development to allow for more direct pedestrian and bicycle routes through the block. Land use classifications are:

- TOD Medium;
- TOD High;
- Medium Density Residential;
- Community Commercial;
- Business Commercial;
- Public/Institutional; and,
- Parks/Recreation.

Figure 3.8 Transit Village



### 3.4.2 TRANSIT VILLAGE

In the Transit Village sub-area, the plan assumes an average development density of 50 dwelling units per acre and retail development 50 feet deep on the ground floor of buildings on Bliss Avenue within the TOD High land use designation (where a range of 30 to 65 dwelling units is permitted). Given 16.59 acres of land designated with this use classification, redevelopment at this density creates the potential for 830 new residential units and 52,500 square feet of retail or office space. Pursuant to the Specific Plan, a maximum of 1.5 parking spaces per residential unit and one space per 333 square feet of retail or office space, 1,403 parking spaces would be developed on-site.

Within the TOD Medium areas, the plan assumes an average development density of 20 dwelling units per acre (where a range of 15 to 30 dwelling units is permitted) and retail development on the ground floor of buildings 50 feet from the front property line along Leland Road. This designation creates the opportunity to redevelop 247 residential units and 36,354 square feet of retail or office space. Pursuant to the Specific Plan, 1.5 parking spaces per residential unit and one space per 333 square feet of retail or office space, 480 parking spaces would be developed on-site.

The Business Commercial classification in this sub-area would continue to allow light industrial development. With an assumed intensity of a 0.6 FAR, the area could accommodate a total of 223,046 square feet of industrial development. At one parking space per 500 square feet of industrial development, 466 parking spaces would be developed on-site.

The Community Commercial designation promotes retail-focused development along Railroad Avenue, but it also allows for mixed-use development. Assuming an average intensity of a 0.6 FAR for commercial uses and 25 dwelling units per acre of residential development, the area can accommodate up to 270,949 square feet of commercial uses and 259 new residential units. With 1.5 parking spaces per residential unit and one parking space per 333 square feet of commercial space, a total of 1,202 parking spaces would be developed on-site.

The structured parking lots along Bliss Avenue would be required to contain ground floor commercial uses (there is not a minimum FAR) and an active pedestrian streetscape. In addition, there would be 350 parking spaces dedicated for BART parking within the structures.

**Table 3.2 Transit Village Assumed Development Program**

Land Use Classification	Gross Area (Acres)	Potential Development		Parking Spaces	
		Res. Units	Com. Sq. Ft.	Residential	Commercial
TOD High	16.59	830	52,500*	1,245	158
TOD Medium	12.36	247	36,354*	371	109
Business Commercial	8.53	--	223,046*	--	466
Community Commercial	10.37	259*	270,949*	389	814
Structured Public Parking (including 350 BART parking spaces)	3.77	--	--	--	1,407
Parks/Recreation	2.75	--	--	--	--
<b>Total</b>	<b>54.37</b>	<b>1,336</b>	<b>582,849</b>	<b>2,005</b>	<b>2,954</b>

\*Currently permitted under the Pittsburg 2020 General Plan.

## 4.3 SUB-AREA URBAN DESIGN CONCEPTS

The Transit Village is located just south of the potential eBART Station. It is bounded on the north by State Route 4, the east by Harbor Street, the south by East Leland Road, and the west by commercial parcels on the west side of Railroad Avenue.

The sub-area is currently defined by the Railroad Avenue commercial corridor and surrounding industrial uses, such as shipping and storage. The corridor includes office strip commercial uses such as freeway-oriented retail, restaurants and larger franchises serving the nearby industrial workforce, governmental offices and surrounding neighborhoods. The design concept below shows a potential buildout scenario for the Transit Village sub-area.

Figure 4.1 Design Concept Illustrative



The Design Concept Illustrative outlines the potential buildout vision for the Transit Village.

A key feature of the Transit Village design concept is the development of enhanced transit facilities – both expanded Tri-Delta Transit service and future eBART service – with an adjacent lively entry plaza framed by mixed-use buildings at the intersection of Railroad and Bliss avenues (Figure 4.2). The mixed-use development concept includes upper level residential units with rooftop gardens and recreational amenities and pedestrian-activated ground floor commercial uses catering to transit riders as well as restaurants and cafes that spill outdoors into the plaza.

Building design will further enhance the pedestrian experience with transparency of storefronts, well-articulated building facades, recessed entry vestibules and outdoor seating areas.

Figure 4.2 Photo Simulation of Railroad Avenue



Left: Existing photo of Railroad Avenue.

Below: Design concept for the transit plaza connecting Railroad Avenue and Bliss Avenue.





The welcoming transit plaza will draw visitors from transit facilities into the center of the sub-area along Bliss Avenue, the pedestrian-oriented retail and residential spine. The Bliss Avenue retail corridor will provide pedestrian-friendly mid-block connections to area destinations (Figure 4.3). The portion of Railroad Avenue within the Transit Village (from State Route 4 to Leland Road) would consist primarily of commercial development, with mixed-use infill encouraged through a density bonus incentive. Diversified uses support day and evening activity and promote “eyes on the street” along Bliss Avenue and throughout the Transit Village.

**Figure 4.3 Photo Simulation of Bliss Avenue**



Left: Existing photo of Bliss Avenue.

Below: Design concept for Bliss Avenue with pedestrian friendly streetscape, mid-block pedestrian crossings, and mixed-use buildings.



## TRANSIT ORIENTED DEVELOPMENT HIGH (TOD-HIGH)

### Uses

Allowable land uses in this district are the same as those of the M (Mixed Use) District as specified in Title 18 of the PMC.

### Development Intensity Range Requirements

- Allowable residential density shall be no less than 30 dwelling units per acre and no more than 65 dwelling units per acre with a 25% density bonus for the residential portion of a development within one-quarter-mile of the potential eBART station.
- Allowable FAR shall be no less than 0.25 and no more than 1.0 for commercial uses.

### Height Requirements

- Building heights shall be no less than 25 feet and no more than 65 feet.
- The first-floor of commercial structures shall be at least 15 feet in height.
- New buildings shall have no fewer than three stories.

### Setback Requirements

- Ground-floor commercial uses shall be built to the public right-of-way. Allow front yard setbacks up to 15 feet for any portion of a building that includes a dining patio, elevated porch entry or other enhancement that requires a setback.
- Rear and side setbacks shall comply with residential standards when development is located adjacent to residential development. Waive side and rear setbacks requirements in all other cases.

### Parking Requirements

- Allow up to a maximum of one parking space for every 333 square feet of commercial space.
- Require a minimum of one and allow up to a maximum of 1.5 parking spaces for every residential unit.
- Require a minimum of one bicycle parking space per 2,500 square feet of gross building area. Allow adjacent bicycle



Hardscaped open spaces provide areas to create seating and other pedestrian features.



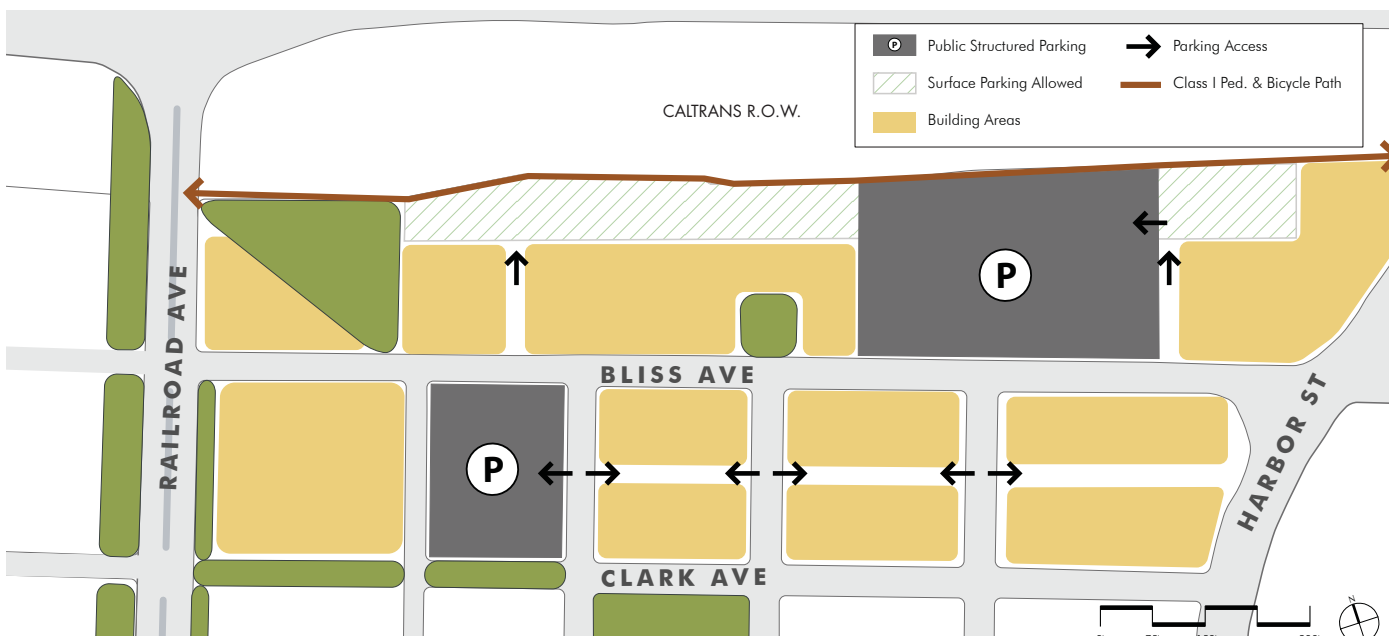
Upper-story setbacks mask a building's height and massing at the street level.



Structured parking tucked behind upper floor housing and with ground-level retail helps provide enough shared spaces for a large district.

- parking facilities located on the street, and within public parking garages, to fulfill a portion of this requirement.
- Allow reductions in residential parking requirements for senior housing and affordable housing developments at the discretion of the Planning Commission/City Council.
- Allow adjacent on-street parking to fulfill on-site parking requirements for the commercial component of the development where on-street parking is permitted.
- Accommodate on-site commercial parking requirement in nearby public parking lots or structures, where feasible.
- Private surface parking lots are prohibited in front of buildings. Locate on-site parking to the rear of the property and provide access to parking areas through alleys and driveways (as shown conceptually in Figure 4.6).
- Residential garages shall front onto alleyways or side streets.
- Parking space and facility design standards not specified in this chapter shall be subject to standards and requirements set forth in Title 18 of the PMC.

Figure 4.6 Conceptual Circulation and Parking



## Landscaping Requirements

- Require 10% of the total project area to be landscaped. Landscaping may include decorative hardscape, plazas, rooftop gardens, water features, and public art installations.
- Use landscaping and other treatments such as low fences, porches, unique paving materials, low gates, or other defining elements to clearly delineate private open space to promote a sense of ownership.
- Use stamped, colored concrete or other decorative material to provide clearly-delineated pedestrian-friendly pathways throughout surface parking lots.
- Provide a minimum of one tree per every four parking spaces in surface parking lots.
- Locate parking lot trees and landscaping either in a center median between rows of parking stalls and/or in landscaped planters placed throughout the parking lot. Planters less than three feet wide, excluding curbs and walls, are prohibited.
- Incorporate permeable surfaces and pavers for parking lots, driveways and alleys where feasible.



Landscaped and hardscaped plaza areas provide recreational opportunities in an urban setting.



# City of Pittsburg

Community Development Department  
Engineering Division  
65 Civic Avenue  
Pittsburg, CA 94565-3814

## MEMORANDUM

**Date:** January 29, 2019

**To:** Land Use Subcommittee Members

**From:** Laura Wright, Environmental Affairs Manager  
Jolan Longway, Clean Water Program Coordinator

**Re:** Item 4 - Amendment to the City Municipal Code for Construction and Demolition Debris Recycling and PCBs Assessment

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The California Integrated Waste Management Act of 1989, which is administered by CalRecycle requires cities to develop and implement a waste management plan that diverts 75% of solid waste from landfill disposal by January 1, 2023, and every year thereafter. The City is a member agency to the Contra Costa Clean Water Program, which collectively shares a Municipal Regional Stormwater Permit (MRP). One of the permit provisions requires Bay-Area Wide permittees to manage construction demolition debris from structures containing Polychlorinated Biphenyls (PCBs) of a certain concentration.

This Amendment adds “Chapter 8.10 Construction and Demolition Debris Recycling and PCBs Assessment” to “Title 8 Health and Sanitation” of the Municipal Code. The City Council will receive a presentation and is anticipated to introduce the ordinance at the regular City Council meeting on February 19, 2019.

Adoption of this Ordinance will allow the City to implement a program that documents the fate of materials removed from construction demolition or remodel of structures. Applicants will be required to document the type and quantity of materials removed and identify their fate, whether to be recycled, salvaged, or to landfill. Additionally, demolition or remodel of structures that were constructed between 1950 and 1980 requires the contractor to conduct assessments and representative sampling of material to verify the presence of PCBs and the concentration. This program is necessary for the City to meet its diversion goals and achieve compliance with our stormwater permit.