# City of Brisbane

## Planning Commission Meeting Agenda

**Tuesday, June 30, 2026 at 6:30 PM ● Hybrid Meeting ● 50 Park Place, Brisbane, CA**

The public may observe/participate in Planning Commission meetings using remote public comment options or by attending in person. Planning Commissioners shall attend in person unless remote participation is permitted by law. The Commission may take action on any item listed in the agenda.

### To Address the Commission

**In Person:**

Location: 50 Park Place, Brisbane, CA 94005, Community Meeting Room

To address the Planning Commission on any item on or not on the posted agenda, fill out a Request of Speak Form located in the Community Meeting Room Lobby and submit it to the City staff.

**Remote Participation:**

Members of the public may observe/participate in the meeting by logging into the Zoom Webinar listed below. Planning Commission meetings may also be viewed live and/or on-demand via the City's YouTube Channel, youtube.com/brisbaneca, or on Comcast Ch. 27. Archived videos may be replayed on the City's website, brisbaneca.org/meetings. Please be advised that if there are technological difficulties, the meeting will nevertheless continue if remote participation is available.

The agenda materials may be viewed online at brisbaneca.org/meetings at least 72 hours prior to a Regular Meeting, and at least 24 hours prior to a Special Meeting.

**Remote Public Comments:**
Meeting participants are encouraged to submit public comments in writing in advance of the meeting to jayres@brisbaneca.org. Remote meeting participants may address the Planning Commission via Zoom Webinar using the link or the call in number listed below. Note, the above email will **not** be monitored during the meeting and emails received during the meeting will not be responded to or brought to the attention of the Planning Commission during the meeting.

**Join Zoom Webinar: zoom.us (please use the latest version: zoom.us/download)**
brisbaneca.org/pc-zoom

Webinar ID: 970 0458 3387
Call In Number: 1 (669) 900-9128

**Special Assistance:**

If you need special assistance to participate in this meeting, please contact the Community Development Department at (415) 508-2120 in advance of the meeting. Notification in advance of the meeting will enable the City to make reasonable arrangements to ensure accessibility to this meeting.

**Writings that Are Received After the Agenda Has Been Posted**

All written communications are provided to the Planning Commission. Any written communication that is received after the agenda has been posted but before 4 p.m. of the day of the meeting will be available for public inspection at the front lobby in City Hall and online at brisbaneca.org/meetings. Any writings that are received after 4pm of the day of the meeting will be distributed to the Planning Commission and made available for public inspection at the front lobby and on the internet the day after the meeting (brisbaneca.org/meetings).

**Commissioners**

Funke, Gooding, Lau, Sayasane, Wodziak

**Call to Order**

**Roll Call**

**Adoption of the Agenda**

**Written Communications**

**Old Business**

A. **CONTINUED PUBLIC HEARING: Baylands Subarea; Environmental Review 2021-ER-1, Specific Plan 2021-SP-1, Zoning Amendment 2021-RZ-3, General Plan Amendment 2021-GPA-2;** Proposed Baylands Specific Plan including 2,200 residential units; 6.5 million square feet of commercial, office, retail, conference, life science, and office campus uses; 500,000 square feet of hotel use (approximately 800 rooms); a grade 6–8 middle school; 157 acres of open space/open area, parks, and trails; water, recycled water, sewer, drainage, electrical, and other utilities improvements on approximately 680.1 acres generally situated easterly of Bayshore Boulevard and west of Highway 101; Related actions include amending the Brisbane General Plan Land Use and Circulation Elements, Amending Title Section 17 of the Brisbane Municipal Code to establish zoning regulations, and adopting the Bayshore Mobility Plan. A Final Environmental Impact Report (FEIR) has been prepared for this project in accordance with the California Environmental Quality Act (CEQA). Baylands Development Inc., applicant; Sunquest Properties, majority owner

**New Business**

**Items Initiated by Staff**

**Items Initiated by the Commission**

**Adjournment**

B. Adjournment to regular meeting of July 9, 2026, at 7:30 p.m.

**Appeals Process**

Anyone may appeal the action of the Planning Commission to the City Council. Except where specified otherwise, appeals shall be filed with the City Clerk not later than 15 calendar days following the Planning Commission's decision. Exceptions to the 15-day filing period include the following: appeals shall be filed with the City Clerk within 6 calendar days of the Planning Commission's action for use permits and variances and 10 calendar days for tentative maps and advertising sign applications. An application form and fee are required to make a formal appeal. For additional information, please contact the City Clerk at 415-508-2113.

# PLANNING COMMISSION MEMORANDUM

DATE: June 30, 2026

TO: Planning Commission

FROM: Julia Ayres, Community Development Director and Jeremiah Robbins, Senior Planner

SUBJECT: **CONTINUED PUBLIC HEARING: Baylands Subarea; Environmental Review 2021-ER-1, Specific Plan 2021-SP-1, Zoning Amendment 2021-RZ-3, General Plan Amendment 2021-GPA-2; Proposed Baylands Specific Plan including 2,200 residential units; 6.5 million square feet of commercial, office, retail, conference, life science, and office campus uses; 500,000 square feet of hotel use (approximately 800 rooms); a grade 6–8 middle school; 157 acres of open space/open area, parks, and trails; water, recycled water, sewer, drainage, electrical, and other utilities improvements on approximately 680.1 acres generally situated easterly of Bayshore Boulevard and west of Highway 101; Related actions include amending the Brisbane General Plan Land Use and Circulation Elements, Amending Title Section 17 of the Brisbane Municipal Code to establish zoning regulations, and adopting the Bayshore Mobility Plan. A Final Environmental Impact Report (FEIR) has been prepared for this project in accordance with the California Environmental Quality Act (CEQA). Baylands Development Inc., applicant; Sunquest Properties, majority owner; see Attachment 9 for a complete list of owners.**

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**Background**

The Baylands project consists of several entitlements and associated actions requiring consideration by the Planning Commission in order to make a recommendation on the project to the City Council, including:

- Adoption of the Baylands Specific Plan, establishing the land use and regulatory framework for future development of the Baylands subarea of Brisbane;
- Associated General Plan and Zoning Ordinance amendments to ensure consistency with the Specific Plan;
- Adoption of the Bayshore Mobility Plan to implement mobility and safety enhancements to Bayshore Boulevard;
- Consideration of the Final Environmental Impact Report (EIR) which evaluates all components of the project.

The Planning Commission held a duly noticed public hearing on the Baylands project on Thursday, June 25, 2026 to consider the project entitlements and associated approvals described above. The project components, Commission's requested actions, and staff's recommendation to the Commission are described in detail in the June 25, 2026 Planning Commission agenda report which is attached to this memo as Attachment 1. The June 25, 2026 public hearing was continued to a special meeting this evening, June 30, 2026 at 6:30 PM.

At the June 25 meeting, the Planning Commission received a detailed presentation from City staff, acknowledged written communications received prior to the meeting, opened the public hearing, received a presentation from the project applicant (Baylands Development, Inc. or BDI), and took public comment on the Baylands project.

After public comment concluded on June 25, but before closing the public hearing, the Commission directed staff to return at the next meeting with additional information on five key topics from both oral and written testimony:

1. Address how changes between the 2025 Draft Specific Plan and the 2026 Staff Recommended Specific Plan are reflected in the Final Environmental Impact Report (EIR) and discuss consistency between the EIR and the Specific Plan;
2. Summarize site remediation details and process, focusing on known and potentially unknown contaminants, approved remediation plans, and overall safety for residents, workers, and visitors to the subarea during and following remediation;
3. Identify the City's potential liability and financial risk related to required site remediation, development and occupancy post-remediation;
4. Review the Final EIR's approach to greenhouse gas emissions impacts analysis and evaluation of the project's impacts; and
5. Discuss the project's consistency with the General Plan in light of the Measure JJ policy calling for the specific plan to include a sustainability framework for new development consistent with the 2015 Sustainability Framework for the Brisbane Baylands and for development to be designed to be "energy neutral on an ongoing basis."

**Discussion**

At the continued public meeting on June 30, staff will present additional details on the five key topic areas identified at the June 25, 2026, public hearing as described above, expanding on the issues raised by the community and providing additional explanations where needed. Staff will also offer guidance for the Planning Commission to consider during its deliberations, ensuring the Commission has the information necessary to thoughtfully evaluate the Baylands project and make a recommendation to Council on the project entitlements and other related actions. Following staff's presentation and any Commissioner questions of staff, the Commission should accept additional public comments and ask further clarifying questions of those providing testimony, including the applicant team, before closing the public hearing and commencing deliberations.

**Attachments**

1. June 25, 2026 Staff Report and attachments

Julia Ayres, Community Development Director

Jeremiah Robbins, Senior Planner

## PLANNING COMMISSION AGENDA REPORT

**Meeting Date:** June 25, 2026

**From:** Julia Ayres, Community Development Director, and Jeremiah Robbins, Senior Planner

**Subject:** **Baylands Subarea;Environmental Review 2021-ER-1, Specific Plan 2021-SP-1, Zoning Amendment 2021-RZ-3, General Plan Amendment 2021-GPA-2Baylands Subarea;Environmental Review 2021-ER-1, Specific Plan 2021-SP-1, Zoning Amendment 2021-RZ-3, General Plan Amendment 2021-GPA-2;** Proposed Baylands Specific Plan including 2,200 residential units; 6.5 million square feet of commercial, office, retail, conference, life science, and office campus uses; 500,000 square feet of hotel use (approximately 800 rooms); a grade 6–8 middle school; 157 acres of open space/open area, parks, and trails; water, recycled water, sewer, drainage, electrical, and other utilities improvements on approximately 680.1 acres generally situated easterly of Bayshore Boulevard and west of Highway 101; Related actions include amending the Brisbane General Plan Land Use and Circulation Elements, Amending Title Section 17 of the Brisbane Municipal Code to establish zoning regulations, and adopting the Bayshore Mobility Plan. A Final Environmental Impact Report (FEIR) has been prepared for this project in accordance with the California Environmental Quality Act (CEQA). Baylands Development Inc., applicant; Sunquest Properties, majority owner; see Attachment 9 for a complete list of owners.

## INTRODUCTION

The future of the Baylands has been an issue of community concern and dialogue for more than a generation. Development of this large and highly visible site has the potential to change Brisbane dramatically. These concerns, along with concerns regarding the safety of the site and other environmental issues, have informed the City's thoughtful and comprehensive planning effort for the subarea, involving multiple environmental impact reports, public hearings, workshops, community meetings, surveys, general plan amendments, and a ballot measure.

The City's policy direction regarding the land use framework for the Baylands subarea was established through the passage of Measure JJ (General Plan Amendment GP-1-18) in 2018. The Specific Plan now under consideration along with the Final Environmental Impact Report (EIR) and other related planning approvals represent the culminating step in the decades-long planning effort for the Baylands. Consideration of the Brisbane Baylands Specific Plan is an important milestone for the City and the community. The City's action on the Specific Plan will formalize the City's vision for the Baylands and establish land use regulations to implement this vision.

## PROJECT DESCRIPTION

The Planning Commission is tasked with considering several planning actions and forwarding its recommendations to the City Council. While the primary focus is the Brisbane Baylands Specific Plan (Attachment 3), other related planning actions that require City approval include amendments to the City's General Plan and zoning regulations to bring them into alignment with the Specific Plan. In addition, as a precursor to making recommendations on the Specific Plan and other planning actions, the Commission will consider the Final Environmental Impact Report (EIR) prepared for "the project". The purpose of the Final EIR is to inform the public and decisionmakers regarding the

significant environmental effects of a project and identify mitigation measures and/or alternatives that would avoid or minimize the significant effects.

It is important to note that for purposes of the EIR, "the project" is defined broadly. California Environmental Quality Act (CEQA) Guidelines Section 15378(a) states that project "means the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." Based on this broad definition, the EIR "project description" includes not only the Specific Plan and related planning approvals but other components which are not planning and zoning related and are therefore not subject for formal Planning Commission review.

The EIR project components are briefly summarized below:

**Components Requiring Planning Commission Recommendation:**

2026 Brisbane Baylands Specific Plan: Proposes 2,200 residential units; 6.5 million square feet of commercial, office, retail, conference, life science, and office campus uses; 500,000 square feet of hotel use (approximately 800 rooms); a grade 6–8 middle school; 157 acres of open space/open area, parks, and trails; water, recycled water, sewer, drainage, electrical, and other utilities improvements on approximately 680.1 acres.

General Plan Amendments to the Land Use and Circulation Elements to reflect Specific Plan boundaries and Specific Plan roadway system.

Title 17 (Zoning Ordinance) Amendments including establishing a Baylands Specific Plan Zoning District and applying that zoning district to the Specific Plan area, as well as repealing Chapter 17.41- Interim Uses in the Baylands, deleting the M-1 Manufacturing zoning district, and updating other zoning regulations and standards related to implementation of the Baylands Specific Plan.

Bayshore Boulevard Mobility Plan to enhance connectivity for residents and land uses abutting Bayshore Boulevard, reduce the prominence of regional through-traffic along Bayshore Boulevard, making it a street better serving Brisbane residents, and redesigning Bayshore Boulevard as a multi-modal corridor to increase the level of comfort and safety for all roadway users including automobiles, emergency response vehicles, transit vehicles, trucks, bicycles, and pedestrians.

Development Agreement, which involves an Ordinance approving a Development Agreement between the City and the Developer. The Development Agreement will define the scope of the project's vested rights and phasing requirements, along with public benefits and other contributions necessary to satisfy Measure JJ. As of the date of this staff report, the Development Agreement remains in process; it will be released for Planning Commission and public review later in the summer before the City Council takes action on the project.

**Components Not Subject to Planning Commission Recommendation:**

Water Agreement between City of Brisbane and Cal Water to extend Cal Water's service area to the Baylands, which will be subject to City Council review and approval prior to site development per Measure JJ.

Establishment of Middle School on the Baylands, which is subject to Bayshore School District review and approval.

Relocation of Fire Station 81 from its existing site at 3445 Bayshore Boulevard to a new 2-story, 10,000-square-foot facility at 140 Valley Drive which is subject to approval of the North County Fire Authority and Brisbane City Council.

## RECOMMENDATION

As set forth in attached Resolution 2021-ER-1/2021-SP-1/2021-RZ-3/2021-GPA-2 (Attachment 1), that the Planning Commission recommend that the City Council:

1. Certify that the Final Environmental Impact Report for the Brisbane Baylands Specific Plan has been prepared in accordance with CEQA Guidelines section 15090.
2. Approve the project entitlements, which include:
    - Amend the General Plan Land Use Element in accordance with Government Code sections 65350 to 65362 to realign the northern boundary of the Baylands Subarea to correspond to the boundary of the Baylands Specific Plan.
    - Amend the General Plan Circulation Element in accordance with Government Code sections 65350 to 65362 to:
        - Realign Lagoon Road to directly access the southbound US 101 freeway ramps at Sierra Point Parkway.
        - Extend Sierra Point Parkway from its current terminus at the southbound US 101 freeway ramps north to Geneva Avenue.
        - Add proposed Baylands roadways to the General Plan circulation map.
        - Designate the Geneva Avenue extension through the Baylands as a Regional Arterial.
        - Add a new roadway type for “green local streets.”
    - Adopt the Staff-Recommended Baylands Specific Plan, dated May 2026, in accordance with Government Code section 65450 as a specific plan, and in accordance with Government Code section 65850 as a zoning ordinance, each of which independently supports adoption of the plan. This includes:
        - Land use designations and development standards for up to 2,200 residential units clustered in the northwestern portion of the site in proximity to the Bayshore Caltrain station; 6.5 million square feet of commercial, office, retail, conference, life science, and office campus uses; 500,000 square feet of hotel use (approximately 800 rooms); a grade 6–8 middle school; and open space/open area, parks, and trails;
        - Policies related to sustainability, utilities, and infrastructure improvements; and
        - Implementation measures.
    - Amending Title 17, Zoning, of the Brisbane Municipal Code (BMC) to implement the Baylands Specific Plan for Modified Alternative 1, in accordance with Government Code sections 65800 to 65912 to:
        - Change the zoning designations of land within the Baylands Specific Plan area from Commercial Mixed-Use (C-1), Marsh Lagoon Bayfront (MLB), and Manufacturing (M-1) to Baylands Specific Plan (BSP); and
        - Establish the land use regulations and development standards set forth in the Specific Plan as the regulatory authority governing future development within the Specific Plan area;
        - Delete Chapter 17.41, Interim Uses In The Baylands Subarea; and
        - Amend the City’s Zoning Map to reflect the Baylands Specific Plan zone changes.
    - Approve the Bayshore Mobility Plan, which calls for enhancing the mobility for Brisbane residents and businesses by reducing the number of travel lanes along Bayshore Boulevard from four lanes (two in each direction) to two lanes (one in each direction) south of Geneva Avenue, along with providing a median, turn pockets, and a multi-use pathway and bicycle facilities along the corridor within the City of Brisbane.

Pursuant to Government Code §65855 and BMC §17.54.010, the reasons for the recommendation and the relationship of the proposed ordinance or amendment to applicable general and specific plans are:

1. Adoption of the Staff-Recommended Baylands Specific Plan is consistent with and implements General Plan Amendments GPA-1-18 (ratified by voters as Measure JJ) and GP-1-19, which together established the allowable amount and type of development within the Baylands Subarea and other development requirements, such as:
    - landfill closure plans that comply with Title 27;
    - Remedial Action Plans (RAPs) for the entire site;
    - proof of reliable water supply;
    - be revenue-positive to the City;
    - preserve and enhance key habitat areas;
    - protect and rehabilitate the historic Roundhouse for adaptive reuse; and
    - align with the City's Sustainability Framework for the Baylands.

    Adoption of the Plan is also consistent with the City's 2023-2031 Housing Element, which, in part, aims to facilitate and support the production of housing. Housing Element Program 2.A.2 generally requires adoption of a specific plan for the Baylands subarea that allows up to 2,200 housing units by-right, without discretionary design review, at certain minimum densities, to meet the City's 2023-2031 Regional Housing Needs Allocation (RHNA).
2. The proposed amendments to the Zoning Ordinance implement the Staff-Recommended Baylands Specific Plan by establishing the 2026 Baylands Specific Plan as the regulatory instrument defining land use categories, permitted uses, and development standards within the Specific Plan area.
3. The proposed amendments to the General Plan Land Use and Circulation Elements ensure consistency with the provisions of the 2026 Baylands Specific Plan, including realignment of land use boundaries and changes to circulation and roadway classifications.

## BACKGROUND

A specific plan is a detailed planning and zoning document used to guide development for a defined geographic area, such as the Baylands subarea, and implements the broader goals of a General Plan. It functions as a blueprint, outlining specific land uses, infrastructure needs, and design standards for the defined area. Specific plans are stand-alone regulatory documents that are separate from the City's General Plan and zoning, but must be consistent with the policies laid out in a General Plan and implement such policies. A specific plan is a legislative action, adopted by a resolution of the City Council following a recommendation from the Planning Commission.

The Brisbane Baylands Specific Plan will be the regulatory framework to guide development consistent with the City's General Plan over time within the Baylands Subarea. The Specific Plan is not a "final" design of specific buildings or a prescription of how each building is to be designed, nor does it stipulate how open space and other recreation areas are to be programmed. Photographs and figures contained within the Specific Plan are illustrative only. The Specific Plan balances policy direction with future adaptability by outlining specific land uses, infrastructure needs, and design standards meant to inform future development project applications.

**Site Characteristics**

The Baylands Specific Plan area, which includes the Baylands subarea of the Brisbane General Plan and the Brisbane Lagoon, encompasses approximately 680.1 acres (532.3 acres of existing land area and 121.8 acres of lagoon) bounded to the east by US 101, to the west and south by Bayshore Boulevard, and by the City and County of San Francisco to the north (see Specific Plan Figure 1.1.1 – Location Map). The site is comprised of multiple parcels primarily owned by several corporate entities which are managed in common by Baylands Development Inc. (BDI), the Specific Plan applicant. These properties are proposed to be developed in a comprehensive fashion under the Specific Plan. However, there are several properties within the Specific Plan area under separate ownership (Golden State Lumber, Recology, Kinder Morgan Tank Farm, Machinery and Equipment Building, Bayshore Sanitary District) that are not under the control of BDI. Given that these parcels will be affected by Specific Plan development that will surround them, these parcels are included within the Specific Plan to allow for the entire Specific Plan area to be planned and developed in a comprehensive and coordinated fashion.

**Planning Context and History**

Planning efforts for development of the Baylands trace back to the 1994 General Plan, which required a comprehensive specific plan for the site and prohibited residential uses. Planning applications were initiated in 2005, as summarized in the timeline below. A detailed summary of the history and context of this project is provided in Attachment 5.

Pre 2018

From 2005 to 2011, the applicant submitted various iterations of a Specific Plan, which triggered the City's preparation of a programmatic EIR, due to the scale and conceptual nature of the Specific Plan. The City conducted environmental review from 2013 through 2015, ultimately producing a Final EIR in June 2015 following an extensive public review process. The Planning Commission reviewed the Final EIR and project from September 2015 to August 2016. City Council review of the EIR and project ran through 2016 and 2017.

2018

In 2018, the City Council certified the Final Program EIR, approved General Plan Amendment GPA-1-18, and placed it on the ballot as Measure JJ, which passed with 55% voter support. GPA-1-18 was placed on the ballot due to the significance and scale of the project. The amendment established a Planned Development (PD) designation allowing 1,800–2,220 housing units, 6.5 million square feet of commercial uses, and 500,000 square feet of hotel space, with residential uses limited to the northwest part of the Baylands.

Measure JJ set detailed requirements that the future Baylands Specific Plan must meet, including approved remediation and landfill-closure plans, enforceable cleanup schedules, secured water supply, properly designed residential areas, developer-funded infrastructure, revenue-positive operations for the City, long-term remediation assurances, sustainability and energy-neutral design, habitat and historic resource protection, flood and sea-level-rise resilience, and soil testing prior to any grading involving the landfill.

2019

In 2019, the applicant began revising its 2011 Specific Plan to align with GP-1-18/Measure JJ. The City initiated GP-1-19, a follow-up General Plan amendment to ensure internal consistency and updates to transportation policy to meet new State standards, including removal of intersection Level of Service (LOS) as a CEQA impact. GP-1-19 also added a policy directing the City to study a new mobility program for Bayshore Boulevard and the Geneva Avenue extension; this policy is the genesis of the Bayshore Mobility Plan, discussed in detail later in this report.

The City conducted direct outreach on the Baylands planning process to community members, including local employers and employees, playgroups with parents of young children, and neighborhood associations. The City also hosted two community conversations in partnership with San Mateo County Home for All, to ensure that community members had the opportunity to contribute ideas, help identify shared values and priorities, and deepen their understanding of the opportunities and challenges presented by the Baylands development. BDI participated to understand community expectations and later hosted its own community meetings (not affiliated with the City).

2020

In 2020, the applicant submitted a preliminary revised Baylands Specific Plan, providing enough detail for the City to start a new project-level EIR, and the City issued the first Notice of Preparation (NOP) for that EIR.

2021 – 2023

In 2021, State regulatory agencies approved remedial action plans (RAPs) for the non-landfill portions of the site, including operating units (OU) SM and OU-2. In 2023, a revised NOP was issued due to a change in the project's planned water source, and BDI submitted a revised draft Specific Plan. City advisory bodies, such as Complete Streets, Open Space and Ecological Committee, and Parks & Recreation reviewed and commented on the draft 2023 Specific Plan.

In 2023, the City Council adopted the 2023-2031 Housing Element, which included approximately 53 acres of the northwest quadrant of the Baylands Specific Plan area on the Housing Site's Inventory (Appendix B: Table B.7.2 – Housing Sites Inventory) for the purpose of accommodating 1,800 housing units towards meeting the City's Regional Housing Needs Allocation (RHNA).

2024

In 2024, the City settled its lawsuit with the California High-Speed Rail Authority (CAHSRA). To implement the voter approved initiative to provide high speed rail service between San Francisco and Los Angeles, the CAHSRA identified the Baylands as the preferred site for Light Maintenance Facility (LMF) to store and service trains. The settlement reduced the proposed LMF from 125 acres to 45 acres and committed both parties to evaluating and accommodating the reduced facility in the Baylands planning process.

2025

In 2025, the applicant completed revisions to the 2023 Specific Plan. This 2025 version of the Specific Plan was evaluated in the 2025 Draft EIR, which was published on April 3, 2025; public review continued through September 2, 2025. The landfill closure plan was approved by the State in February 2025.

2026

The Final Baylands Specific Plan EIR was published on May 14, 2026. The 2026 Staff Recommended Baylands Specific Plan (analyzed as Modified Alternative 1 within the Final EIR) was released the same day, incorporating staff-recommended revisions to the Specific Plan to better reflect City policy goals and to respond to issues that emerged through the environmental review process. The Planning Commission held two workshops (May 28, 2025, and June 11, 2025) prior to the June 25, 2026, public hearing. City Council hearings are anticipated to begin later this year.

## ANALYSIS:

The following analysis addresses the EIR project components (briefly summarized above) requiring action from the Planning Commission. They include:

1. 2026 Staff Recommended Specific Plan
2. Brisbane Baylands Specific Plan Final EIR
3. General Plan Amendments
4. Title 17 (Zoning Ordinance) Amendments
5. The Bayshore Boulevard Mobility Plan

**1. 2026 Staff Recommended Baylands Specific Plan**

As noted previously, the applicant prepared the 2025 Draft Baylands Specific Plan that was described and evaluated in the 2025 Draft EIR. As part of the environmental review and planning process, City staff is recommending revisions to the applicant's plan which are incorporated into the staff recommended Baylands Specific Plan dated May 14, 2026, referred to as the 2026 Staff Recommended Specific Plan. These staff recommended changes were evaluated in the FEIR as Modified Alternative 1.

The 2026 Staff Recommended Specific Plan retains the overall plan structure and organization from the applicant's draft plan. It adjusts the developer's land use program and development standards to be consistent with recommended mitigation measures as well as other City ordinances and policies. Many of the proposed revisions are procedural and/or organizational in nature to provide additional certainty and clarity and facilitate staff's ability to implement this plan over an extended period of time.

Each chapter of the 2026 Staff Recommended Specific Plan is summarized below. Refer to Attachment 7 for a more detailed analysis of each chapter, and the 2026 Specific Plan (Attachment 3) for the complete regulatory framework governing development within the Baylands.

Vision/Executive Summary

This chapter provides an overview of the project, including the background and planning process, and establishes the design principles for the Specific Plan. This section further outlines a design process overlaying existing uses, open space, vehicular access, and transit to define a series of districts accommodating a variety of land uses.

Chapter 1 - Introduction

This chapter provides background information regarding the site, purpose of the plan, and consistency with Measure JJ and the General Plan. It describes the Baylands as a transit-oriented, mixed-use district, integrating housing, employment uses, open space, and multimodal connections. It also lays out the core planning principles of the document, including concentrating density near transit, creating walkable, connected neighborhoods, integrating natural systems and open space, and ensuring the site develops in a way that is both environmentally and economically sustainable.

Chapter 2 - Land Use Program and Planning Districts

Chapter 2 defines how development will be organized, distributed, and regulated across the Baylands. It establishes:

- The maximum buildout;
- Five planning districts and their block structure;
- Residential and commercial land use categories;

- Building heights and density rules;
- Location of high-rise towers;
- Open space targets;
- Housing affordability requirements;
- Existing and interim use allowances.

The land use program concentrates the highest-intensity, mixed-use development near transit in the northern portion of the site, transitioning to lower-intensity residential, commercial, and open space toward the south and site edges. The program allows a range of 1,800 to 2,200 housing units, 6.5 million square feet of commercial uses, and 500,000 square feet of hotel space.

Chapter 3 - Development Standards and Controls

Chapter 3 guides how buildings are shaped, located, and used throughout the Baylands. By structuring standards at different scales—district, block, and building—it ensures that new development achieves a cohesive form while allowing for variation between neighborhoods. This layered approach is essential for a large, mixed-use site because it maintains consistency while supporting long-term adaptability. This chapter is organized into the following sections.

- ***Building Standards*:** development standards such as setbacks, building design, building height, parking, etc.;
- ***Performance Standards*:** standards that generally apply project wide;
- ***Allowable Land Uses*:** list of uses that are identified as permitted, conditionally permitted, or prohibited; and
- ***Existing Use Areas*:** standards for existing uses areas.

Chapter 4 - Sustainability

Chapter 4 explains how the Specific Plan integrates environmental, social, and economic sustainability, from energy systems and green building standards to community amenities, aligning the project with both State requirements and Brisbane's long-standing sustainability goals. The chapter is structured around the City's Sustainability Framework for the Baylands, which is based on One Planet Living's framework—ten guiding principles to keep a community's ecological footprint within the limits of one planet. Specific Plan Table 4.2.1, *Summary of One Planet Principles for The Baylands*, available within Attachment 3, identifies the ten One Planet Living principles within the Framework along with a summary of how they are implemented for the Baylands.

A major component of the chapter is the Specific Plan's energy strategy, which combines on-site renewable energy production, extensive battery storage, and the use of 100% renewable power from Peninsula Clean Energy (soon to be known as WestLight Energy). The plan includes 85,000 MWh/year of on-site solar generation from rooftops, parking areas, and a 55-acre solar farm, along with 30 MW of battery storage (plus potential for 250 MW of utility-scale storage).

The chapter also addresses sustainability-related community and cultural policies, including full participation in the City's Art in Public Places Ordinance, ensuring a comprehensive Baylands Public Arts Program that is consistent with adopted City standards, and also specifies green building certification requirements for commercial and residential buildings – LEED Gold Building Design + Construction (BD+C) and GreenPoint certification, respectively, in effect at the time of a development application.

Chapter 5 - Conservation And Open Space

This chapter establishes an interconnected open space network that supports recreation, ecological health, stormwater management, and community access, providing green spaces near residential and commercial areas while preserving sensitive habitats. It includes linear parks, wetlands, trails, upland habitat areas, and naturalized stormwater facilities that link the site to surrounding communities. Final open space design will undergo future City review to ensure responsiveness to community needs (see Chapter 9 - Implementation).

The Specific Plan exceeds the General Plan requirement for 25% open space by preserving approximately 148.4 acres (27.9%), excluding areas expected to be inundated by sea level rise by 2100, and categorizing this open space into urban plazas, active recreation areas, community greens, and ecological greenspaces. The chapter emphasizes ecological greenspace – tidal and freshwater wetlands, riparian zones, grasslands, and coastal scrub – designed to adapt to sea level rise and enhance habitat connectivity. Stormwater management is integrated through a naturalized 7.2-acre detention area and bioswale network that improves water quality and provides habitat functions.

Chapter 6 - Circulation

Chapter 6 outlines how the street network, active transportation system, transit services, parking strategy, and streetscape design work together to create a safe, accessible, and efficient mobility framework for residents, workers, and visitors. The roadway network is organized into a hierarchy – freeways, regional arterials, minor arterials, collectors, local streets, green shared streets, and access roads – each with defined functions for movement, safety, and access.

A major focus of the chapter is active transportation. Pedestrian facilities include continuous sidewalks, shared-use paths, curb extensions, and human-scaled street designs. The bicycle and micromobility networks provide protected north–south and east–west routes, off-street paths, trail connections, bike parking, and wayfinding, all integrated into city and regional networks to improve access to open space, downtown Brisbane, and transit.

Transit connectivity is strengthened through links to Caltrain, SamTrans, Muni, and the future Geneva–Harney BRT. An internal shuttle will offer free, frequent service within the Baylands and to Downtown Brisbane, with on-demand service during off-peak periods. Five mobility hubs cluster multimodal services such as bike and scooter share, car share, EV charging, wayfinding, and pick-up/drop-off zones to support seamless first- and last-mile travel.

The Specific Plan includes a comprehensive Transportation Demand Management (TDM) program designed to reduce car dependency and parking demand. The program meets or exceeds Municipal Code Chapter 10.52 requirements and would be overseen by a sitewide TDM coordinator, with key objectives including a 30% reduction in trip generation, significant reductions in per-capita VMT, and a maximum of 11,000 off-street parking spaces. Additional strategies include unbundled parking, shared district garages, EV-focused spaces, and clean-air-vehicle priority.

Chapter 7 - Infrastructure

Chapter 7 outlines the major infrastructure systems required to support safe, resilient, and sustainable development of the Baylands. It addresses grading, stormwater management, potable and recycled water systems, wastewater handling, energy, and telecommunications. All infrastructure is designed to integrate with open spaces, streets, and ecological systems to create a cohesive and environmentally responsible framework.

As described in the Chapter, site preparation will begin with demolishing existing structures, removing existing underground utilities, and clearing and grubbing surface soils, followed by phased grading activities that will comply with all applicable remediation requirements per the approved Remedial Action Plans and landfill closure plan approved and governed by State and County regulatory agencies. The Specific Plan follows remediation and landfill-closure standards established by State and County agencies in the approved plans, requiring five feet of clean soil or hardscape west of the Caltrain tracks, a low-permeability landfill cap east of the tracks, and clean-soil utility corridors sitewide to prevent exposure to contaminated materials. Together, these grading and utility measures ensure safe development over remediated and former landfill areas.

Chapter 8 - Public Facilities Financing

The Baylands development requires extensive new infrastructure, which must be fully funded by the developer and remain revenue-positive for the City at all stages of buildout, as mandated by General Plan Policies BL.1(D) and BL.1(E). To ensure Brisbane residents and businesses outside the Baylands incur no financial burden, the financing strategy relies on multiple funding sources—including developer contributions, public-private partnerships, and tools such as Community Facilities Districts (CFDs) and Enhanced Infrastructure Financing District (EIFDs)—while assigning all repayment obligations for public financing to Baylands property owners and occupants. The Specific Plan's implementation strategy identifies required improvements, funding sources, responsibilities for operations and maintenance, and long-term revenue mechanisms, all of which must comply with General Plan requirements for financial neutrality and fiscal benefit to the City.

Chapter 9 - Implementation

The Implementation chapter establishes how the Specific Plan will be carried out over time, addressing the general sequencing of remediation, landfill closure, grading, infrastructure, open space delivery, and development. Under the 2026 Staff Recommend Specific Plan, the Development Agreement as discussed below would establish precise open space and infrastructure delivery phasing tied to defined permitting stages.

The overall project phasing described in this Chapter begins with pre-development grading occurring across the entire site, because soil stored on the former landfill on the east side of the site needs to be relocated to raise grades on the west side, and clean soil corridors must be installed for future utilities. Phase I would then commence, which includes all commercial and residential development west of Caltrain, progressing as remediation and grading are completed. Several major infrastructure systems located in the east, such as the solar field, water recycling facility, and constructed wetlands, must be built during Phase I to support the entire site. Phase II includes development of the Campus East District and will begin after soil relocation and Title 27 landfill closure are completed on the east side. Both phases will advance incrementally based on the pace of remediation and closure activities, and final timing will be refined in the Development Agreement. State-approved remediation for OU-SM and OU-2 must be certified complete before construction permits are issued west of Caltrain, while each block east of Caltrain must receive Title 27 closure certification before any infrastructure or building permits can be issued.

The chapter also outlines the City approvals needed for construction, including grading permits and a series of subdivision and parcel maps to create district boundaries, blocks, and individual development parcels. Long-term implementation will be governed by a Development Agreement, which in addition to phasing and sequencing of open space and infrastructure delivery, may also stipulate financing and community benefits. A development allocation process, described in greater detail in Attachment 7, ensures that allowable density and building types are distributed appropriately across districts over the approximately 20-year buildout period, preventing premature consumption of development capacity and ensuring consistency with design standards and mitigation measures. The chapter describes the procedures for modifying allocations, appealing decisions, and processing

site-specific plans and sign programs to provide additional administrative structure to manage the buildout of the Baylands.

Finally, Chapter 9 establishes requirements for site-specific development compliance, including block-level conformity with design standards, as well as requirements for sign programs and procedures for approving minor modifications to the Specific Plan. Collectively, these provisions ensure that development within each district proceeds in an orderly, coordinated, and policy-consistent manner while allowing appropriate flexibility as market conditions change during buildout.

**2. Baylands Specific Plan Final EIR**

As noted above, the Baylands Specific Plan Final EIR was published on May 14, 2026. It consists of:

- Draft EIR published on April 3,2025;
- Written comments received on the Draft EIR during the public comment period which closed on September 2, 2025;
- List of parties who commented on the Draft EIR;
- Responses to all written comments and oral comments from the Planning Commission meeting received on the Draft EIR;
- Revisions to the Draft EIR based on comments and staff recommendations; and
- Mitigation monitoring and reporting program.

Components of the Final EIR are summarized below; see Attachment 6 for a more detailed description of the components of the Final EIR.

Draft EIR

The 2025 Draft EIR provides an overview of the Baylands project, outlining the project description, major objectives, and consistency of the Specific Plan with the City's General Plan and Housing Element. It evaluates environmental impacts across a wide range of topics, including land use, hazards, housing, water quality, aesthetics, geology, biology, utilities, cultural resources, transportation, recreation, air quality, wildfire risk, greenhouse gas emissions, and energy use.

The Draft EIR further details required approvals from the City and other agencies, key areas of controversy such as high-density development, contaminated soils, landfill closure, water supply, habitat impacts, sea-level-rise adaptation, traffic, and compatibility with planned high speed rail improvements and service. It analyzes a reasonable range of alternatives, including "no project" alternatives and alternatives encompassing variations in development density and intensity. Finally, it addresses mandatory CEQA topics such as irreversible environmental effects, growth-inducing impacts, and cumulative impacts. See Attachment 6 for a more detailed description of key sections contained within the Draft EIR.

Written Comments and List of Commenters

During the 180-day Draft EIR public comment period, the City received approximately 40 comment letters on the draft EIR. The list of commenters and comment letters are included in Chapters 12 and 13 of the Final EIR.

Responses to Comments

Chapter 13 of the Final EIR provides written responses to all comments that raised significant environmental issues. Consistent with CEQA guidelines, comments unrelated to the EIR were acknowledged but not responded to. To address overarching themes or similar concerns that recurred in multiple comment letters, a number of general responses were prepared. A detailed discussion of the responses to comments are contained in Attachment 6.

Revisions to the Draft EIR

Revisions to the Draft EIR were made either in response to comments or as a result of staff-initiated changes to the Specific Plan. Revisions to the Draft EIR in responses to comments are described in Chapter 14 of the Final EIR, and are reflected throughout the revised Draft EIR provided in Volumes 1 through 3 of the Final EIR. The revisions to the Draft EIR do not trigger recirculation because they do not introduce new impacts or substantially worsen existing impacts. Attachment 6 contains a summary of the revisions to the Draft EIR, as reflected in the Final EIR.

Significant Unavoidable Impacts

Chapter 4 of the Final EIR focuses on evaluating and mitigating the significant physical environmental effects of the Baylands Specific Plan; below are significant unavoidable impacts identified for which the physical environmental effect would remain significant even after implementation of all feasible mitigation measures:

- Impact AQ-1: Emissions of Criteria Air Pollutants for which the Basin is in Nonattainment;
- Impact NOI-1: Temporary Increase in Ambient Noise Levels during Construction;
- Impact NOI-2: Permanent Increase in Ambient Noise Levels from Stationary Sources;
- Impact NOI-3: Permanent Increase in Ambient Noise Levels along Roadways;
- Impact NOI-5: Cumulative Impact Related to Pile-Driving Vibration during Construction; and
- Impact NOI-6: Cumulative Impact Related to Exacerbating Human Annoyance or Hazards to Buildings due to Increased Vibration Levels (Placing High-Density Residential Uses Immediately Adjacent to the Caltrain Right-of-Way).

Mitigation Monitoring and Reporting

CEQA Guidelines Section 15097 requires public agencies "to adopt a reporting or monitoring program for changes to the project which it has adopted or made a condition of project approval in order to mitigate or avoid significant effects on the environment." The purpose of such a program is to ensure that when an environmental document identifies mitigation measures, those measures are, in fact, implemented. The Mitigation Monitoring and Reporting Program (MMRP) is included in Chapter 17 of the Final EIR. As lead agency, the City of Brisbane is responsible for implementation of this MMRP.

As a reminder, as a precursor to making recommendations on the Specific Plan and other planning actions the Commission must consider if the Final EIR prepared for the Baylands Specific Plan fully informs the public and City Council regarding the significant environmental effects of the project and identifies mitigation measures and/or alternatives that would avoid or minimize significant effects.

**3. General Plan Amendments**

The Planning Commission is also considering the following General Plan amendments to ensure consistency between the General Plan and the Specific Plan:

- Amending the General Plan Land Use Element to realign the boundary between the Baylands Subarea and Beatty Subarea to correspond to the boundary of the Baylands Specific Plan as illustrated in Figure 3-3 in the Specific Plan.
- Amending the General Plan Circulation Element to:
  - Realign Lagoon Road to directly access the southbound US 101 freeway ramps at Sierra Point Parkway.
  - Extend Sierra Point Parkway from its current terminus at the southbound US 101 freeway ramps north to Geneva Avenue.
  - Add proposed Baylands roadways to the General Plan circulation map.
  - Designate the Geneva Avenue extension through the Baylands as a Regional Arterial.
  - Add a new roadway type for "green local streets."

A copy of the redline edits and proposed amendments to General Plan text and figures is available in Attachment 2.

**4. Zoning Amendments**

The Planning Commission will also consider the following amendments to the Zoning Ordinance to ensure consistency with the Specific Plan:

- Change the zoning designations of land within the Baylands Specific Plan area from Commercial Mixed-Use (C-1), Marsh Lagoon Bayfront (MLB), Manufacturing (M-1) to Baylands Specific Plan (BSP); and
- Delete Chapter 17.41, Interim Uses In The Baylands Subarea;
- Make minor, administrative clean-ups related to adoption of the Specific Plan; and
- Amend the City's Zoning Map to reflect the Baylands Specific Plan zone changes.

| ZONING CHANGE | SUMMARY |
|---|---|
| ESTABLISH THE BSP DISTRICT/REPEAL M-1 DISTRICT | Rather than duplicating the regulatory standards from the Specific Plan in the Zoning Ordinance, staff is proposing to establish a new Baylands Specific Plan zoning district and apply it to the whole of the Baylands Specific Plan area. The new zoning district will establish the 2026 Baylands Specific Plan as the regulatory instrument defining land use categories, permitted uses and development standards within the Specific Plan area, including the lagoon. The new BSP district will reuse the Chapter 17.20 numbering which is presently assigned to the M-1 district, which regulations will be repealed. The few buildings that will remain within the currently M-1 zoned area are within the Specific Plan's "Existing Use Areas" and will be regulated under the new BSP district. |
| AMEND BMC CHAPTER 17.13 | Chapter 17.13 C-1 Commercial Mixed-Use District presently applies to the majority of the Baylands Specific Plan area. Sites subject to the Specific Plan will be rezoned from C-1 to BSP as described above. A handful of sites within the existing C-1 district will be retained, outside the boundaries of the Baylands Specific Plan; accordingly, the Chapter will be slightly modified and retained. (See the proposed changes to the Zoning Map.) |
| DELETE BMC CHAPTER 17.41 | Chapter 17.41 regulates approval and control of interim uses in the Baylands Subarea - consistent with General Plan Policy 332 - until the area is ready to be redeveloped with permanent improvements. Adoption of the Baylands Specific Plan defines the permanent use of the properties in this area and the Specific Plan establishes new regulations for interim uses exclusively within the LMF area. Accordingly, the adopted Specific Plan will govern interim uses in the Baylands and this Chapter is proposed to be deleted from the Zoning Ordinance. The Specific Plan allows interim uses to continue operating until their terms expire, assuming their presence does not preclude or interfere with project implementation. |

| ZONING CHANGE | SUMMARY |
|---|---|
| OTHER MINOR CHANGES | This includes associated administrative updates to reflect the adoption of the Specific Plan, such as adding "BSP Baylands Specific Plan" to the list of established districts in Chapter 17.04 or removing internal references to the M-1 district as in Chapter 17.32. |

Attachment 2 illustrates the proposed changes to the City's Zoning Map. As indicated above, a small portion of the C-1 Commercial Mixed-Use District will remain outside of the Specific Plan boundaries (Park and Ride). Other changes, also noted above, include changing the zoning designation of the Brisbane Lagoon – currently zoned MLB Marsh Lagoon Bayfront – to Baylands Specific Plan as with all other existing parcels within the boundaries of the Specific Plan.

Last, the new BSP zoning district specifies that in the case the Specific Plan does not specifically address a development standard or requirement otherwise addressed in the Zoning Ordinance (Title 17), the requirements of Title 17 shall apply.

**5. Bayshore Mobility Plan**

The Bayshore Mobility Plan (BMP) was developed by the City's consultants Fehr & Peers to address General Plan Policy C.1 and associated program C.1.b adopted in 2019 under General Plan Amendment GP-1-19 following adoption of Measure JJ. This General Plan policy directs the City to reevaluate the design of Bayshore Boulevard to prioritize local access, multimodal travel, and reduced vehicle miles traveled and reduce heavy regional cut-through traffic on Bayshore Boulevard, where 60–80% of vehicles have no origin or destination in Brisbane, and to improve safety and mobility for residents. This General Plan policy, along with the 2022 SafeTREC Complete Streets Safety Assessment[1] prepared for the segment of Bayshore Boulevard between San Bruno Avenue and Old County Road, provided the foundation for the BMP's recommended "road diet" reducing Bayshore from four lanes to two, recognizing that widening the roadway would worsen cut-through conditions.

*Proposed Improvements*

The BMP proposes multimodal improvements to the Bayshore Boulevard corridor from the City's northern to southern limit, including a separated multi-use path, upgraded pedestrian crossings, protected turn phases, improved lighting, updated striping and signage, and speed feedback features. These elements are designed to reduce regional through-traffic, enhance local access, and create a safer, more comfortable corridor for pedestrians, cyclists, transit riders, and motorists.

*Environmental Analysis of the BMP*

The BMP is analyzed in the project EIR and public comments on the Draft EIR raised concerns about congestion, emergency access, and pedestrian safety on Bayshore Boulevard. The Final EIR explains that without redesigning Bayshore Boulevard, growing congestion on US-101 will continue to push regional traffic onto Bayshore. Modeling indicates the BMP would reduce regional through-traffic by roughly 40% – shifting trips back to the highway – while maintaining adequate capacity for existing and future local trips, including development of the Baylands.

*Planning Commission Action on the BMP*

[1] The 2022 Complete Streets Safety Assessment was completed by the consulting firm Fehr and Peers and the Safe Transportation Research and Education Center (SafeTREC) at UC Berkeley. The City's Complete Street Safety Committee received a presentation on the assessment at their February 7, 2024 meeting. A portion of the assessment was also shared at the City Council Meeting of October 19, 2023. The Assessment is available online at: https://www.brisbaneca.gov/DocumentCenter/View/1650

The BMP is not a part of the Baylands Specific Plan; however, its addresses improvement of intersections impacted by the Specific Plan in addition to addressing the corridor more holistically. The Commission's consideration of the BMP is therefore a related component of its consideration of the Specific Plan, but ultimately adoption of the BMP is not required in order to approve the Specific Plan. Given the scale of proposed changes to this important local and regional corridor, should the Commission ultimately determine it needs more time to study the BMP, it may elect to defer action on the BMP while still moving forward with consideration of the Specific Plan and Final EIR.

For additional analysis and conclusions of the BMP, see Attachment 8.

## ATTACHMENTS

1. Draft Resolutions
    a. Recommending City Council (1) certify the FEIR, (2) approve the Brisbane Baylands Staff-Recommended Specific Plan, amend Title 17 of the Brisbane municipal code, (3) amend the Brisbane General Plan's Land Use and Circulation Elements, and
    b. Recommending City Council to adopt the Bayshore Mobility Plan pursuant to General Plan Circulation Element policy c.1 and program c.1.b
2. Redline copies of General Plan and Zoning Ordinance Amendments
        a. Map Amendments
            i. GP Circulation Element - Proposed Figure C-3 (Draft)
            ii. GP Circulation Element - Proposed Figure C-4 (Draft)
            iii. GP Land Use Map - Proposed Baylands Specific Plan Land Use (Draft)
            iv. Zoning Map - Proposed Baylands Specific Plan Zoning District (Draft)
        b. Text Amendments
            i. BMC Title 17 Zoning - Redline
            ii. General Plan Chapter 5 Land Use - Redline
            iii. General Plan Chapter 6 Circulation - Redline
3. 2026 Staff Recommended Specific Plan
4. 2026 Final EIR
5. Detailed Project Background and History analysis
6. Detailed Final EIR, Responses to Comments, and Mitigation Monitoring analysis
7. Detailed 2026 Specific Plan analysis (by chapter)
8. Detailed Bayshore Mobility Plan analysis
9. List of property owners within the Baylands Specific Plan Area

*Jeremiah Robbins*
_____
Jeremiah Robbins, Senior Planner

*Julia Ayres*
_____
Julia Ayres, Community Development Director

**DRAFT**

# PLANNING COMMISSION RESOLUTION NO. 2021-ER-1/2021-SP-1/2021-RZ-3/2021-GPA-2

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF BRISBANE, CALIFORNIA,
FOR THE BRISBANE BAYLANDS SPECIFIC PLAN PROJECT RECOMMENDING TO CITY COUNCIL
(1) CERTIFYING THE FINAL ENVIRONMENTAL IMPACT REPORT, (2) APPROVING THE BRISBANE BAYLANDS SPECIFIC PLAN, (3) AMENDING TITLE 17 OF THE BRISBANE MUNICIPAL CODE, and (4) AMENDING THE BRISBANE GENERAL PLAN'S LAND USE AND CIRCULATION ELEMENTS

**WHEREAS,** The Baylands Specific Plan area encompasses approximately 684.3 acres within the City of Brisbane in northeast San Mateo County, of which 449 acres is owned by Sunquest Properties, Inc. and managed by Baylands Development, Inc. (collectively, "BDI"); and

**WHEREAS,** in 2005, BDI submitted a specific plan to the City proposing development of approximately 449 acres of the Baylands; and

**WHEREAS,** in 2011, BDI submitted a revised specific plan that proposed 4,434 residential units, approximately seven million square feet of commercial development, and approximately 169.7 acres of open space; and

**WHEREAS,** in 2013, a Draft Environmental Impact Report for the 2011 Specific Plan was made available for public review from June 11, 2013, to January 24, 2014; and

**WHEREAS,** on July 18, 2018, the Brisbane City Council certified the Brisbane Baylands Final Program EIR in accordance with the provisions of CEQA for implementation of General Plan Amendment GP-1-18; and

**WHEREAS,** on July 18, 2018, the Brisbane City Council adopted Resolution 2018-62 approving General Plan Amendment GP-1-18 to amend various provisions of the General Plan related to the Brisbane Baylands General Plan Subarea to allow for a range of 1800-2200 dwelling units and up to 6.5 million square feet of new commercial development, and 500,000 square feet of hotel development, subject to City approval of a specific plan consistent with policies established in GP-1-18; and

**WHEREAS,** General Plan Amendment GP-1-18 was approved by City of Brisbane voters as Measure JJ in the November 6, 2018, Brisbane elections; and

**WHEREAS**, on January 16, 2020, the City Council adopted General Plan Amendment GP-1-19 to implement GP-1-18 and Measure JJ, and the City Council certified an Addendum to the Brisbane Baylands Final Program EIR pursuant to the requirements of CEQA Guidelines § 15164; and

**WHEREAS,** on February 20, 2020, the City distributed a Notice of Preparation (NOP) for an EIR, opening a 60-day response period.

**WHEREAS,** pursuant to CEQA Guidelines Section 15082(c)(1), the City of Brisbane held a public scoping meeting for the Draft EIR on March 4, 2020, to provide an opportunity for members of the public and public agencies to provide input on the scope and content of the environmental information and analysis to be included in the EIR for the proposed Baylands Specific Plan; and

**WHEREAS,** in January 2023, the applicant submitted a revised Specific Plan to supersede the 2011 Specific Plan; and

**WHEREAS,** on April 26, 2023, the City distributed an updated NOP for the EIR, and provided a 30-day response period starting on April 26, 2023; and

**WHEREAS,** a second scoping meeting for the Draft EIR was held on May 9, 2023, and the updated NOP response period ended on May 25, 2023; and

**WHEREAS,** on April 3, 2025, the City of Brisbane published a revised draft Brisbane Baylands Specific Plan concurrently with the Draft Environmental Impact Report for the Brisbane Baylands Specific Plan Project ("Draft EIR"); and

**WHEREAS,** also on April 3, 2025, the City of Brisbane released a Notice of Availability/Notice of Completion for the Draft EIR, notifying the public and agencies of a 151-day public review period that ran from April 3, 2025, to September 2, 2025; and

**WHEREAS,** the Notice of Availability also discussed the availability of the Draft EIR Appendices, which included a copy of the draft Specific Plan (Draft EIR Appendix A); and

**WHEREAS**, on May 14, 2026, the City published the Staff-Recommended Baylands Specific Plan, which contained various revisions to the 2025 Baylands Specific Plan and was analyzed in Chapter 6 of the Baylands Final EIR as Modified Alternative 1; and

**WHEREAS**, to implement the Specific Plan for Modified Alternative 1, City staff proposes concurrently amending Title 17 of the Brisbane Municipal Code, and amending the Land Use and Circulation Elements of the Brisbane General Plan; and

**WHEREAS**, on May 28, 2026, and June 11, 2026, the Planning Commission conducted public workshops to provide an overview of the Final EIR and the Baylands Specific Plan; and

**WHEREAS**, on June 25, 2026, the Planning Commission conducted a duly noticed public hearing on the Final EIR and the Baylands Specific Plan, at which time any person interested in the matter was given the opportunity to be heard; and

**WHEREAS**, notice of the Planning Commission public hearing was posted and mailed to property owners of the subject properties and within 300 feet of the boundaries of the subject properties and all interested parties requesting notice, per Brisbane Municipal Code Section 17.54.020, prior to the Planning Commission hearing; and

**WHEREAS**, prior to consideration of General Plan, Specific Plan, and zoning amendments, the Planning Commission is required to make a written recommendation to City Council on the proposed amendments pursuant to Government Code Sections 65354 and 65855; and

**WHEREAS,** in accordance with Government Code section 65855 and Brisbane Municipal Code section 17.54.010, adoption of the Baylands Specific Plan is consistent with and implements Measure JJ and General Plan Amendments GPA-1-18 and GP-1-19, and is consistent with the City's 2023-2031 Housing Element's goal to facilitate and support the production of housing. The associated amendments to the Zoning Ordinance and General Plan are consistent with the Baylands Specific Plan.

**NOW, THEREFORE,** based on the findings set forth herein, the Planning Commission of the City of Brisbane, at its meeting of _____, 2026, resolves as follows:

**Section 1.**

A. The above recitals are true and correct and are incorporated herein by reference as if set forth in full.

B. The Planning Commission has reviewed considered the following, including but not limited to, the Specific Plan circulated with the Draft EIR (Draft EIR, Appendix A), the Staff-Recommended Specific Plan, the Draft and Final EIR, the alternatives analyzed in Draft EIR and the Final EIR, and any revisions to these plans set forth in the Final EIR or proposed during public hearing.

C. The Planning Commission of the City of Brisbane recommends the following actions be taken by the City Council of the City of Brisbane:

1. Certify that the Final Environmental Impact Report for the Brisbane Baylands Specific Plan, incorporated by reference as Exhibit A, has been completed in compliance with CEQA; that the Final EIR was presented to the decision-making body of the lead agency and that the decision-making body reviewed and considered the information contained in the Final EIR prior to approving the project; and that the Final EIR reflects the lead agency's independent judgment and analysis; in accordance with CEQA Guidelines section 15090; and

2. Adopt the 2026 Staff-Recommended Baylands Specific Plan, dated May 2026, incorporated by reference as Exhibit B, in accordance with Government Code sections 65450 as a specific plan, and in accordance with Government Code section 65850 as a zoning ordinance, each of which independently supports adoption of the specific plan; and

3. Amend Title 17 of the Brisbane Municipal Code per the draft Ordinance included in Exhibit C to implement the 2026 Staff-Recommended Baylands Specific Plan, in accordance with Government Code sections 65800 to 65912; and

4. Amend the Brisbane General Plan's Land Use Element per the revisions shown in Exhibit D, in accordance with Government Code sections 65350 to 65362; and

5. Amend the Brisbane General Plan's Circulation Element per the revisions shown in Exhibit E, in accordance with Government Code sections 65350 to 65362.

ADOPTED this _____ day of _____, 2026, by the following vote:

AYES:

NOES:

ABSENT:

_____
Douglas Gooding, Chair

ATTEST:

_____
JULIA AYRES, Community Development Director

# EXHIBIT A

Final Environmental Impact Report for the Brisbane Baylands Specific Plan

Incorporated by reference

Available online at: https://www.brisbaneca.gov/774/2026-Final-EIR

# EXHIBIT B

2026 Staff Recommended Brisbane Baylands Specific Plan published May 14, 2026

Incorporated by reference

Available online at: https://www.brisbaneca.gov/775/2026-Baylands-Specific-Plan

# EXHIBIT C

## Zoning Ordinance Amendments

**draft**
**ORDINANCE NO. _____**

**AN ORDINANCE OF THE CITY OF BRISBANE AMENDING BMC CHAPTERS 17.04, 17.13, 17.20, 17.32, AND 17.41 TO AMEND REGULATIONS PERTAINING TO THE ADOPTION OF THE BAYLANDS SPECIFIC PLAN**

**The City Council of the City of Brisbane hereby ordains as follows:**

**SECTION 1:** Section 17.04.010 – Establishment of districts in Chapter 17.04 – Establishment of Zoning Districts of the Municipal Code is amended to read as follows:

The districts into which the city is divided are hereby established and designated as follows:

A. R-TUO Residential two unit overlay district.

B. R-1 Residential district.

C. R-2 Residential district.

D. R-3 Residential district.

E. R-MHP: Residential mobile home park district.

F. R-BA: Brisbane acres residential district.

G. C-1: Commercial mixed use district.

H. NCRO: Central Brisbane commercial district.

I. HC: Beatty heavy commercial district.

J. SCRO-1: Southwest Bayshore commercial district.

K. SP-CRO: Sierra Point commercial district.

L. TC-1: Crocker Park trade commercial district.

M. BSP Baylands Specific Plan

N. TC-2: Southeast Bayshore trade commercial district.

O. C/P-U Northwest Bayshore Commercial/Public Utilities District

P. MLB: Marsh Lagoon Bayfront district.

Q. O-S: Open space district.

R. PAOZ: Parkside overlay district.

S. P-D: Planned development district.

**SECTION 2:** Section 17.13.035 – Expressly prohibited uses in Chapter 17.13 – C-1 Commercial Mixed-Use District of the Municipal Code is deleted in its entirety and reserved for future use.

**SECTION 3:** Section 17.13.040 – Development regulations in Chapter 17.13 – C-1 Commercial Mixed-Use District of the Municipal Code is amended to read as follows:

A. No building, structure or land shall be used and no building or structure shall be erected, enlarged, or structurally altered, except for the uses established in Section 17.13.030.

(Subsection B, no change)

**SECTION 4:** Chapter 17.20 – M-1 Manufacturing District of the Municipal Code is deleted in its entirety and replaced to read as follows:

Chapter 17.20 - BAYLANDS SPECIFIC PLAN DISTRICT

17.20.010 - Purpose.

A. The purpose of this chapter is to establish the Baylands Specific Plan (BSP) District and provide for coordinated planning and design principles for the properties within this district. The BSP District implements the Baylands Specific Plan, the purpose of which is to allow for development consistent with General Plan Amendment GP-1-18.

17.20.020 - Applicability.

A. The regulations contained in this chapter are intended to implement the Baylands Specific Plan adopted by the City Council on _____, 2026 and shall apply to the areas within the BSP District mapped on the official zoning map.

17.20.030 - Relationship to Other Plans.

A. In the event of inconsistencies or conflict between the Baylands Specific Plan and this title or any other provision of the Brisbane Municipal Code, the provisions of the Baylands Specific Plan take precedence, control, and govern in the BSP district. Any activities regulated by the Brisbane Municipal Code, but not addressed in the specific plan or this Chapter, shall be regulated by the Brisbane Municipal Code. Unless otherwise established in the Baylands Specific Plan, all definitions and land use terms shall be interpreted consistent with the Brisbane Municipal Code.

17.20.040 - Allowable Land Uses and Development and Design Standards.

A. Refer to the Baylands Specific Plan for information regarding allowable land uses and development and design standards.

17.20.050 - Implementation and Administration.

A. Refer to Chapter 9: Implementation of the Baylands Specific Plan for information regarding implementation and administration.

**SECTION 5: Section 17.32.050 – Fences, hedges and walls in Chapter 17.32 – General Use Regulations of the Municipal Code is amended to read as follows:**

(Subsections A through B.2, no change)

3. Metal rail-and-picket fences and black or dark green vinyl-coated chain-link fences not exceeding eight (8) feet in height may be constructed in the C-1 and TC-1 districts.

(Subsections B.4 through B.6, no change)

**SECTION 6:** Chapter 17.41 – Interim Uses in the Baylands Subarea of the Municipal Code is deleted in its entirety.

**SECTION 7:** The Zoning Map of the City of Brisbane is amended per the attached Exhibit A, as follows:

The parcels of land within the General Plan's Baylands subarea, as amended by 2021-GPA-2, shall be designated on the Zoning Map of the City of Brisbane as BSP Baylands Specific Plan District.

**SECTION 8:** If any section, subsection, sentence, clause or phrase of this Ordinance is for any reason held by a court of competent jurisdiction to be invalid or unconstitutional, such decision shall not affect the validity of the remaining portions of this Ordinance. The City Council of the City of Brisbane hereby declares that it would have passed this Ordinance and each section, subsection, sentence, clause and phrase thereof, irrespective of the fact that one or more sections, subsections, sentences, clauses or phrases may be held invalid or unconstitutional.

**SECTION 9:** This Ordinance shall be in full force and effect thirty days after its passage and adoption.

* * *

The above and foregoing Ordinance was regularly introduced and after the waiting time required by law, was thereafter passed and adopted at a regular meeting of the City Council of the City of Brisbane held on the _____ day of _____, 2026, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

_____

Mayor Coleen Mackin

ATTEST:

_____

City Clerk

APPROVED AS TO FORM:

_____

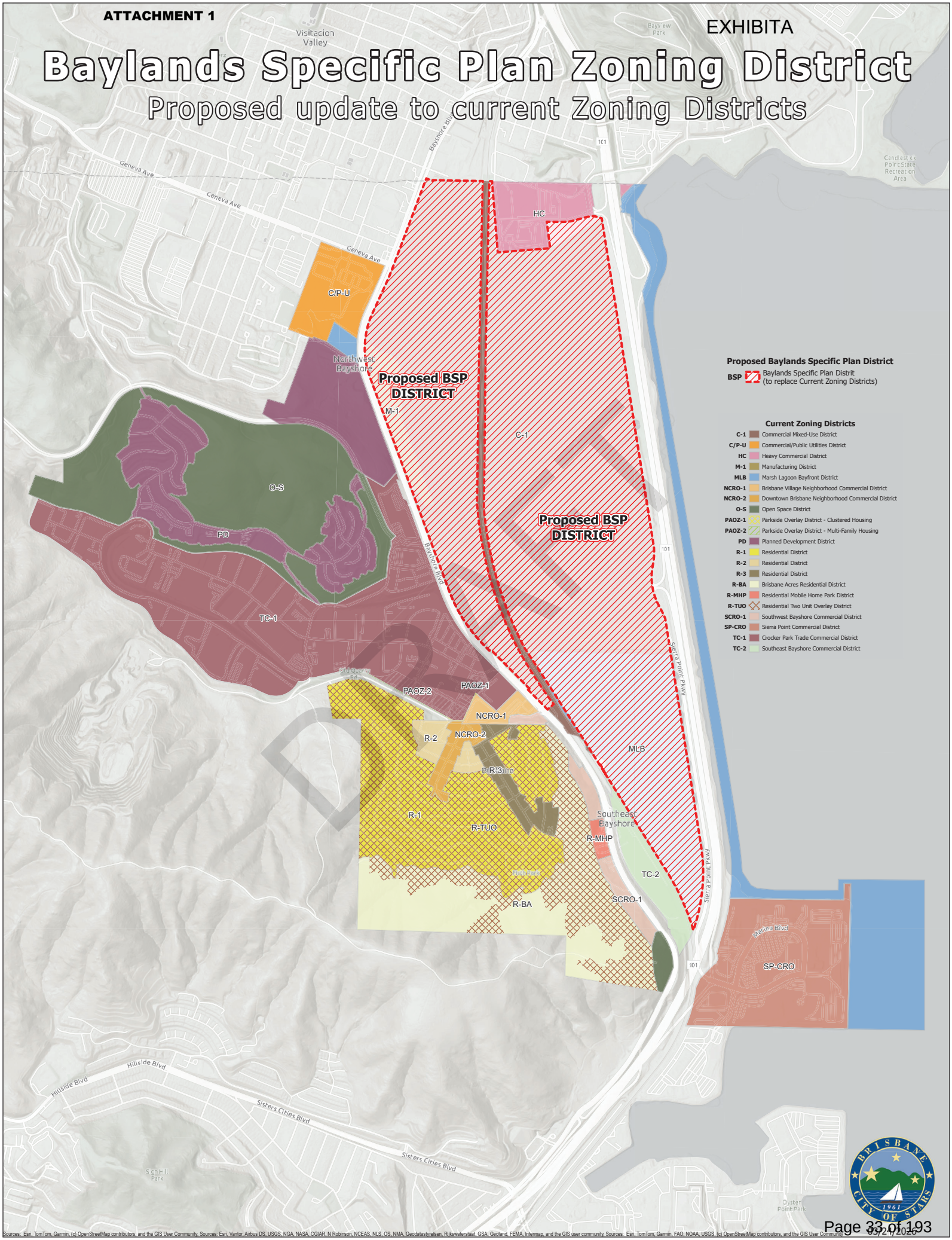
City Attorney

ATTACHMENT 1

EXHIBITA

# Baylands Specific Plan Zoning District

## Proposed update to current Zoning Districts



# EXHIBIT D

## Brisbane General Plan Land Use Element Amendments

**Includes Updates Adopted by City Council in October 2017, November 2017, January 2018, and January 2020**
**Resolutions 2017-50, 2017-51, 2018-01, 2018-62, and 2020-01**

# CHAPTER V

# LAND USE

## GOALS:

***The City of Brisbane will...***

***Preserve the Mountain for its own sake and as the symbol of the unique character and identity of the City;***

***Incorporate and reflect the natural environment as an integral part of land use;***

***Celebrate diversity as essential to the physical character of the City;***

***Incorporate a mix of land uses to best serve its citizens; and***

***Design infrastructure and public facilities to be efficient, cost-effective and to contribute to the cohesion and character of the community.***

# LAND USE

## Chapter Index

**Page**

# CHAPTER V

## LAND USE

Question: In your opinion, what is the most important problem that Brisbane residents will have to face and try to solve over the next ten years?

Respondents: "Development of lands currently vacant, to make certain they contribute and not diminish the quality of life."

"Managing growth to keep our independence."

"The Mountain. Save it."

*General Plan Issues Questionnaire (GP-5)*



Citizens who know and love the City will often explain that to understand Brisbane it is necessary to read the oral histories. A look to the past makes it clear that the City was incorporated as a defense against development that would have destroyed San Bruno Mountain and the quality of life of the community that had become established there. The passion for self-determination remains one of the most essential values of this community. This Land Use chapter begins with a look at the history of land use and subdivision patterns in the planning area.

This update of the General Plan provides an opportunity to reaffirm that Brisbane will control its destiny. If development is to occur, this community will set the standards. And the basis for these standards are the land uses and policies in the General Plan.

A General Plan usually includes an illustration of the general location of land uses on a map. Figures LU-1 and LU-2 constitute the Land Use Map for the Brisbane General Plan. These land uses are categorized into land use designations, and this chapter includes a narrative description of each land use designation shown on the Land Use Map. Table 1 within this chapter describes the density and intensity of future planned land uses. The chapter closes with land use policies and programs, which describe how these land use designations are to be implemented. The policies in this section for the most part apply on a city-wide basis. Land use policies and programs specific to each of the subareas are found in Chapter XII.

### V.1 HISTORY OF LAND USE AND SUBDIVISION

Land uses in Brisbane are well-established in many subareas of the City. In others, remainders of prior uses provide either opportunities or constraints to contemporary uses of the land. Land subdivision patterns in Brisbane have varied from one subarea to the next, depending on land

use, topography, property ownership, and zoning regulations affecting lot sizes. The following is a brief chronological history of land use in the City, followed by an overview of the City's subdivision patterns.

## Land Use History

Although the earliest recorded land use in the area that is now the City of Brisbane was ranching, archaeological remains indicate that this land was once a home to the Costanoan Tribe of Native Americans. The Guadalupe Valley, within which Central Brisbane, Crocker Park and the Northeast Ridge are now located, was part of the 1838 Mexican land grant known as *Rancho Canada de Guadalupe la Visitacion y Rodeo Viego*. Charles Crocker purchased most of this land grant in 1884 and called it Visitacion Ranch. In 1895, a section of the ranch was leased as a quarry, which operates to this day.

In the early 1900s, a small amount of urban development could be found in the area of Bayshore Boulevard and Geneva Avenue, in what is now the vicinity of the Northwest Bayshore subarea. The 7-Mile House, a bar and grill established in 1853 and still operating today, served travelers along Bayshore Boulevard, which was one of the main thoroughfares connecting San Francisco with points south. A gas manufacturing plant, which evolved into what is now the Pacific Gas & Electric Company's Martin Service Center and Substation, operated from 1905 to 1916 in the area of Bayshore and Geneva, now a part of Daly City. Across Bayshore Boulevard on what is now known as the Baylands subarea, the Southern Pacific Railroad maintenance and switching yard was built atop rubble from the 1906 San Francisco Earthquake that was used to fill a portion of the Bay. The use of the yard began to decline in the 1960s and was mostly idle when Southern Pacific sold the yard and surrounding land and structures in 1989 to Universal Paragon Corporation. The land had featured a number of substantial industrial structures only a few of which remain, including the Roundhouse, one of the few of its kind still standing and which is designated a historic resource on the National Register of Historic Places.

Residential development in what is now Brisbane also began to appear early in the century. The area of the Guadalupe Valley that is now Central Brisbane experienced a small amount of residential construction between 1908 and 1929. The most notable of the early residences in what was then known as the "City of Visitacion" is the Allemand Hotel, currently an apartment building at the corner of San Bruno Avenue and Mariposa Street. In 1929 the name of the settlement was changed to Brisbane. In the 1930s, during the Depression, the residential area boomed due to its affordability, with a commercial core developing along Visitacion Avenue. This residential area has continued to grow to the present and, to a limited degree, has extended into the lowest lying portions of the largely vacant Brisbane Acres.

The 1930s also saw an intensification of garbage dumping into the Bay in the portion of the Baylands subarea east of the Southern Pacific railroad tracks. Starting from the north, dumping continued southward until it was finally stopped in the 1960s at the edge of what is now the Brisbane Lagoon. The Recology complex of refuse transport and recycling facilities, located in the Beatty Subarea at the Brisbane-San Francisco border, is an active successor to this past use. Since the 1940s, a variety of uses has developed atop the oldest part of the landfill, including lumber yards and warehouse buildings.

Although Bayshore Boulevard was a major thoroughfare connecting San Francisco with points south until Highway 101 was constructed in 1954, only limited development occurred along its frontages. In the 1940s, a small amount of residential development occurred along the west side of southern Bayshore Boulevard in the subarea now known as Southwest Bayshore. In the decades that followed, some commercial uses, such as retail, service and warehousing, intermixed with the residential uses, including a mobile home park.

The 1960s saw a flurry of industrial development, which continued into the early 1980s. In 1959, construction of Crocker Park began on the grazing lands of the floor of the Guadalupe Valley and adjacent wetlands, just north of Central Brisbane; the final phase of construction in Crocker Park was completed in the early 1980s, and Crocker Park was annexed to the City in 1983. In the 1960s, VWR Scientific first occupied a large office/warehouse building on the east side of southern Bayshore Boulevard; a second office/warehouse complex was added in the Southeast Bayshore subarea in 1981. First subdivided in 1969, the Brisbane Industrial Park, consisting mostly of metal buildings for warehouse, office and manufacturing uses, was constructed along Industrial Way in what is now the westerly edge of the Baylands subarea. The late 1960s also saw the development on the Baylands of the Southern Pacific Pipelines Brisbane Terminal, located on the leveled portion of Visitacion Point, with a privately constructed extension of Tunnel Avenue including an overcrossing connecting to Bayshore Boulevard. Commonly referred to as the "Tank Farm," the facility and adjacent buildings provide fuel distribution services for the Peninsula and San Francisco International Airport.

Office and commercial development increased in the 1980s. Construction of the Brisbane Village shopping center began in 1979 at the entrance to Central Brisbane. This single structure shopping center contains approximately 20 storefronts and office spaces occupied mostly by retail businesses and professional offices. East of Highway 101 at Sierra Point, several buildings of the Sierra Point Office Park and the Brisbane Marina were constructed during the 1980s on a peninsula of engineered landfill that was closed in 1972.

In 1989, a multi-phased residential project, including open space for conserved habitat, was approved for the Northeast Ridge of San Bruno Mountain. The project includes 499 residential units and was completed in phases from the late 1990's through 2015. In 1989, the Wildlife Conservation Board, a division of the State Department of Fish and Game, purchased Owl and Buckeye Canyons as an ecological reserve. They remain essentially in their natural state. Brisbane citizens, staff and local environmental organizations worked with the Trust for Public Land to accomplish this acquisition, which added to the permanent open space established by the creation of San Bruno Mountain State and County Regional Park in the late 1970s.

## History of Subdivision Patterns

The following describes the history of the subdivision of land in Brisbane by subarea. Following adoption of the General Plan, zoning and subdivision regulations will be reviewed to determine if amendments should be made to conform to General Plan policy.

*Sierra Point.* The Sierra Point subarea was master planned and subdivided between 1981 and 1987, which resulted in the current configuration of typically 5 to 10 acre parcels. This pattern is consistent with the 1 acre minimum parcel size requirement which has been in effect since 1984.

*Southeast Bayshore.* The Southeast Bayshore subarea was subdivided in 1979 into two parcels, one 4 acres in size and the other 11 acres. This is consistent with the 10,000 sq. ft. minimum parcel size requirement in effect since at least 1969.

*Southwest Bayshore.* The steep hillsides of the Southwest Bayshore subarea were first sold off as typically 11,900 sq. ft. unrecorded lots in the 1930s. Each of the original lots fronted on what was then known as the Bayshore Highway, hence their name, the "Highway Lots." Subsequent lot subdivisions reduced some of these lots to areas as small as approximately 3,000 sq. ft. Regulations, which date back at least to 1969, established a 7,500 sq. ft. minimum lot size in the subarea.

*Brisbane Acres.* The Brisbane Acres subarea originated as an unrecorded subdivision in the 1930s. As the name implies, unrecorded lots were typically an acre in size. Subsequent land transfers by deed description resulted in individual ownerships, some with areas of less than 5,000 sq. ft. In 1980, regulations were adopted that set a 20,000 sq. ft. minimum lot size. Parcel maps have been recorded for some of the previously unrecorded lots to allow for development. These are in the lower Brisbane Acres areas, close to public infrastructure.

*Central Brisbane.* In 1908, the American Realty Company subdivided the area that is now Central Brisbane into small residential lots. These lots were typically 25 feet wide and 100 feet deep, but in many instances lot dimensions were adjusted to fit the subarea's bowl-like terrain. Many of the lots were subsequently developed in pairs, some as three or more lots combined, and a few as one and a half lots. The current regulations requiring 5,000 sq. ft. minimum lot size for residential districts and 2,500 sq. ft. minimum for non-residential date back at least as far as the City's original Zoning Ordinance, adopted in 1969.

*Parkside Area.* The Parkside Area is an approximately 25-acre area located between Crocker Industrial Park and Central Brisbane subareas. The Parkside Area is comprised of 11 properties developed with neighborhood commercial, retail, and office, public facilities and parks, and trade commercial uses. Vital community assets in the Parkside Area include the City’s two primary entrances via Valley Drive and Old County Road, as well as the Brisbane Village Shopping Center, Community Park, Brisbane Skate Park, and public basketball courts. The Parkside Area was established by the Parkside at Brisbane Village Precise Plan, the culmination of two-year community visioning and planning process from 2015-2017 to implement the City’s 2015-2022 Housing Element, which designated sites within the Parkside Area subarea for potential residential development.

*Crocker Park.* Most of the Crocker Park subarea was subdivided in three phases of the Park's development, recorded in 1959, 1965 and 1968. The subdivision of North Hill Drive followed in 1980. Subsequent parcel splits and mergers have resulted in lots ranging in size from 0.56 to 13.23 acres. Current regulations require a 10,000 sq. ft. minimum lot size.

*Northeast Ridge.* The Northeast Ridge remained unsubdivided until it was recorded as a single parcel in 1975. The vesting tentative subdivision map for the planned development approved in 1989, as subsequently modified, divided the subarea into single-family residential lots (an average of 7,400 sq. ft. each), clusters of condominiums and townhouses (totaling approximately 39 acres), and large tracts of open space.

*Northwest Bayshore.* The existing irregular pattern of large parcels in the Northwest Bayshore subarea can be traced back to subdivision maps recorded as early as 1915. The subarea is built out with the PG&E Martin substation and 7 Mile House properties.

*Guadalupe Hills*. The Guadalupe Hills subarea was part of the Northwest Bayshore subarea until 2018, at which time it was designated as a separate General Plan subarea to reflect its different character, as vacant sites, separate from the PG&E substation to the north. It shares the same early subdivision history with Northwest Bayshore.

*Baylands.* The Baylands subarea is largely unsubdivided, a vestige of the once extensive holdings of the Southern Pacific Transportation Company. Major portions of these holdings located in Brisbane are now owned by Universal Paragon Corporation. The Brisbane Industrial Park portion of the Baylands was established via subdivision in 1969. Lot sizes ranged from 0.23 to 5.663 acres, although subsequent consolidations of ownership have increased the average building site size. The Industrial Park is now under the ownership of UPC and is slated for redevelopment as part of the larger Baylands specific plan. There are parcels in other ownerships scattered throughout the subarea, ranging from approximately 5,000 sq. ft. to 230,000 sq. ft. in size.

*Beatty.* The Beatty subarea is a haphazard collection of parcels, reflecting a varied history of ownerships. Parcel sizes are generally from 0.176 to 7.043 acres. Most of the properties within this subarea are under the ownership of Recology.

*Owl and Buckeye Canons.* The Owl and Buckeye Canyons subarea consists of four parcels of land sold by the owners of the Quarry to the California Department of Fish and Game in 1989.

*Quarry.* The Quarry subarea is divided into four parcels ranging in size from approximately 1.5 to 135 acres.

## V.2 THE GENERAL PLAN LAND USE MAP AND LAND USE DESIGNATIONS

### The General Plan Land Use Map

The land use map for the General Plan (Figures LU-1 and LU-2) illustrates the general location of the land use designations given to both public and private properties within the General Plan planning area. For purposes of clarity, the map has been divided into the 14 subareas described earlier in this text. The land use designations used in the map are described below.

### Land Use Designations

The descriptions of the General Plan land use designations that follow are broadly drafted, as befits the intent of a General Plan. Specificity of land use by district is the province of the City's Zoning Ordinance. After adoption of a General Plan, the zoning map and zoning district regulations are analyzed to determine whether changes are necessary to conform to the adopted General Plan land use designations and policies.

*Commercial/Retail/Office Designations*

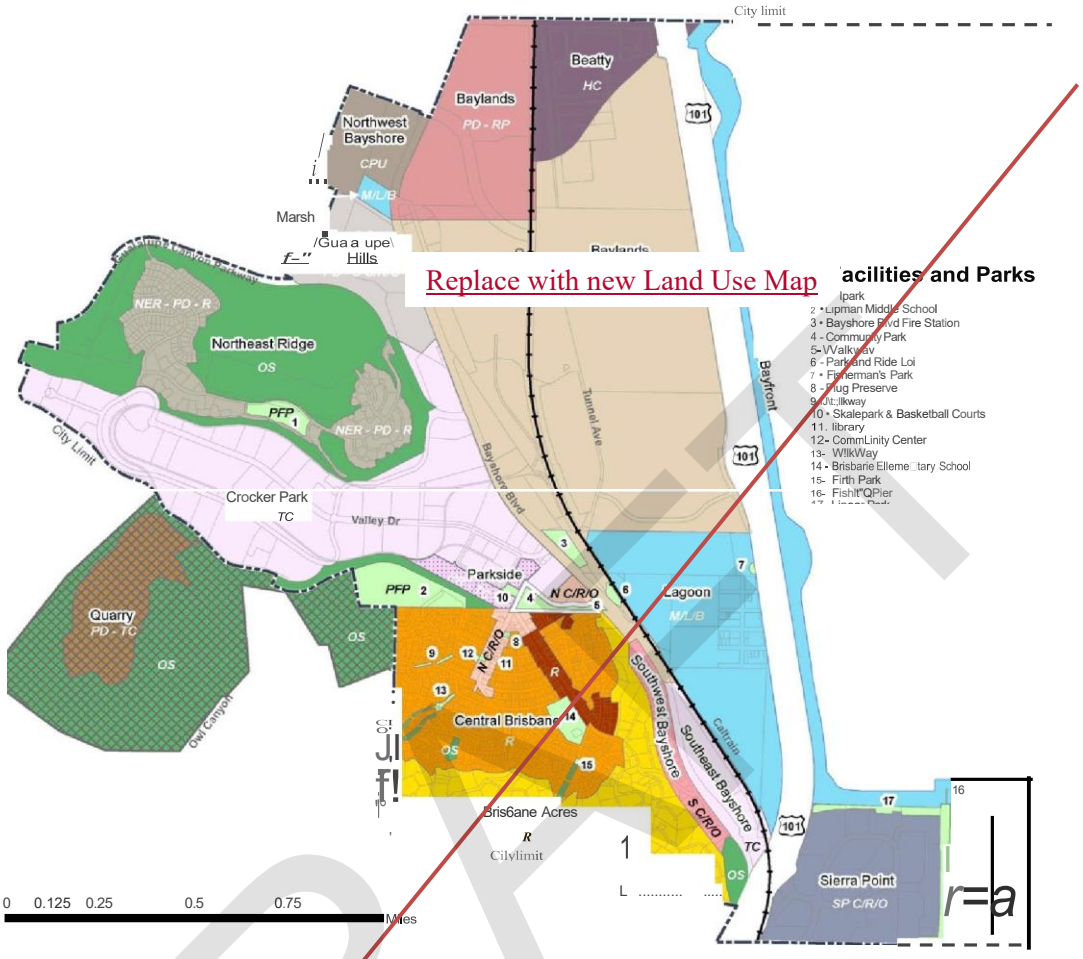
*Neighborhood Commercial/Retail/Office (NCRO)* designates a subarea devoted to a range of local retail and service uses, including shops, restaurants, medical, professional and administrative offices and other uses of the same general character. Public and semipublic facilities may be located under this designation. Residential uses may be permitted conditionally in implementing zoning districts. Portions of Central Brisbane and Parkside Area subareas are designated NCRO in the General Plan.

*Subregional/Commercial/Retail/Office(SCRO)* designates a subarea devoted to subregional retail uses, personal services, restaurants and offices. Public and semi-public facilities and educational institutions may be located under this designation. Commercial recreation, residential uses, warehouse and distribution facilities, research and development, and light industrial uses may be permitted conditionally in implementing zoning districts. The Guadalupe Hills and Southwest Bayshore subareas are designated SCRO. The Guadalupe Hills also has a Planned Development designation, that includes a Specific Plan requirement.

*Sierra Point Commercial/Retail/Office (SPCRO)* represents a subarea devoted to commercial enterprises, encompassing a wide range of uses, as outlined in the Development Agreement for Sierra Point. Such uses may include, but not be limited to, retail uses, personal services, medical, professional and administrative offices, corporate headquarters, hotels, conference centers and cultural facilities, commercial recreation, restaurants, and other uses of a commercial character. Public and semi-public facilities and educational institutions may be located under this designation.

*Heavy Commercial (HC)* provides for bulk sales, offices, meeting halls, vehicle storage and equipment maintenance. It also allows outside storage of vehicles and equipment. No materials storage, other than that associated with bulk sales and no processing of materials are permitted. Subareas designated Heavy Commercial are required to have an adopted specific plan to guide development in the area. The Beatty subarea is designated HC in the General Plan.

# Figure LU - 1 Land Use Diagram




~~Residential~~

~~Brisbane Acres Residential (0-2 DU/Acre) *R*~~

~~Central Brisbane Residential (2.5-14 DU/Acre) *R*~~

~~Central Brisbane Residential (15-30 DU/Acre) *R*~~

~~Mixed Use~~

~~Neighborhood Commercial/Retail/Office *N C/R/O*~~

~~Parkside Residential - Trade Commercial (20-28 DU/Acre) *PR - TC*~~

~~Subregional Commercial/Retail/Office *S C/R/O*~~

~~Planned Development~~

~~Quarry Planned Development - Trade Commercial *PD - TC*~~

~~Guadalupe Hills Planned Development - Subregional Commercial/Retail/Office *PD-S C/R/O*~~

~~Baylands Planned Development - NonResidential *PD - NR*~~

~~Baylands Planned Development - Residential Permitted *PD - RP*~~

~~Northeast Ridge Planned Development - Residential *NER - PD - R*~~

~~(Landmark: 5 DU/Acre, Viewpoint: 10 DU/Acre, Altamar: 15 DU/Acre)~~

~~Parkside residential density is by Precise Plan, as an overlay district within Crocker Park.~~

~~Northeast Ridge residential density is as established in the Planned Development Permit~~

~~DU/Acre = Dwelling Units per Acre~~

~~other~~

~~Commercial Public Utilities *CPU*~~

~~Public Facilities and Parks *PFP*~~

~~Open Space *OS*~~

~~Marsh/Lagoon/Bayfront *M/L/B*~~

~~Commercial~~

~~Sierra Point Commercial/Retail/Office *SP C/R/O*~~

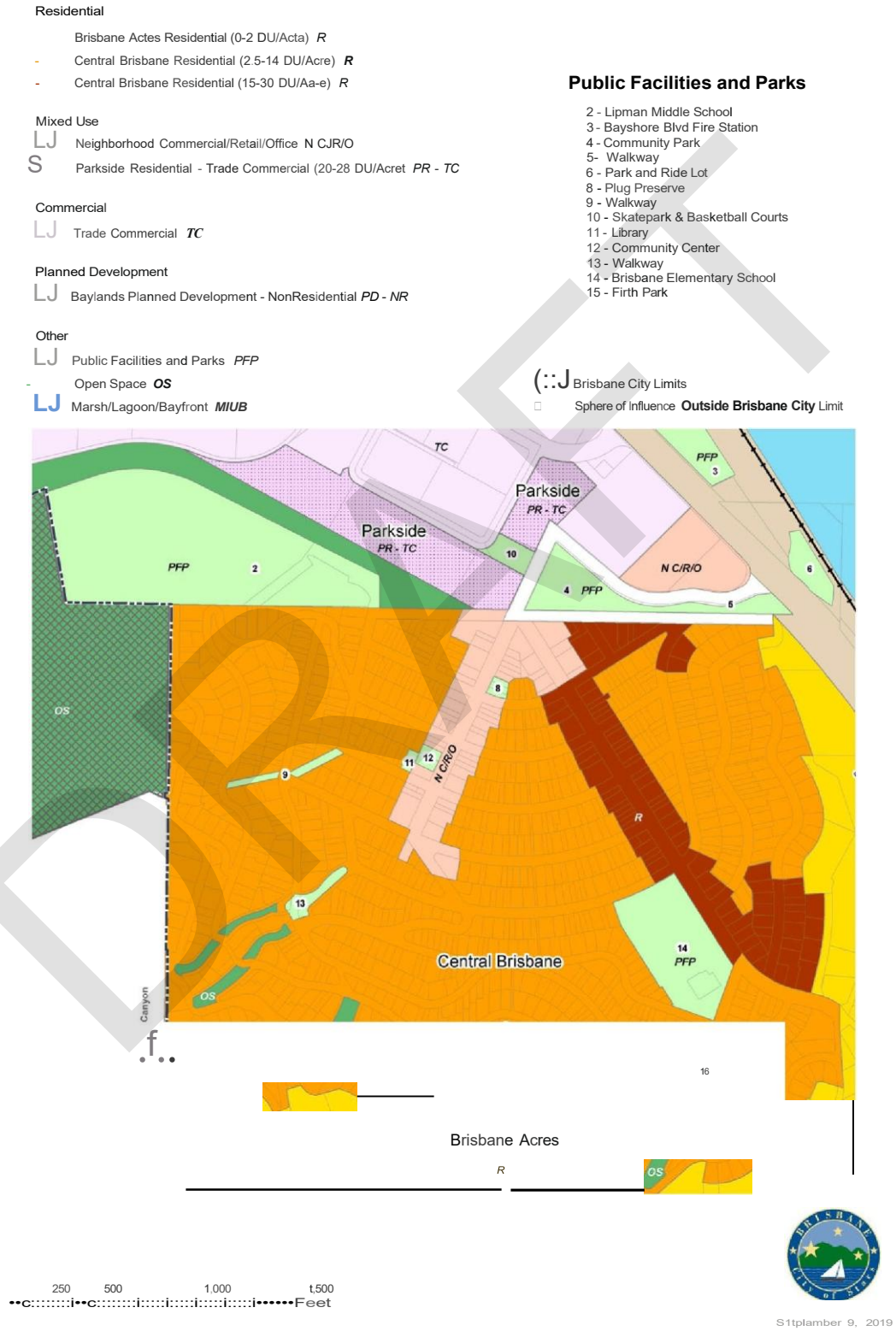
~~Trade Commercial *TC*~~

~~Heavy Commercial *HC*~~

~~Brisbane City Limits~~

~~Sphere of Influence Outside Brisbane City Limit~~

# Figure LU - 2: Detail Central Brisbane



*Marsh/Lagoon/Bayfront (M/L/B)* are aquatic areas designated by type.

The following subareas contain designated aquatic areas:

Northwest Bayshore: Marsh
Baylands: ~~Lagoon,~~ Bayfront
Beatty: Bayfront
Sierra Point: Bayfront

*Open Space (OS)* designates properties that have been purchased, given or offered for dedication to a public agency for open space use or conservation purposes and are essentially unimproved by urban structures. The following subareas contain open space designations:

Central Brisbane: Costanos and Firth Canyons
Northeast Ridge: Conserved Habitat
Owl and Buckeye Canyons: Ecological Preserve
Quarry: Conserved Habitat
Southwest Bayshore: Remainder of the Bayshore Boulevard right-of-way

*Planned Development (PD )* designates subareas that are primarily vacant and that present unique development constraints. Subareas designated PD may be combined with other land use designations and/or site specific uses may be included in this Plan to guide the development of implementing zoning district regulations. Subareas designated PD require a specific plan and environmental impact report prior to any development of the property. A minimum of 25% of the surface land of any subarea designated Planned Development shall be in open space and/or open area.

There are three subareas designated PD:

Guadalupe Hills: Planned Development-Subregional Commercial/Retail/Office

This subarea was established in 2018. See the SCRO designation for more information regarding future land uses in this area.

Baylands: Planned Development

The July 2018 amendment to the General Plan approved by the voters via passage of Measure JJ in November 2018 (Case GP-1-18) modified the General Plan by defining permitted uses and development intensities for the Baylands as noted below.

The Baylands subarea provides for a transit-oriented variety of residential, employment- and revenue-generating uses; natural resource management; and public and semi-public facilities. A range of 1,800-2,200 dwelling units (the upper range of which shall not exceed all units permitted under the State density bonus or other law providing for affordable housing), up to 6.5 million square feet of new commercial development, with an additional 500,000 square feet of hotel development is permitted. Non-residential development shall be distributed both to the west and to the east of the rail line. Residential uses shall be permitted only in the northwest quadrant of the site bounded by Bayshore Boulevard on the west, the City and County of San Francisco on the north, the Caltrain rail line on the east, and the line of Main Street (extended)

on the south as shown on the General Plan Land Use Diagram. Additional standards for the future development of the Baylands and roundhouse rehabilitation are described further in the Baylands subarea section of the General Plan.

Quarry: Planned Development - Trade Commercial

The following mix of uses would be considered under the *Planned Development-Trade Commercial* designation for the Quarry subarea:

Open Space
Long-term Health Care Facilities
Educational Facilities
Commercial Recreation
Trade Commercial
Research and Development

Single-family housing is not included due to safety and environmental sensitivities. The need to further examine the environmental characteristics of this subarea prior to the establishment of trade commercial uses is set forth in the following policy:

**Policy LU.1 Require the highest level of environmental analysis of the Quarry subarea to disclose the characteristics of the land and its suitability to accommodate new uses.**

*Public Facilities and Parks (PFP)* are outdoor spaces and buildings owned or leased by public agencies, including City parks, police and fire stations, schools and libraries. This designation does not include infrastructure.

The following subareas contain Public Facilities and Parks:

Sierra Point: Marina, Fishing Pier, Linear Park
Central Brisbane: Brisbane Elementary School and grounds, Lipman Intermediate School and grounds, Firth Park, San Bruno Avenue Fire Station Site, Community Center, Library and Park, Bicentennial and other Walkways, Plug Preserve
Parkside: Community Park, skate park, basketball courts
Northeast Ridge: School/ Park Site
Baylands: Bayshore Boulevard Fire Station, Park and Ride Lot, Fisherman's Park

*Residential (R)* includes single- and multi-family areas and planned residential developments.

The subareas designated residential and the range of residential densities in the General Plan are:

| | |
|---|---|
| Brisbane Acres: | 0 - 2 units per acre |
| Central Brisbane: | 2 1/2 - 14 units per acre and 15 - 30 units per acre |
| Northeast Ridge: | 6.23 units per acre |

As discussed throughout this section there are several other subareas not formally designated residential which allow for residential uses. The Baylands subarea allows for a range of 1,800-2,200 residential units in the northwesterly corner of the subarea. The Parkside Residential and Trade Commercial (PRTC) subarea allows for a minimum of 228 residential units. Residential uses are also permitted in subareas designated NCRO and SCRO.

Commercial/Public Utilities (C/P-U) represents a mix of commercial and public utility uses. It includes uses such as utility substation facilities and associated warehouse, maintenance and office uses as well as private commercial uses.

*Trade Commercial (TC)* represents a 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. Public and semi-public facilities and educational institutions may be located under this designation. Repair and maintenance services, such as auto body repair shops, may be conditionally permitted in the implementing zoning districts. In such districts, certain individual or groups of uses may predominate, thus distinguishing the districts one from the other. In the General Plan, Crocker Park and Southeast Bayshore are designated TC. Also see Parkside Residential and Trade Commercial designations.

*Parkside Residential and Trade Commercial (PRTC)* includes single-family and multi-family residential developments and trade commercial uses, as allowed under the Trade Commercial land use designation. For the Parkside Area subarea, the densities applied will result in a minimum of 228 dwelling units. Residential development in the Parkside Area is subject to compliance with the development standards and design guidelines established by the Parkside at Brisbane Village Precise Plan, adopted by the City Council in 2017.

The range of residential density for the Parkside Residential and Trade Commercial designation is 20-28 units per acre.

## V.3 DENSITY AND INTENSITY STANDARDS

The Government Code requires that a General Plan include an indication of density and intensity of use for the land use designations in the Plan. The language of the Code reads:

> GC 65302(a): The land use element shall include a statement of the standards of population density and building intensity recommended *for* the various districts and other territory covered by the plan.

These standards represent overall policy objectives that are implemented through the zoning district regulations. General Plan standards represent broad ranges, whereas zoning regulations establish specific development standards, such as height limits, setbacks, coverage and site area, that must fall within the General Plan range. After adoption of a General Plan, the zoning districts are reviewed and amended, as necessary, to bring them into consistency and best reflect the policy direction of the Plan.

## Population Density

The populations that can be expected in an area on a predictable, daily basis for the land use designations in this Plan are represented in Table 1. For the residential designations in the General Plan, population is given in terms of number of residents and for nonresidential designations, by number of employees. The residential density is based on the number of housing units per acre and the average household size identified in the 1990 Census.(1) For non-residential land use designations, the number of employees per 1,000 square feet of floor area is used. These numbers represent common standards employed for economic analysis.(2) Because the General Plan land use designations contain a range of uses, employee population density is expressed in ranges.

## Building Intensity

The range of building intensity for the various residential land use designations in the General Plan is listed in Table 1. The intensity is expressed in terms of units per acre.

Building intensity for non-residential designations is expressed in a floor area ratio (FAR) formula. The formula relates the square footage within a building to the acreage upon which it sits. A floor area ratio is a very general indicator which must be further defined in zoning district regulations before any development can occur.

The Baylands, Quarry and Guadalupe Hills Subareas are designated Planned Development because these subareas require extensive site investigation and planning before the most beneficial development patterns can be determined. The policies in Chapter XII require, for each of these subareas, a specific plan and environmental impact report before any development can occur. Until these studies are completed and new information evaluated that can be used to refine the FAR standards, the FARs given in Table 1 represent standards that are comparable to those of subareas with similar uses and environmental constraints.

Specific plans for the Baylands shall distinguish between the areas north and south of the Bayshore Basin drainage channel as shown in Table 1 and further described below:

**Policy LU.2: Development south of the Bayshore Basin drainage channel shall maintain a low profile, permitting low or mid-rise buildings, not to exceed six stories in height, in order to preserve the existing views of San Francisco and San Francisco Bay as seen from Central Brisbane, and to maximize the amount of landscape and open space or open area in this portion of the subarea.**

It should be noted that the intent of the ~~FARs~~ density/intensity given for the Baylands in Table 1 is to accommodate diversity in the height and intensity of structures in order to encourage interesting, flexible and variable development. In no event shall the FARs shown in Table 1 be interpreted as permitting the maximum intensities to be established throughout the subarea. The City will expect specific plans to emphasize intensities well below those figures. See Program BL.4.b for further direction addressing the design of buildings and building groups in the Baylands.

**TABLE 1**
**GENERAL PLAN: LAND USE DESIGNATIONS AND DENSITY/INTENSITY BY SUBAREA**

| SUBAREA | LAND USE DESIGNATION | POPULATION DENSITY | NUMBER OF UNITS/ MAXIMUM FLOOR AREA RATIO | MINIMUM OPEN SPACE/ OPEN AREA |
|---|---|---|---|---|
| l. Sierra Point | Sierra Point Commercial/Retail/Office | 1.66 - 3.22 E/1,000<br>1.65 per hotel room | 4.8 FAR | Development Agreement |
| | | 0 | 0 | 100% |
| 2. Southeast Bayshore | Trade Commercial | 1.23 - 3.22 E/1,000 | 2.0 FAR | Per Zoning Requirements |
| 3. Southwest Bayshore | Subregional Commercial/Retail/Office | 1.66 - 3.22 E/1,000 | 2.8 FAR | Per Zoning Requirements |
| | Open Space | 0 | 0 | 0 |
| 4. Brisbane Acres | Residential | 0 - 4.48 ppa | 0 - 2 units/acre | 40% per HCP<br>+ per Zoning Requirements |
| 5. Central Brisbane | Residential | 5.6 - 31.36 ppa | 2 1/2 - 14 units/acre | Per Zoning Requirements |
| | | 33.6 - 67.2 ppa | 15 - 30 units/acre | Per Zoning Requirements |
| | Neighborhood Commercial/ Retail/Office | 1.66 - 3.22 E/1,000 | 2.4 FAR | Per Zoning Requirements |
| | Open Space | 0 | 0 | 100% |

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**TABLE 1: GENERAL PLAN: LAND USE DESIGNATIONS AND DENSITY/INTENSITY BY SUBAREA**
**Page 2**

| | | | | |
|---|---|---|---|---|
| 6. Parkside Area | Parkside Residential and Trade Commercial, Trade Commercial, Neighborhood Commercial/Retail/Office, Public Facilities and Parks | 44.8 – 62.72 ppa<br>1.23 – 3.22 E/1,000 | 20 - 28 units/acre<br>2.0- 2.4 FAR | Per Zoning Requirements |
| 7. Owl and Buckeye Canyons | Open Space | 0 | 0 | 100% |
| 8. Quarry | Planned Development - Trade Commercial | 1.23 - 3.22 E/1,000 | 2.0 FAR | 25% minimum |
| | Open Space | 0 | 0 | 100% |
| 9. Crocker Park | Trade Commercial | 1.23 - 3.22 E/1,000 | 2.0 FAR | Per Zoning Requirements |
| 10. Guadalupe Hills | Planned Development - Subregional Commercial Retail / Office | 1.66 - 3.22 E/1,000 | 2.8 FAR | Per Specific Plan ,25% minimum |
| | Marsh | 0 | 0 | 100% |
| | Open Space | 0 | 0 | 100% |
| 11. Northeast Ridge | Residential | 11.2 – 33.6 ppa | 5 - 15 units/acre* | Per Development Plans |
| | Open Space | 0 | 0 | 100% |
| 12. Northwest Bayshore | Commercial/Public Utilities | 1.66 - 3.22 E/1,000 | 2.8 FAR | Per Zoning Requirements |
| | | | | |

**TABLE 1: GENERAL PLAN: LAND USE DESIGNATIONS AND DENSITY/INTENSITY BY SUBAREA**
**Page 3**

| | | | | |
|---|---|---|---|---|
| 13. Baylands | Planned Development - | 4,032-4,928 residents<br>1.23 - 3.22 E/1,000 | 1,800-2,200 dwelling units<br>Increase of up to 6.5 million square feet of non-residential building area with an additional 500,000 square feet of hotel development ~~south of channel** 0-2.4 FARnorth of channel** 0-4.8 FAR,~~ per Specific Plan. See Baylands Specific Plan for further details. | 25% minimum |
| | Bayfront | 0 | 0 | 100% |
| | Lagoon | 0 | 0 | 100% |
| 14. Beatty | Heavy Commercial | 0 - 1.23 E/1,000 | 0 - 1.0 FAR | Per Specific Plan |
| | Bayfront | 0 | 0 | 100% |

ppa = persons per gross acre
E/1,000 = employees per 1,000 s.f. of building floor area
* 125 single family, and 160 townhouses approved and built.
** See Policy LU.2.
*** Minimum open space/open area in Crocker Park is per zoning requirements, except the Technology Park north of Guadalupe Canyon Parkway is also part of the San Bruno Mountain Habitat Conservation Plan (HCP) and future site modifications are to be evaluated for consistency with the HCP.

## V.4 LAND USE POLICIES

*Question: What do you like most about living in Brisbane:*

*Respondent: "I like the "touch of country in the City" atmosphere. I like the naturalness of the canyons in which we live--seeing the beauty of the Mountain at all hours...The quietness of Brisbane, its peace, are beautiful. The community is close, vital and neighborly. Care and concern about the type of development, building codes and quality of life is important ... Let's uphold a strong standard, high quality of life."*

*General Plan Issues Questionnaire (GP-5)*

*The combination of land uses, topography, natural features, subdivision patterns, streets, buildings, landscape, open areas and open spaces makes up Brisbane's physical character. The following pages contain policies and programs pertaining to both the mix of land uses and the physical character of the community. Policies are grouped under six headings: General Principles, Bay and Mountain Setting, Nature and Character of Development, Open Space and Open Areas, Streets, and Subdivision Patterns.*

***General Principles***

**Policy LU.3 Establish a mix of land uses that best serves the needs of the community.**

*Program LU.3.a: When evaluating land uses, consider whether a use would result in adverse impacts on existing and proposed land uses nearby, and whether those impacts can be mitigated.*

**Policy LU.4 Integrate physical, social, environmental and financial elements of the community for the benefit of current and future residents.**

**Policy LU.5 Establish a mix of uses with a diversified economic base to maintain and increase tax revenues and contribute to the City's ability to provide services.**

**Policy LU.6 Adopt development standards which protect and enhance the quality of life in Brisbane.**

*Program LU.6a: When drafting development standards, consider preserving a sense of openness in the design* of *structures and sites and the access to sky and sunlight for both new construction and renovation projects.*

**Policy LU.7 Enhance communications and information sharing with adjacent jurisdictions at early stages of project development in order to address issues of mutual concern.**

**Bay and Mountain Setting**

**Policy LU.8 Acknowledge the mountain setting and the proximity to the Bay as central factors in forming the physical character of the City.**

*Program LU.8.a: In making land use decisions, consider the proximity of open space on San Bruno Mountain and public views of and access to the Bay as issues to be addressed.*

**Policy LU.9 Preserve the ridgelines and hilltops in their open state.**

*Program LU.9.a: Prohibit land use changes that would result in development that would break the natural ridgeline.*

*Program LU.9.b: Adopt hillside development standards that protect against ridgeline development through regulation of the siting of structures, location of access, landscape requirements and other pertinent factors.*

**Policy LU.10 Respect the topography of the Mountain in design and construction.**

*Program LU.10.a: In conjunction with land use development applications, encourage options that minimize grading and transformation of the landform and fit comfortably with the topography.*

**Policy LU.11 In the context of respecting private property rights, make every effort to preserve and enhance public views of the Mountain and the Bay.**

*Program LU.11.a: Identify and map vistas and view corridors of community-wide value to be preserved and enhanced.*

*Program LU.11.b: Consider amendments to the Zoning Ordinance to provide for site plan review to assure that identified vistas and public view corridors remain accessible for public enjoyment. The review should evaluate building placement, height and bulk.*

*Program LU.11.c: In reevaluating the tree protection ordinance and landscaping requirements, consider the trade-off between desirability of foliage versus the preservation of views and access to sunlight.*

## Nature and Character of Development

The diversity of structures in Brisbane is central to the existing physical character of the City. It is a reflection of a City that developed lot by lot, of many different hands building to meet individual needs over the years. It is in the nature of cities that structures are built, changed, demolished and rebuilt as the years go by, and that demographic changes, economic factors, safety standards and personal preference affect the size, scale and appearance of development, as well as building codes and zoning standards.

The following policies emphasize Brisbane's desire to retain and continue to encourage diversity and individual expression as changes occur in the built environment, while encouraging quality construction and the upgrading and on-going maintenance of existing structures.

**Policy LU.12 Retain diversity of development and individual expression in residential and commercial development, especially in Central Brisbane.**

*Program LU.12.a: Review the R and C-2 District regulations to ascertain if amendments would help preserve the diversity of existing development.*

*Program LU.12.b: Consider amendments to the Zoning Ordinance to prohibit issuance of a building permit for a single family dwelling on a lot of record when the design is essentially the same as that on any immediately adjacent lot.*

**Policy LU.13 Respect Brisbane's vernacular architectural heritage.**

**Policy LU.14 Provide clear performance standards in the Municipal Code for the physical character of all land use developments on private property.**

*Program LU.14.a: Consider amendments to the Zoning Ordinance which contain clear and defined standards to protect creativity and diversity in design while addressing issues of height, scale, mass and articulation.*

*Program LU.14.b: Review existing height limits in existing land use districts to determine whether current regulations result in structures appropriate in height and scale to the physical character of the City.*

*Program LU.14.c: Review the residential parking requirements in the Zoning Ordinance to determine their effect on the height, mass and scale of structures and grading implications and whether amendments to the Code should be considered.*

*Program LU.14.d Establish height limits for new zoning districts, taking into consideration the geology and topography of the area, as well as impacts to adjacent uses.*

*Program LU.14e: Establish clear and defined performance standards in the Zoning Ordinance for buildings and signs visible from the hillsides of Central Brisbane. Standards should address light and glare, the treatment of roofs and the screening of mechanical equipment.*

*Program LU.14.f: Consider amendments to the Zoning Ordinance to establish standards for protecting the character of the existing residential Central Brisbane subarea, including attention to scale, juxtapositions, views, natural topography and ecological protection.*

*Program LU.14.g: Amend the Zoning Ordinance to prohibit tall smokestacks and industrial towers.*

*Program LU.14.h: Amend the Zoning Ordinance to require that large parking lots be broken up by landscaped areas and parkway strips.*

**Policy LU.15 Encourage the maintenance and upgrading of structures and sites that have played important roles in the City's history.**

*Program LU.15.a: Provide courtesy inspections* of *historic structures and sites to advise owners of needed corrections and repairs.*

*Program LU.15.b: Provide information to owners of historic structures regarding State tax incentives for rehabilitation.*

*Program LU.15.c: Seek official designation of historical structures and sites and pursue all means of ensuring their permanent preservation.*

**Policy LU.16 Encourage the maintenance and upgrading of residential and nonresidential structures to improve safety and appearance.**

*Program LU.16.a: Prevent blight and deterioration by providing public information and enforcing health and safety codes.*

*Program LU.16.b: Seek funding sources, such as low-interest loans and grants for rehabilitation of existing structures, and encourage property owners to take advantage of such programs.*

The physical character of the community is an essential part of the "glue" that holds the community together. Knowing neighbors and merchants, meeting residents as a part of daily business, and attending community events at regular locations all contribute to the sense of community and all are directly affected by the arrangement of the physical environment.

**Policy LU.17 Encourage interaction and involvement among neighbors on a day-today basis and foster a sense of security in the community through the design and location of private development and public improvements.**

*Program LU.17.a: Establish the Central Brisbane subarea as the "town center" and the hub* of *civic activities.*

*Program LU.17.b: As outer areas develop, assure connections and compatibility with the existing community.*

**Policy LU.18 Locate and design commercial recreational facilities and services so as to encourage use by a broad spectrum of Brisbane residents and businesses.**

*Program LU.18.a: Consider access for vehicles, bicycles and pedestrians in conjunction with the siting of commercial services and recreational facilities.*

*Program LU.18.b: Require all commercial services and public facilities to be accessible to persons with disabilities in accordance with State and Federal regulations.*

**Policy LU.19 Provide centrally located public facilities for public services and community events so as to maximize use by Brisbane residents and businesses.**

*Program LU.19.a: As a part of the City's Capital Improvement Planning, consider the need for and appropriate location* of *public facilities, such as a City Hall, Community Center, Recreation Center and Police Station.*

*Program LU.19.b: Improve the Old County Road site as a central gathering point for community events.*

*Program LU.19.c: Continue to maintain and upgrade the Community Center.*

*Program LU.19.d: In coordination with the School District, continue shared community use of District facilities*

*Program LU.19.e: Determine the best civic use for the Old Fire Station site on San Bruno Avenue.*

**Open Areas**

The developed community consists of a pattern of built structures and open areas. Open areas are defined below:

Open areas are parcels of land or portions thereof, primarily in private ownership, that serve to soften the impacts of urban development and otherwise provide primarily green areas and a feeling of "openness" to the development pattern. Open areas include, but are not limited to, setbacks and easements that are landscaped or characterized by native vegetation, gardens and landscaped vegetation. Open areas might also include golf courses, private parks and recreation areas within private developments. An open area may consist of a combination of hardscape and

landscape, typical of plazas, sculpture gardens and gathering places. Streets, sidewalks, parking lots and similar improvements, although not covered by structures, do not qualify as open areas.

The policies in this section address only these open areas. (For the definition of Open Space see page 111 and for policies on Open Space and Aquatic Areas, refer to Chapter VII.) Table 2 provides examples of the various types of open areas that could be provided in accordance with General Plan policy. To the extent that the development pattern is governed by code requirements that establish parameters for design and placement of improvements, the provision of open areas stems directly from City regulations. Most requirements for open areas will be formulated as part of the zoning regulations. It should be noted that in this chapter, the policy for subareas designated Planned Development establishes a minimum of 25% of the surface land, not including aquatic areas, to be preserved as either open space or open areas.

The following policies and programs speak to the provision of open areas in Brisbane's development pattern and the intent to preserve a sense of openness and avoid the feeling of increasing density.

**Policy LU.20 The establishment of open areas within private developments shall be utilized as a means of preserving unique environmental features on the site or avoiding the appearance of excessive bulk or concentration of structures.**

**Policy LU.21 Preserve open areas with biological value and/or significant topographic characteristics at the perimeter of the City that maintain Brisbane as separate and distinct from nearby communities.**

**Policy LU.22 Retain sufficient open areas between structures to meet safety requirements, protect privacy and provide opportunities for landscaping.**

*Program LU.22.a: Review the setback, lot coverage and landscape requirements in the Zoning Ordinance to assure adequate open areas in the development pattern.*

*Program LU.22.b: Adopt new zoning regulations, as necessary, with specific qualifying requirements for open areas and square footage and for percentage minimum standards for all development districts.*

*Program LU.22.c: In all multi-structure development proposals, consider the pattern of open areas as an integral part of the development concept.*

**TABLE 2**

**Typical Open Areas**

beach
berry farms
bird sanctuary
bocci ball courts
botanical gardens
community garden
firebreaks
fish ponds
gardens
golf course
grassy amphitheaters
horse corrals and open arenas
horseshoe courts
landscaped areas outside the setbacks
landscaped creeks and streams
landscaped paths, trails
landscaped patios
landscaped setbacks
landscaped swimming pools
large landscaped medians
native plant exhibition areas
nursery yard
open natural areas
outdoor employee break area
parcourse
parkway strips
parks
petting zoos
picnic grounds
playgrounds
playing fields
plazas
sculpture gardens
tea gardens
topiary
tot lots
tree farms
unimproved steep slopes
wading pools
water elements
water fountains
wetland areas
wildlife areas

**Policy LU.23 Retain sufficient distances between development and designated open space and natural areas to enhance and respect the amenity and value of the resource.**

*Program LU.23.a: Establish minimum setback requirements from the Brisbane Lagoon, Levinson Marsh, and other designated aquatic areas consistent with good planning and conservation practices in consultation with the California Department of Fish and Game.*

**Policy LU.24 Combine the benefits of open areas with the establishment of safety buffers and conservation areas.**

*Program LU.24.a: Consider a setback requirement to achieve separation from areas of wildland fire hazard.*

*Program LU.24.b: Consider hillside development standards that retain steep slopes as open areas.*

**Policy LU.25 Respect the historic pattern of open areas in Central Brisbane and retain this character in conjunction with the rehabilitation of existing structures when consistent with good planning and safety practices.**

*Program LU.25.a: Review the Zoning Ordinance for opportunities to retain certain parking and setback nonconformities that contribute to the historic pattern of open areas in Central Brisbane.*

*Program LU.25.b: Review the parking and setback requirements in the Zoning Ordinance to ascertain how the requirements affect the pattern of open areas and whether amendments to the Code could provide more open areas and landscape along the street right-of-way.*

*Program LU.25.c: Underground utilities in conjunction with all new development.*

*Program LU.25.d: If economically feasible, underground utilities in conjunction with street reconstruction.*

**Policy LU.26 Keep open areas and opportunities for landscaping along arterial and collector streets by establishing setbacks from the right-of-way.**

*Program LU.26.a: Examine district regulations to ascertain whether amendments to the Code are necessary to provide adequate setbacks to establish open areas along the right-of-way.*

**Streets**

Streets serve to bridge the various parts of the community. They are important both in their function and in their physical expression. In Brisbane, residential streets have a unique character based on their relationship to the topography and their historical development. Likewise, some streets serving non-residential areas still reflect their origins as early highways and haul roads.

In cities, with the passage of years, streets require repair and reconstruction as well as modification to meet current safety standards. As vacant lands develop, new streets may be constructed. The following policies address the desired physical character of both new and existing streets in Brisbane (see the chapters on Transportation and Circulation, and Community Health and Safety for additional policies on streets):

**Policy LU.27 In conjunction with safety improvements to existing streets, retain the historic character of the City to the greatest extent feasible.**

*Program LU.27.a: If safety standards are met, retain and enhance unique features such as rock escarpments, retaining walls, "gateways" (such as the entry to Crocker Park) and historic, aged trees.*

**Policy LU.28 Design new streets to be attractive and comfortable for pedestrians and bicyclists, and to safely accommodate vehicular traffic. Street configuration, landscape and signage should all be considered as they contribute to community character.**

*Program LU.28.a: Require landscaping along all major arterial streets.*

*Program LU.28.b: Construct landscaped medians where appropriate in arterial streets.*

*Program LU.28.c: Use drought resistant, water-conserving non-invasive plant materials that reflect local character.*

*Program LU.28.d: Continue to implement a street tree planting and management program and improve it as appropriate.*

*Program LU.28.e: Improve the program for street and directional signs*

*Program LU.28.f: Prohibit new commercial billboard sites and seek to remove those currently in place.*

*Program LU.28.g: Provide standards in the Municipal Code to assure that abutting properties have adequate separation from travelways and protection from noise and other traffic impacts*

*Program LU.28.h: Consider funding methods, such as landscape assessment districts, to install and maintain improvements within rights-of-way.*

*Program LU.28.i: Work with appropriate State and County agencies, private organizations, service clubs and property owners to maintain an attractive appearance of major thoroughfares*

*Program LU.28.j: Encourage environmental groups, local service clubs, individuals and local businesses to "adopt a street" to support litter removal and encourage volunteer beautification projects along streets and remaining rights-of-way*

*Program LU.28.k: Discourage wind channelization when approving new streets.*

**Subdivision Pattern**

**Policy LU.29 Establish subdivision standards that acknowledge the constraints of topography and the ability to serve parcels with infrastructure to City standards.**

*Program LU.29.a: Develop a list with supporting documentation of these constraints, including fiscal, geophysical, ecological, etc.*

**Policy LU.30 On an ongoing basis, bring unrecorded subdivisions into compliance with the Subdivision Map Act and City standards.**

*Program LU.30.a: Require that unrecorded lots be surveyed and a parcel map recorded before permitting new improvements to be constructed or existing improvements intensified on the property.*

## FOOTNOTES

1. See Housing Element and background reports GP-2 and GP-3 for further detail.

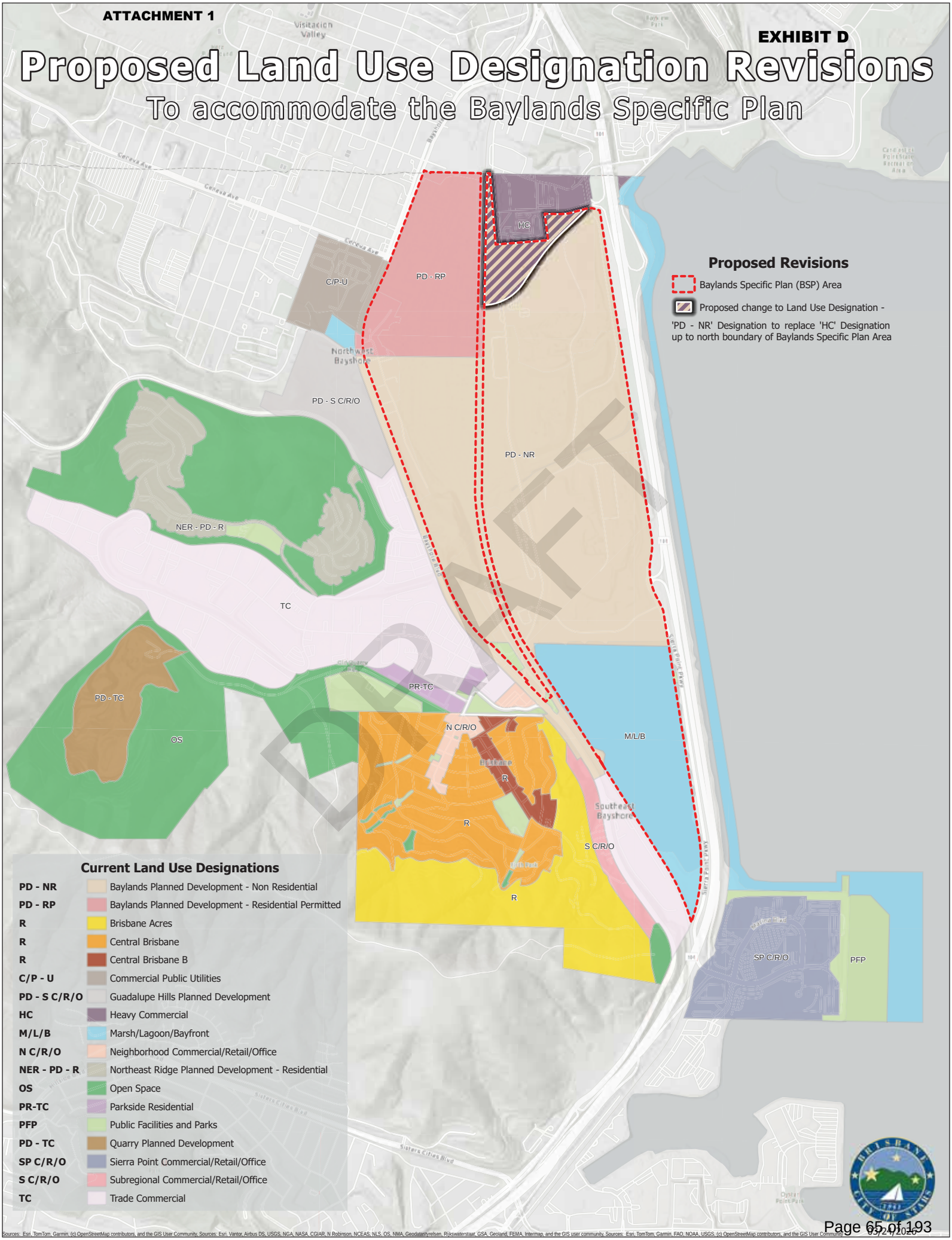
2. See background report EC-2 for more information on employee density factors.

ATTACHMENT 1

EXHIBIT D

# Proposed Land Use Designation Revisions

## To accommodate the Baylands Specific Plan








03/24/2026

# EXHIBIT E

## Brisbane General Plan Circulation Element Amendments

**Includes Updates Adopted by City Council September 2015 and January 2020**
**Resolutions 2015-38 and 2020-01**

**CHAPTER VI**

# CIRCULATION ELEMENT

## GOALS:

***The City of Brisbane will be a place…***

***Where there is an established rational relationship between land use and circulation in place to guide the City into the future;***

***Where all users of the transportation network can travel safely and comfortably throughout Brisbane;***

***Where Complete Streets are integrated into the transportation network to provide for a balanced, connected, safe and convenient multi-modal network;***

***Where reliable public transit services are promoted and expanded, creating viable transportation alternatives to the automobile;***

***Where parking needs have been reasonably balanced to encourage walkable neighborhoods, economic vitality, safety and convenience; and***

***Where the transportation network serves the needs of residents as well as commercial and industrial businesses.***

# CIRCULATION

## Chapter Index

# CHAPTER VI

## CIRCULATION ELEMENT

This circulation element addresses how the City of Brisbane will maintain, enhance and expand its circulation system to best meet the needs of its residents, business community, and visitors travelling to, from or through Brisbane.

Key considerations in Brisbane's circulation system planning are to recognize the land use context within the various areas of the City and the existing geographic or physical constraints in those areas, while at the same time recognizing opportunities for improvements and potential connections within the larger regional circulation network that will best serve the community. These considerations are reflected in Brisbane's circulation element goals, as detailed on the previous page, as well as through the policies and programs that follow.

In working to enhance both the local function of the circulation network and its regional connections, Brisbane will continue in its collaborative efforts with other local and regional agencies and will continue to seek various regional, state, and federal funding resources for projects which are of local and regional concern.

Brisbane's goals are consistent with the state and regional goals which are expressed through the Bay Area's Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments' (ABAG's), "Plan Bay Area" and the intent of the California Complete Streets Act of 2008 (AB 1358, Leno), codified in Sections 65040.2 and 65302 of the Government Code.

This element is organized as follows:

VI.1 Description of Circulation System
- Streets and Highways
- Transit Systems

VI.2 Traffic Flow, Convenience and Access
- Roadway Performance
- North-South and East-West Corridors
- Street Standards

VI.3 Traffic Safety
- Local Residential Streets
- Arterial Streets
- Truck Routes
- Street Signage
- Improvements Funding

VI.4 Complete Streets
- Complete Streets Applicability and Design Standards
- Bicycles and Pedestrians
- Transit

VI.5 Transportation Management

VI.6 Parking

VI.7 Circulation and Land Use

VI.8 Green Streets

VI.9 Alternative Transportation Modes

VI.10 San Francisco-San Mateo Bi-County Transportation Study

Certain aspects of this element address broad policy issues while others are more detailed implementation programs. Given the technical nature of transportation issues, engineering analysis and judgment are integral to the implementation of the element. Where policies or programs refer to a City action, they may include tasks or decisions involving City Council and potentially multiple City departments, and/or professional engineering work under the responsible charge of the City Engineer. This is determined on a case-by-case basis, by the City, consistent with state law regulating the work to be done by qualified, licensed engineering professionals.

Figures C.1 and C.2 show the circulation system within the planning area, including the major thoroughfares as well as the local street network. Figure C.3 illustrates changes to the circulation system in the planning area.

## VI.1 DESCRIPTION OF CIRCULATION SYSTEM

**Streets and Highways**

The San Francisco Bay and San Bruno Mountain are the major determinants of the geographic layout of the street and highway system serving the planning area, with Highway 101 and Bayshore Boulevard serving as the main transportation corridors to, through and within the City. The following provides a brief outline of the major streets and highways. Streets or highways are assigned a functional classification, based on a hierarchy of the function and vehicular travel movement capacity.

1. Regional Routes: Regional Routes are roadways and highways that cross county boundaries and/or carry large volumes of through traffic to and from locations outside of Brisbane that does not have a destination within the City other than the Bayshore Caltrain station. The need to distinguish mobility issues and policies along Regional Routes from issues and policies facing other roadways within the City is demonstrated by:

    - Increased vehicular congestion that will occur within Brisbane along these routes due to the large amount of development being approved in cities to the north and south of Brisbane;

    - Adoption of SB 743, which calls for balancing the need for infill residential, commercial, employment-generating, and mixed use development in proximity to transit and the need for reducing greenhouse gas and air pollutant emissions with the need for addressing vehicular traffic congestion;

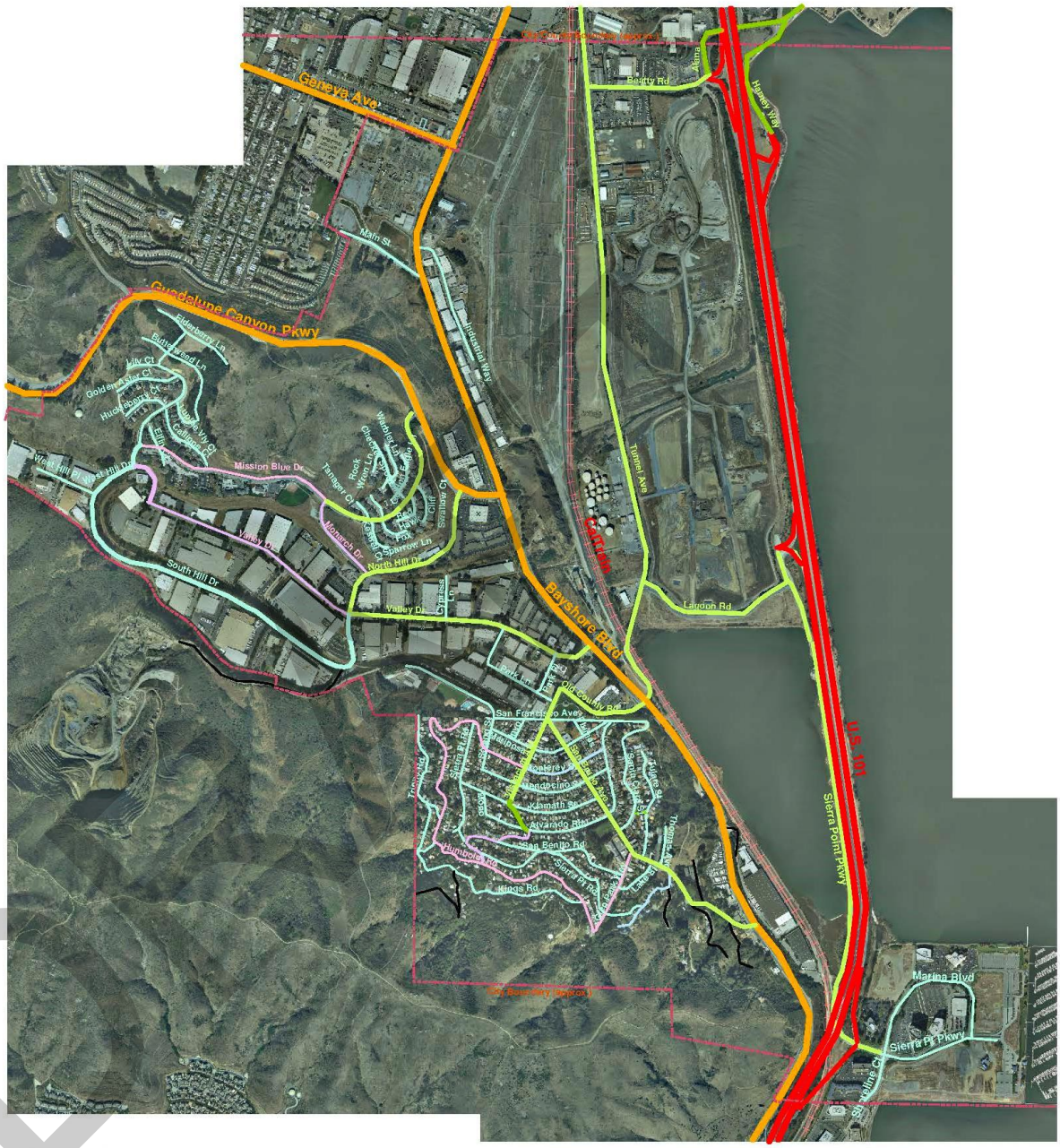



**Figure C-1**
**Existing Street Classification**

**EXHIBIT E**


**Figure C-2**
**Existing Street Classification**
**Central Brisbane Area**

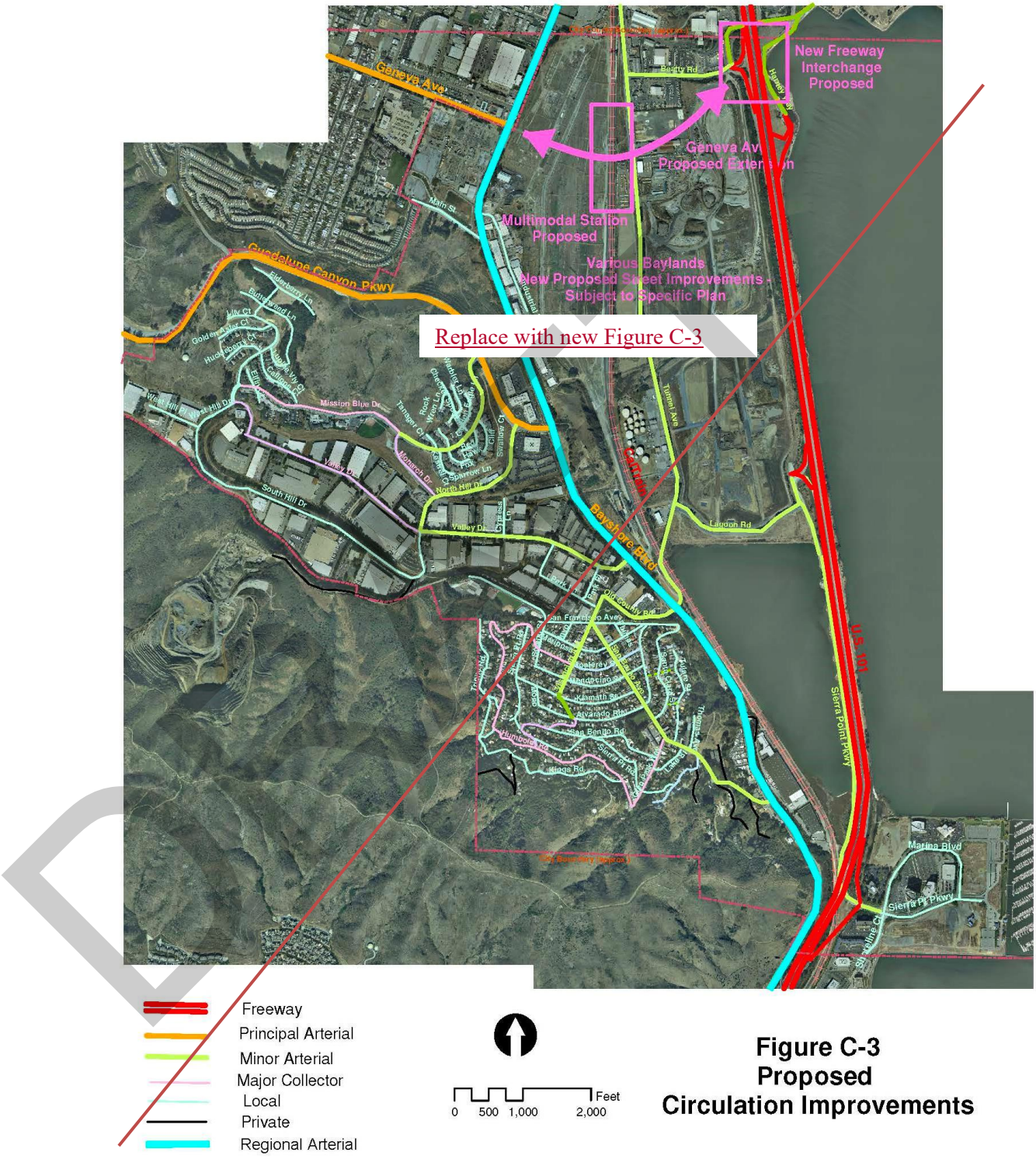



**Figure C-3**
**Proposed**
**Circulation Improvements**

Replace with new Figure C-4

- SB 743 CEQA Guidelines, approved in December 2018 that eliminate traffic congestion as a significant impact under CEQA;

- The US 101 freeway is owned, operated, and maintained by the State of California. Changes to the freeway and its interchanges are subject to review and approval by Caltrans. In practice, physical modifications to the freeway and its interchanges are more ~~influenced~~influenced by regional traffic patterns and regional organizations such as MTC and C/CAG than by local needs; and

- Limited capacity for widening of the 101 freeway and Bayshore Boulevard to accommodate vehicular traffic generated outside of the City, along with the limited ability of the City of Brisbane to make meaningful freeway improvements.

Two types of Regional Routes occur within Brisbane:

a. Freeways: Freeways are limited access, high-speed travel-ways, which are included in the state and federal highway systems. They carry regional through traffic, and access is provided at interchanges, generally at intervals of one mile or greater. Brisbane has one freeway, U.S. Highway 101, along its eastern edge.

b. Regional Arterials: Regional Arterials are major streets, such as Bayshore Boulevard and the Geneva Avenue extension that serve regional functions and carry large volumes of traffic generated from outside of Brisbane that does not have a destination within the City.

2. Principal and minor arterials: Arterials are major streets that primarily serve through traffic and on a limited basis they may provide access to abutting properties. They are generally designed with 4 to 6 lanes and major intersections are usually signalized. Brisbane has both principal and minor arterials, with the minor arterials in Brisbane being only two lanes, except for the eastern portion of Valley Drive, which is four lanes.

3. Major and Minor collectors: Collector streets connect arterial streets and local streets with reduced traffic volumes and generally narrower roadways than the arterials. They generally have two travel lanes, parking lanes, sidewalks, and street trees or planting strips.

4. Local: Local streets provide access to individual abutting properties as their primary function. Local streets have no more than two travel lanes.

~~4.~~5. Green Shared Street: Green Shared Streets provide direct access to residential areas. They prioritize pedestrians and bicyclists, while accommodating bidirectional vehicular movements within one shared, mixed travel lane. Design elements include a curbless cross-section, street furnishings, and traffic calming measures.

The street classifications within Brisbane are generally described as follows:

*Regional Routes*

*U.S. Highway 101- Freeway*: The U.S. 101 freeway traverses the eastern edge of Brisbane and is the main corridor serving north-south traffic along the San Francisco Peninsula between the Santa Clara

Valley and San Jose to the south and San Francisco to the north. Highway 101 on- and off-ramps within Brisbane are currently limited to those at Beatty Avenue and the north and south ends of Sierra Point Parkway.

*Bayshore Boulevard*: Bayshore Boulevard is a decommissioned State Highway and is now a City owned and maintained arterial roadway. Bayshore Boulevard serves as the City's primary north-south transportation route, connecting Brisbane to San Francisco, Daly City, and South San Francisco. Together with its connecting minor arterial streets, Bayshore Boulevard also provides linkages to and from Highway 101. As a result, Bayshore Boulevard's performance affects all traffic access and circulation through the City.

Bayshore Boulevard functions primarily as a regional roadway through the City of Brisbane. Peak hour congestion along Highway 101 causes traffic to be diverted from the freeway onto Bayshore Boulevard through the City of Brisbane as motorists attempt to avoid congested freeway traffic. Depending on the time of day and location, regional through traffic makes up 60 to 80 percent of traffic on Bayshore Boulevard. On a daily basis, only 10 to 15 percent of all trips on Bayshore Boulevard are generated from Brisbane's residential neighborhoods and 15 to 20 percent are generated by Brisbane's employment centers. The majority of traffic on Bayshore Boulevard within Brisbane is between San Francisco and cities to the south, with a smaller amount (approximately 15 percent of all trips) traveling between Daly City and the cities to the south.

A principal challenge for the City is maintaining vehicular mobility for Brisbane residents and businesses along Bayshore Boulevard. As large-scale developments occur in cities to the north and south of Brisbane, regional through traffic and congestion on Bayshore Boulevard is projected to increase. It is also important that Bayshore Boulevard provide safe access and egress for sites located along its frontage while maintaining its ability to move vehicles through the City. Another issue is providing for safe and comfortable access for bicyclists and pedestrians. In 2008 and 2011, bikeways were completed on both sides of Bayshore Boulevard, in part with funding obtained by the City through the California Transportation Development Act. These bikeways include 6 foot wide striped bike shoulders and rumble strips, which have enhanced their function within the regional bikeway network and have helped address bicycle access and safety.

Questions for the future remain regarding the function and design of Bayshore Boulevard and how it to best address the way this roadway is being used by regional through traffic, while meeting the mobility needs of the local community.

Along with approval of the Baylands Specific Plan, the City adopted the Bayshore Mobility Plan, a vision for the future of Bayshore Boulevard. It includes the following goals:

- Enhance connectivity for residents and land uses abutting Bayshore Boulevard;
- Increase connectivity between the Baylands and the City of Brisbane for people traveling along and crossing Bayshore Boulevard;
- Reduce the prominence of regional through-traffic along Bayshore Boulevard by implementing a road diet;
- Redesign Bayshore Boulevard as a multi-modal corridor to increase the level of comfort and safety for all roadway users including automobiles, emergency response vehicles, transit vehicles, trucks, bicycles, and pedestrians in accordance with General Plan Policy C.1 to "provide for comfortable and safe travel within the community to shopping, employment, and recreation, as well as to transit" and the recommendations of the 2022 Complete Streets Safety Assessment; and

- Improve the look of the corridor, providing opportunities for landscaping, gateway features, wayfinding, and other features that increase the prominence of the roadway as a route local route for Baylands residents rather than a regional cut-through route.

*Geneva Avenue*: Geneva Avenue is currently an east-west arterial within the jurisdiction of Daly City with its current eastern terminus at Bayshore Boulevard, providing a link between Brisbane and Daly City. Upon development of the Baylands, an extension of Geneva Avenue will be constructed through the Baylands. The Geneva Avenue extension will serve as the primary east-west connection through the Baylands and as an important connection to Highway 101 for traffic generated within both Brisbane and Daly City. A new interchange for Geneva Avenue at Highway 101 would be constructed to replace the current Highway 101 on- and off-ramp interchange at Alana Way and Harney Way with a new more efficient interchange configuration known as the Candlestick Interchange.

*Principal Arterials*

*Guadalupe Canyon Parkway*: Guadalupe Canyon Parkway is an east-west principal arterial with its eastern terminus at Bayshore Boulevard, providing links to Daly City.

*Alana Way & Harney Way*: Short segments of Alana Way and Harney Way are within Brisbane and serve as principal arterials connecting to Highway 101 from Beatty Ave. in Brisbane and Harney Way at Candlestick Point.

*Minor Arterials*

Visitacion and San Bruno Avenues connect with Old County Road in Central Brisbane and all three streets serve as minor arterials for this area. Old County Road becomes Tunnel Avenue as it crosses over Bayshore Boulevard, and connects with Beatty Avenue and Lagoon Way. Lagoon Way then connects with Sierra Point Parkway. All of these are classified as minor arterials. Similarly, Valley Drive (eastern portion), North Hill Drive and the eastern portion of Mission Blue Drive serve as minor arterials in the Crocker Park and Northeast Ridge subareas.

Tunnel Avenue provides an alternative to Bayshore Boulevard, while Sierra Point Parkway provides access/egress for the Sierra Point subarea. The Tunnel Avenue railroad overpass was replaced in 2007 to meet current seismic safety standards, to improve the geometry of the crossing, and to provide bike and pedestrian lanes. These improvements have added significantly to the viability of Tunnel Avenue as an alternative to Bayshore Boulevard. The remaining portions of Tunnel Avenue and its connecting streets will also be further improved upon development of the Baylands.

Lagoon Way serves as the east-west connection between Central Brisbane and access to southbound Highway 101, via Tunnel Avenue. Beatty Avenue likewise serves as a connection to and from the northeast corner of the City, from Tunnel Avenue to access to north and southbound Highway 101.

The challenge facing Brisbane for minor arterial streets is to evaluate these on a case-by-case basis relative to the goals, policies and programs, to define how they can be modified to enhance and provide alternative modes of transportation and to secure funding sources to implement improvements that are

determined to be a priority by the City.

*Major Collector Streets*

Major collector streets include Humboldt Road, Glen Parkway, a portion of Monterey Street and a portion of Visitacion Avenue, which connect several local streets within the residential area of Central Brisbane. The western portions of both Valley Drive in Crocker Park and Mission Blue Drive in the Northeast Ridge are also classified as major collectors, as is Monarch Drive and the eastern portion of West Hill Drive, which connect Crocker Park and the Northeast Ridge subareas. Within the northern portion of the Baylands Specific Plan, Main Street, East Campus Road, Campus Parkway, and Sunnydale Avenue are east-west collectors, and Baylands Boulevard is a north-south collector.

The challenges for the major collector streets are, as stated above for the minor arterials, to define how they can be modified to enhance and provide alternative modes of transportation and to secure funding sources to implement improvements.

*Local Streets*

Local streets serve most of the residential areas of Central Brisbane, ~~and~~ the Northeast Ridge, and the Baylands ~~Specific Plan~~subarea. While the Northeast Ridge and Baylands Specific Plan ~~is~~ are ~~a~~ more recent developments and the streets ~~were~~ are or will be built to meet modern standards, Central Brisbane's existing development pattern poses significant challenges in providing separation between vehicles, bicycles, and pedestrians, due to existing street widths and steep topography. These challenges increase from the lower Central Brisbane streets to the very steep and narrow upper streets. While separate travel lanes are limited along those streets, the roadway geometry necessitates low vehicle speeds on these shared roadways, thus mitigating some of the need for wider roadway sections.

*Green Shared Streets:*

The Green shared street classification is a street classification unique to The Baylands subarea. Green shared streets are curbless~~,~~ streets located in residential areas that prioritize pedestrians and bicycles and are designed for slow speeds and shared use with automobiles. Examples would include residential streets within the Roundhouse and Bayshore districts of the Baylands Specific Plan.



## TRANSIT SYSTEMS

Brisbane is served by the following transit systems connecting to regional destinations:

- San Mateo County Transit District (SamTrans)
- Caltrain
- Local shuttle service

Currently in Brisbane, SamTrans runs bus routes along Bayshore Boulevard seven days a week, and the Bayshore Caltrain station is located at the northern border of the City. Both the bus line and train lines generally run north-south. Transfers to reach other destinations off these north-south lines generally involve long wait times and often there are disconnects between the different modes of transportation. For example, the Bayshore Caltrain station is approximately 1-½ miles from Central Brisbane, and the SamTrans bus line serving Central Brisbane currently does not connect to the Caltrain station. The stops between SamTrans and Caltrain at the north end of Brisbane are approximately ½-mile walking distance apart. Improvement of these connections and development of a multi-modal station at the northern end of Brisbane are proposed to be implemented as part of the Baylands development.

San Francisco's Muni Metro Light Rail System extends to Bayshore Boulevard and Sunnydale Avenue near the northern border of Brisbane. Connectivity to a multi-modal transit facility is anticipated under the Baylands development.
Private and public commuter shuttles provide service to and from Brisbane's commercial areas of Sierra Point and Crocker Park and along Old County Road and San Bruno Avenue to regional transit connections and to the Daly City Bayshore neighborhood. A new, fare-free shuttle system will be provided to integrate new development within the Baylands as set forth in the Baylands Specific Plan into existing routes that connect Brisbane with regional transit networks. Service within the western side of the Baylands will terminate at the Bayshore Caltrain station and Downtown Brisbane and service on the eastern side will integrate the Campus East District, including Lagoon Park, and terminate on the east side of the Bayshore Caltrain station and Downtown Brisbane. While these shuttle services pick up some of the slack in the local transit system, significant improvements are needed on a regional basis to begin to meet the goals outlined in "Transportation 2030" and Brisbane's own General Plan. Shuttle scheduling information may be found on the websites www.commute.org and/or www.samtrans.org

## VI. 2 TRAFFIC FLOW, CONVENIENCE AND ACCESS

### Roadway Performance

Historically, vehicular traffic congestion and roadway performance standards such as level of service (LOS) have been used in three different ways.

1. For roadway and freeway planning as part of a City's General Plan or a regional transportation plan to determine the number of lanes needed along roadways or freeways to accommodate anticipated traffic volumes consistent with the applicable LOS standard.

2. For roadway or freeway improvements undertaken by a public agency to determine when a roadway or freeway needs to be widened or when additional turn lanes or through lanes are needed at an intersection to meet the applicable LOS standard.

3. To analyze in a CEQA document how the traffic generated by a proposed development project would cause or increase congestion. At intersections where a proposed project would cause LOS standards to be exceeded, mitigation measures in the form of adding capacity at intersection(s), widening roadway(s), or providing signalization would then be required to mitigate the traffic impacts of the development project and thereby maintain applicable LOS standards.

Thus, the use of level of service standards has aimed at expanding the capacity of roadway and highway

systems to accommodate projected increasing volumes of vehicular traffic.

In recent years, however, climate change has become a matter of critical concern as greenhouse gas (GHG) levels in the atmosphere have increased dramatically due to human activity with the transportation sector (including private automobiles) being one of the largest producers of GHG emissions. In California, targets for GHG emission reductions have been established and substantial regulatory efforts are underway to ensure that these reduction targets are met. Reducing the amount of automobile travel throughout the state is one of the major strategies being put forth to reduce GHG emissions.

**Policy C.1 Design the City's roadway system to emphasize mobility for Brisbane residents and businesses, accommodate bicycle and pedestrian in addition to vehicular movement, and provide for comfortable and safe travel within the community to shopping, employment, and recreation, as well as to transit and the Highway 101 freeway.**

*Program C.1.a Consult with Caltrans, the Metropolitan Transportation Commission, San Francisco Transportation Authority, San Mateo County Transportation Authority, C/CAG, and others to develop and fund programs including physical improvements, enhanced use of transit, and transportation demand management, to maximize the ability of the 101 freeway to accommodate regional through traffic.*

*Program C.1.b Develop design plans for Bayshore Boulevard, the Geneva Avenue extension, and interchanges along the 101 freeway that address the effects of regional through traffic within Brisbane and enhances mobility for Brisbane residents and businesses through a combination of roadway and intersection, transit, bicycle, and pedestrian facility improvements that would not cause a substantial increase in vehicle miles travelled (VMT) on Bayshore Boulevard or other routes through the City. As part of this design plan, evaluate (1) whether changes in design speeds along Bayshore Boulevard could improve mobility within the City; (2) the feasibility of shifting a portion of regional through traffic from Bayshore Boulevard onto other routes, such as Sierra Point Parkway by extending that roadway north to the 101 freeway interchange at Beatty Avenue, and (3) appropriate routing of trucks to and from the Crocker Park area.*

*Program C.1.c Prepare, adopt, and implement a mobility improvement fee program to fund the multi-modal improvements called for in the design plan for Bayshore Boulevard and interchanges along the 101 freeway.*

*Program C.1.d Rather than undertake multiple traffic impact analyses to evaluate individual intersections along Bayshore Boulevard, Geneva Avenue, and at intersections along the 101 freeway, require new development projects that would generate 50 or more peak hour trips at any intersection along Bayshore Boulevard, Geneva Avenue, or at intersections along the 101 freeway to comply with the design plan developed pursuant to Program C.1.c and either provide physical improvements consistent with the plan or pay established traffic impact fees as directed by the Public Works Director .*

**Policy C.2 The level of service objective for principal and minor arterial streets within the City is LOS "D."**

*Program C.2a Require development projects that would generate 50 or more peak hour trips at an arterial street intersection to prepare a traffic impact analysis.*
*Program C.2.b In lieu of requiring individual development projects to prepare traffic impact analyses to evaluate intersections and require mitigation measures for impacts at*

*intersections along principal and minor arterials streets, consider developing a program of impact fees to fund multi-modal improvements and reduce automobile traffic generation in coordination with the San Mateo County Congestion Management Plan, as applicable.*

**Policy C.3 Design turning movements and traffic signal timing at intersections so as to avoid the queueing of vehicles at intersection from backing up and adversely affecting operations at another intersection. Design turning movements and traffic signal timing at freeway interchanges cause queueing of vehicles from the intersection onto the freeway mainline.**

**North-South and East-West Corridors**

**Policy C.4 Plan for an additional east-west corridor to redirect non-destination traffic away from Bayshore Boulevard and to provide more direct access to Highway 101.**

*Program C.4.a Pursue an extension of Geneva Avenue, connecting with the Candlestick Highway 101 Interchange that provides for bus rapid transit and connection to the Bayshore Caltrain station.*

*Program C.4.b Consult with Caltrans in the design of the Candlestick Highway 101 Interchange to assure the best connection with the Geneva Avenue Extension.*

*Program C.4.c Require that all east-west corridor rail crossings are grade-separated (i.e., not at-grade) to the extent permitted by law.*

**Policy C.5 Continue to upgrade north-south arterial and collector streets while providing the appropriate level of service.**

*Program C.5.a Require the upgrade of Tunnel Avenue to current codes and safety standards.*

**Policy C.6 Investigate and pursue alternative means of access to and egress from Sierra Point and investigate additional emergency access alternatives.**

**Policy C.7 Investigate and pursue traffic calming features for Visitacion Avenue, Old County Road and San Bruno Avenue to provide for greater pedestrian comfort and safety at street crossings.**

**Street Standards**

**Policy C.8 Implement established City street standards to provide for adequate traffic flow and safe vehicular, bicycle, and pedestrian movement along both existing and new streets.**

*Program C.8.a Consult with Caltrans in regard to street standards when a City street is a connector or ramp to a State route.*

**Policy C.9 For local residential streets in Central Brisbane, continue to require a minimum unobstructed street width of 20 feet, as required by the Uniform Fire Code.**

*Program C.9.a Permit exceptions that meet the required findings set forth in the Municipal Code.*

**Policy C.10 The City Engineer shall consider the following factors during plan review as they apply to residential, residential hillside, and commercial streets:**

- **grade**
- **topography**
- **average lot frontage size**
- **number of lots and potential intensity of development**
- **maximum block length**
- **maximum length of cul-de-sac streets**
- **length of street in relation to number of units served**
- **turnarounds**
- **parking**
- **secondary access**

*Program C.10.a Continue to implement street development standards that establish requirements for right-of -way dedication, street width, length, turnarounds, and access to parcels.*

*Program C.10.b Continue to implement street engineering design and construction standards that establish requirements for horizontal alignment and vertical alignment, pavement and pavement crown, concrete curb, and structural section design.*

*Program C.10.c Continue to implement standards for sidewalks, bikeways, signalization, striping, and street lighting.*

**Policy C.11 Require designs for hillside streets to reflect the topography and to minimize grading and large retaining walls.**

*Program C.11.a Consider incorporation of small scale parking bays, rolled curbs, and other means of including parking and providing safe clearance on hillside streets.*

## VI. 3 TRAFFIC SAFETY

### Local Residential Streets

**Policy C.12 Maintain and improve local residential streets to accommodate safe access for emergency vehicles and evacuation routes for residents.**

**Policy C.13 As a part of the budget and capital improvement planning process, consider opportunities to incorporate safety standards and/or widen hillside streets to current city adopted standards.**

**Policy C.14 Develop a prioritized program for improvements to existing substandard City streets to include such things as street widening, turnarounds and the feasibility of secondary emergency access, and improving on-street parking.**

*Program C.14.a Investigate the feasibility of undergrounding utilities to mitigate potential traffic hazards, such as downed lines in a fire.*

*Program C.14.b Consider opportunities and funding to enhance safety on steep streets.*

**Policy C.15 Post and actively enforce the 25-mile per hour (mph) maximum speed limit in Central Brisbane and 15 mph on identified street segments near the schools, and investigate creating speed limit zones lower than 25 mph in other areas of Central Brisbane where appropriate.**

**Policy C.16 Promote a public awareness campaign regarding speed limits.**

### Arterial Streets

**Policy C.17 Maintain traffic flow and continue to improve arterial streets to accommodate vehicular, bicycle, and pedestrian movement.**

*Program C.17.a Limit and control the number and location of driveways into arterial streets as needed to maintain mobility within the City. Encourage adjacent properties to develop common access. See also Program C.22.2 in Complete Streets section.*

*Program C.17.b Use landscaped medians and islands to direct and channel traffic, where needed to provide for mobility for Brisbane residents and businesses, as well as to provide safe separation and visual respite.*

**Truck Routes**

**Policy C.18 Maintain truck routes to avoid impacts on residential areas.**

*Program C.18.a. In conjunction with design planning for Bayshore Boulevard and the Geneva Avenue extension, undertake a review of appropriate truck routes within Brisbane, including truck routes to serve Crocker Park.*

**Street Signage**

**Policy C.19 Provide adequate signage on all streets including street names on at least one corner of every intersection and advance warning signs for major entries.**

**Improvements Funding**

**Policy C.20 Identify and pursue funding sources to implement circulation improvements.**

*Program C.20.a Encourage creation of assessment districts where appropriate, for needed circulation improvements.*

*Program C.20.b Utilize gas tax, sales tax and other funding sources to implement circulation improvements.*

## VI.4 COMPLETE STREETS

The state legislature passed The California Complete Streets Act in 2008, which requires that jurisdictions plan for "Complete Streets" to address the needs of all users.

Brisbane's roadway infrastructure has largely already been built, with the notable exception of the Baylands, ~~which will require the preparation and approval of a specific plan~~for which general infrastructure design standards are outlined in the Baylands Specific Plan. This Complete Streets section focuses on completing existing streets to meet the needs of bicycles, pedestrians, and transit users. New streets will also be required to be consistent with the element and provide for Complete Streets, as appropriate to the context.

**Complete Streets Applicability and Design Standards**

**Policy C.21 The City shall provide for the development of Complete Streets consistent with Government Code Sections 65040.2 and 65302 and subsequent applicable Complete Streets legislation) to meet the needs of all users of "streets, roads and highways". Such users include bicyclists, children, youth, families, persons with disabilities,**

**motorists, movers of commercial goods, pedestrians, users of public transportation, seniors, and first responders.**

**Policy C.22 Integrate Complete Streets infrastructure and design features, such as sidewalks, bikeways and transit stops, into street design and construction to create safe and inviting environments for people to walk, bicycle and use public transportation.**

*Program C.22.a Review and where needed, update the City's engineering design standards to implement Complete Streets infrastructure elements.*

*Program C.22.b Incorporate Complete Streets infrastructure elements into new streets, street retrofits and certain maintenance projects to encourage multiple modes of travel, as appropriate to the context and determined reasonable and practicable by the City. Depending on the context, these elements may include:*

- Infrastructure that promotes a safe means of travel for all users along the public right-of-way, such as sidewalks, shared use of paths, bicycle lanes, and paved shoulders;
- *Infrastructure that facilitates safe pedestrian crossings of the right of way, such as accessible curb ramps, crosswalks, refuge islands, and signals to meet the needs of children, people with disabilities and the elderly;*
- *Street design features that promote safe and comfortable travel by pedestrians, bicyclists and users of public transportation, such as traffic calming features and physical buffers between vehicular traffic and other users;*
- *Inclusion of amenities that improve the comfort and addresses the safety needs of pedestrians and bicyclists, such as, but not limited to, signs, pavement markings, pedestrian-scale lighting, benches, seat walls, bike lockers and racks;*
- *Improvements to public transit and multi-modal connections, to enhance City-wide transit access and connections to regional destinations;*
- *Minimizing vehicular ingress and egress points on major arterials and consolidating private driveway entries to enhance bicycle, pedestrian and automobile safety along these arterials;*
- *Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and to encourage pedestrian and bicycle use. Landscaping should use San Bruno Mountain native plants where feasible. In any case, plants should be non-invasive and drought resistant. (See also the Green Streets section of this element.)*
- *Balance on-street parking as appropriate to the context, to promote the Complete Streets Act goals and encourage economic vitality. (See also the Parking section of this element.)*

*Program C.22.c Where possible, work with MTC to secure regional funding for Complete Streets projects.*

**Policy C.23 Seek to retrofit existing roadways to create Complete Streets.**

*Program C.23.a Identify roadways where retrofits may reasonably be accomplished in balance with existing and planned land uses, giving priority to arterial and collector streets and to projects that would provide greater connectivity between key areas of the City, such as, but not limited to, between the Northeast Ridge, Sierra Point and Central Brisbane.*

*Program C.23.b Identify roadways where Complete Streets retrofits may provide for enhanced place-making and contribute to the City's vitality.*

*Program C.23.c Seek regional, state, and/or federal funding sources to retrofit roadways to create Complete Streets.*

**Policy C.24 For new multifamily, mixed use or commercial development projects subject to discretionary review that would affect the public right-of-way, incorporate and implement Complete Streets elements at each stage of the development process as determined reasonable and practicable by the City.**

*Program C.24.a As part of the design review permit process, require documentation of how the routine accommodation of bicyclists and pedestrians will be satisfied.*

*Program C.24.b As part of the project design review process, ensure that the project objectives and purpose are consistent with current MTC directives on Complete Streets and Routine Accommodation.*

**Bicycles and Pedestrians**

Bicycle and pedestrian travel have become increasingly popular in recent years in the San Francisco Bay Area, where the weather is mild, and where there has been an increased accommodation of these modes into circulation networks throughout the region. These are typically modes used for recreation, school trips, and short- to moderate-distance commute trips. Since they are non-polluting, require relatively low cost facilities, and contribute to individual health, they are increasingly becoming valuable alternatives to automobiles and are critical components in the circulation network in contributing to sustainability. They are also critical modes for incorporation in the circulation network in providing a sense of place, especially within city centers.

Given the ties of pedestrian and bicycle access to land use, Brisbane's General Plan includes the policies and programs that follow in this section as well as companion policies and programs within the land use and subareas elements.

Brisbane is currently in the process of creating a bicycle and pedestrian master plan that would enhance its existing network of bikeways and walkways and where possible provide greater connectivity, or improve existing bikeways and walkways that are tied to the regional network.

*Regional Connections*

**Policy C.25 Provide input to the City and County of San Francisco and San Mateo County in regional planning efforts to enhance and expand the regional bicycle and pedestrian networks, including, where appropriate, amendments to regional bicycle and pedestrian plans.**

**Policy C.26 Continue to connect Brisbane's bikeway and pedestrian system to the County and regional networks.**

*Program C.26.a Continue to apply for Transportation Development Act (TDA), successors to TDA, and other funding sources.*

*Safe Routes to School*

**Policy C.27 Work with the County Congestion Management Agency, C/CAG, and local schools to develop priorities and implement Safe Routes to School projects consistent with state and federal legislation.**

*Program C.27.a Continue to identify improvement projects and seek funding for Safe Routes to School infrastructure improvements.*

*Program C.27.b Continue non infrastructure-related activities that encourage walking and bicycling to school, through outreach on the City's website, informational articles in the local City news publications, communications through community leaders, partnering with non-profit entities, promoting walk and bike to school days, and supporting partnerships with the schools to provide education directly to students and parents on the benefits of walking and bicycling to school.*

*Program C.27.c Develop and promote a traffic safety education program for the schools.*

*Program C.27.d Continue to provide a crossing guard program.*

*Bicycles*

**Policy C.28 Maximize bicycle access to all areas of the City, as practicable.**

*Program C.28.a Identify areas of the City where bikeways may be constructed, as both recreational and transportation amenities, with the aim of connecting all areas of the City with a network of bikeways.*

*Program C.28.b Design and install bikeways to meet best current engineering practices.*

**Policy C.29 Provide for the safety of bicyclists by dedicating bikeways where practicable, by installing appropriate signing and striping, and by maintaining the pavement.**

*Program C.29.a Install as many bikeways as can safely be accommodated and are economically feasible.*

**Policy C.30 Require new development and redevelopment to plan for and construct bikeways and/or bicycle parking facilities, as determined reasonable and practicable by the City.**

**Policy C.31 All new arterial streets and any existing arterials that are improved should provide for bicycle transportation.**

*Program C.31.a As a part of the budget and Capital Improvement Program development, seek opportunities to upgrade existing bikeways and to install new bikeways.*

**Policy C.32 Provide or require bicycle parking facilities at major destination points.**

*Program C.32.a Include bicycle lockers in park-and-ride facilities.*

*Program C.32.b Encourage business and employment centers to provide bicycle-parking facilities for their employees.*

*Program C.32.c Design and install bicycle-parking facilities to meet best current engineering practices.*

**Policy C.33 Provide public information on bicycle transportation.**

*Program C.33.a Promote bicycle use through a public information program, at special events, and through City publications.*

*Program C.33.b Establish an educational program on safe bicycle use.*

*Program C.33.c Make bicycle network maps available.*

*Pedestrians*

**Policy C.34 Maximize safe pedestrian facilities and access to all areas of the City, as reasonable and feasible.**

*Program C.34.a Identify sidewalks, walkways, and trails throughout the City to improve with pedestrian amenities as funds are made available; and continue to apply for new grant funding.*

*Program C.34.b Consider opportunities to enhance and expand pedestrian access between Central Brisbane, the Caltrain station, Sierra Point Marina and other regional destinations and transit connections.*

*Program C.34.b As part of the budget and Capital Improvement Program preparation, seek funding to upgrade and expand the system of pedestrian sidewalks, walkways and trails, especially in conjunction with street improvement projects.*

*Program C.34.c For newly designed and constructed sidewalks, disallow automobile parking thereon; and for existing sidewalks adjacent to rolled or vertical curbs, encourage residents to park such that sidewalks are kept clear for pedestrians in accordance with the Americans with Disabilities Act (ADA) width standards.*

*Program C.34.d Where practicable and where funds are available, establish and improve mid-block and block-end, public right-of-way pedestrian paths, in order to provide direct off-street pedestrian access between the upper and lower parts of Central Brisbane.*

**Policy C.35 Require pedestrian amenities with new development and expansion of existing uses, as appropriate.**

*Program C.35.a Adopt standard requirements for sidewalk improvements along property frontages, taking into consideration constraints imposed by topography, and where*

*sidewalks are not appropriate, consider in-lieu fees for new development for funding pedestrian amenities elsewhere in the City.*

*Policy C.35.b Consider accepting sidewalk improvements beyond the frontage of a development site as a means to help mitigate traffic and parking impacts.*

## Transit

Brisbane has limited transit service, provided by regional agencies. This includes San Mateo County Transit District (SamTrans), Caltrain, and local shuttle service.

Given the high cost to construct new, fixed, mass transit systems such as BART, Caltrain and even light rail, there is an emphasis in this element on seeking to develop improved facilities and connections and improving the service network on the peninsula, with greater Brisbane service. However, the Baylands site includes the Bayshore Caltrain station and the opportunity exists to expand this facility into a multi-modal transit hub along the proposed extension of Geneva Avenue. This could potentially accommodate connections for Caltrain, SF Muni light rail, SamTrans, Bus Rapid Transit and various shuttles.

Transit is a regional issue and Brisbane fully supports and is involved with the regional agencies to promote and enhance transit, as reflected in the policies and programs below.

**Policy C.36 Seek opportunities to install and improve transit facilities, establish multi-modal connections and increase the service network.**

*Program C.36.a Continue active participation in the implementation of the San Mateo County-wide Transportation Plan to improve circulation systems, to develop alternatives to automobile dependence and to make transportation-sensitive land use decisions.*

*Program C.36.b Request more frequent scheduling of Caltrain stops at the Bayshore station as warranted by demand.*

*Program C.36.c Support, improve, and expand transit to serve the business and residential communities and provide connections to major transportation hubs.*

*Program C.36.d Cooperate with San Mateo County Transit District (SamTrans), and other appropriate agencies, to establish bus rapid transit (BRT) systems where practicable.*

*Program C.36.e Cooperate with and provide input to transit agencies to provide increased bus scheduling to a greater network of destinations (especially to regional destinations, such as work, shopping, entertainment centers and medical facilities).*

*Program C.36.f Cooperate with and provide input to transit agencies to provide more comprehensive transfer connections with other bus routes outside of Brisbane and with other transit systems, such as Caltrain and BART.*

*Program C.36.g Work with SamTrans to install improvements at existing bus stops and designated routes.*

*Program C.36.h Provide information to citizens on the availability of transit.*

*Program C.36.i Require new development that are subject to the City's transportation demand measures (TDM) ordinance to also incorporate measures that facilitate Complete Streets compliance measures, such as transit stops, shuttle stops, and bicycle facilities.*

**Policy C.37 Plan for park-and-ride facilities at the Caltrain Station and other major transit stops.**

## VI.5 TRANSPORTATION MANAGEMENT

Transportation management includes both transportation systems management (TSM) and transportation demand management (TDM). TSM is an approach to congestion mitigation that seeks to identify improvements to enhance the capacity of existing systems through operational measures. TDM includes strategies and measures that influence travel behaviors to improve the use of transportation system resources and the mobility and access for users. The underlying aim is to reduce single-occupant vehicle trips by offering more and better choices. This is especially effective for large employers to provide such things as shuttle and carpooling services to employees, offering incentives for employees to take transit, and incorporating physical infrastructure features, such as bike storage and shower and locker facilities, in the construction of new buildings or improvements to existing buildings.

**Policy C.38 Continue participation in the efforts of subregional and regional transportation agencies to manage transportation systems.**

*Program C.38.a Continue active participation in the Congestion Management Program.*

*Program C.38.b Continue active participation in the Peninsula Traffic Congestion Relief Alliance Joint Powers Authority (Commute.org), as a means to cooperatively encourage residents and employees to reduce demand on transportation infrastructure.*

*Program C.38.c Provide information to citizens, employers, and employees on the alternatives to the single-occupant commute vehicle and the benefits of using the alternatives.*

*Program C.38.d Provide local incentives for participation in Transportation System Management (TSM) and Transportation Demand Management (TDM) programs and continue to implement same.*

*Program C.38.e Require Transportation System Management and Transportation Demand Management measures to help mitigate the traffic and parking impacts of development projects.*

## VI.6 PARKING

The availability of parking in Brisbane varies by the area and time of day. Drivers seeking to park in some areas of Central Brisbane may experience difficulties due to narrow roads where street parking is limited by the width of the street, relatively high density of development, and in certain cases a high level of automobile ownership, or lack of available on-site parking. On the other hand, some of the commercial areas may be considered to have an over-abundance of parking, especially during off-peak times. Accordingly, the policies in the section are aimed at achieving the appropriate balance of parking, given the uses and the locations.

Included in this section is the continuation of minimum parking standards for new development throughout Brisbane, but also the establishment of maximum parking standards. This is intended to minimize paving to address stormwater runoff concerns, heat island effects, glare, and aesthetic concerns.

**Policy C.39 Maintain as much on-street parking in residential Brisbane as can be accommodated safely.**

*Program C.39.a Periodically review residential parking requirements in the Zoning Ordinance, to maintain parking availability in Brisbane's residential districts and to ensure consistency with the latest adopted Housing Element.*

*Program C.39.b Seek means to encourage residents to use their garages for vehicles rather than other purposes.*

**Policy C.40 Improve public parking opportunities in the Central Brisbane business district and other commercial areas, as appropriate.**

*Program C.40.a Consider opportunities to add public parking to underserved areas and investigate establishing a public parking lot or lots.*

*Program C.40.b Pursue, as feasible and needed, a downtown parking assessment district.*

**Policy C.41 Maintain an appropriate amount of off-street parking in commercial areas.**

*Program C.41.a Review the parking regulations for office, commercial and industrial uses and consider setting minimum and maximum parking standards where transit alternatives are readily available.*

**Policy C.42 Consider opportunities to add public parking to underserved areas and to provide parking/staging areas at public trailheads.**

**Policy C.43 Consider updates to the Brisbane Municipal Code to require parking lot solar canopies for energy generation and/or parking lot shade trees to reduce heat island effects on commercial development projects.**

## VI.7 CIRCULATION AND LAND USE

State law recognizes that circulation and land use are closely related and requires that these two components of a City's General Plan be correlated. Through coordinated transportation and land use planning, the City will provide mobility Brisbane residents and businesses, including roadway capacity enhancements to accommodate traffic generated by planned future development within the City. Because the correlation of land use and transportation planning required by State law also encompasses considerations of energy efficiency and the need to reduce emissions of greenhouse gas and air pollutant emissions, the City's Circulation Element policies are also intended to support efficient land use patterns that facilitate convenient access to regional transit facilities as well as bicycle and pedestrian connectivity through the City.

The land use and circulation policies in this General Plan also focus on ways to reduce the negative effects of automobile traffic at the local level on the City's residents and businesses. In essence, the policies are aimed at:

- Providing for a mix of jobs, housing and commercial services in the City to reduce the number of trips Brisbane residents are required to make outside the community to obtain essential services.

- Providing for opportunities for pedestrians and bicyclists to reach all areas of the City and thus reduce dependence on the automobile for local trips.

- Generating a mix of uses to support transit facilities.

- Accommodating uses with differing peak hour trips, to minimize impacts on existing and new streets and highways.

- Linking the development capacity of vacant lands to potential for provision of local transportation and circulation, the provision of transit facilities and participation in transportation systems management programs.

- Assuring adequate and safe access to properties.

The following policies address the relationship between land use and circulation:

**Policy C.44 Consider potential effects on mobility and emergency evacuation in making land use decisions.**

**Policy C.45 For vacant subareas without existing infrastructure, require circulation plans and multi-modal transportation analyses to be submitted as a part of any development application.**

**Policy C.46 Consider transit use and facilities as well as Transportation Demand Management Programs in making land use decisions.**

**Policy C.47 Ensure legal access to properties in making land use decisions.**

*Program C.47a In reviewing building permit, subdivision and other development applications, distinguish whether the subject property has access from public streets, private streets, or easements. Obtain from applicants, evidence of a legal right of access to their properties. Require that such access meet applicable standards.*

**Policy C.48 In conjunction with new development and expansion of existing uses, require that new streets and any existing private streets serving the property be improved to City standards and offered for dedication as public streets.**

*Program C.48.a Continue to accept offers to dedicate existing private roadways as public streets, where they meet City standards.*

*Program C.48b Where appropriate, require exactions or impact fees for new development and improvements to property to improve substandard streets to minimum safety standards.*

*Program C.48.c Investigate requiring secondary access for long cul-de-sac streets.*

*Program C.48.d Investigate requiring mid-block turnarounds on all streets with cul-de-sacs longer than 500 feet.*

*Program C.48.e Investigate requiring that substandard intersections be improved, in conjunction with new development, to provide adequate turning radius.*

*Program C.48.f Consider an impact fee program to fund acquisition of additional rights-of-way, widening of existing streets to provide additional on-street parking and construction of other safety improvements.*

*Program C.48.g Continue to require parking and safety improvements in conjunction with new residential development and major additions or remodels that meet defined thresholds.*

*Program C.48.h Encourage the formation of assessment districts where appropriate, for needed circulation improvements.*

**Policy C.49 Monitor land use decisions under consideration by adjacent jurisdictions and their potential effect on Brisbane's streets. Comment through the public process and request mitigations as appropriate.**

**Policy C.50 Monitor regional developments and their effects on Highway 101, interchanges along the freeway, and Bayshore Boulevard to evaluate vehicular congestion from through traffic caused by developments approved by cities to the north and south of Brisbane. Comment through the public process and request appropriate improvements to be provided within Brisbane from those developments.**

## VI.8 GREEN STREETS

Green Streets refers to the inclusion of landscape elements into the street right-of-way to help reduce storm water runoff by both interception and infiltration of rainwater and biological treatment of storm water by those landscape elements. The intended results are to help ease the burden, or flow volume, on storm water systems and to provide for improved water quality for that water that does enter the storm water systems. The specific landscape elements may take a variety of forms including, but not limited to, bio-treatment planters, rain gardens, street trees and other plantings.

Since the intent is to address stormwater quality, Green Streets elements may also be used in demonstrating compliance with the State Water Board provisions for low impact development (LID) and "Green Infrastructure", subject to specific state provisions and design criteria where applicable. Low impact development is aimed at mimicking predevelopment hydrology by minimizing impervious cover, then bio-treating and infiltrating stormwater close to its source.

Green Streets are also a means to enhance the pedestrian experience of streetscapes and may be used in conjunction with "road diets", to reduce existing, excessively wide roadways to provide for traffic calming and overall safer roadways. Given that, depending on the context, Green Streets may be a component of Complete Streets, in that these landscape features enhance the pedestrian and bicycle experience and thereby encourage all modes of travel.

Finally, Green Streets provide other ecological benefits, such as reduced heat island effects, improved air quality and wildlife islands or corridors.

The following policies and programs address Green Streets and are intended to integrate Green Streets principles and designs into the roadway network when possible:

**Policy C.51 Incorporate Green Streets best practices, as appropriate to the context, for new streets and street retrofits, to enhance the pedestrian and bicyclist experience, to promote low impact development (LID) consistent with state water board initiatives to reduce the impacts of development on storm water resources and to enhance the natural environment. (See also the Complete Streets section)**

*Program C.51.a Continue to evaluate and update the approved plant species list and standards for streetscape plantings.*

*Program C.51.b Consider where Green Streets retrofits may be incorporated into capital improvement projects and seek funding sources for Green Streets projects.*

**Policy C.52 For new multifamily, mixed use or commercial development projects subject to discretionary review, as part of the design review permit process, incorporate Green Streets, as determined reasonable and practicable by the City.**

**Policy C.53 In the design and approval of a specific Green Street, the following factors will be considered, as may be applicable:**

- **Context and design intent for the area or site;**
- **Site and environmental constraints such as soil type, sun and wind exposure, presence of utilities, view sight lines and view corridors;**
- **On-going water needs and drought tolerance;**
- **Diversity of plantings to reduce the potential for mass die-offs due to pests or disease which may impact specific species;**
- **Adequate soil volume and location of the species within a storm water treatment unit, where applicable.**

## VI.9 ALTERNATIVE TRANSPORTATION MODES

Alternative transportation modes in this section refer to alternatives to fossil-fuel vehicles which have not already been addressed in the Complete Streets section, under the traditional categories of public transit, biking and walking. Use of alternative transportation modes has a historical precedent in Brisbane with such things as rail-spur lines for goods movement and the more recent City-sponsored car sharing service. The programs in this section address continuation of the historic technology of rail lines for goods movement as well as incorporation of more recent and emerging technologies and sharing-based services into Brisbane's circulation network.

**Policy 54 Maintain existing and incorporate new alternative transportation modes and infrastructure into the circulation network as reasonable and practicable.**

*Program 54.a Consider revisions to the Brisbane Municipal Code to require vehicle charging stations for development projects.*

*Program 54.b Encourage the use of electric, fuel cell and other clean energy vehicles and provide charging stations at public facilities and encourage installation of charging stations at existing private sites, as reasonable and feasible.*

*Program 54.c Seek grant funding opportunities and other funding sources to install publicly accessible vehicle charging stations and other infrastructure to support and enhance alternative means of transportation.*

*Program 54.d Encourage the maintenance of existing rail-spur lines to continue their use in transporting goods. (See also policies and programs under the Transit section for public transportation)*

*Program 54.e Monitor and consider new technological advances such as driverless shuttles and how sharing based transportation (car and bike sharing) can be accommodated in the City's circulation system.*

## VI.10 SAN FRANCISCO-SAN MATEO BI-COUNTY TRANSPORTATION STUDY

The Bi-County Transportation Study was undertaken by the San Francisco County Transportation Authority (SFCTA) and the City/County Association of Governments of San Mateo County, along with the City of Brisbane, City/County of San Francisco, Peninsula Corridor Joint Powers Board (Caltrain), and others to assess the transportation improvements needed to support development of approximately 15,000 new housing units and over 14 million square feet of new employment uses proposed within the southeastern corner of San Francisco and the northeastern corner of San Mateo County. The study includes a listing of transportation projects along the San Francisco/San Mateo county line and a funding strategy.

The final report for the Bi-County Study, which was prepared in 2013, recommended the following transportation improvements:

- US 101 Candlestick Interchange Re-Configuration
- Geneva Avenue Extension from Bayshore Boulevard to the US 101 freeway
- Harney-Geneva Bus Rapid Transit Line
- T-Third Light Rail Extension (Segment "S")
- Bayshore Station Re-Configuration
- Bicycle-Pedestrian Connections
- Area-Wide Traffic Calming Program

~~In 2019, the~~The City of Brisbane ~~began~~ is working with the other agencies involved in the Bi-County Transportation Study to update the land use and development assumptions used in the 2013 study and

review the report's recommendations to determine whether any revisions to the list of transportation improvements might be appropriate.

**REFERENCES**

1. See also, Brisbane *Traffic Management and Capacity Study Update*. Wilbur Smith Assoc., April 1993.

2. See Chapter X, Community Health and Safety, for more information on circulation-related safety and utility issues.

3. See Brisbane Baylands Draft Environmental Impact Report, Chapter 4.N, State Clearinghouse #2006022136, ESA, June 2013.

6472034.2

EXHIBIT E


## Road Classifications

- Freeway
- Principal Arterial
- Minor Arterial
- Major Collector
- Local
- Private

0 500 1,000 1,500 2,000 Feet

# Figure C-3
# Proposed
# Circulation Improvements

- City Limits
- Baylands Specific Plan (BSP) Area


**Figure C-4**
**Street Classifications within the Baylands Subarea**

**DRAFT**

**PLANNING COMMISSION RESOLUTION NO. PC-01-26**

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF BRISBANE, CALIFORNIA, RECOMMENDING CITY COUNCIL TO ADOPT THE BAYSHORE MOBILITY PLAN PURSUANT TO GENERAL PLAN CIRCULATION ELEMENT POLICY C.1 AND PROGRAM C.1.B

**WHEREAS,** The Baylands Specific Plan area encompasses approximately 684.3 acres within the City of Brisbane in northeast San Mateo County, approximately 449 acres of which is owned by Sunquest Properties, Inc. and managed by Baylands Development, Inc. ( collectively, "BDI"); and

**WHEREAS,** in 2005, BDI submitted a specific plan to the City proposing development of approximately 449 acres of the Baylands; and

**WHEREAS,** in 2011, BDI submitted a revised specific plan that proposed 4,434 residential units, approximately seven million square feet of commercial development, and approximately 169.7 acres of open space; and

**WHEREAS,** in 2013, a Draft Environmental Impact Report for the 2011 Specific Plan was made available for public review from June 11, 2013, to January 24, 2014; and

**WHEREAS,** on July 18, 2018, the Brisbane City Council certified the Brisbane Baylands Final Program EIR in accordance with the provisions of CEQA for implementation of General Plan Amendment GP-1-18; and

**WHEREAS,** on July 18, 2018, the Brisbane City Council adopted Resolution 2018-62, approving General Plan Amendment GP-1-18 to amend various provisions of the General Plan related to the Brisbane Baylands General Plan Subarea to allow for a range of 1800–2200 dwelling units and up to 6.5 million square feet of new commercial development, and 500,000 square feet of hotel development, subject to City approval of a specific plan consistent with policies established in GP-1-18; and

**WHEREAS,** General Plan Amendment GP-1-18 was approved by City of Brisbane voters as Measure JJ in the November 6, 2018, Brisbane elections; and

**WHEREAS**, on January 16, 2020, the City Council adopted General Plan Amendment GP-1-19 to implement GP-1-18 and Measure JJ, and the City Council certified an Addendum to the Brisbane Baylands Final Program EIR pursuant to the requirements of CEQA Guidelines § 15164; and

**WHEREAS**, General Plan Amendment GP-1-19 states that the City's roadway system is to be designed "to emphasize mobility for Brisbane residents and businesses, accommodate bicycle and pedestrian in addition to vehicular movement, and provide for comfortable and safe travel within the community to shopping, employment, and recreation, as well as to transit and the Highway 101 freeway."

**WHEREAS**, General Plan Program C.1.b calls for a plan to reconfigure Bayshore Boulevard that addresses the "effects of regional through traffic within Brisbane and enhances mobility for Brisbane residents and businesses through a combination of roadway and intersection, transit, bicycle, and pedestrian facility improvements that would not cause a substantial increase in vehicle miles traveled (VMT) on Bayshore Boulevard or other routes through the City"; and

**WHEREAS,** on February 20, 2020, the City distributed a Notice of Preparation (NOP) for an EIR for a project including a revised Brisbane Baylands Specific Plan from the project applicant, which necessarily included preparing a Bayshore Mobility Plan to implement General Plan Program C.1.b, opening a 60-day response period; and

**WHEREAS,** pursuant to CEQA Guidelines Section 15082(c)(1), the City of Brisbane held a public scoping meeting for the Draft EIR on March 4, 2020, to provide an opportunity for members of the public and public agencies to provide input on the scope and content of the environmental information and analysis to be included in the EIR for the proposed Baylands Specific Plan; and

**WHEREAS,** in January 2023, the applicant submitted a revised Specific Plan to supersede the 2011 Specific Plan; and

**WHEREAS,** on April 26, 2023, the City distributed an updated NOP for the EIR, and provided a 30-day response period starting on April 26, 2023; and

**WHEREAS,** a second scoping meeting for the Draft EIR was held on May 9, 2023, and the updated NOP response period ended on May 25, 2023; and

**WHEREAS,** on April 3, 2025, the City of Brisbane published a revised draft Brisbane Baylands Specific Plan; and

**WHEREAS,** on April 3, 2025, the City of Brisbane published the Draft Environmental Impact Report for the Brisbane Baylands Specific Plan Project ("Draft EIR"), which included the Bayshore Mobility Plan in its project description in Section 3.3.4 – *Bayshore Mobility Plan*; and

**WHEREAS,** also on April 3, 2025, the City of Brisbane released a Notice of Availability/Notice of Completion for the Draft EIR, notifying the public and agencies of a 151-day public review period that ran from April 3, 2025, to September 2, 2025; and

**WHEREAS,** the Notice of Availability also discussed the availability of the Draft EIR Appendices, which included a copy of the draft Bayshore Mobility Plan (Appendix F to Draft EIR Appendix F.1); and

**WHEREAS,** the Bayshore Mobility Plan was prepared to meet the directives of General Plan Amendment GP-1-19 and General Plan Circulation Element Policy C.1 and Program C.1.b. More specifically, General Plan Policy C.1 calls for the City's roadway system to be designed "to emphasize mobility for Brisbane residents and businesses, accommodate bicycle and pedestrian in addition to vehicular movement, and provide for comfortable and safe travel within the community to shopping, employment, and recreation, as well as to transit and the Highway

101 freeway." To implement this policy, General Plan Program C.1.b calls for development of plans for Bayshore Boulevard "that address the effects of regional through traffic within Brisbane and enhances mobility for Brisbane residents and businesses through a combination of roadway and intersection, transit, bicycle, and pedestrian facility improvements that would not cause a substantial increase in vehicle miles traveled (VMT) on Bayshore Boulevard or other routes through the City;" and

**WHEREAS**, the Bayshore Mobility Plan builds on the *2022 Brisbane Bayshore Complete Streets Safety Assessment* prepared by the Safe Transportation Research and Education Center (SafeTREC) at University of California, Berkeley in collaboration with Fehr & Peers and City staff, which was presented to the City Council on October 19, 2023 and presented to the Complete Streets Safety Committee of the City of Brisbane on February 7, 2024; and

**WHEREAS**, the Bayshore Mobility Plan expands upon the 2022 Brisbane Bayshore Complete Streets Safety Assessment's recommendations north from Old County Road to Geneva Avenue to enhance mobility for Brisbane residents by enhancing connectivity for residents and land uses abutting Bayshore Boulevard, reducing the prominence of regional through traffic along Bayshore Boulevard, redesigning Bayshore Boulevard as a multi-modal corridor, increasing connectivity between the Baylands and the existing City of Brisbane, and improving the look of the corridor; and

**WHEREAS**, from Geneva Avenue south to San Bruno Avenue, the Bayshore Mobility Plan would reduce the number of travel lanes from four (two in each direction) to two (one in each direction), reduce the posted speed limit from 45 miles per hour (mph) to 35 mph, widen sidewalks and add a multi-use Class I path on the west side of the corridor, provide protected intersections at locations with vulnerable roadway users (such as school children at Bayshore and Main Street traveling to the proposed middle school within the Baylands), and improve access control to local streets within the Baylands; and

**WHEREAS**, on May 14, 2026, the Brisbane Baylands Specific Plan Final Environmental Impact Report (State Clearinghouse Number #2006022136) was published and made available on the City's website; and

**WHEREAS**, on May 28, 2026, and June 11, 2026, the Planning Commission conducted public workshops to provide an overview of the Final EIR, the Baylands Specific Plan, and the Bayshore Mobility Plan; and

**WHEREAS**, on June 25, 2026, the Planning Commission conducted a duly noticed public hearing on the Final EIR, Baylands Specific Plan, and Bayshore Mobility Plan, at which time any person interested in the matter was given the opportunity to be heard; and

**WHEREAS**, notice of the Planning Commission public hearing was posted and mailed to property owners of the subject properties and within 300 feet of the boundaries of the subject properties and all interested parties requesting notice, per Brisbane Municipal Code Section 17.54.020 prior to the Planning Commission hearings; and

**WHEREAS**, at their June 25, 2026 meeting, the Planning Commission recommended the City Council certify the Final EIR for the Brisbane Baylands Specific Plan, adopt the 2026 Staff-Recommended Baylands Specific Plan, dated May 2026 , amend the General Plan Land Use and Circulation Elements, and amend Title 17 of the Brisbane Municipal Code to implement provisions of the 2026 Staff-Recommended Specific Plan; and

**WHEREAS**, the Bayshore Mobility Plan is consistent with the Brisbane General Plan, as analyzed under Impact TRA-2: *Facilitate Transit, Bicycle, and Pedestrian Travel Modes*, in Final EIR Section 4-8 *Transportation*.

**NOW, THEREFORE,** based on the findings set forth herein, the Planning Commission of the City of Brisbane, at its meeting of _____, 2026, resolves as follows:

**Section 1.**

A. The above recitals are true and correct and are incorporated herein by reference as if set forth in full.

B. The Planning Commission has reviewed and considered the following, including but not limited to, the Bayshore Mobility Plan, the Specific Plan circulated with the Draft EIR (Draft EIR Appendix A), the 2026 Staff-Recommended Baylands Specific Plan, the Draft EIR and Final EIR, the alternatives analyzed in the Draft EIR and Final EIR, and revisions to these plans discussed in public hearing.

C. The Planning Commission of the City of Brisbane recommends the following action be taken by the City Council of the City of Brisbane:

1. Adopt the Bayshore Mobility Plan, provided in Appendix F to the Final Environmental Impact Report for the Brisbane Baylands Specific Plan published May 2026, incorporated by reference as Exhibit A, in accordance with Government Code section 65359.

ADOPTED this _____ day of _____, 2026, by the following vote:

AYES:

NOES:

ABSENT:

_____

Douglas Gooding, Chair

ATTEST:

_____

JULIA AYRES, Community Development Director

# EXHIBIT A

Bayshore Mobility Plan

Incorporated by reference

Available online at: https://www.brisbaneca.gov/787/Major-Documents

# Attachment 2.a: Redline copies of General Plan and Zoning Ordinance Amendments

## (Map Amendments)

i. GP Circulation Element - Proposed Figure C-3 (Draft)
ii. GP Circulation Element - Proposed Figure C-4 (Draft)
iii. GP Land Use Map - Proposed Baylands Specific Plan Land Use (Draft)
iv. Zoning Map - Proposed Baylands Specific Plan Zoning District (Draft)

## Attachment 2.b: Redline copies of General Plan and Zoning Ordinance Amendments

## (Text Amendments)

i. BMC Title 17 Zoning - Redline
ii. General Plan Chapter 5 Land Use - Redline
iii. General Plan Chapter 6 Circulation - Redline

# Attachment 3: 2026 Staff Recommended Specific Plan

## Specific Plan Files

1. Complete 2026 Baylands Specific Plan
2. Cover and TOC (PDF)
3. 00 Executive Summary (PDF)
4. 01 Introduction (PDF)
5. 02 Land Use Program and Definitions (PDF)
6. 03 Development Standards and Controls (PDF)
7. 04 Sustainability Framework (PDF)
8. 05 Conservation and Open Space (PDF)
9. 06 Circulation (PDF)
10. 07 Infrastructure (PDF)
11. 08 Public Facilities Financing (PDF)
12. 09 Implementation (PDF)
13. 10 Appendices (PDF)

# Attachment 4: 2026 Final EIR

## FEIR Documents

*Volumes 1 - 5*

1. Final Environmental Impact Report Volume 1 - Revised Draft EIR (Up to Section 4.6)
2. Final Environmental Impact Report Volume 2 - Revised Draft EIR (Sections 4.7 -4.14)
3. Final Environmental Impact Report Volume 3 - Revised Draft EIR (Section 4.15 -Chapter 10)
4. Final Environmental Impact Report Volume 4 - Response to Comments on the DEIR (Chapters 11-13)
5. Final Environmental Impact Report Volume 5 - Response to Comments on the DEIR (Chapters 14-17)

*Appendices*

1. Appendix A - 2025 Baylands Specific Plan (PDF)
2. Appendix B - Notice of Preparation(s) Distribution List (PDF)
3. Appendix C - Urban Decay Technical Report (PDF)
4. Appendix D - Biological Resources Technical Report (PDF)
5. Appendix E - Cultural Resources Technical Report (PDF)
6. Appendix F1 - Transportation Impact Assessment (PDF)
7. Appendix F2 - Safe Routes to School Study (PDF)
8. Appendix F3 - Brisbane Baylands General Plan Compliance Study (PDF)
9. Appendix G1 - Air Quality Technical Report (PDF)
10. Appendix G2 - Health Risk Assessment (PDF)
11. Appendix G3 - Mitigated Air Quality and Health Risk Calculations (PDF)
12. Appendix H1 - Greenhouse Gas Emissions Technical Report (PDF)
13. Appendix I - Energy Resources Technical Report (PDF)
14. Appendix J - Noise Technical Report (PDF)
15. Appendix K1 - OU-SM RAP 1 of 4 (PDF)
16. Appendix K1 - OU-SM RAP 2 of 4 (PDF)
17. Appendix K1 - OU-SM RAP 3 of 4 (PDF)
18. Appendix K1 - OU-SM RAP 4 of 4 (PDF)
19. Appendix K2 - OU-2 RAP 1 of 5 (PDF)
20. Appendix K2 - OU-2 RAP 2 of 5 (PDF)
21. Appendix K2 - OU-2 RAP 3 of 5 (PDF)
22. Appendix K2 - OU-2 RAP 4 of 5 (PDF)
23. Appendix K2 - OU-2 RAP 5 of 5 (PDF)
24. Appendix K3 - Former Brisbane Landfill Closure Plan and Post Closure Maintenance Plan (PDF)
25. Appendix K4 - OU-SM Approval Record (PDF)
26. Appendix K5 - OU-2 Approval Record (PDF)
27. Appendix K6 - Former Brisbane Landfill Closure Plan Approval Record (PDF)
28. Appendix L - Sea Level Rise Technical Report (PDF)
29. Appendix M1 - Geotechnical Report (Western Portion of the Baylands) (PDF)
30. Appendix M2 - Geotechnical Report (Eastern Portion of the Baylands) (PDF)
31. Appendix M3 - Paleontological Resource Report (PDF)
32. Appendix N1 - Police Protection Facilities Plan (PDF)
33. Appendix N2 - Fire Protection Services Plan (PDF)
34. Appendix O - Wind Analysis (PDF)
35. Appendix P - Water Supply Assessment (PDF)
36. Appendix Q - DEIR Comments and Public Meeting Transcript (PDF)

*Notices*

1. Baylands FEIR Notice of Availability and Public Hearing
2. Baylands FEIR Notice of Completion

# Attachment 5: Detailed Project Background and History analysis

# Baylands Specific Plan Background and History

## Historic Uses

With the exception of Ice House Hill, the majority of the Baylands was historically part of San Francisco Bay. Filling of the Bay to create the Baylands started in the 1860s with construction of a rail line from San Francisco to San Jose. After the 1906 San Francisco earthquake, the area west of the rail corridor was filled in primarily with earthquake rubble. This area was subsequently developed with a Southern Pacific railyard which operated until the early 1980s; the Bayshore Caltrain station still remains and is located along the northerly edge of the site. A portion of the western side of the site was subsequently developed with a collection of small industrial buildings along Industrial Way. Filling of the Bay to create the Brisbane Landfill progressed from north to south starting about 1915, with the landfill ceasing operations in the early 1960s. The portion of the site formerly used as a landfill has been utilized for several interim uses over time, some of which continue to operate at present.

All uses operating on property managed by BDI will ultimately be removed from the site when the Specific Plan is implemented. As noted previously, there are several properties within the Specific Plan area that are not under the control of BDI, and these existing uses on these properties are expected to remain.

As noted previously, much of the site was created via filling of the Bay. The most prominent natural feature is Icehouse Hill, located in the southwestern portion of the site, which extends to an elevation approximately 200 feet above mean sea level. The Specific Plan area is bisected in an east–west direction by Visitacion Creek. Most of the Specific Plan area is flat or gently sloping toward San Francisco Bay, with elevations ranging from 10 to 50 feet above mean sea level. Elevations are higher on the former Brisbane landfill on the east side of the site, which features two large rectangular plateaus with Visitacion Creek running between them.

## Pre-2005

The 1994 General Plan required the submission and approval of a Specific Plan for the Baylands to determine permitted uses and establish development standards for future development. While the 1994 General Plan prohibited residential uses, it provided limited guidance regarding uses that could be permitted within the Baylands. The landowner engaged in preliminary planning efforts over the next approximately 10 years.

## 2005-2018

The initial Baylands Specific Plan application was filed by Universal Paragon Corporation with the City in 2006 (SP-1-06), requesting approval of a General Plan Amendment and a “Phase I Specific Plan” for development of the easterly approximately 449 acres of the Baylands site, along with a “framework plan” proposing basic parameters for later development of the western portion of the Baylands. The City had numerous concerns with this bifurcated planning approach and lack of certainty regarding the development of the entire Baylands site. The applicant was encouraged to modify their approach to comprehensively plan the entire site.

In 2011, the applicant submitted a revised Brisbane Baylands Specific Plan addressing the entire site which proposed 4,434 residential units, approximately 7 million SF of office/retail/industrial/institutional uses, approximately 169.7 acres of “open space/open area,” and approximately 135.6 acres of “lagoon” area, totaling approximately 12.1 million SF of total building area within the 684-acre site. The 2011 Specific Plan also included a “variant” under which retail and office/research and development (R&D) uses in the northeast portion of the site

would be replaced with entertainment-oriented uses, including a sports arena, concert theater, cinema, and more conference/exhibition space and hotel rooms. The 2011 Specific Plan also required a general plan amendment to eliminate the General Plan prohibition on housing within the Baylands.

The City commenced preparation of an EIR evaluating the developer's 2011 Specific Plan. The City Council directed that the EIR evaluate several additional land use variants at the same level of detail as the developer's Specific Plan. Given that these other variants did not include the same level of design detail as the developer's proposed Specific Plan, the City prepared a Program EIR as defined under CEQA. Program EIRs are typically prepared for policy documents where specific details pertaining to site development are not available and therefore cannot be described or analyzed in the EIR.

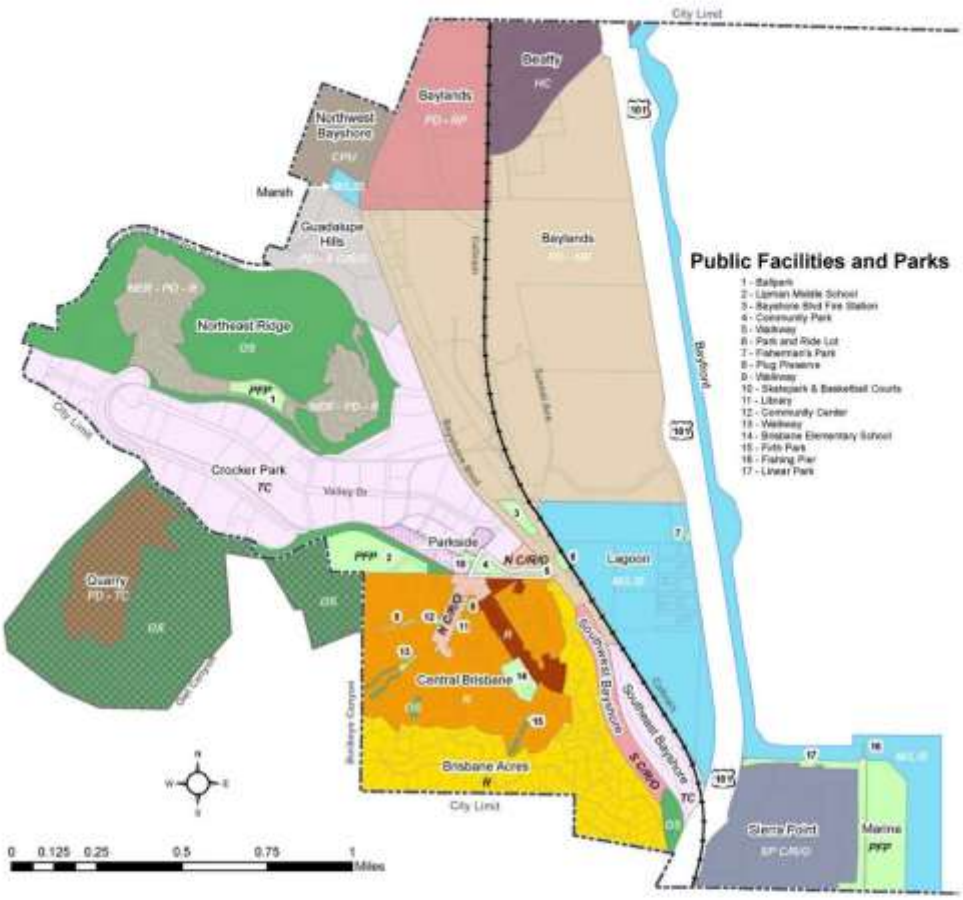
The draft Program EIR was published in June 2013. Following an extensive public review process, the Final Program EIR was published in June 2015. The Planning Commission reviewed the Final Program EIR and project from September 2015 to August 2016. City Council review of the Final Program EIR and project ran through 2016 and 2017.

## 2018

In July 2018, the City Council certified the Final Program EIR, approved General Plan Amendment GPA-1-18, and directed that GPA-1-18 be placed on the November 2018 ballot for ratification. Voters approved GPA-1-18 as "Measure JJ" in November 2018 with 55% of the voters in support.

GPA-1-18, as ratified under Measure JJ, amended the General Plan Land Use Element to establish a Planned Development land use designation allowing between 1800-2220 residential units, 6.5 million square feet of commercial development and 500,000 square feet of hotel. As shown in the land use diagram below, non-residential development is distributed both west and east of the rail line, while residential uses are permitted only in the northwest quadrant of the site generally bounded by Bayshore Boulevard on the west, the City and County of San Francisco on the north, the Caltrain rail line on the east, and the line of Main Street (extended) on the south.

# Figure LU - 1: Land Use Diagram




**Residential**

- Brisbane Acres Residential (0-2 DU/Acre) *R*
- Central Brisbane Residential (2.5-14 DU/Acre) *R*
- Central Brisbane Residential (15-30 DU/Acre) *R*

**Mixed Use**

- Neighborhood Commercial/Retail/Office *N C/R/O*
- Parkside Residential - Trade Commercial (20-28 DU/Acre)* *PR - TC*
- Subregional Commercial/Retail/Office *S C/R/O*

**Planned Development**

- Quarry Planned Development - Trade Commercial *PD - TC*
- Guadalupe Hills Planned Development - Subregional Commercial/Retail/Office *PD-S C/R/O*
- Baylands Planned Development - NonResidential *PD - NR*
- Baylands Planned Development - Residential Permitted *PD - RP*
- Northeast Ridge Planned Development - Residential** *NER - PD - R*
  (Landmark: 5 DU/Acre, Viewpoint: 10 DU/Acre, Altamar: 15 DU/Acre)

* Parkside residential density is by Precise Plan, as an overlay district within Crocker Park.
** Northeast Ridge residential density is as established in the Planned Development Permit

DU/Acre = Dwelling Units per Acre

**Other**

- Commercial Public Utilities *CPU*
- Public Facilities and Parks *PFP*
- Open Space *OS*
- Marsh/Lagoon/Bayfront *M/L/B*

**Commercial**

- Sierra Point Commercial/Retail/Office *SP C/R/O*
- Trade Commercial *TC*
- Heavy Commercial *HC*

- Brisbane City Limits
- Sphere of Influence **Outside Brisbane City Limit**

September 5, 2019

GP-1-18 also established a number of policies as set forth below:

Development within the Baylands Subarea shall be subject to the City's approval of a single Specific Plan for the entirety of the Baylands Subarea and a development agreement that is consistent with General Plan policies, incorporate(s) all applicable EIR mitigation measures, and is consistent with the following standards:

A. The single Specific Plan and development agreement subject to City review and approval referenced above shall include:
    1. detailed plans for Title 27 compliant closure of the landfill and Remedial Action Plans for OU-1 (subsequently renamed SM-OU) and OU-2 that have been approved by all appropriate regulatory agencies, which include, but shall not be limited to, CalRecycle, the San Mateo County Environmental Health Department, the California Department of Toxic Substances Control, the California Regional Water Quality Control Board;
    2. a specific schedule establishing the time frames by which (i) the landfill must be closed in full compliance with Title 27 and (ii) the remediation of OU-1 and OU-2 must be completed; and
    3. specific means by which the City may enforce the applicant's adherence to the schedule for closure and remediation and specific consequences, e.g., monetary penalties, suspension of building permits, etc., that the City may impose on the applicant for failing to adhere to the schedule.

B. A reliable water supply approved by the City of Brisbane to support proposed uses within the Baylands shall be secured prior to site development.

C. All residential development shall be designed and remediated to accommodate ground level residential uses and ground level residential-supportive uses such as daycare, parks, schools, playgrounds, and medical facilities.

D. Each increment of development shall be provided with appropriate transportation related and other infrastructure, facilities, and site amenities as determined by the City. Such transportation related and other infrastructure, facilities, and site amenities (e.g., parks, open space preservation, habitat enhancement) shall be provided at the developer's cost.

E. Baylands development shall be revenue positive to the City on an annual basis where all City costs (e.g., annual operating costs, maintenance and replacement of equipment, facilities, infrastructure, cultural resource and habitat protection and management etc.) are exceeded by project-generated revenues to the City (e.g., to the City's General Fund, enterprise funds, special funds, etc.) during all phases of development and upon final buildout.

F. Sufficient assurances for the satisfactory ongoing performance of site remediation and site development (e.g. site monitoring, performance bonds, environmental insurance) shall be provided as determined by the City.

G. The required Specific Plan for the Baylands shall include a sustainability program for new development consistent with the principles of the Sustainability Framework for the Brisbane Baylands, Final Report accepted by the City Council on November 5, 2015. Baylands development shall be designed so as to be energy neutral on an ongoing basis.

H. Key habitat areas, including Icehouse Hill and Brisbane Lagoon and adjacent habitat as identified in the 2001 City Open Space Master Plan shall be preserved, enhanced, and protected.

I. The historic Roundhouse shall be protected and preserved. The required Specific Plan shall ensure rehabilitation of the Roundhouse for adaptive reuse at the developer's cost.

J. Development shall be designed to protect uses from the 100-year flood, including 100 years of projected sea level rise as determined based on regulatory standards or guidelines in effect at the time of project

construction, with the reference to guidelines and sea level rise projections approved by the Director of Public Works/City Engineer based on context-specific considerations of risk tolerance and adaptive capacity.

K. Prior to the issuance of a grading permit to export soil or move soil from the existing landfill area for incorporation in a remediation or grading plan, the soil shall be tested in a manner approved by the City.

## 2019-2025

The 2011 Specific Plan submitted by the property owner was inconsistent with GP-1-18/Measure JJ and could not be approved. In 2019, the developer indicated their intent to revise the Specific Plan application to be consistent with the provisions of GP-1-18/Measure JJ.

### GP-1-19: Follow-Up General Plan Amendments

In approving GP-1-18, the City Council directed staff to process a follow up general plan amendment (GP-1-19) to fully implement Measure JJ and ensure the General Plan maintained internal consistency. There were also several substantive amendments to the Circulation Element to reflect recently adopted State requirements regarding traffic congestion and how vehicle delay is evaluated, specifically that intersection Level of Service is no longer considered an environmental impact under CEQA. To address the issue of how traffic could be managed on regional arterial streets, GP-1-19 added Program C.1.b to the Circulation Element that generally calls for preparation and implementation of design plans for Bayshore Boulevard and the Geneva Avenue extension providing for a combination of roadway, intersection, transit, bicycle, and pedestrian facility improvements that accommodate regional through traffic while enhancing mobility for Brisbane residents and businesses. This program was the basis for preparing the Bayshore Mobility Plan, discussed later in this attachment. GP-1-19 was approved by the City Council in January 2020.

### Home For All Community Conversations

In 2019 the City sponsored a series of community conversations regarding future planning for the Baylands, in collaboration with San Mateo County Home for All (a Countywide collaborative funded by the County of San Mateo) and Common Knowledge (a civic engagement consulting firm). The purpose of these conversations was to provide the community the opportunity to engage in a dialogue regarding its desires, values, and goals for the anticipated revised Brisbane Baylands Specific Plan and future development of the site, consistent with the land use parameters established by Measure JJ. Representatives of Baylands Development, Inc. (BDI; the applicant's new business entity managing the project) attended these conversations to hear firsthand the community's desires and expectations as it initiated preparing a revised Specific Plan to submit to the City.

### Revised Baylands Specific Plan

In 2020 the applicant submitted a preliminary revised Specific Plan to the City. While this submittal was not complete, it provided sufficient information regarding the applicant's proposal for the City to initiate the process of preparing a new project-level EIR (Baylands Specific Plan EIR). As noted previously, the City certified a program EIR when approving GP-1-18. The level of detail and information contained in the Program EIR was not sufficient to adequately address the potential environmental impacts of the revised Specific Plan. More information regarding the Baylands Specific Plan EIR is included in the analysis section of this staff report.

BDI submitted a revised draft Specific Plan to the City of Brisbane in 2023. Preliminary review of the developer's draft specific plan by City staff identified several issues that needed to be addressed to ensure the draft Specific Plan would meet minimal legal adequacy requirements. City staff review of the 2023 draft Specific Plan was limited

to reviewing for minimum compliance with legal requirements for Specific Plan adequacy; it did not represent a comprehensive review of the overall document. Ultimately the 2023 draft Specific Plan was further revised by the developer, culminating in the 2025 version of draft Specific Plan that is evaluated in the 2025 DEIR (see discussion below).

City advisory bodies (Complete Streets, Open Space and Ecology, Park and Recreation Commission) were provided with the opportunity to review and comment on the draft 2025 Baylands Specific Plan. Comments on the draft 2025 Baylands Specific Plan from these advisory bodies are included within the Final EIR (Attachment 4 of this staff report).

## Final EIR

As noted previously, the City initiated the Specific Plan project-level EIR process in 2020 by issuing a Notice of Preparation (NOP). A revised NOP was published in 2023 to reflect a change in the planned water source for the project from what was originally anticipated in 2020 when the EIR process was initiated. The draft EIR was ultimately published on April 3, 2025, and made available for public review until September 2, 2025. The Final EIR was published on May 14, 2026, and is addressed in detail later in this attachment.

## Other Activities

While the applicant finalized their Specific Plan submittal and the City was preparing the draft EIR, other notable statewide and local actions and activities noted below impacted the City's Baylands planning efforts.

## City of Brisbane 2023-2031 Housing Element

As a precursor to preparation of the City's Housing Element for 2023-2031, the City was assigned a Regional Housing Needs Allocation (RHNA) of 1,588 units. The RHNA is the number of new dwelling units the City must plan on accommodating over the 2023-2031 8-year planning cycle. If a jurisdiction does not have enough capacity in its existing residential zoning districts to accommodate its RHNA, the City must adopt zoning amendments to accommodate its RHNA. Brisbane does not have sufficient residentially-zoned property to accommodate 1,588 units, and the adopted Housing Element identifies rezoning the Baylands subarea via adoption of the Baylands Specific Plan as the means to satisfy the bulk of its RHNA obligations. Utilizing the Baylands to satisfy RHNA obligations imposed both substantive and procedural requirements on the Baylands Specific Plan. State law establishes minimum density, size, and other requirements that must be met when properties are rezoned to satisfy RHNA. If the Specific Plan does not comply with these standards, the State could determine that such residentially-zoned properties do not count for purposes of meeting RHNA.

A notable procedural requirement relates to timing of adoption of the rezoning via approval of the Specific Plan. Under State law, the City has three years from Housing Element adoption to rezone properties to satisfy its RHNA obligations. The City's Housing Element was adopted on May 18, 2023. The City has not met this deadline. However, the City recognizes the critical importance of meeting its Housing Element obligations and is committed to moving the Specific Plan process forward in a timely manner.

## High Speed Rail (HSR)

Another external factor relates to the California HSR project. In their efforts to implement the voter approved initiative to provide high speed rail service between San Francisco and Los Angeles, the California High Speed Rail Authority (CAHSRA) identified the Baylands as the preferred site for a 125 acre light maintenance facility (LMF) to store and service trains. This action was taken without the concurrence of either the City of Brisbane or the

Baylands property owner. CAHSRA prepared a joint EIR/Environmental Impact Statement (EIS) analyzing the potential impacts of this proposed facility. City review of the EIR/EIS revealed numerous deficiencies in the environmental document, and the City of Brisbane filed a lawsuit against CAHSRA in 2022 regarding the inadequacies of the environmental document. This lawsuit was settled in 2024 (California High-Speed Rail Authority and City of Brisbane Reach Settlement Agreement)

Under the settlement agreement, CAHSRA agreed to reduce the footprint of the LMF from 125 to 45 acres. The City agreed to evaluate a project alternative in the Baylands Specific Plan EIR (under preparation at the time), incorporating the reduced size LMF. The City further agreed to accommodate a reduced size LMF in the staff-recommended Baylands Specific Plan. CAHSRA and the City agreed to collaborate on the final design of the LMF in the future when the HSR project advances to the point of full project design. The staff-recommended Specific Plan and the EIR's Modified Alternative 1 are consistent with the Settlement Agreement's terms.

## Remediation

A longstanding issue of community concern regarding the potential development of the Baylands is the historic contamination of the site, and ensuring the site is adequately remediated to ensure the safety of future residents, workers, and visitors. These concerns are reflected in provisions of Measure JJ, which require the approval of remediation plans by the appropriate regulatory agencies, schedules for the completion of remediation, and incorporation of enforcement measures to ensure remediation is completed. For remediation purposes the site is divided into two Operable Units (SM-OU and OU-2) west of the train tracks, and the former landfill on the east. (Operable Units (OUs) are distinct, portions of a large or complex environmental cleanup site based on geographic areas, specific contaminants, cleanup methods required, and/or agency responsible for oversight.) BDI submitted Remedial Action Plans (RAPs) for both OUs to the appropriate state regulatory agencies – Regional Water Quality Control Board (RWQCB) and Department of Toxic Substances Control (DTSC). It also submitted a landfill closure plan for approval from the RWQCB. The RAP for SM-OU was approved in October 2021, while the RAP for OU-2 was approved in December 2021. The landfill closure plan was approved in February 2025. While the City of Brisbane does not have legal authority over remediation or landfill closure plans, the City was an active participant in the review of these plans, hiring an independent third-party consulting firm to review these plans and provide comments to the regulatory agencies.

# 2026

The Final Baylands Specific Plan EIR was published on May 14, 2026, alongside staff's recommended Baylands Specific Plan. The 2026 Staff Recommended Specific Plan incorporates staff-recommended revisions to the 2025 Specific Plan prepared by BDI to respond to issues that emerged through the environmental review process, to achieve consistency with adopted City ordinances and policies, and to enhance staff's ability to implement the Specific Plan over time. The Planning Commission held two workshops (May 28, 2025, and June 11, 2025) prior to the June 25, 2026, public hearing providing detailed overviews of the 2026 Staff Recommended Specific Plan and the Final EIR. City Council hearings are anticipated to begin in early fall following Commission review.

**Attachment 6: Detailed Final EIR and Responses to Comments & Mitigation Monitoring analysis**

# Final EIR & Responses to Comments & Mitigation Monitoring

## Attachment 6 Contents

# Draft and Final EIR

The 2025 Brisbane Bayland Specific Plan Draft EIR (Draft EIR) was prepared following the City's July 2018 certification of the prior, programmatic EIR associated with the adoption of GP-1-18. After the public review and comment period concluded, the City made revisions and additions to clarify and amplify the Draft EIR's analysis. The Draft EIR, as revised, is a key component of the Final EIR. Key sections of the Draft EIR revised include:

- **Project description**
- **Project objectives**
    - Implement the City's Housing Element by providing a mix of housing types, sizes, and densities that contributes to local and regional housing needs for all economic segments of the community, as well as for families and individuals of all ages and physical abilities.
    - Implement the Brisbane General Plan, including General Plan Amendments GP-1-18 (Measure JJ) and GP-1-19.
    - Preserve and enhance the site's natural resources and historic features within a system of permanent open space that:
        - Restores, and enhances wetlands and natural habitats within the Baylands;
        - Promotes visual connectivity between the Baylands, San Bruno Mountain, and San Francisco Bay;
        - Adapts to climate change and sea level rise; and
        - Provides a range of recreational opportunities and open space experiences for Baylands residents and workers, as well as for the larger Brisbane community.
    - Enhance Brisbane's economic vitality by ensuring that Baylands development will be revenue positive for the City.
    - Establish the Baylands as a leading model of sustainable development consistent with the principles of the City's Sustainability Framework for the Baylands
    - Attract office-based employment to the Baylands that provides a broad range of high paying jobs as well as training and advancement opportunities for the community's young adults.
    - Enable residents, workers, and visitors to be less dependent on cars.
- **Analysis of the physical environmental impacts** that would result from Baylands Specific Plan development, including their significance, mitigation measures to avoid or reduce significant impacts, and the significance of impacts after mitigation measures are implemented

  Topics included in the Draft EIR include:
    - Land Use and Planning;
    - Hazards and Hazardous Materials;
    - Population and Housing;
    - Hydrology and Water Quality;
    - Aesthetic and Visual Resources;
    - Geology, Soils, and Seismicity;
    - Biological Resources;
    - Utilities, Service Systems, and Water Supply;
    - Cultural Resources and Tribal Cultural Resources;
    - Public Services and Facilities;
    - Transportation;
    - Recreational Resources;
    - Air Quality;

- Wildland Fire;
- Greenhouse Gas Emissions;
- Energy Resources; and
- Significant Unavoidable Impacts:
  - Impact AQ-1: Emissions of Criteria Air Pollutants for which the Basin is in Nonattainment
  - Impact NOI-1: Temporary Increase in Ambient Noise Levels during Construction
  - Impact NOI-2: Permanent Increase in Ambient Noise Levels from Stationary Sources
  - Impact NOI-3: Permanent Increase in Ambient Noise Levels along Roadways
  - Impact NOI-5: Cumulative Impact Related to Pile-Driving Vibration during Construction; and
  - Impact NOI-6: Cumulative Impact Related to Exacerbating Human Annoyance or Hazards to Buildings due to Increased Vibration Levels (Placing High-Density Residential Uses Immediately Adjacent to the Caltrain Right-of-Way)

- **City and other agency approvals needed to implement the Project**
  - City of Brisbane
  - Cal Water
  - Bayshore School District
  - Bayshore Sanitary District
- **Areas of controversy/issues to be resolved**
  - Compatibility of proposed high-density development with the existing Brisbane community and adjacent residential neighborhoods in San Francisco;
  - Proposed development of 20+ story residential and office towers along the west side of the Caltrain line;
  - Residential development needed to comply with Regional Housing Needs Allocation occurring on lands within the former Southern Pacific railyard that are contaminated and subject to remediation pursuant to the regulatory authority of state agencies;
  - Commercial development on the former Brisbane Landfill subject to final landfill closure pursuant to the regulatory authority of state and county agencies;
  - Availability of a water supply to serve proposed Baylands development and impacts associated with the proposed California Water Company supply;
  - Potential impacts on existing biological habitats and implementation of identified mitigation measures;
  - Adaptation to sea level rise and water quality impacts on the Brisbane Lagoon and San Francisco Bay;
  - Traffic;
  - Air pollutant and greenhouse gas emissions impacts, including emission of toxic air contaminants (Section 4.9, Air Quality, and Section 4.10, Greenhouse Gas Emissions);
  - Noise during construction;
  - Potential for liquefaction and ability of soils to safely support mid- and high-rise structures;
  - Adequacy of existing and proposed public infrastructure, facilities, and services for the Baylands;
  - Availability of active recreational facilities and effects on windsurfing resources within the Candlestick Point State Recreation Area; and
  - Relationship between the Baylands Specific Plan and the California High Speed Rail Authority's proposed light maintenance facility within the Baylands.
- **Alternatives**

  The following alternatives were analyzed in the EIR:

- No Project Alternatives:
  - No Project-No Build; and
  - No Project-General Plan Buildout
- Proposed Density Alternatives, which redistributed the Specific Plan's proposed density in different configurations within the Baylands planning area:
  - Proposed Density Around an Operating 45-Acre Light Maintenance Facility;
  - Modified Proposed Density Around an Operating 45-Acre Light Maintenance Facility Alternative, which was added to the Final EIR to analyze the environmental effects of the 2025 Saff Recommended Specific Plan;
  - Proposed Density, Balanced Commercial Development; and
  - Proposed Density, Lower Maximum Building Heights
- Reduced Density Alternatives, which redistributed and reduced the Specific Plan's proposed density:
  - Reduced Commercial Development;
  - Reduced Density Development Around an Operating 45-Acre Light Maintenance Facility;
  - Reduced Density, Balanced Commercial Development; and
  - Reduced Density, Lower Maximum Building Heights (identified in EIR as the environmentally superior alternative)

- **Other mandatory topics**
  - Irreversible environmental effects
  - Growth inducing impacts
  - Cumulative impacts

## Written Comments and List of Commenters

During the 180-day Draft EIR public comment period, the City received approximately 40 comment letters on the draft EIR. The list of commenters and comment letters are included in Chapters 12 and 13 of the Final EIR.

# Responses to Comments

Chapter 13 of the Final EIR provides written responses to all comments that are relevant to the EIR. Consistent with the CEQA guidelines, comments unrelated to the EIR are acknowledged but not responded to. To address themes or similar concerns that recurred in multiple comment letters, a number of general responses were prepared. These broad concerns and general responses are briefly summarized below.

## Relationship of Specific Plan EIR To The Program EIR

In July 2018, the City Council certified a Program EIR in conjunction with approval of GP-1-18. Several comments raised concerns that the City should have relied on the previously certified Brisbane Baylands Program EIR instead of preparing a new EIR. The Project Draft EIR analyzed the 2025 Baylands Specific Plan project in relation to CEQA requirements for preparation of a subsequent or supplemental EIR. This analysis determined the following:

- The 2025 Specific Plan made substantial revisions to the 2011 Brisbane Baylands Specific Plan that was analyzed in the Program EIR. The 2025 Specific Plan proposes a change in water service agency for the Baylands, Beatty, and Sierra Point areas; doubling in size of the on-site water recycling facility and involving construction of off-site recycled water facilities that were not analyzed in the Program EIR.
- Many of the physical environmental effects that would result from the 2025 Specific Plan project represent new significant environmental effects that were not previously identified in the Program EIR or

would cause substantial increases in the severity of previously identified significant effects. These new and substantially more severe environmental impacts are described in the draft EIR. The draft EIR further identifies mitigation measures from the previous program EIR which are applicable to the project, as well as those mitigation measures which do not apply.

## Relationship of the Proposed High-Speed Rail Light Maintenance Facility to the Baylands Specific Plan

Several comments asserted that the Specific Plan did not address the Light Maintenance Facility (LMF) that is proposed by the California High-Speed Rail Authority (Authority) within the Baylands and that the EIR did not therefore analyze impacts associated with Baylands development adjacent to the LMF.

In approving the San Jose to San Francisco high speed rail segment, the Authority identified an LMF to be constructed and operated on approximately 121 acres of the Baylands Specific Plan area, east of the Caltrain right-of-way. In September 2024, the Authority and the City of Brisbane reached an agreement wherein the Authority would pursue a smaller (approximately 45-acre) LMF within the eastern portion of the site. The draft 2025 Specific Plan prepared by BDI did not accommodate an LMF.

In order to both analyze impacts associated with the Specific Plan proposed by the applicant and also analyze a land use pattern for Baylands development that would accommodate the 45-acre LMF, the September 2024 settlement agreement between the City and the Authority provides for the Baylands Specific Plan EIR to address the 45-acre LMF "as a CEQA alternative, as provided for in Cal Code Reg., Tit. 14, Sect. 15126.6(d)." As noted previously, the Draft EIR identified and analyzed an alternative wherein Tunnel Avenue would be realigned to the east, providing a 45-acre site within which the Authority could develop a high-speed rail LMF. While the impacts of Baylands development around an operating 45-acre LMF are addressed in the Draft EIR, analysis of impacts associated with LMF construction and operation is the responsibility of CAHRA.

## Analysis of Jobs-Housing Balance

Various comment letters raised issues regarding how the issue of "jobs-housing balance" was addressed in the Draft EIR and asserted that the Baylands Specific Plan would exacerbate the existing regional jobs–housing imbalance in Brisbane and surrounding jurisdictions.

The "job-housing balance," is the relationship between the number of dwelling units and number of workers within a given area, and is not by itself a physical environmental effect and is therefore not directly addressed in the Baylands Specific Plan Draft EIR. However, the physical environmental effects resulting from the combination of residential development (2,200 units), commercial use (6.5 million square feet), and hotel use (500,000 square feet) proposed in the Specific Plan and the relationship between Baylands jobs and housing were considered in the Draft EIR in such topic areas as vehicle miles traveled, air quality, greenhouse gas emissions, and energy. The Draft EIR further analyzed and concluded the project is consistent with regional growth projections.

## Relationship of Site Remediation and Final Landfill Closure to the Baylands Specific Plan

Several comments raised issues regarding the site remediation and Title 27 landfill closure that would be required for Baylands development, including questions about specific provisions of the remediation plans. Site remediation, including establishment of cleanup levels within the western portion of the Baylands and Title 27 landfill closure within the eastern portion of the site, is subject to the regulatory authority of state and county agencies as

discussed previously. Remedial Action and landfill closure plans have been approved and site remediation and landfill closure subject to state and county regulatory approvals and oversight are required to precede Baylands development. The City will issue grading permits as required to implement remediation and landfill closure plans.

## Enforceability of Mitigation Measures

A number of comments expressed concerns regarding the implementation of EIR mitigation measures, including who would be responsible for undertaking and enforcing mitigation actions, and the extent to which the successful implementation of mitigation measures would be ensured. As required under CEQA, a "mitigation monitoring and reporting program" (MMRP) is required to ensure that the mitigation measures and project revisions identified in the EIR are implemented. The MMRP for the Baylands is presented in Chapter 17 of the Final EIR and is discussed in more detail in Attachment 7 of the staff report.

## GHG Impacts and Mitigation Measures

The Draft EIR contained Threshold GHG-1, which analyzed whether the Baylands Specific Plan would result in a net increase in average annual greenhouse gas (GHG) emissions generated by Specific Plan land uses. The Draft EIR analysis concluded the project would result in a net increase in GHG emissions within the Specific Plan area, which would require the incorporation of feasible mitigation measures under a "net zero" GHG emissions impact threshold. The Draft EIR identified several mitigation measures, including requirements for low global warming refrigerants, use of renewable fuels for shuttles and other on-site facilities, promoting EV vehicle usage, and the purchase of GHG offset credits. Specifically, MM GHG-1e: GHG Offset Credits would have required the Specific Plan applicant to retire GHG offset credits in a quantity sufficient to offset 100 percent of the Project's construction emissions and 100 percent of the Project's operational emissions, for a 30-year period.

Several comments questioned the effectiveness, feasibility, and/or enforceability of MM GHG-1e because GHG emissions offset credits are not a reliable method for reducing the Specific Plan's significant and unavoidable GHG emissions impact. Some comments also state that Mitigation Measure MM GHG-1e is not consistent with guidance from the California Air Resources Board (CARB) and Bay Area Air District (Air District). Some comments recommend alternative mitigation measures to GHG offset credits.

As discussed in detail in Chapter 15 of the Final EIR, the City exercised its discretion as the lead agency to establish significance thresholds and decided to remove both Threshold and Impact GHG-1 from the EIR, and instead rely exclusively on Thresholds GHG-2 and GHG-3 to evaluate the Project's GHG emissions impacts. This change more closely aligns the EIR's analysis to local and state climate and housing goals, including consistency with the Bay Area Air District's recommended GHG thresholds and policy direction from CARB. The removal of GHG-1 does not trigger the need for recirculation of the EIR because it does not introduce new significant environmental impacts or increase the severity of previously identified impacts. Instead, it represents a refinement in analytical approach. With the removal of Threshold GHG-1, mitigation measures that were tied specifically to GHG-1 were also removed from the EIR, including MM GHG 1-e. However, many of the GHG reduction strategies have been incorporated into staff's recommended Specific Plan, and Thresholds GHG-2 and GHG-3 continue to reflect a commitment to sustainability that exceeds the minimum thresholds recommended by the Air District.

Chapter 15 of the Final EIR includes revisions to the GHG section of the Draft EIR reflecting the revision noted above.

## Geneva Avenue Design

Commenters expressed concerns about the proposed extension and design of Geneva Avenue, focusing on transit functionality, mitigation measures, safety, and multimodal access. A central theme of these comments was the appropriateness of the Draft EIR's mitigation measure MM TRA-2 requiring a six-lane cross-section on the Geneva Avenue bridge over the Caltrain rail line. Commenters questioned whether bus rapid transit (BRT) on Geneva Avenue could be effectively implemented, particularly without coordination west of Bayshore Boulevard into Daly City. Commenters also raised concerns that mitigation measure MM TRA-2 could induce additional vehicle travel and undermine the project's VMT reduction goals, as well concerns regarding the need for dedicated BRT lanes to achieve long-term regional transit objectives and ensure reliable, congestion-free service.

The applicant's 2025 draft Specific Plan proposed a six-lane configuration for Geneva Avenue, with two travel lanes and one BRT lane in each direction,  for the entirety of Geneva Avenue, , except for the bridge crossing over the Caltrain right-of-way. For the Geneva Avenue bridge,2025 draft Specific Plan proposed a four-lane roadway with:

- Two  lanes in each direction, one of which would be called a "shared transit/travel lane";
- No dedicated BRT lane; and
- A shared use pathway for bicycles and pedestrians.

Thus, the applicant's 2025 draft Specific Plan did not include dedicated BRT lanes like would be provided along Geneva Avenue to the east and west of the bridge.

The Bi-County Study and a Caltrans 2013 Project Study Report both propose that the entirety of the Geneva Avenue extension provide six lanes, including the bridge crossing of the Caltrain right-of-way. Draft EIR Mitigation Measure MM TRA-2a reflects the consensus of the cities of Brisbane, San Francisco, and Daly City, San Mateo County, transportation agencies in both San Francisco and San Mateo counties, and Caltrans achieved in the Bi-County Study that a six-lane configuration should be provided along the Geneva Avenue extension. Mitigation Measure MM TRA-2a thus requires the following facilities:

- For the entirety of Geneva Avenue, including the bridge crossing of the Caltrain right-of-way-two mixed-flow vehicular travel lanes; and a dedicated BRT lane (total three lanes) in each direction.
- For Geneva Avenue on either side of the Geneva Avenue bridge over the Caltrain right-of-way-- a Class IV protected bikeway; and sidewalk.
- For the Geneva Avenue bridge over the Caltrain right-of-way- A shared use pathway for bicycles and pedestrians.

Retaining BRT lanes along the entirety of the Geneva Avenue extension would support project and regional VMT reduction goals by improving travel times and reliability for transit riders and thus increasing the competitiveness of transit as an option compared to automobile travel. Together, these improvements would enhance east–west connectivity and strengthen multimodal access through the Baylands Specific Plan area while addressing the safety issues identified in the Draft EIR.

While Mitigation Measure MM TRA-2a requires a six-lane roadway configuration along the entirety of the Geneva Avenue extension, it does not add any provisions to the Specific Plan that would require Baylands development to pay for the entirety of bridge construction. Recognizing the regional nature of the Geneva Avenue extension, the Baylands Specific Plan includes County Measure W and an Enhanced Infrastructure Financing District as potential funding mechanisms for the Geneva Avenue bridge, while excluding private (project) funding for the bridge. The proposed revisions to Mitigation Measure MM TRA-2b, provide for "fair share contributions from developments

participating in Bi-County Transportation Program funding" in addition to County Measure W and Enhanced Infrastructure Financing District.

Because the extension of Geneva Avenue through the Baylands serves not only the Specific Plan area but is a regional facility envisioned in the Bi-County Transportation Study to serve development in Brisbane, San Francisco, and Daly City, any changes in the currently proposed six-lane configuration of the Geneva Avenue extension need to be coordinated with other agencies responsible for improvements to the portions of the Geneva Avenue corridor outside of Brisbane.

## Bayshore Mobility Plan

A wide range of concerns were raised regarding the proposed Bayshore Mobility Plan. Many comments raised concerns about traffic congestion, particularly skepticism about the proposed road diet that would reduce travel lanes. Other comments expressed concern that this change could worsen congestion or emergency access and evacuation on Bayshore Boulevard and surrounding streets. Pedestrian and bicycle safety was another prominent topic. Commenters called for continuous sidewalks along the full length of Bayshore Boulevard and other traffic-calming features to improve safety for pedestrians.

Several comments requested pedestrian bridges across Bayshore Boulevard, particularly to provide safe school access and to separate children from vehicle traffic. Other comments also expressed concern for the safety of school children. Evacuation safety was also mentioned in multiple comments, with concerns that narrowed roadway capacity could impede emergency egress. See separate discussion in the staff report and attachment 8 regarding the Bayshore Mobility Plan, including a summary of response to Draft EIR comments.

## Revisions to the Draft EIR

Proposed changes to the Draft EIR made either in response to comments received or as staff-initiated changes to the Specific Plan are included to clarify the Draft EIR text and are set forth in Chapter 14 of the Final EIR. These changes are also integrated into the Draft EIR presented in Volumes 1-3 of the Final EIR. The revised text does not provide new information that would result in any new significant impact not already identified in the Draft EIR nor a substantial increase in the severity of an impact identified in the Draft EIR that cannot be mitigated to less than significant with implementation of mitigation measures agreed to by the Applicant. Thus, none of the text revisions would require recirculation pursuant to CEQA Guidelines Section 15088.5.

## Final EIR Chapter 16 - Maximum Building Heights and Towers

The applicant's 2025 Specific Plan proposed buildings up to 18+ stories and 270 feet in height along the west side of the Caltrain right-of-way, and visual simulations presented in the Draft EIR illustrate that these buildings would impede scenic views of San Francisco Bay, the Brisbane Lagoon, and San Bruno Mountain from several public viewpoints. Draft EIR Table 4.5-2 also illustrated the visual perception of closely spaced Baylands buildings as a single unbroken building mass. The Draft EIR therefore concluded that Baylands development would result in a significant aesthetic impact.

Program EIR Mitigation Measure 4.A-1a required that development within 350 feet of the eastern boundary of the Specific Plan area (US Highway 101) be limited to a maximum height of 80 feet. The Draft EIR concluded this measure would not effectively preserve scenic views of the Bay or San Bruno Mountain as seen from Central Brisbane, the Sunnydale neighborhood, US Highway 101, or the Candlestick Point State Recreational Area shoreline. Because additional mitigation was therefore needed to preserve scenic vistas, Mitigation Measure MM

AES-1a eliminated the proposed 18+ story residential and commercial towers by limiting building heights to no more than:

- 12 stories (150 feet) for office buildings
- 8 stories (100 feet) for residential buildings

The Draft EIR concluded that implementation of these measures would remove obstructions of scenic vistas and reduce impacts to less than significant.

Comments were received on the Draft EIR objecting to the elimination of residential tower buildings, These comments emphasized the need for housing in the Bay Area and raised concerns regarding the constraints that eliminating residential tower buildings would have on the production of housing within the Baylands.

Draft EIR Mitigation Measure MM AES-1b was revised to eliminate the previously recommended building height limits and instead limit the number of residential and commercial tower buildings and concentrate them in proximity to the Bayshore Caltrain Station within a ¼-mile walking distance of the station. Chapter 16 of the Final EIR includes a revised alternative specific plan reflecting the incorporation of this mitigation measure. The alternative, identified as Modified Alternative 1[1], represents a minor revision to Draft EIR Alternative 1, Project Development Around an Operating LMF, which is in turn similar to the proposed Baylands Specific Plan. Modified Alternative 1 differs from the proposed project and Alternative 1 by incorporating revised Mitigation Measure MM AES-1b, thereby limiting the number of 18+ story buildings to four, all of which would be located north of Geneva Avenue within a ¼-mile walking distance of the Bayshore Caltrain Station.

Given the similarity of Modified Alternative 1 to the proposed project and Alternative 1 analyzed in the Draft EIR, the analysis in Chapter 16 of the Final EIR demonstrates that Modified Alternative 1 would have the same conclusions as for the project and Alternative 1. Thus, no new or substantially more-severe significant environmental impacts would occur beyond those addressed in the Draft EIR. All mitigation measures identified in the Draft EIR, including modifications made as a result of responses to comments identified in Chapter 14, Modifications to the Draft EIR, also apply to Modified Alternative 1.

## Mitigation Monitoring and Reporting

CEQA Guidelines Sections 15097 require public agencies "to adopt a reporting or monitoring program for changes to the project which it has adopted or made a condition of project approval in order to mitigate or avoid significant effects on the environment." The purpose of such a program is to ensure that when an environmental document identifies mitigation measures, those measures are, in fact, implemented.

The Mitigation Monitoring and Reporting Program (MMRP) included in Chapter 17 of the Final EIR is based on the mitigation measures presented in the Environmental Impact Report (EIR) prepared by the City of Brisbane to analyze impacts of proposed 2025 Baylands Specific Plan project. As lead agency, the City of Brisbane is responsible for implementation of this MMRP.

The MMRP identifies:

- **Significance of Impact Being Mitigated:** Identifies the nature of the impact addressed in the mitigation measure for which implementation of the mitigation measure is required.
- **Mitigation Measure:** Provides the full text of the mitigation measure

[1] Modified Alternative 1 serves as the basis for the staff recommended Baylands Specific Plan as discussed elsewhere in the staff report.

- **Mitigation Measure Compliance and Timing Requirements:** Designates the party or parties responsible for implementing the mitigation measure, which typically includes the Specific Plan and/or site-specific development project applicants, their agents (e.g., construction contractors, qualified biologists) where relevant, and future site users and operators of proposed public facilities within the Baylands. All mitigation measures are enforceable against successors in interest to any of these parties.
- **Enforcement Actions/Reports and Timing Requirements:** Identifies the party at the City of Brisbane responsible for determining compliance with the mitigation measure; designates the party responsible for documenting, reporting, and monitoring implementation activities; and designates the party responsible for enforcement and monitoring implementation activities, including procedures and frequency of documenting and reporting mitigation implementation.
- **Actions to Indicate Compliance/Compliance Approval:** Identifies the party at the City of Brisbane responsible for signing off on its completion and defines the action(s) indicating completion of their implementation.

# Attachment 7: Detailed 2026 Specific Plan analysis

# 2026 Specific Plan Summary

## Attachment 7 Contents

# 2026 Specific Plan

## Plan Organization

**Plan Organization** The 2026 Staff Recommended Specific Plan (Specific Plan) reflects the structure proposed in developer's draft 2025 Specific Plan organized as shown below:

- Vision/Executive Summary
- Introduction
- Land Use Program/ Planning Districts
- Development and Design Standards
- Sustainability
- Conservation/Open Space
- Circulation
- Infrastructure
- Public Facility Financing
- Implementation

Each chapter of the Specific Plan is summarized below along with a discussion of applicable, substantive differences between the developer prepared and staff recommended versions of the plan.

### Vision/Executive Summary

This chapter provides an overview of the project, including background and planning process. It further sets out design principles for the Specific Plan, which are:

- designing the project to respond to the unique natural setting and integrating development into the natural landscape;
- linking concentrated density with transit;
- creating active and pedestrian streets, frontages and destinations;
- integrated sustainability;
- quality and diversity in design; and
- deemphasizing private vehicle usage and parking.

This section further outlines a design process overlaying existing uses, open space, vehicular access, and transit to define a series of districts accommodating a variety of land uses.

## Chapter 1 - Introduction

This chapter provides background information regarding the site, purpose of the Specific Plan, and consistency with Measure JJ and the General Plan. It describes the Baylands as a transit-oriented, mixed-use district, integrating, housing, employment uses, open space, and multimodal connections. It also lays out the core planning principles of the document, including concentrating density near transit, creating walkable, connected neighborhoods, integrating natural systems and open space, and ensuring the site develops in a way that is both environmentally and economically sustainable.

# Chapter 2 - Land Use Program and Planning Districts

This chapter establishes the overall land use program and how the site is organized, with a clear overall pattern of higher-intensity, mixed-use development concentrated near transit in the northern portion of the site and a transition to lower-intensity uses moving south and toward the edges, across a mix of residential, commercial, mixed-use, and open space areas.

The land use program allows the following maximum allowable development:

**Residential:** 2,200 dwelling units

**Commercial:** 6.5 million square feet of commercial and an additional 500,000 square feet of hotel use

It also establishes a planning and regulatory hierarchy with a geographic component, a land use-based component, a building type component, and an affordable housing component as specified below:

- Planning Districts and Blocks - Geographically defined districts within the plan area. Maximum allowable development for each district and block within The Baylands is established in Section 2.5;
- Land Use Designations - Define permitted land uses and intensity that are distributed within the Planning Districts (Section 2.4);
- Building Types - Building forms envisioned to be developed under the Specific Plan to implement the land use categories (Section 2.4; design standards by building types are in Section 3.2):
- Affordable Housing Program (Section 2.6); and
- Existing Use Areas (Section 2.7).

## Planning Districts and Blocks

Five planning districts are proposed, intended to translate the Specific Plan's overall vision and goals into a physical framework. Each district — Bayshore, Roundhouse, Icehouse Hill, Campus East, and Sustainability — embodies a unique role within The Baylands community, incorporating housing, employment, and open space to various degrees while maintaining flexibility for future phasing and refinement.

Some design elements of the Specific Plan are regulated based on geographic location within the Specific Plan area. As such, the Specific Plan establishes regulations at district and block levels. A district is composed of multiple blocks, and each district has a distinct purpose and context. The Specific Plan also defines blocks within each district and establishes maximum intensity and density standards for each block. Different street types, what sits next to what, and the kinds of uses in each area all influence how streets are designed, how people get access, and other features at the district and block level. For example, the district/block plan might identify blocks where active ground-floor uses are encouraged or required, or blocks where driveways are not allowed.

Overall maximum development buildout at the block level cannot cumulatively exceed the district maximum. Recognizing that development of The Baylands will occur over an extended period during which market conditions and demands will evolve, the Specific Plan provides flexibility in that the theoretical block-by-block maximums cumulatively exceed the maximum total buildout for each district. Because the sum of theoretical block-by-block maximums exceeds the allowable development for each district, not all blocks will be permitted to reach their maximum allowable buildout. Specific Plan Section 9.3.2, *Development Allocation Process*, establishes a process for allocating the maximum allowable district-level development to individual blocks within the district so even if some

projects are built at higher or lower densities, the districts as a whole still build out to the intended level in terms of the overall density and intensity planned for the entire Specific Plan area.

Figure 1 (SP Fig 2.5.1) depicts the district maps shown in the Specific Plan. The plan identifies existing use areas and incorporates them into the Specific Plan, whereas these areas were excluded from the developer's draft Specific Plan. Additionally, the boundaries of the Sustainability District have been modified and slightly expanded to accommodate the potential High-Speed Rail Light Maintenance Facility (HSR LMF), which was not reflected in the developer's draft Specific Plan.

The Specific Plan contains exhibits illustrating the block pattern of each district. The district regulations also incorporate a table specifying the land use program and maximum allowable residential and commercial development within each block as discussed above. An example of the district and block regulations (for the Bayshore District) is shown on the next page.


**FIGURE 2.5.1 BAYLANDS DEVELOPMENT DISTRICTS**

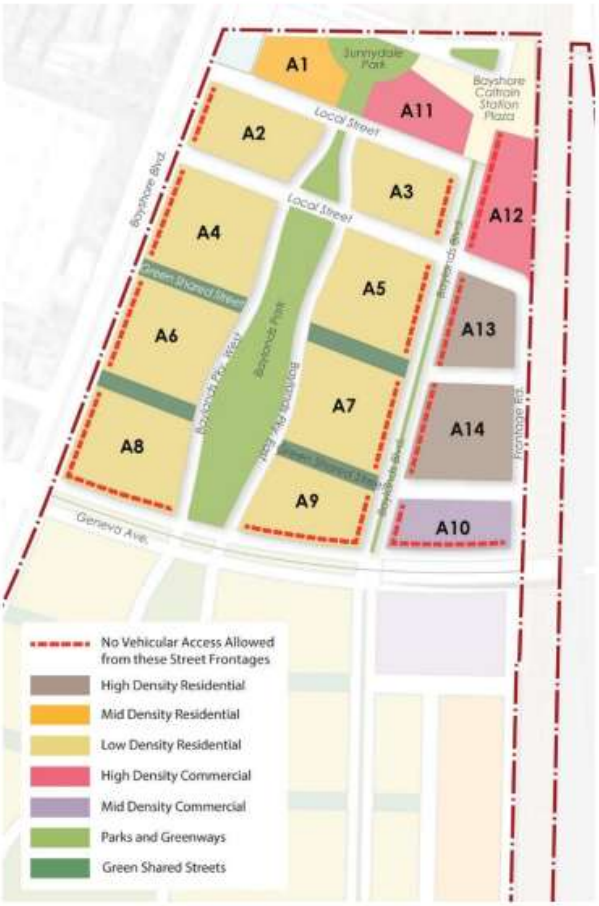



**FIGURE 2.5.2 BAYSHORE LAND USE BLOCK PLAN**

**TABLE 2.5.2 BAYSHORE DISTRICT LAND USE BY BLOCK**

| Block Number | Land Use Designation | DUs per Block (max.) |
|---|---|---|
| A1 | Mid Density Residential | 100 |
| A2 | Low Density Residential | 50 |
| A3 | Low Density Residential | 40 |
| A4 | Low Density Residential | 60 |
| A5 | Low Density Residential | 60 |
| A6 | Low Density Residential | 60 |
| A7 | Low Density Residential | 60 |
| A8 | Low Density Residential | 70 |
| A9 | Low Density Residential | 60 |
| A13 | High Density Residential | 310 |
| A14 | High Density Residential | 310 |
| **District Maximum (not to be exceeded)** | | ***980 DUs*** |

Although the maximum allowable development on a block-by-block basis adds to more than is permitted for the District as a whole, no more than 980 dwelling units are permitted. See Section 9.3.2, *Development Allocation Process*.

| Block Number | Land Use | Commercial Floor Area (ft²) (max.)[5] |
|---|---|---|
| A10 | Mid Density Commercial | 150,000 |
| A11 | High Density Commercial | 450,000 |
| A12 | High Density Commercial | 550,000 |

| Residential Block Number | Permitted Ground Floor Commercial Area (ft²) (max.) |
|---|---|
| Refer to Figure 3.4.1, *Active Ground Floor Frontages* | 25,000 |
| **District Maximum (not to be exceeded)** | ***900,000 ft² of Commercial*** |

Total commercial floor area includes 500,000 ft² of hotel use. See Section 3.4.2, *Active Ground Floor Use*, for relevant ground floor commercial requirements.

Although the maximum allowable development on a block-by-block basis adds to more than is permitted for the District as a whole, no more than 900,000 square feet of commercial and hotel use are permitted. See Section 9.3.2, *Development Allocation Process*.

## Land Use Designations and Building Types

Land use designations define permitted land uses and intensity that are distributed within the Planning Districts. Building types are the physical structures that will implement the land use designations. The Specific Plan is structured to support a mix of building types within each land use designation to allow for a range of building types and densities over time, rather than applying a single uniform approach across the plan area. For example, the low-density residential land use designations allow multiple building types to be constructed, including single-family, duplex, townhomes, and low-rise multifamily. Land use designations and building types are further described below:

*Residential Designations:*

Low Density Residential (LDR)

- Up to 4-story, low-profile housing (single-family, duplex, townhomes, small multifamily)
- Minimum average density (averaged across entire LDR land use): 25 DU/acre
- Building types allowed:
  - Duplex/Single-family (≤50 ft; individual at-grade garages)
  - Townhomes (≤50 ft; at-grade or below-grade parking)
  - Multi-Family Low (≤50 ft; stacked townhomes or flats)

Mid Density Residential (MDR)

- Moderate-scale multifamily and townhomes
- Minimum average density (averaged across entire MDR land use): 75 DU/acre
- Building types allowed:
  - Townhomes
  - Multi-Family Low
  - Multi-Family Mid (≤110 ft; located along Sunnydale/Frontage; podium or below-grade parking; ground-floor uses allowed)

High Density Residential (HDR)

- High-profile multifamily housing
- Minimum average density (averaged across entire HDR land use): 95 DU/acre
- Building types allowed:
  - Multi-Family Mid
  - Multi-Family High (≤270 ft; west of Caltrain corridor; structured parking off Frontage Road; may include ground-floor retail/active edges) Multi-Family High buildings may have ground floor retail and active pedestrian environments as indicated in Figure 3.4.1, *Active Ground Floor Frontages*. Building height restrictions are discussed in Chapter 03, *Development and Design.* This building type is limited to the High-Density Residential land use designation.

| RESIDENTIAL LAND USE | PURPOSE / CHARACTER | MINIMUM AVERAGE DENSITY* | MAXIMUM BUILDING HEIGHT† | PERMITTED BUILDING TYPES |
|---|---|---|---|---|
| **LOW DENSITY** | Establishes a lower-scale residential pattern with buildings generally up to four stories. | 25 du/ac | 50 feet | Single-family homes, duplexes, townhomes, small multifamily buildings. |

| RESIDENTIAL LAND USE | PURPOSE / CHARACTER | MINIMUM AVERAGE DENSITY* | MAXIMUM BUILDING HEIGHT† | PERMITTED BUILDING TYPES |
|---|---|---|---|---|
| **MID DENSITY** | Supports a moderate-scale, mid-rise residential environment with a mix of attached housing types. | 75 du/ac | 110 feet | Townhomes, low-rise multifamily, mid-rise multifamily. |
| **HIGH DENSITY** | Accommodates higher-intensity residential development, including mid-rise and high-rise structures. | 95 du/ac | Up to 270 feet | Mid-rise multifamily, high-rise multifamily. |

** Density standards are established in the Land Use Program (see Chapter 2, Sections 2.4–2.5).*

*† Height limits are regulated by the Development and Design Standards (see Chapter 3).*

*Commercial Designations:*

Low Density Commercial (LDC)

• Supports large-scale, campus-style employment uses
• Oriented along Sierra Point Parkway with emphasis on Bay views
• Minimum average FAR (averaged across entire LDC land use): 0.5 (or 2.0 within ½ mile of Bayshore Caltrain Station per MM LUP-2)
• Permitted building type:
– Campus Low-Rise (≤100 ft; primarily office; may include ground-floor retail/public services; parking in at-grade lots or above-grade structures)

Mid Density Commercial (MDC)

• Provides mid-rise office, lab, and research development in campus settings
• Minimum average FAR (averaged across entire MDC land use): 1.25
• Permitted building types:
– Campus Low-Rise
– Campus Mid-Rise (≤150 ft; office/lab/R&D; may include active ground-floor uses; parking in surface lots, above-grade structures, or podiums along Frontage Road)

High Density Commercial (HDC)

• Allows high-intensity, transit-oriented commercial and hospitality development
• Minimum average FAR (averaged across entire HDC land use): 3.5
• Permitted building types:
– Transit-Oriented Development Commercial (≤270 ft; near Caltrain Station Plaza; active ground-floor uses permitted; parking via structures/podiums accessed from Frontage Road)
– Hospitality (≤270 ft; hotel and related uses near Urban Plaza; structured/podium parking accessed from Frontage Road; includes up to 500,000 sq ft of hotel space)

| COMMERCIAL LAND USE | PURPOSE / CHARACTER | MINIMUM AVERAGE FAR* | MAXIMUM BUILDING HEIGHT† | PERMITTED BUILDING TYPES |
|---|---|---|---|---|
| **LOW DENSITY** | Supports large-scale, low-intensity, campus-style employment uses oriented along Sierra Point Parkway, with an emphasis on | 0.5-2.0 FAR** | 100 feet | Campus Low-Rise buildings (primarily office; may include ground-floor retail or |

| COMMERCIAL LAND USE | PURPOSE / CHARACTER | MINIMUM AVERAGE FAR* | MAXIMUM BUILDING HEIGHT† | PERMITTED BUILDING TYPES |
|---|---|---|---|---|
| | preserving views to San Francisco Bay. | | | public-service uses; at-grade or above-grade parking). |
| **MID DENSITY** | Provides for mid-rise office, laboratory, and research development in a campus setting adjacent to open space areas. | 1.25 FAR | 150 feet | Campus Low-Rise and Campus Mid-Rise buildings (office, R&D, laboratory; may include active ground-floor uses; surface or structured parking). |
| **HIGH DENSITY** | Allows high-intensity, transit-oriented commercial and hospitality uses near the Bayshore Caltrain Station Plaza. | 3.5 FAR | Up to 270 feet | Transit-Oriented Development Commercial buildings; Hospitality buildings (hotel and supporting commercial uses; parking accessed primarily from Frontage Road). |

** FAR standards are established in the Land Use Program (see Chapter 2, including Section 2.3.1 for minimum density requirements near the Bayshore Caltrain Station).*
*** Minimum average FAR within ½-mile of Bayshore Caltrain Station (per (MM LUP-2) is 2.0*
*† Height limits are regulated by the Development and Design Standards (see Chapter 3).*

### *The Amenities Area*

This land use designation is intended to be used for indoor and outdoor community gathering spaces and meeting rooms, recreation, fitness, food and beverage, and clubhouse use. Amenities buildings provided for the exclusive use of residents and guests of residents for recreation or social purposes are not considered part of the maximum permitted 6.5 million square feet of commercial development. This area will be low rise in character with buildings having a maximum height of 60 feet.

### *Open Space*

Open Space identified within the Specific Plan includes a variety of parks, playgrounds, trails, wetlands, habitat, water quality, accessory uses serving one or more public recreation, conservation, and other water resource use. A total of 148.4 acres (approximately 27.9%) is designated as Open Space lands, which exceeds the 25% (123.5 acres) of open space required for the Specific Plan's 532.3-acre land area. The restored Roundhouse and accessory use buildings necessary to support operation and maintenance of Open Space are not included in the maximum allowable 6.5 million square feet of commercial development.

### *Sustainable Infrastructure*

This land use designation allows for various types of infrastructure, including energy (e.g., renewable energy generation, battery energy storage, switching substation), water and wastewater (e.g., water recycling, potable water storage, and pumping facilities), public agency maintenance facilities e.g., City corporation yard, high speed rail light maintenance facility), and other infrastructure uses. Buildings needed to support infrastructure are not included in the maximum permitted 6.5 million square feet of commercial development.

### *Land Use Program by District*

The general distribution of land uses within the districts is summarized in the table below. A notable difference between the Specific Plan and draft versions is the size and configuration of the Sustainability District, as this

district has been enlarged and slightly reconfigured in the 2026 plan to accommodate a potential High Speed Rail Light Maintenance Facility (LMF).

**LAND USE PROGRAM BY DISTRICT**

| DISTRICT | LAND USE DESIGNATIONS | ACREAGE | DWELLING UNITS | COMMERCIAL DEV (SQ FT) |
|---|---|---|---|---|
| **BAYSHORE** | Low Density Res | 15.2 | | |
| | Mid density Res | 0.9 | | |
| | High Density Res | 3.1 | | |
| | Mid Density Commercial | 1.2 | | |
| | High Density Commercial | 2.5 | | |
| | Open Space | 5.1 | | |
| | Existing Use Area | 0.3 | | |
| | Rights-of-Way | 12.4 | | |
| | ***Subtotal*** | ***40.6*** | ***980*** | ***900,000**** |
| **ROUNDHOUSE** | Low Density Residential | 28.7 | | |
| | Mid Density Residential | 4.9 | | |
| | Mid Density Commercial | 2.2 | | |
| | Open Space | 7.1 | | |
| | Existing Use Area | 2.6 | | |
| | Rights-of-Way | 15.9 | | |
| | ***Sub-Total*** | ***61.64*** | ***1,220*** | ***200,000*** |
| **ICEHOUSE HILL** | Mid Density Commercial | 43.0 | | 3,400,000 |
| | Amenities Area | 2.6 | | |
| | Open Space | 47.2 | | |
| | Existing Use Area | 2.9 | | |
| | Rights-of-Way | 9.1 | | |
| | ***Sub-Total*** | ***104.8*** | | ***3,400,000*** |
| **CAMPUS EAST** | Low Density Commercial | 72.5 | | 2,500,000 |
| | Open Space | 40.8 | | |
| | Existing Use Area | 8.9 | | |
| | Rights-of-Way | 13.02 | | |
| | ***Sub-Total*** | ***135.4*** | | ***2,500,000*** |
| **SUSTAINABILITY** | Sustainable Infrastructure | 105.2 | | |
| | Open Space | 48.2 | | |
| | Existing Use Area | 23.6 | | |
| | Rights-of-Way | 13.1 | | |
| | ***Sub-Total*** | ***190.1*** | | |

**This includes commercial square footage and up to 500,000 square feet of hotel. The square footage designated for commercial use cannot be reallocated to the hotel, and vice versa.*

A comparison between the developer's proposed land use distribution (top-left plan) with the staff-recommended version (bottom-right plan) is shown in the figure below.

Another change involves changes to the west side of the Caltrain rail line. The developer's draft Specific Plan allowed multiple 270-foot (18+ story) commercial and residential towers between the Bayshore Caltrain Station and Main Street. The Draft EIR found that this pattern would create significant visual impacts and recommended limiting heights to 150 feet (office) and 100 feet (residential).

**2025 DEVELOPER'S DRAFT SPECIFIC PLAN**


**(2026) SPECIFIC PLAN**

Based on public comments, staff revised Mitigation Measure MM AES-1b. Instead of lowering height limits across this entire area, the revised measure would:

- Limit the total number of towers; and
- Concentrate them within a ¼-mile of the Bayshore Caltrain Station, where height has the least visual impact.

Under this approach, the Specific Plan designates four high-density blocks (two commercial, two residential) west of Caltrain and north of Main Street, each of which may contain one tower up to 270 feet.

To implement these changes, the staff-recommended plan updates several block-level land use designations along the west side of Caltrain:

- A high-density commercial block north of Geneva Avenue is redesignated as High Density Residential and split into two blocks, each eligible for one tower.
- Blocks immediately north and south of Geneva Avenue are redesignated from HDR to MDC.
- Blocks further south to Main Street (extended) are redesignated from HDR to MDR.

These changes increase Mid Density Residential acreage and reduce High Density Residential acreage but still allow the Specific Plan to deliver the full 2,200 housing units. Concentrating both tall buildings and additional commercial density closer to transit also strengthens the project's goal of supporting transit ridership and reducing auto dependence.

## Affordable Housing Program

The Specific Plan establishes minimum densities for residential development within The Baylands that are consistent with Housing Element Table 5-1, *Quantified Objectives for Cycle 6 (2023–2031), Housing Units by Site.* Staff's recommended changes also require an affordable housing plan to be prepared and submitted to the City for review and approved prior to issuance of the first residential building permit within The Baylands. The affordable housing plan, which may be included as part of a development agreement for The Baylands or as a standalone document, shall, at a minimum, include a program committing to and demonstrating how a minimum of 15% of the total housing units constructed within The Baylands will meet the affordability requirements of the Brisbane Municipal Code. The affordable housing plan must include enforceable provisions and a phasing schedule to ensure timely delivery of the required affordable units, provision of housing suitable for seniors, persons with disabilities, and other special needs groups, and provisions to protect the ongoing affordability of housing constructed for lower income and special needs groups within The Baylands. The Specific Plan further includes requirements that universal design standards be developed and implemented ensuring that residential units are designed to meet accessibility requirements.

## Existing Use Areas

The following existing use area within The Baylands shall be included at the time of Specific Plan adoption, as shown on Figure 2.4.1, *Existing Use Areas* (provided below). The Specific Plan recognizes these uses are not proposed to be modified under the plan and makes provisions for their continued operation. Chapter 3 of the Specific Plan details the development standards for the existing use areas identified below:

- Recology Uses along Tunnel Avenue. This site is utilized by Recology as part of its main facility to the north for the assembly and storage of toter carts within an existing 35,000-square-foot building.


FIGURE 2.4.1 EXISTING USE AREAS

- Golden State Lumber. Golden State Lumber operations include the storage, distribution, and sale of lumber and other building materials and hardware. Facilities include outdoor lumber storage, warehouse and distribution center, and retail space.
- Kinder Morgan Tank Farm. This site is used for the storage and distribution of petroleum products supporting regional fuel distribution operations, including jet fuel distribution for aircraft at San Francisco International Airport. Facilities include multiple large storage tanks, pipelines, and associated infrastructure for fuel handling and transfer. The City leases the most southerly portion of this site for a corporation yard.
- Machinery & Equipment Company. Operations include storage, refurbishment, sales, and distribution of used industrial equipment for various industries. Facilities include a warehouse, repair areas, and administrative offices located in the historic Pacific Fruit Express ice manufacturing plant.
- Bayshore Sanitary District Pump Station. The Bayshore Sanitary District operates a sewage pumping station on this site, including pump equipment, underground pipelines, and control systems housed in a small structure.

- Bayshore Boulevard Commercial Uses North. This area is currently used for the sale and distribution of construction materials and supplies. Facilities include a warehouse, retail area, and outdoor storage.
- Bayshore Boulevard Commercial Uses South. This site contains an existing warehouse and a facility operated by the Brisbane Sanitary District (BSD) supporting sanitary district operations.

# Chapter 3 – Development Standards and Controls

This chapter of the Specific Plan defines uses permitted in each Specific Plan Land Use Category and establishes development standards for The Baylands which regulate at the district, block, and building scales. The intent of these multi-layered standards is to create a community that integrates different types of places with various densities, character, and building forms.

This chapter is organized into the following sections which are further described below:

- **Building Standards (Section 3.2).** Standards for elements such as setbacks, building design, building height, parking, etc.
- **Performance Standards (Section 3.3).** Design standards that generally apply project wide and relate to a building's performance, including lighting design, bird-safe design, landscaping, noise, and vibration mitigation.
- **Allowable Land Uses (Section 3.4).** List of permitted used by land use designation (including interim uses).
- **Existing Use Areas (Section 3.5).** Standards for existing use areas.

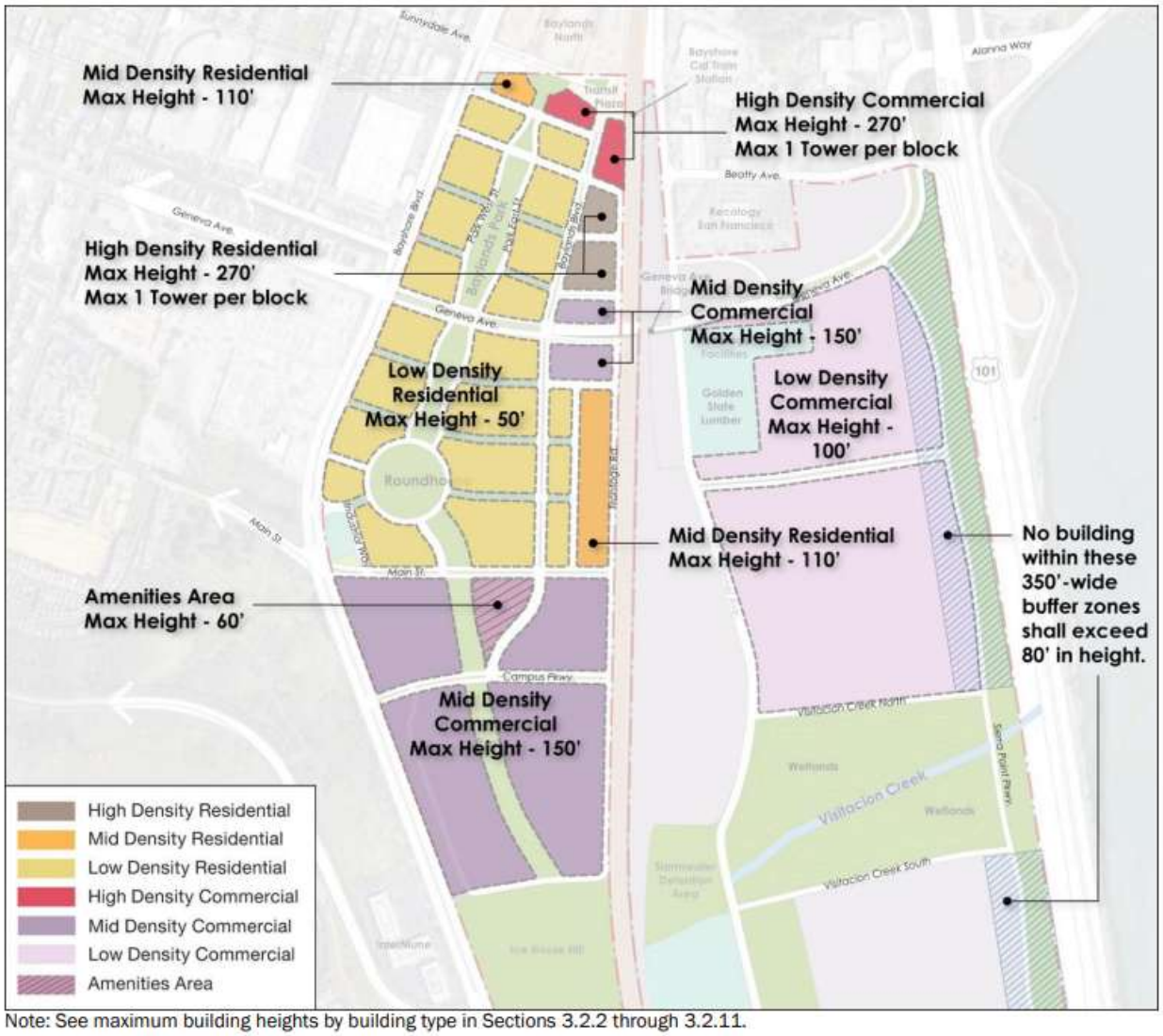
## Building Standards

Building standards within the Specific Plan are multi-layered, providing regulations at various scales, and set development controls both project-wide and applicable to specific building types. Some standards apply uniformly to all new development, while others are location specific, based on district and block locations. Building standards are grouped by topic and include:

- *Building Land Use and Placement* – maximum building heights, lot widths, setbacks, ground floor uses, and parking ratios.
- *Modulation and Articulation* – standards and descriptions for façade breaks, changes in material, and fenestration.
- *Façade Design* – standards for entry locations and articulation, landscape requirements.
- *Roof Design* – standards for roofline modulation and variety, roof decks and trellises/shade structures, and photovoltaic utility uses.
- *Active Design Features* – requirements for active design features in specific building types, consistent with sustainability principles detailed within the Sustainability Framework (Chapter 4).
- *Other* Standards – miscellaneous requirements and standards, such as for on-site open space for residential building types, screening, and/or signage.

### *Building Land Use and Placement*

***Building Heights*** are generally established by building type, summarized in Figure 3.2.2 below. There are, however, some reduced height limits established in particular locations, such as in proximity to the historic roundhouse and along Highway 101. which are intended to avoid potential environmental impacts.




Note: See maximum building heights by building type in Sections 3.2.2 through 3.2.11.

**FIGURE 3.2.2 MAXIMUM BUILDING HEIGHTS BY LAND USE**

***Building Setbacks and Building Frontage Requirements*** The pedestrian experience of the street is influenced by the positioning of buildings and uses along the sidewalk. By maintaining a consistent street wall, the street offers a sense of enclosure and consistency that helps to define the pedestrian experience and provides convenient and active uses for the pedestrian. To create the desired pedestrian environment, the Specific Plan establishes both minimum and maximum setbacks, which are established for each building type.

***Priority Building Frontage*** is a concept within the Specific Plan that recognizes that relationship of buildings to the street is critical in shaping a user's experience of whether a place is safe, comfortable, and enjoyable, particularly for pedestrians. In the northwesterly quadrant of the site where the highest level of pedestrian activity is expected and encouraged, Priority Building Frontage (PBF) requirements have been established. The PBF requirements stipulate how much of a building's frontage must fall within a prescribed setback zone. The Specific Plan establishes 60% and 80% as the two potential levels of required building frontage in the PBF. The plan defines those streets to which the PBF applies and the requirement of either 60% or 80%. The standards for the building types subject to the PBF establish the setbacks zones and include other design details regarding what else (landscaping, street furniture etc.) should be incorporated into the established setbacks. See Figure 3.2.3 below.


**FIGURE 3.2.3 PRIORITY BUILDING FRONTAGES**

***Parking:*** Parking maximums are established to encourage the use of alternate forms of mobility and protect at-grade open space and courtyards within each block that could be lost to parking, also minimizing the impact of parking access and driveways on the pedestrian realm. Required parking ratios are established in the Specific Plan for each building type and are designed to encourage residents and workers to use transit alternatives for commuting or local travel within The Baylands. Below-grade parking structures are preferred for commercial and high-density residential buildings. Where parking is provided, EV charging infrastructure shall be installed in compliance with the most stringent adopted standard in effect at the time parking is provided. Preferred parking for alternative-fueled vehicles and carsharing vehicles shall also be provided. Individual unit garages are only permitted in Low Density Residential zones. Surface parking lots are only permitted in Low Density Commercial, Medium Density Commercial, Amenities Area, and Sustainable Infrastructure zones.


FIGURE 3.2.5 REQUIRED PARKING LINER EDGES

***Parking Podiums and Parking Liners****:* Parking podiums provide large quantities of parking as a base for a larger building. Parking liners wrap around portions of a parking podium along street edges and contain a commercial, residential, or other active use, screening the street level of the parking structure from pedestrian environments, such as sidewalks, parks, plazas, etc. Figure 3.2.5. of the Specific Plan indicates where parking liners are required.

### *Modulation and Articulation*

Building modulation and articulation relate a building to the public realm and create a human scale at street level. These design elements are primarily addressed at the building type level, since design issues vary between land uses and building types and require design-appropriate modulation and articulation strategies. In general, multi-family design standards within the Specific Plan break down the scale of large buildings, the façades of which can extend the length of a single block, and reduce the perceived intensity of the development from surrounding public roads and open areas. Similarly, articulation of façades creates texture and pattern, giving large buildings a relatable scale and character and providing relief from long blank walls. A complete listing of required modulation and articulation standards by building type is included in Section 3.2.

Examples of modulation and articulation standards within the Specific Plan include:

- *Continuous residential frontage, including individual and multiple abutting buildings, shall be a maximum of 250 feet in length.*

- *Building breaks between Multi-Family Mid and Multi-Family Low buildings shall provide the minimum building-to building separation as defined in Setback standards per building type in Section 3.2, Building Type Standards.*
- *Building breaks between abutting Townhomes and Duplex/Single-Family buildings shall provide a minimum building-to-building separation of 30 feet.*
- *Commercial buildings shall be a maximum of 300 feet in length. Breaks between commercial buildings shall provide a minimum building-to-building separation of 30 feet.*

Additionally, EIR mitigation measure MM AES-1C requires building breaks along the Bayshore Boulevard and Sierra Point Parkway frontages to limit perceived building length along high visibility corridors. These building breaks shall provide a minimum 30-foot-wide break between building masses for residential and commercial buildings along these frontages. Building breaks shall be provided at grade and be open to sky. A minimum of 50 percent of the building break area shall be landscaped. Building breaks may be provided via street, passageway, setback, or courtyard with a minimum depth of 40 feet.

### *Façade Design*

Façade design standards are intended to ensure that ground level design relates the ground floor to adjacent streets and activates the public realm, contributing to The Baylands' urban, mixed-use neighborhood character. Building entry standards ensure that entries are intuitively located and easily identifiable from the street. Building entry conditions define the threshold between the public realm of the street and the private realm of the home and contribute to the character of adjacent street or public space. The Specific Plan includes façade design standards for window design (fenestration) and balconies and overhangs. Façade design standards are context sensitive and are defined at the building type level. Façade standards typically address issues such as changes in building materials, colors, textures, and patterns, building planes changes, window framing specifications, and building entry design.

Examples of façade design standards within the Specific Plan include:

- *Provide a minimum of three facade treatments in the building. Qualifying changes in façade treatments include:*
    - *Change in material, e.g., brick and metal panels*
    - *Change in color, e.g., two different shades of brick*
    - *Change in texture, e.g., natural stone and polished stone*
    - *Change in pattern, e.g., altering the arrangement of composite panels with a mix of horizontal and vertical seams*
- *Where changes in facade treatment occur, there shall be a change in plane with a minimum depth of 8 inches.*

### *Roof Design*

Roof design standards are intended to function similarly to building modulation and articulation standards and break down the scale of large buildings. These standards are intended to ensure a building's basic roof form or profile employs different colors, materials, or shapes to ensure a level of variety between adjacent buildings and building types, to reduce the perceived intensity of the development. Other roof design standards establish controls for the location and/or height of rooftop decks and structures and sustainability related standards for PV arrays and cool roof strategies.

Examples of façade design standards within the Specific Plan include:

- *No more than 4 adjacent units shall exhibit identical rooflines or identical façade treatments.*
- *Qualifying non-identical rooflines shall exhibit variation in height of minimum 5 feet.*
- *Qualifying non-identical façade treatments shall incorporate different approaches to one or more of the following characteristics:*
    - *Building modulation and articulation*
    - *Color and/or material*
    - *Fenestration type and/or pattern*

### *Active Design Features*

Active design features are intended to promote health and wellness by providing opportunities for individuals living and working in the Baylands to integrate physical activity into their daily lives. The Specific Plan requires that the design of Residential Multi-Family High, Mid, and Low and TOD Commercial, Campus Mid-Rise, Low-Rise, and Hospitality incorporate at least 6 of the 11 Active Design features listed in the plan. Some examples of active design features include:

- *Locating a main staircase to be visible from the main building lobby.*
- *Installing light fixtures that provide a level of lighting in the staircase(s) at the same level or better than what is provided in the building corridor.*
- *Provide daylighting at each floor/roof level of the stair(s) using either windows and/or skylights of at least 8 square feet in size.*
- *Place signage encouraging stair use for health and other benefits at all elevator call areas, next to escalators and outside stairwells on each floor.*
- *Use inviting sensory stimulation such as artwork and/or music in stairwells.*

### *Other Standards*

Additional design standards are included within Chapter 3. They include, but are not limited to:

- **Screening Design Standards**: These are standards that apply to all infrastructure, utility, or service accessory structures within the Baylands. They are intended to obscure utilities, mechanical systems, and other potentially unattractive urban features from public view. Mitigation measure MM AES-3 specifically addresses visual screening of infrastructure along the north side of Geneva Avenue, requiring that the design of infrastructure facilities between the US 101 freeway and the Geneva Avenue bridge shall be provided with a combination of berms, decorative walls, and landscaping to screen views of infrastructure facilities along the north side of the roadway.
- **Open Space:** Residential building types include requirements for onsite open space, which can be achieved through private open space, common open space, or a combination thereof.
- **Signage**: Generally, the Specific Plan requires a project-level sign program for new construction as part of the project application, with public realm and wayfinding signage addressed in Chapters 5 and 6. This allows for flexibility and adaptability in signage to better align with proposed developments occurring over the 20-year buildout.

## Performance Standards

The Specific Plan includes performance standards to be met addressing a number of design objectives and potential environmental impacts identified in the Final EIR for the project. These standards supplement the building standards and ensure compatibility with environmental, sustainability, and public health objectives; some of these standards come from mitigation measures. Performance standards address:

- **Lighting (3.2.1):** standards to minimize project lighting effects and promote a dark sky, while maintaining essential requirements for public safety and comfort. The Specific Plan includes the following types of lighting regulations: Lighting Design Standards for All Development, Lighting Design Standards for All Development in Biological Habitat Areas, Outdoor Lighting Standards (MM AES-4a), Sky Glow Prevention (MM AES-4b), Prevent Daytime Glare (MM AES-5), and Use of Wildlife-Friendly Lighting (MM BIO-3b).
- **Bird Safe Building Design (3.3.2):** standards for building fenestration, window glazing, and Threat Factor reduce the risk of bird strikes. The Specific Plan includes the following types of bird safe building design regulations: Building Bird Strike Biologist Consultation (MM BIO-3b, BIO-3c, BIO-3d), Bird-Safe Green Roof Requirement, and Bird-Safe Façades (MM BIO-3d).
- **Landscaping (3.3.3):** water conservation requirements for irrigated landscapes. The Specific Plan includes the following types of landscaping regulations: Compliance with the City's *Water Conservation in Landscaping Ordinance (City of Brisbane Municipal Code Chapter 15.70)* and Potable Water Usage.
- **Noise/Vibration (3.3.4):** controls within the Specific Plan that address impacts from railroad and construction related activities. The Specific Plan includes the following types of noise and vibration regulations: Construction Hours along Existing Roadways and for Concrete Pours (MM NOI-1c), Document Measures (Construction Noise Control Plan) to Achieve Noise Performance Standards (MM NOI-1d), Installation of Pile Foundations (MM NOI-1e), Project Design Features (MM NOI-2a), Compliance with Brisbane Municipal Code (MM NOI-2b), Loading Dock Noise (MM NOI-2c), Residential Exposure to Railroad Noise (MM NOI-4a), Hotel Exposure to Railroad Noise (MM NOI-4b), Pre-Construction Assessment to Minimize Structural Pile-Driving Vibration Impacts on Adjacent Historic Buildings and Structures and Vibration Monitoring (MM NOI-5a), Protection of Underground Utilities (MM NOI-5b), Vibration Control (MM NOI-5c), and Exposure to Vibration from Rail (MM NOI-6).
- **Utility Scale Battery Storage (3.3.4.13):** passive design, monitoring, and detection standards related to fire hazard protection.

## Allowable Land Uses

Land uses in The Baylands are subject to the use regulations established in this section of the Specific Plan. Each land use category established in the Specific Plan includes a list of uses that are identified as permitted, conditionally permitted, or prohibited as shown in Table 3.4.1 of the Specific Plan (see except of Table 3.4.1 below). Permitted uses are allowed by right, which means they are not subject to discretionary review. Conditionally permitted uses require discretionary Planning Commission review and approval through consideration of a use permit pursuant to Municipal Code Chapter 17.40. The Commission may impose conditions of approval through the use permit process.

The Specific Plan includes a land use category for uses that are permitted on the ground floor only. Ground floor uses are similarly identified as permitted or conditionally permitted. A subset of ground floor uses is "active ground floor" uses, which are intended to activate the streets or public spaces they abut. Figure 3.4.1 identifies locations where ground floor uses are either allowed or permitted.

Table 3.4.1 further identifies prohibited uses with a "—" in the table. Any uses not specifically listed in Table 3.4.1 are prohibited. The Community Development Director shall have the authority to render administrative interpretations that uses not specifically listed in Table 3.4.1 are permitted, based upon the finding that the proposed activity closely resembles a use listed in Table 3.4.1 as permitted or conditional with respect to purpose, type, function, and general manner of operation. The establishment of allowable uses and the Community

Development Director's ability to render administrative interpretations related to uses within the Specific Plan is consistent with the City's Zoning Ordinance.

**TABLE 3.4.1 ALLOWABLE USES *(EXCERPT OF ONLY RESIDENTIAL USES)***

| USES | RESIDENTIAL | | | COMMERCIAL | | | | | OTHER |
|---|---|---|---|---|---|---|---|---|---|
| Key:<br>P Permitted Use<br>C Conditional Use<br>PG Permitted Only as Ground Floor Use<br>CG Conditional Ground Floor Only Use<br>– Prohibited<br>* Qualifies as "Active Ground Floor" Use | High Density Residential | Mid Density Residential | Low Density Residential | High Density Commercial | Mid Density Commercial | Low Density Commercial | Open Space | Amenities Area | Sustainable Infrastructure |
| **Residential Uses** | | | | | | | | | |
| Duplex/Single Family | – | – | P | – | – | – | – | – | – |
| Multi-Family High | P | – | – | – | – | – | – | – | – |
| Multi-Family Low | – | P | P | – | – | – | – | – | – |
| Multi-Family Mid | P | P | | – | – | – | – | – | – |
| Residential Amenities* | P[3] | P[3] | P[3] | – | – | – | – | P | – |
| Townhome | – | – | P | – | – | – | – | – | – |

[3] Permitted only as an accessory use to serve the primary use of the property.

*Interim Uses*

In order to comply with the City's settlement agreement with California High Speed Rail Authority (CAHSRA), and as noted previously, the Sustainability Land Use District was slightly expanded and reconfigured to potentially accommodate an approximately 45-acre HSR LMF.

While the Specific Plan accommodates a future HSR LMF, the Allowable Uses section of the Specific Plan specifically identifies an LMF as a permitted use in the Sustainability Land Use Category (3.4.3); the timing of when such a facility might be constructed in uncertain. Given this uncertainty, the Specific Plan establishes regulations for the interim use of the future LMF site until such time as it is acquired by the CAHSRA. The intent is to allow for temporary uses that would allow this portion of the site to be put to productive use but can be easily terminated and removed and will not require permanent on-site improvements that would preclude or make it materially more difficult for CHSRA to construct the LMF. Any interim uses would need to be compatible with adjacent uses permitted by this Specific Plan. These provisions apply only to the 45-acre area identified in Figure 3.4.2, *Interim Use Area*, as "LMF."

If CHSRA formally notifies the City that it has acquired the site, the provisions of the Specific Plan will no longer apply to the state owned 45-acre site. Should CHSRA provide written notice to the City that it no longer needs or otherwise does not intend to pursue acquisition of the 45-acre LMF site within the Baylands, the provisions of the interim use section of the Specific Plan will also no longer apply, at which time future use of the property shall revert to the underlying Sustainable Infrastructure land use standards.

The proposed interim use regulations specifically prohibit the following uses:

- The manufacture, processing, handling, treatment, transportation, recycling, or storage of hazardous, toxic, flammable or explosive materials or wastes in any quantity for which a permit is required from any governmental agency.

- The dumping, processing, sorting, recycling, recovery, or storage of garbage, debris, scrap materials, or similar items; however, processing of construction debris and asphalt generated by demolition activities required for Baylands development and conducted in a manner consistent with the Specific Plan's approved zero-waste program are not expressly prohibited and may be permitted subject to issuance of an Interim Use Permit.
- Any use that creates unsightly visual impacts or the appearance of blight as seen from any other location within the city, including but not limited to uses such as automotive dismantling and wrecking yards, junk yards, outside storage of used equipment, trailers, or vehicles not being offered for sale, and outside storage of glass, metal, paper, cardboard, or other material collected for recycling or disposal; "Unsightly visual impacts" shall be interpreted consistent with Section 15.01.580 of the City's Zoning Code (Public nuisance abatement).
- Uses commonly associated with heavy manufacturing operations, including but not limited to uses such as concrete or asphalt batch plants, foundries and other activities involving the fabrication of metal products from raw materials, processing of chemicals, and the rendering or refining of oils or animal materials.
- Commercial parking lots, as defined in City's Zoning Code Chapter 17.02.
- Habitat restoration or recreational open space.
- Stormwater detention facility.
- Utility-scale battery storage facilities.
- Water recycling facility.
- Water storage tank.
- Any other use not described in the preceding subsections of this section that is determined to be:
    - Potentially obnoxious, dangerous, or offensive by reason of emission of air pollution, odor, smoke, noise, dust, vibration, glare or heat, or by reason of other impacts or hazards relating to the materials, process, or methods employed by the use.
    - Potentially harmful as a result of discharges of any waste material into the ground, or into any sanitary or stormwater sewer system, or into any drainage channel, wetland, the Brisbane Lagoon, or San Francisco Bay.
    - Any other use that cannot be easily terminated and removed, thereby making it materially more difficult for the CHSRA to construct an LMF on the site such as but not limited to interfering with future track alignment, access, grading, utilities, or site configuration of the 45-acre area identified in Figure 3.4.2, *Interim Use Area*, as "LMF".


**FIGURE 3.4.2**

Any use not specifically prohibited above may apply for an interim use permit which is subject to Planning Commission review and approval. The Specific Plan sets forth findings the Planning Commission is required to make in approving an interim use permit. The Specific Plan sets forth additional provisions regarding the IUP application process, mandatory conditions of approval, duration, and extensions.

## Existing Use Areas

As previously discussed, the Specific Plan creates an "Existing Use Area" land use category. These sites contain lawfully existing uses within the Specific Plan area. While the Specific Plan will allow such uses to continue over time and establishes development and performance standards common to all existing use areas, such as allowed uses, setbacks, massing, height, landscaping, and parking regulations, there are also provisions that will allow these existing uses to be expanded, subject to the granting of a conditional use permit. The Existing Use Area, as shown on Figure 2.4.1, *Existing Use Area,* include:

- Recology (Section 3.5.2)
- Golden State Lumber (Section 3.5.3)
- Kinder Morgan Tank Farm (Section 3.5.4)
- Machinery & Equipment Company (Section 3.5.5)
- Bayshore Sanitary District Pump Station (Section 3.5.6)
- Bayshore Boulevard Commercial Uses North (Section 3.5.7)
- Bayshore Boulevard Commercial Uses South (Section 3.5.8)

The table below summarizes the current or historical use for all existing use areas within the plan area, allowable uses, and the approval process that would allow an allowable use to be expanded.

| EXISTING USE AREA | CURRENT USE(S) | ALLOWED USES | EXPANSION OF USE ALLOWED |
|---|---|---|---|
| **RECOLOGY** | Assembly and storage of toter carts | • Assembly and storage of toter carts<br>• Heavy equipment repair<br>• Outdoor storage of waste management vehicles and equipment; outdoor storage of materials only in association with bulk sales<br>• Solid Waste Management and Organics reload operations<br>• Storage, distribution, and sale of lumber and other building materials and hardware | Yes; Use Permit |
| **GOLDEN STATE LUMBER** | Storage, distribution, and sale of lumber and other building materials and hardware | • Storage, distribution, and sale of lumber and other building materials and hardware | Yes; Use Permit |
| **KINDER MORGAN TANK FARM** | Storage and distribution of petroleum products supporting regional fuel distribution operations | • Storage and distribution of petroleum products in support of regional fuel distribution operations | Yes; Specific Plan Amendment |
| **MACHINERY & EQUIPMENT CO.** | Buying, storage, refurbishment, selling, and distribution of used industrial equipment for various industries | • Food Production<br>• Light Fabrication and Refurbishment<br>• Media Studio<br>• Printing<br>• Warehousing (excluding freight forwarders) | Yes; Use Permit |

| EXISTING USE AREA | CURRENT USE(S) | ALLOWED USES | EXPANSION OF USE ALLOWED |
|---|---|---|---|
| | | • Outdoor Sales and Rental†<br>• Storage† | |
| **BSD PUMP STATION** | Pumping and managing the flow of sewage within the local sanitary system | • Public Utility Facilities | Yes; Use Permit* |
| **BAYSHORE BLVD. USES NORTH** | A. Silvestri Co. wholesale distribution of various construction materials and supplies | • Food Production<br>• Light Fabrication<br>• Media Studios<br>• Printing<br>• Retail sales and rental<br>• Warehousing (excluding freight forwarders) | Yes; Specific Plan Amendment |
| **BAYSHORE BLVD. USES SOUTH** | A mix of industrial and environmental service operations | • Food Production<br>• Light Fabrication<br>• Media Studios<br>• Printing<br>• Retail sales and rental<br>• Warehousing (excluding freight forwarders) | Yes; Specific Plan Amendment |

** Use may be expanded through approval of a Use Permit, to the extent permitted by applicable state and federal law.*

† *Use may be permitted through approval of a Use Permit.*

## Chapter 4 – Sustainability

The Baylands development has been planned as a sustainable community and many of its sustainability features are embedded throughout various chapters of the Specific Plan, from land use and transportation to open space and utilities and infrastructure. The Specific Plan's Sustainability chapter summarizes the various sustainability features and illustrates the project's compliance with the requirements of the City's General Plan to include a sustainability program for new development consistent with the principles of the Sustainability Framework for the Brisbane Baylands Final Report accepted by the City Council on November 5, 2015.

The City's Sustainability Framework for the Baylands is based on the One Planet Communities framework, "*a set of ten principles designed to achieve an ecological footprint based on the resources available on one planet—hence One Planet Living—and includes the social and economic aspects of sustainability as essential elements to achieving and sustaining the environmental outcomes.*" The City's Framework also highlights compliance with the increasingly stringent renewable energy, water, and energy conservation, and other applicable federal and state laws and regulations that will be developed and implemented over time as part of California's commitment to climate leadership and the protection of the environment and public health.

Specific Plan Table 4.2.1, *Summary of One Planet Principles for The Baylands*, included below, identifies the ten One Planet Living principles in the Framework along with a summary of how they are implemented for The Baylands.

| Category | Principle (Framework, P. 3-9) | Baylands Implementation Summary |
|---|---|---|
| 1. Zero-Carbon Buildings | Making buildings more energy efficient and delivering all energy with renewable technologies | Carbon emissions reductions are achieved through energy conservation and building efficiency measures and a combination of planning elements, such as transit and pedestrian design features to reduce automobile use, landscaping and lighting designs that reduce energy and water use, and building design standards to reduce energy and water usage.<br>A minimum of 85,000 megawatt-hours (MWh) of electricity annually will be generated by on-site solar panels installed on buildings and in parking areas, and in a 55-acre solar farm to be built within the southeast area of the site.<br>The Specific Plan also includes five additional sustainable infrastructure areas (along with roof tops and parking lot areas) that could accommodate additional electricity generation and storage technologies.<br>Battery storage facilities and equipment installed in buildings and within sustainable infrastructure areas will extend the reliability and resiliency of renewable electricity produced on- and off-site and have independent utility to facilitate the storage of off-site renewable energy produced when generation exceeds demand.<br>In addition to renewable energy generated on-site, The Baylands will utilize the 100% renewable electricity offered by Peninsula Clean Energy (PCE) to the maximum extent allowed by law. The Baylands will feature all-electric residential and commercial buildings and will not extend natural gas service to new development. |
| 2. Zero Waste | Reducing waste, reusing where possible, and ultimately sending zero waste to landfills | As required by City ordinance, construction activities will divert 90% of non-hazardous construction and/or demolition waste from landfills. In addition, 100% of inert solid material associated with excavations and land clearing operations will be recycled and/or salvaged for reuse.<br>Recology San Francisco and The Baylands will develop and implement a zero-waste program to divert 90% of non-hazardous waste from landfill disposal. |
| 3. Sustainable Transport | Using low carbon modes of transport to reduce emissions and reduce the need to travel with good planning | The Baylands includes a mix of commercial, residential, retail, and recreational uses in a transit-served location with a pedestrian-oriented design that creates a network of pedestrian and bicycle routes within the site and connecting to surrounding neighborhoods.<br>The Baylands also includes electric vehicle (EV) charging infrastructure, shuttle systems, secure bike parking, and other features designed to minimize automobile use and fossil fuel usage.<br>Shared workspaces will be created to support remote work and reduce the need for off-site travel. |
| 4. Local and Sustainable Materials | Using sustainable healthy products, with low embodied energy, sourced locally, made from renewable or waste resources | Sustainability measures require compliance with metrics for local and sustainable materials, including use of ultra-low-emitting formaldehyde wood products, recycled content value, and reduced embodied carbon in building materials, along with tracking for both health and embodied carbon. |
| 5. Local and Sustainable Food | Choosing low-impact, local, seasonal, and organic diets and reducing food waste | The Baylands will offer a farmers' market and dedicated space for food trucks to support local food suppliers along with providing educational materials to encourage consumption of local, sustainable, and organic food products. In addition, space will be provided for a small urban farm and/or community garden to grow organic produce as a community amenity.<br>The Baylands will also work with the City's Economic Vitality Director and Chamber of Commerce to attract a grocery or supermarket to the Baylands. |
| 6. Sustainable Water | Using water more efficiently in buildings, landscaping, and in the products we buy, and addressing local flooding, as well as wetland and stormwater pollution | A water recycling facility and recycled water system will be constructed to provide recycled water for outdoor irrigation and designated indoor ("purple pipe") uses.<br>On-site buildings and recreational areas will be provided with appropriate protection against current and future flood risks, including the effects of projected sea-level rise through the Year 2100 (General Plan Policy BL.1 J, Final EIR [2026] EIR Mitigation Measures MM HWQ-3a and MM HWQ-3b). Site-specific development projects will be required to detain stormwater such that peak stormwater flows will not increase. |

| Category | Principle (Framework, P. 3-9) | Baylands Implementation Summary |
|---|---|---|
| | | An extensive program of wetlands restoration and enhancement will be undertaken and maintained in perpetuity, providing natural treatment of runoff from the site and habitat benefits. In addition, best management practices will be implemented during construction and subsequent operations to protect water quality. |
| 7. Open Space and Habitat | Protecting and restoring biodiversity and natural habitats through appropriate land use and integration into the built environment | As described in Chapter 05, *Conservation and Open Space*, The Baylands provides 148.4 acres (27.9% of its land area) for open space, park, trail, wetlands, and similar uses, exceeding the General Plan's 25% requirement, and also preserves as open space the 121.8-acre lagoon area. The Baylands will provide extensive restoration and enhancement of Visitacion Creek, the north shore of the lagoon, and critical butterfly habitat on Icehouse Hill. |
| 8. Culture and Heritage | Reviving local identity and wisdom; supporting and participating in the arts | The historic Roundhouse will be rehabilitated for community use. A public art program consistent with the City's program will be established and implemented for The Baylands. In addition, a library will be provided within the Specific Plan area. |
| 9. Economic Vitality with Equity and Ecology | Creating ecologically based economies that support equity and inclusive communities | Developing this under-utilized, abandoned, and contaminated site into a sustainable new community helps address the area's acute housing shortage and provides new public parks and other amenities while creating a fiscally positive revenue stream for the City from new commercial and hotel uses. |
| 10. Recreation, Health, Safety, and Happiness | Encouraging active, safe, meaningful lives to promote good health and well-being | The Baylands provides an array of active and passive park areas along with an extensive system of biking and walking paths and trails. The Baylands will also consult with San Mateo Health Services, non-profit partners, the City's Economic Vitality Director, and the Chamber of Commerce to attract medical offices, a health clinic, pharmacy, and similar uses to the Specific Plan area. |

In regard to energy, a minimum of 85,000 megawatt-hours (MWh) of electricity annually will be generated by on-site solar panels installed on buildings and in parking areas, and in a 55-acre solar farm to be built within the southeast area of the site. The Specific Plan also includes five additional sustainable infrastructure areas (along with roof tops and parking lot areas) that could accommodate additional electricity generation and storage technologies. 30 MW of battery-based stationary energy storage systems, equivalent to 44,056 MWh of annual electricity storage, would be installed as part of site-specific development projects within the Specific Plan area. This storage will extend the reliability and resiliency of renewable electricity produced on- and off-site and have independent utility to facilitate the storage of off-site renewable energy produced when generation exceeds demand. In addition, a 250 MW front-of-the-meter, utility scale battery storage facility, equivalent to 365,000 MWh of annual electricity storage, could be accommodated on site and would serve as a regional grid resource.

In addition to renewable energy generated on-site, the Baylands will utilize the 100% renewable electricity offered by Peninsula Clean Energy (PCE) to the maximum extent allowed by law. The Baylands will feature all electric residential and commercial buildings and will not extend natural gas service to new development. Buildings in Baylands will also be designed to meet LEED Gold and Green Point Rating standards. The Baylands Final EIR conservatively estimates that the project's energy demand at buildout will be 172,882 (MWh/yr) while on-site generation will be approximately 92,445(MWh/yr).

Based on these figures, the project falls short of meeting the General Plan requirement that "*Baylands development shall be designed so as to be energy neutral on an ongoing basis.*" Energy neutrality is not defined. While the concept is important, it is not synonymous with zero carbon, which is intended to achieve the goal of zero carbon emissions. In the case of the Baylands, onsite generation combined with the project's commitment to utilize 100% renewable energy result in a carbon free energy supply, even if the project does not generate enough renewable energy onsite to fully offset the demand. Staff believes the project's commitment to renewable energy

generation, battery storage and efficient building design represents best practice to reduce development-based carbon emissions and complies with the intent of the General Plan policy.

## Chapter 5 – Conservation and Open Space

Chapter 5 indicates an accessible and interwoven open space system is central to The Baylands Specific Plan. The network consists of diverse open space types serving the recreational needs of the Brisbane community, creating and enhancing habitat, and improving the quality of hydrologic systems. The open space network provides extensive green space in proximity to The Baylands' residential areas and businesses and is also connected and accessible to communities surrounding the development. Together, these spaces provide recreational open space, educational opportunities, and stewardship of resources. The open space network includes areas for stormwater drainage and treatment in the form of stormwater detention areas, supported by bioswales, and habitat-rich upland zones.

The west side of the site drains to central linear parks—Baylands Park, Sunnydale Park, Roundhouse Park, and the Ecological Park—all of which provide additional stormwater management. The east side of the site includes freshwater and tidal wetland areas that are limited access open space for the protection of sensitive habitat, but feature native habitat and spaces for community education. Upland native plant communities of San Bruno Mountain and other diverse habitat areas are featured at Icehouse Hill. Figure 5.1.1 (right) illustrates the site's open space network.


**FIGURE 5.1.1**

This chapter further identifies a range of wildlife management practices including habitat enhancement and buffering, rodent control, as well potential open space amenities such as site furniture, educational signage, wayfinding signage and public art. It further provides for future plantings of the site, including a list of appropriate plant species by habitat type, which also considers planting constraints associated with its bayfront location and status as a remediated brownfield.

Below is a summary of the Specific Plan's framework of open space; each area listed in the following table is described in greater detail. Figure 5.3.5, *Illustrative Concept Diagram*, included at the end of this section, provides a visual overview of the conceptual open space framework and key open space elements within The Baylands. Note, this figure and all other images contained within the Specific Plan are illustrative conceptual diagrams; the Specific Plan does not establish a "final" design or program for any of the open space area.

- The Baylands includes a connected, accessible open space network serving recreation, habitat, and hydrologic functions.
- Open spaces support stormwater drainage, treatment, and habitat restoration.
- West-side drainage flows into linear parks (Baylands Park, Sunnydale Park, Roundhouse Park, Ecological Park).
- East-side open spaces include freshwater and tidal wetlands with limited access for habitat protection.
- Icehouse Hill provides upland habitat linked to San Bruno Mountain.
- Total open space: 148.4 acres (27.9%), exceeding the 25% General Plan requirement.
- Open spaces fall into four types: Urban Plazas, Active Recreation Areas, Community Greens, Ecological Greenspaces.

## Open Space Framework Summary Table

| OPEN SPACE | DESCRIPTION | SIZE (ACRES) | KEY FEATURES |
|---|---|---|---|
| **URBAN PLAZA** | Main public plaza at Bayshore Caltrain Station. | 1.4 | Designed for pedestrians, circulation, seating, and flexible events. |
| **ACTIVE RECREATION – COMMUNITY FIELD** | Major recreation area near downtown Brisbane. | 7.4 | Lawn, ballfield, playground, seating, amenities, parking, multimodal access. |
| **ACTIVE RECREATION – BAY TRAIL CORRIDOR** | North–south trail connecting Lagoon Road to CPSRA. | 20 | Multi-use paths, overlooks, tidal wetlands, stormwater features; limited programming. |
| **COMMUNITY GREENS – BAYLANDS & SUNNYDALE PARKS** | Central linear green serving Baylands neighborhoods. | 6.6 total (5.8 + 0.8) | Connects to Visitacion Valley; coordinated design with adjacent SF park. |
| **COMMUNITY GREENS – ROUNDHOUSE PARK** | Park centered on historic Roundhouse. | 3.9 | Roundhouse included as open space; key linkage between north/south open space systems. |
| **ECOLOGICAL GREENSPACE – LAGOON PARK & LAGOON** | Habitat-focused shoreline park. | 15.4 | Tidal flats, marsh, grassland, scrub; erosion-controlled; no lagoon recreation; paths + educational areas. |
| **ECOLOGICAL GREENSPACE – BAYLANDS PRESERVE** | Ecological corridor between Lagoon Park and Visitacion Creek. | 14.3 | Wildlife crossings, buffers, low-impact trails, screens tank farm. |

| OPEN SPACE | DESCRIPTION | SIZE (ACRES) | KEY FEATURES |
|---|---|---|---|
| **ECOLOGICAL GREENSPACE – ECOLOGICAL PARK** | Naturalized upland habitat west of Icehouse Hill. | 7.3 | Grasslands, woodlands, scrub; receives stormwater via bioswales. |
| **ECOLOGICAL GREENSPACE – VISITACION CREEK** | Restored riparian and tidal corridor. | 28.8 (by 2100) | Enhanced tidal channels, marsh, freshwater wetlands, wildlife crossings. |
| **ECOLOGICAL GREENSPACE – ICEHOUSE HILL** | Only natural-soils area; upland habitat. | 24.3 | Grasslands, scrub, seasonal wetlands; butterfly habitat restoration; requires Butterfly Protection Plan. |
| **STORMWATER DETENTION AREA** | Primary naturalized detention basin north of tank farm. | 7.2 | Receives Baylands + San Bruno Mountain runoff; planted edges; water-quality functions. |
| **GREEN EDGES – WEST RAIL TRAIL** | Buffer and recreational trail. | 8.5 | Ecological buffer; connects to Crocker Trail. |
| **GREEN EDGES – EAST RAIL GREEN EDGE** | Dense vegetated screening. | 3.5 | Native plantings; screens railway and tank farm. |
| **WILDLIFE MANAGEMENT & AMENITIES** | Site-wide ecological stewardship. | — | Habitat enhancement, rodent control, invasive species management, educational signage, wayfinding, public art. |

## Urban Plaza

A 1.4-acre urban plaza will be located adjacent to the Bayshore Caltrain station and higher density development. The plaza prioritizes pedestrians and public amenities, such as seating and gathering areas. The Bayshore Caltrain Station Plaza is complimentary of adjacent architectural cues, considers pedestrian circulation, and adds programmatic value appropriate for its context. The layout flexibly adapts to a host of public activities.

## Active Recreation Areas

Supporting physical health and wellness, active recreation open space provides opportunities for outdoor exercise and community sports. These open spaces are easily accessible from adjoining neighborhoods with multi-modal options: bike, walk, public transit, or vehicle. Active recreation spaces provide clear connectivity to adjacent wellness trails, including the Crocker Trail and the Bay Trail. They provide an array of physical activities and play for all ages and abilities. Complementary programs, such as picnic areas, watering stations, seating, restrooms, and shelters would enhance community usability throughout the day.

- *Community Field*: A 7.4-acre active community recreation space is located in the southwestern portion of the site, closest to downtown Brisbane. Potential uses include: flexible recreational lawn, ballfield, picnic and games area, amenity pavilion with restrooms, playground, fitness station(s), buffer plantings, and shade structure(s). Parking is proposed with vehicular access anticipated via the Valley Drive–Bayshore Boulevard intersection. The Community Fields support connections to pedestrian and bicycle trails,

including the existing Crocker Trail, Icehouse Hill Trail Network, the Tunnel Avenue overpass, and the Ecological Park.

- The Bay Trail will be extended through The Baylands within a 20-acre corridor located along the eastern edge of the Specific Plan area. It will be extended north from its existing terminus at Lagoon Road through The Baylands and connecting to the existing trail segment to the north at the Candlestick Point State Recreation Area in San Francisco. Accessible trailhead connections will be provided at multiple locations throughout the project. Within the 20-acre Bay trail corridor, the following uses are proposed: multi-use pathway(s), overlook(s), tidal wetland(s), trailhead(s), stormwater treatment area(s), and designated crossing(s). Highly programmed areas, such as children's playgrounds or large public event areas, are not anticipated in this area.

## Community Greens

These are centrally located park spaces that support social connectivity within their immediate neighborhood and the City of Brisbane. They provide opportunities for passive recreation. Baylands Park and Sunnydale Park are two centrally located green spaces that combine to create a 6.6-acre linear park. The 5.8-acre Baylands Park, along with the 0.8-acre Sunnydale Park, serves both residential neighborhoods in The Baylands: Bayshore and Roundhouse. They also serve as a key connector between the adjacent Baylands North development in San Francisco and Roundhouse. The north end of the central green, Sunnydale Park, resides at a nexus of regional commuter circulation to the transit center and pedestrian access from San Francisco's Baylands North and Visitacion Valley neighborhoods. This park is the northern gateway of the development. Sunnydale Park adjoins a park that will be developed as part of the Baylands North project in San Francisco. The design of these two parks will be coordinated so that they function as a single integrated recreational area.

Roundhouse Park is a multi-purpose component of the open space network. The 3.9-acre open space is located at the southern terminus of Baylands Park, at the westernmost point of The Baylands adjacent to Bayshore Boulevard, and includes the historic Roundhouse. The Baylands will implement the five-stage plan for restoration and adaptive reuse of the historic Roundhouse structure. Because the rehabilitation and adaptive reuse of the Roundhouse is essential to the character and success of the Roundhouse Park, its footprint is included as part of Roundhouse Park and the Specific Plan's open space acreage. In addition, the restored Roundhouse is not counted toward The Baylands maximum allowable 6.5 million square feet of commercial development. The park is located at a hinge point between Baylands Park and the Ecological Park and sits at the apex of their tributaries, making Roundhouse Park a key nexus of the open space network, uniting the northern and southern portions of the site.

## Ecological Greenspaces

A unique attribute of The Baylands is its relationship to San Bruno Mountain, San Francisco Bay, and the Brisbane Lagoon. To strengthen this relationship, The Baylands landscape encompasses broad hydrologic, topographic, and plant community gradients. A variety of open space uses balance recreational needs of the community with the protection of habitat resources. The Baylands includes the 121.8-acre Brisbane Lagoon that provides habitat value to the open spaces listed below. Due to the proximity to tidal waters, the ecological greenspaces are designed to adapt to sea level rise (SLR) and impacts from 100-year storm events, placing community uses outside of impacted landscapes.

## Lagoon Park and Lagoon

The 15.4-acre Lagoon Park is located along the northern edge of the Brisbane Lagoon. The native habitat types at Lagoon Park include:

- Tidal flats
- Tidal marsh
- Grassland
- Coastal scrub

The existing lagoon edge is composed of mudflats, with a shoreline delineated with riprap. The existing lagoon edge remains largely unaltered. The riprap area will be enhanced by infilling voids with soil, without raising the elevation, and interplanting with tidal wetland vegetation. The north edge of the Lagoon Park area is planned for upper marsh transition and green infrastructure for management of surface stormwater runoff. Due to the potential for erosion along the lagoon shore, erosion control and water pollution control measures are planned, along with an on-going maintenance plan to preserve water and environmental quality. Recreational uses of the lagoon that could produce disruption to existing or proposed tidal plant and animal communities are prohibited. To protect shoreline and nearshore habitat, passive and active recreational use of the lagoon water body shall be prohibited. Overall physical improvements in this area will remain largely naturalized and will also include amenities that provide educational/recreational community spaces and means for accessibility. Community educational/recreational priorities for this space are captured by walking/biking paths, curated access to the waterfront, wildlife habitat (including tidal plantings at the lagoon edge), and spaces for outdoor education, wildlife observation, and water views. All such amenities within Lagoon Park shall be compatible with its habitat functions.

## Baylands Preserve

The 14.3-acre Baylands Preserve provides a north–south habitat linkage between the ecological open spaces of Lagoon Park and Visitacion Creek. This open space corridor serves multiple functions, including enhancing habitat connectivity, providing wildlife connectors/crossings, pedestrian circulation, and a green pedestrian and bike connection away from Tunnel Avenue and the Kinder Morgan Tank Farm.

Habitat types in this open space provide continuity and extend a gradient of plant communities of Lagoon Park and Visitacion Creek and shall contain coastal scrub and grassland habitats. Wetland and woodland habitats are allowed, as deemed viable and beneficial, to overall habitat value. Under-road wildlife connectors are proposed at Lagoon Road and Visitacion Creek Road South in the form of a small culvert, sized appropriately for small terrestrial fauna, to increase connections between local and regional habitat patches. Large evergreen shrubs and trees will be placed along Tunnel Avenue to screen views of the tank farm. Proposed land features include buffer plantings and berms to reduce acoustic impact on wildlife, wildlife crossings/culverts, and the central wildlife corridor. Low-impact trails with trailhead(s) located on the east side of the preserve are proposed to connect pedestrians to Lagoon Park, Visitacion Creek, and the adjacent development. Trails shall be offset or elevated from habitat areas.

## Ecological Park

The Ecological Park is the primary naturalized open space in The Baylands' Icehouse Hill neighborhood. The 7.3-acre park receives seasonal rainwater and surface stormwater runoff that fills dry creek beds and bioswales. This will be directed to stormwater treatment areas within the park to improve water quality. These features are influenced by stormwater and minimal irrigation runoff from responsible irrigation of the adjacent commercial development. General surface stormwater runoff flows south from Roundhouse Park and combines with flows from the subgrade culvert, connecting to the stormwater detention area located north of the tank farm. The Ecological Park will be planted with grasslands, coastal scrub, and woodland.

## Visitacion Creek

At 28.8 acres, in year 2100 (accounting for SLR), the Visitacion Creek open space area is part of the connected riparian corridor extending from the railroad right-of-way to the Bay. After Title 27 final landfill closure, on-site wetland creation will be undertaken within Visitacion Creek, featuring an enhanced tidal channel and restored salt marsh, native scrub and grasslands, and freshwater seasonal wetlands. Above Visitacion Creek, freshwater seasonal wetland areas are also established to address remediation impacts. The space allocated for these systems allows the migration of the adjacent tidal wetlands as SLR occurs.

The rehabilitated creek corridor created as part of remediation activities is a significant improvement to the hydrological system and habitat opportunities of The Baylands. Habitat types at Visitacion Creek are open water, tidal flats and marsh, freshwater emergent wetland, and coastal scrub and grasslands. The habitat types at Visitacion Creek are similar to those outlined for Lagoon Park, and additionally, Visitacion Creek includes freshwater emergent wetlands. Under-road wildlife connectors are proposed at Tunnel Avenue and Visitacion Creek Road South to increase connections between local and regional habitat patches. An under-road wildlife connection is provided at Sierra Point Parkway and the Bay Trail via a clear span bridge.

## Icehouse Hill

This 24.3-acre park enhances its ecological functions with protection, enhancement, and improvement of existing native grasslands, coastal scrub, and small pockets of seasonal wetlands. Icehouse Hill is outside The Baylands' project remediation areas and is the only portion of the property with natural soils, which supports its more natural character and habitat value.

Although no sensitive butterfly species are currently present, Icehouse Hill provides habitat patches as well as host and nectar plants for certain species. Habitat improvements on Icehouse Hill include establishing quality patches of nectar and host plants to support the recovery of local butterfly populations and promote connectivity with San Bruno Mountain, since the distance between Icehouse Hill and the easternmost point of San Bruno Mountain lies within the potential dispersal range for Mission blue and Callippe silverspot butterflies. Planting of native butterfly host species is proposed to increase butterfly habitat extent and quality (Final EIR Mitigation Measure MM BIO-1c). Invasive species management is proposed due to the presence of *Eucalyptus* sp., fennel, and other non-native species. A preconstruction survey for butterfly larval host plants and special status plants is required prior to trail construction or other ground disturbance activities.

Management plans for Icehouse Hill will include a Butterfly Protection Plan to achieve the following:

- Protect and enhance pollinator habitat on Icehouse Hill, focusing on Callippe silverspot and Mission blue butterflies' larval host plants;
- Provide habitat capable of supporting Callippe silverspot and Mission blue butterfly use of Icehouse Hill;
- Manage invasive scrub/shrub and other invasive species to protect natural habitat areas;
- Provide pollinator habitat and connectivity within and among the open spaces within The Baylands, promoting corridors among patches and to/from external habitat;
- Trail configurations and any non-pedestrian-path uses (i.e., observation areas, educational areas, overlooks, nature play areas, gardens, and relocation of the Mission Blue Nursery) shall be sited to avoid butterfly host and nectar plants, whether or not they are being used by rare butterflies at the time of the preconstruction surveys;
- Restoration activities that protect and support the survival of listed butterfly species will be identified; and

- Operational actions to protect and support the survival of listed butterfly species will be identified, including, but not limited to, the fencing of trails or sensitive habitats and/or the creation of buffer areas to minimize the establishment of "informal" trails; providing signage that dogs shall be allowed on Icehouse Hill trails on leash only; providing interpretative signage posted at trailheads and development of a grazing management program, which would include seasonal restrictions on horse grazing on Icehouse Hill.

## Stormwater Detention

On-site water detention will be provided within a designated stormwater detention area within The Baylands to provide for regional and site water management and landscape diversity. The primary stormwater detention facility encompasses a 7.2-acre area north of the Kinder Morgan Tank Farm. The stormwater detention area will receive stormwater runoff from within The Baylands and external runoff from San Bruno Mountain and western neighborhoods via the stormwater channel and a renovated culvert. The stormwater detention area incorporates ecological strategies to improve water quality while providing storage of stormwater runoff. The stormwater detention area is to be naturalized, with "soft" planted edges that are harmonious in visual quality to the other ecological areas within The Baylands.

## Green edges

Green edges provide critical vegetative screening to improve the visual experience within The Baylands. Green edges support ecological goals, including supporting biodiversity by hosting dominant native plant communities and habitat for insects, small mammals, and reptiles. Two primary green edges are included in the Specific Plan:

1) West Rail Trail; and
2) East Rail Green Edge.

The 8.5-acre West Rail Trail is a green edge located adjacent to the Community Fields and Icehouse Hill. This landscape serves as a buffer between Icehouse Hill and the Caltrain rail line as well as a biological connector. The West Rail Trail connects open space amenities of The Baylands to the Crocker Trail. The design of the West Rail Trail shall avoid encroachments, including landscaping, into the Caltrain right-of-way or the Machinery & Equipment property. The 3.5-acre East Rail Green Edge utilizes dense native plantings that assist in screening of views to the railway and the tank farm.

## Figure 5.3.5 Illustrative Concept Diagram


*Note, this figure and all other images contained within the Specific Plan are illustrative conceptual diagrams; the Specific Plan does not establish a "final" design or program for any of the open space area.*

# Chapter 6 – Circulation

The Baylands circulation network is intended to be versatile and flexible to accommodate all types of travel purposes and modes. This chapter characterizes the circulation context, establishes circulation goals, and describes the circulation network for The Baylands both in terms of its function as well as character. The street grid distributes vehicular access and circulation to ensure safe and efficient movement of people and goods into and through the area. The western portion of The Baylands includes a mix of residential and commercial uses and is designed to put people first with walkable neighborhoods, extensive pedestrian and bicycle networks, and improved access to transit.

The chapter establishes standards for The Baylands overall circulation network, including:

- Roadways
- Active Transportation (Pedestrian, Bicycle and Micro-Mobility, Shared Use Paths)
- Transit
- Transportation Demand Management
- Parking and Loading
- Streetscape Design

## Roadways

Roadways or streets within The Baylands are classified as shown below:

| *CLASSIFICATION* | *DESCRIPTION* |
|---|---|
| **FREEWAY** | Limited access, high-speed travel ways included in the State and federal highway systems. |
| **REGIONAL ARTERIAL** | Major streets that serve regional functions and carry large volumes of traffic generated from outside of Brisbane. |
| **MINOR ARTERIAL** | Streets that primarily serve traffic through The Baylands and may also provide access to adjacent properties |
| **COLLECTOR** | Connect arterial and local streets with reduced traffic volumes and may also provide access to adjacent properties. Typically include connections for pedestrians, bicyclists, and shuttle movements. |
| **LOCAL** | Provide access to individual abutting properties as their primary function. Focus is on pedestrian and bicyclist movements and slow speeds. |
| **GREEN SHARED STREET** | Curbless streets located in residential areas, that prioritize pedestrians and bicycles and are designed for slow speeds and shared use with automobiles. |
| **ACCESS ROAD** | Prioritize access for parking and service access. |

The Baylands street network is shown in Figure 6.3.1 (attached below), and street sections are described and illustrated in Section 6.3.3 of the Specific Plan.

**FIGURE 6.3.1. THE BAYLANDS STREET NETWORK, FUNCTIONAL CLASSIFICATIONS, AND INTERSECTION CONTROLS**

## Intersections

Intersections are envisioned as spaces that support multimodal access and community identity. Safety is the primary concern for multi-modal intersection design, as travel speed and visibility vary greatly across modes. In addition to functional design elements, intersections should incorporate placemaking features. Landscaping and traffic calming treatments can help slow vehicle speeds and contribute to sense-of-place. Final design of these elements will be designed to reflect the character and needs of adjacent land uses.

Intersection controls will be utilized to reduce the potential for hazardous conditions. Subject to the approval of the City Engineer, they shall follow guidance based on the functional classification of the intersecting roadways.

- *Regional Arterials* – Traffic signals shall be provided at all intersections of regional arterials (Bayshore Boulevard and Geneva Avenue) with arterials or collectors. All local or green streets shall be stop controlled when intersecting with regional arterials unless left turns are allowed, in which case the intersection shall be signalized such as at the intersection of Geneva Avenue and the Connector Road to Tunnel Avenue.
- *Minor Arterials* – Roundabouts shall be provided at the intersections of Lagoon Road with Tunnel Avenue and Sierra Point Parkway and at Tunnel Road and the Connector Road to Geneva Avenue. Collectors and local cross streets that intersect with Tunnel Avenue and Sierra Point Parkway shall be stop controlled as traffic volumes are expected to be substantially higher on the minor arterials than cross-streets, unless a traffic engineering study demonstrates that a roundabout, traffic signal, or all-way stop-controlled intersection is warranted.
- *Collectors* – The intersection of two collectors shall include all-way stop control except for the intersections of Baylands Boulevard/Main Street and Baylands Boulevard/Frontage Road, where a traffic signal shall be installed due to the proximity of major activity generators. Local and green streets shall be stop controlled as side streets when intersecting with collectors, unless a traffic engineering study demonstrates that an all-way stop is warranted.
- *Local Streets* – The intersections of two local streets shall be all way stop controlled except for Roundhouse Circle, where all intersecting streets shall be side street stop controlled unless a traffic engineering study demonstrates that an all-way stop is warranted. Green Streets shall be stop controlled when intersecting with a local street.
- *Green Street*s – Green Streets do not intersect with each other and thus shall follow the guidance listed above.

The Specific Plan includes additional standards and requirements for signalization, striping and other design features, crosswalks, pedestrian and bike crossings, turn pocket design and driveway design. It further specifies potential locations for the installation of roundabouts at intersections on Tunnel Avenue and Sierra Point Parkway.

## Active Transportation Network

The Baylands is designed to enable people to be less dependent on cars. The Specific Plan establishes walking and bicycling networks that complement the City's existing active transportation system, including shared-use paths, bike lanes, and sidewalks. The Baylands ensures pedestrian and bicycling facilities are designed at a human scale, prioritizing user comfort and safety. In accordance with the Brisbane Bicycle and Pedestrian Master Plan, The Baylands pedestrian and bicycle facilities create an internal network and tie to existing local and regional routes.

*Pedestrian Circulation*

The Baylands Specific Plan intends to create a safe and comfortable experience for pedestrians. This includes creating connections to existing trail networks and downtown Brisbane, and multiple ways for pedestrians to get around. Pedestrian paths, including sidewalks and shared use paths, are a key component to providing healthful experiences within The Baylands. These path systems are intended to engage the community and craft experiences that immerse people in a variety of environmental conditions and in a variety of physical and spatial movements. The paths will create opportunities for connection with nature to promote physical activity and mental health.

### Sidewalks

Sidewalks support many activities—not just walking, but also waiting for a ride, sitting on benches, entering or exiting shops or restaurants, and outdoor dining. They also host landscaping and street trees, trash and recycling bins, and bike racks, transit stops, and other elements that make streets functional, comfortable and inviting. The Baylands Specific Plan adopts this broader understanding and treat sidewalks as a multi-zone, flexible public realm that supports mobility, social activity, and placemaking. This approach ensures that Baylands streets are functional, safe, accessible, and welcoming for people of all ages and abilities. The Specific Plan establishes the following two sidewalk zones:

- The “pedestrian through zone” is a continuous, unobstructed pathway that provides safe, accessible pedestrian travel along the street. The minimum width of the through zone depends on overall width of the sidewalk and level of pedestrian activity. For example, pedestrian activity at schools, community centers, and active retail streets would require a wider through zone.
- The “furnishing zone” is the area between the curb and the pedestrian through zone that provides a buffer from street traffic and accommodates street trees, landscaping, seating, transit stops, bike parking, utilities, wayfinding, stormwater management, and similar amenities. The minimum width is established to provide sufficient room for entering or exiting a vehicle or to accommodate landscaping, benches, or other furnishings.

Sidewalks or shared use paths shall be provided adjacent to all roads within The Baylands, enabling pedestrian access throughout. Planted streetscapes and enhanced pedestrian crossings at intersections add additional comfort and safety, with features including curb extensions and leading pedestrian intervals. Curb extensions will be used to extend the sidewalk into the curb lane at intersections and at any mid-block crossings approved by the City Engineer, shortening crossing distances for people walking. In addition to sidewalks along streets, the Specific Plan also establishes design standards for paths in open space areas and shared bike/pedestrian paths separated from roadways. The draft pedestrian network is shown below:

**FIGURE 6.4.1. THE BAYLANDS PEDESTRIAN NETWORK**

*Bicycle and Micromobility*

This refers to small, fully or partially human-powered vehicles such as bikes, e-bikes, and e-scooters. The Baylands encourages travel by bicycle and micromobility devices by providing a safe and connected network which extends the reach of transit and will invite people of all ages and abilities to move through and within The Baylands. An extensive pedestrian and bicycle network will connect the open space network within The Baylands and external regional trails. Shared use and bike paths will be included in open space areas and located to minimize habitat disturbance and habitat segmentation. Bike racks will be provided near the trail access points and major destinations. A wayfinding signage system is also to be included.

A comprehensive system of north–south and east–west on- and off-street bikeways will be provided to enable people to safely ride bicycles and micro-mobility devices for everyday trips. The Baylands will include a network of protected bikeways that provide physical separation from moving vehicles. This type of bikeway reduces the level of stress and improves comfort for more types of bicyclists and therefore contributes to an increase in bicycle volumes and mode share. Connections are also made to the existing bike network to facilitate trips to downtown Brisbane and adjacent neighborhoods, and to increase connectivity to the Bayshore Caltrain station. The bicycle and micromobility network is shown on the attached Figure 6.4.2.

**FIGURE 6.4.2. THE BAYLANDS BICYCLE AND MICRO-MOBILITY NETWORK**

## Transit Network

The Baylands is currently served by Caltrain, SamTrans, Muni Bus, Muni light rail, and Commute.org. SamTrans buses, MUNI Bus, and MUNI light rail run on Bayshore Boulevard at the western boundary of The Baylands. Caltrain rail runs through the center of The Baylands, and its Bayshore Station is located within the northern portion of the site, near Beatty Avenue. The Baylands will strengthen connections to the region's extensive transit network, including connections to the Caltrain station from the east and west and to the Muni station at Sunnydale Avenue and Bayshore Boulevard. The Baylands circulation network accommodates future planned Geneva-Harney Bus Rapid Transit (BRT) along Geneva Avenue.

A new shuttle system will be provided to integrate The Baylands into existing routes that connect Brisbane with regional transit networks. The system will enable residents, workers, and visitors to travel to, from, and within the community car-free. The shuttle service will add fare-free shuttle services to connect people from downtown Brisbane into The Baylands in two phases. (See also Table 6.5.1.)

**TABLE 6.5.1 PROPOSED BAYLANDS SHUTTLE ROUTES**

| Proposed Baylands Shuttle Route | Weekday Service | Weekend Service |
|---|---|---|
| Phase One: Brisbane Downtown | 6:00–9:00 a.m.<br>4:00–6:00 p.m.<br>1-hour headways | No Service |
| Phase One: Internal Only | 6:00 a.m.–8:00 p.m.<br>Max 15-minute headways | 10:00 a.m.–5:00 p.m.<br>On-demand service (expand to fixed route if warranted) |
| Phase Two: East Side | 6:00–9:00 a.m.<br>4:00–6:00 p.m.<br>1-hour headways | 10:00 a.m.–5:00 p.m.<br>On-demand service (expand to fixed route if warranted) |

Phase one will include service within the western side of The Baylands and terminate at the Bayshore Caltrain Station and Downtown Brisbane. It will operate weekday during the morning and afternoon peak commute hours with maximum one-hour headways within The Baylands to the Caltrain station. Shuttle routes that serve areas outside of The Baylands will be point-to-point once exiting the Specific Plan area in order to efficiently serve downtown Brisbane. The times of operation of this shuttle will supplement service in operation for the existing Brisbane shuttle routes that serve other parts of Brisbane. Phase one will also introduce an internal-serving shuttle route that operates primarily on Baylands Boulevard. This service will connect residents, commuters, and visitors to the most intensive land uses within The Baylands Specific Plan area. This shuttle will operate between the west side of the Bayshore Caltrain Station Plaza and Ecological Park with stops spaced approximately every ¼ mile. Phase two will integrate The Baylands Campus East District, including Lagoon Park. It will terminate on the east side of the Bayshore Caltrain station and Downtown Brisbane, with maximum one-hour headways.

The service plan for the internal-serving Phase one and Phase two routes will also identify on-demand service zones for weekend service. An on-demand strategy allows shuttle operators to scale up as demand shifts and grows. It also illuminates time-of-day and location demands to cost-effectively develop structured routes in the future. Permanent fixed routing would replace on-demand zones when ridership demand exceeds what can be carried in one vehicle, when ridership exceeds eight trips per service hour, or if the trip patterns exhibit clear paths.

SamTrans bus stops within or adjacent to the Specific Plan area shall provide the amenities recommended in the SamTrans *Bus Stop Improvement Plan*, such as bus shelters, benches, and real-time information. In addition, the following will be provided:

- An ADA accessible paved sidewalk or path to provide access between the bus stop and land uses that generate pedestrian foot traffic.

- High visibility crosswalks within 50 to 200 feet of bus stops across all adjacent roadways. Preferred crosswalk placement is behind the bus stop to avoid conflict between pedestrians and transit buses and allow the transit buses to merge with traffic more easily.
- Where transit stops interact with bike lanes on corridors with frequent bus service or higher rates of bicycle use, transit boarding islands shall be provided unless deemed infeasible by the Brisbane City Engineer.

## Mobility Hubs

Mobility hubs are places where multiple travel options come together, along with supportive amenities, services, and technology. They are typically located around transit stops and stations with the goal of providing seamless first/last-mile solutions—to deliver commuters from transit stop to destination. Mobility hubs can vary in size and supportive amenities, services, or technology in support of the overall mobility network.

The Baylands includes five mobility hubs, refer to Figure 6.5.1 *The Baylands Shuttle Extension and Transit Connections*, of the Specific Plan, three of which are located along Baylands Boulevard and will be established concurrent with development of the district they are located within. The first will be at Baylands Boulevard and Sunnydale Avenue near the Caltrain station, the second at Baylands Boulevard and Geneva Avenue, and the third at Baylands Boulevard and Campus Parkway. Two additional mobility hubs will be created as the Campus East District is developed. One is located along East Campus Road and the other along Visitacion Creek South.

Mobility hubs shall include at least two supportive amenities or elements, in addition to shuttle stops and/or transit layover zones and transit shelters with real time arrival information. Such amenities may include:

- Short- and long-term bike parking;
- Bicycle share and/or scooter share parking space;
- Wayfinding;
- Active uses with outdoor seating and/or parklets;
- Car share;
- Passenger pickup/drop-off areas; and/or
- Electric vehicle charging stations.

## Transportation Demand Management

Transportation Demand Management (TDM) refers to a package of policies, programs, and services that individually and collectively influence travel and parking demand, typically by improving and expanding non-driving mobility options, while maintaining incentives to increase their use, and reduce vehicle-based trips and parking demand. The Baylands will provide infrastructure and programming that enables people to be less dependent on cars, resulting in an overall TDM program that meets and exceeds the City required measures.

To support the transportation improvements, active transportation infrastructure, and transit services, a TDM program will be submitted to the City for review and approval and ready for implementation prior to issuance of the first certificate of occupancy for residential or nonresidential use covering all land uses within the Specific Plan area, consistent with Municipal Code Chapter 10.52. Table 6.6.1, *Transportation Demand Management Measures*, presents the TDM measures that The Baylands will implement, including those that are required by Brisbane's TDM Ordinance, as well as additional measures to be implemented by The Baylands.

Although individual buildings may have designated local TDM coordinators, a single TDM coordinator will be responsible for overseeing all TDM activities within The Baylands, including coordination with individual building

owners or tenants and the City of Brisbane, C/CAG, Commute.org, and other agencies. The Baylands TDM coordinator will be responsible for demonstrating to the City that individual development sites within the overall Specific Plan are in compliance with applicable TDM requirements. The Baylands Home/Property Owner Association (HOA/POA) shall be responsible for ensuring that active participation in the Certified Development Program is maintained.

Because The Baylands development would occur in increments over a 20-year period, each site-specific development project shall demonstrate compliance with the overall Baylands TDM program during development review. The overall Baylands TDM coordinator shall consolidate TDM compliance documentation for site-specific developments for review by the City of Brisbane. Reporting and monitoring would be administered primarily through project tenant and employee surveys led by The Baylands TDM coordinator, following City, C/CAG, and Commute.org procedures.

The TDM program, which meets and exceeds the City required measures contained within Municipal Code Chapter 10.52, shall at a minimum achieve the following objectives:

- A minimum 30 percent trip reduction below baseline Average Daily Traffic (ADT);
- 30 percent below existing (2020) regional baseline per capita VMT for home-based trips by residents of the nine-county Bay Area region for home-based trips by Baylands residents;
- 30 percent below existing (2020) regional baseline per capita VMT for home-based trips to work by employees within the nine-county Bay Area region for home-based trips to work by Baylands residents; and
- Off-street parking that does not exceed the maximum allowable off-street parking spaces for all of The Baylands, as presented in Section 6.7, *Parking and Loading*.

## Off-Street Parking

Aside from the parking maximums based on land uses and building types established under Chapter 3, a total maximum parking cap for the entire Baylands is established within the Specific Plan. The parking cap for all of The Baylands is 11,000 off-street parking spaces, inclusive of dedicated spaces for ADA, electric vehicle, car share spaces, and commercial parking facilities. This maximum number of off-street parking spaces is further allocated among the planning districts as shown below:

| DISTRICT | RESIDEENTIAL AND COMMERCIAL DEVELOPMENT INTENSITY (MAXIMUM) | MAXIMUM OFF STREET PARKING SPACES |
|---|---|---|
| **BAYSHORE DISTRICT** | 980 dwelling units; 900,000* SF commercial | 1,150 |
| **ROUNDHOUSE DISTRICT** | 1,220 dwelling units; 200,000 SF commercial | 1,200 |
| **ICEHOUSE HILL DISTRICT** | 3,400,000 SF commercial | 6,150 |
| **CAMPUS EAST DISTRICT** | 2,500,000 SF commercial | 2,465 |
| **SUSTAINABLE INFRASTRUCTURE** | NA | 35 |
| **TOTAL** | | 11,000 |

** Includes 500,000 SF of hotel use.*

*Note: District-level parking maximums may be shifted between districts subject to a determination of substantial conformance pursuant to Specific Plan Section 9.3.3, Substantial Conformance Review for Subsequent Minor Modifications of the Specific Plan. For example, parking at Lagoon Park may exceed 35 spaces (as a part of the Sustainable Infrastructure category), which would shift from other districts.*

Research finds that the provision of ample parking is closely tied to high levels of vehicle trips and limiting parking can reduce vehicle use. Setting a supply cap at the district level provides flexibility in accommodating tenant needs and market preferences that may increase the supply needs for some uses and decrease them for others. This also provides flexibility in recognizing that the full effectiveness of a comprehensive TDM package, such as is proposed, will not be realized in the first years of implementation, and that, as such, the land uses developed in early phases of district implementation will require more parking than the same uses in subsequent phases.

A district-based cap, therefore, combines both a commitment to ambitious demand reductions, which must be achieved for the capped supply to support the full development program, and the flexibility to ensure the success of early development phases and the marketing of district residences and commercial spaces.

Baylands parking management includes market-rate parking and unbundled parking, and shared district parking garages. Shared parking allows use by residents, visitors, and workers, rather than providing separate parking areas. Office and residential parking will be unbundled, which means rented or sold separately from building lease or residential units. Unbundled parking does not apply if parking is designed into a unit (e.g., is an individual garage in a unit). Enforcement of the off-street parking management for residential and commercial development within the development sites shall be enforced by Property Owners Associations (POA) or Homeowners Associations (HOA) through Covenant, Conditions, and Restrictions (CC&Rs).

Off-street vehicular parking shall comply with City of Brisbane requirements for clean air vehicles and electric vehicle charging requirements. Clean air vehicles include low-emitting, fuel-efficient, and car/vanpool vehicles. Clean air vehicle parking will be prioritized for carpool and vanpool vehicles to align with TDM goals. Off-street parking shall include provisions for safe pedestrian movement within and through parking areas to access buildings.

On-street parking will be permitted along the following streets in The Baylands:

- Baylands Boulevard (Main Street to Campus Parkway)
- East Park Street
- West Park Street
- Roundhouse Circle
- Local Streets

### *Bicycle parking*

Bike parking includes both short-term and long-term parking. Short-term bicycle parking is designed for bicycles typically parked for less than four hours in locations that are easily accessible. Long-term bicycle parking is designed for bicycles typically parked for four hours or more and requires more secure parking. The Specific Plan describes types of bicycle parking and includes standards for the number of required bicycle parking spaces and bicycle parking/storage design.

## Streetscape Design

Roadways not only safely provide for movement of all modes of travel, but they also serve as distinctive public spaces. This section of the Specific Plan addresses how Baylands streetscapes will look and feel in addition to how they safely accommodate all modes of travel. The Baylands streets are scaled to reflect their use, and streetscape elements like street trees, planted curbside buffers, pedestrian-scale light fixtures, and other furnishings will be designed to add to character and sense of place. These features would primarily be included in the furnishing zone of the sidewalk described previously. Streetscapes also play a vital role in stormwater management, providing

critical detention and treatment areas in planters and, in some cases, beneath paving systems. Wayfinding and signage are also addressed under this section.

While the Specific Plan provides detailed guidance for streetscape and landscaping features and design, final streetscape designs are heavily influenced by the specific proposed land uses and building design within a block or district. Therefore the Specific Plan does not establish prescriptive streetscape design standards, but instead provides guidance for city staff in reviewing development proposals at the district and block level as they are submitted.

The Specific Plan identifies signature streetscapes with specialized character based on their roadway classification. The streetscape design section of the document is organized around these classifications, recognizing that the different roadways have different functions and characteristics and the streetscape needs to respond to the roadway context. Signature streetscapes are proposed along the following roadways:

- Regional Arterials
    - Bayshore Boulevard (easterly right-of-way outside of northbound travel lanes)
    - Geneva Avenue
- Minor Arterials
    - Sierra Point Parkway
    - Tunnel Avenue
- Collectors
    - Baylands Boulevard
    - Main Street
    - Campus Parkway
    - Frontage Road
- Local Streets
    - East Park Street
    - West Park Street
    - Roundhouse Circle

# Chapter 7 – Infrastructure

This chapter describes the grading, stormwater, potable water, sanitary sewer, recycled water, energy, and telecommunications infrastructure improvements needed for development of The Baylands. To address the General Plan, The Baylands' earthwork, storm drainage, and site remediation will use current best practices at the time of development to provide a safe and resilient site. Utilities, including water supply, sewage management, and energy systems, incorporate technology and performance monitoring to provide sustainable infrastructure to support safe development of the site. Infrastructure improvements in the public realm, such as streets, open spaces, and other shared areas, are designed in coordination with the site's grading, utility layouts, lighting, planting, furnishings, habitat considerations, and circulation networks to support the overall character and goals of The Baylands.

## Site grading

The Baylands topography varies across the site, with the lowest elevations at Visitacion Creek and the highest at Icehouse Hill. Approximately 2.5 million cubic yards of soil will be moved from the area east of the Caltrain right-of-way to the area west of Caltrain. This volume of soil is necessary to establish finished pad and road elevations, comply with the approved remediation and landfill closure plans, and address settlement, storm events, SLR, and

flood risks. Site remediation will involve removal and off-site disposal of 12,000 cubic yards of soil from OU-2 and an unspecified amount of soil from OU-SM. Once those contaminated soils are removed from the site, earthwork to create buildings pads is expected to balance within The Baylands with no import or additional export of materials to or from offsite locations.

The Baylands Final EIR identified a number of potential geotechnical-related impacts associated with future development of the Baylands, including:

- Potential seismic-induced settlement of existing fill and native deposits and potential building foundation and slope failures associated with liquefaction;
- Long-term consolidation settlement of the soft and highly compressible Young Bay Mud; and
- Ongoing settlement due to the compression/decomposition of the waste layer on the east side

To address these geotechnical conditions, geotechnical stability of buildings, and settlement, The Baylands infrastructure shall implement a number of measures identified in the Specific Plan related to ground stabilization, foundation design, and settlement management.

As discussed earlier, this plan does not establish standards for remediation and landfill closure, as these are under the jurisdiction of other regulatory agencies. The grading approaches outlined in those documents is summarized below.

- West of the Caltrain right-of-way (OU-SM and OU-2): Five feet of soil meeting environmental agency approved clean soil standards or hardscape, such as building foundations or asphalt/concrete paved areas, must be placed above any residual legacy conditions as the surface for new building, street, park, and other development uses.
- East of the Caltrain right-of-way: A low permeability landfill cap must be installed over legacy conditions, as specified in the Title 27 Landfill Closure Plan and in accordance with the approved closure plan.
- Sitewide: Underground utilities will be placed within “clean soil corridors” that will underlie the width of utility corridors to sufficient depths to prevent exposure to contaminated soils during maintenance and repair activities. Soil corridors will be constructed of material meeting environmental agency-approved soil standards.

## Grading Sequence

Grading activities will be phased and start with site preparation, including demolishing existing structures, removing existing underground utilities, and clearing and grubbing the surface soil. Site grading will comply with applicable remediation requirements. To achieve conceptually proposed finished grades east of Caltrain, the mass grading operation is anticipated to involve approximately 4,300,000 cubic yards of cut and approximately 1,800,000 cubic yards of fill. This has a total movement of approximately 2,500,000 cubic yards of soil from the western to the eastern portion of The Baylands.

Upon completion of soil movement from the eastern portion of the site, geotechnical improvements and Title 27 landfill closure implementation will occur on an area-by-area basis. The remaining 1,800,000 cubic yards of soil will be moved and graded in support of the landfill closure process and mass grading on a phased basis. To achieve conceptual proposed finished grades west of Caltrain, the mass grading operation will include approximately 10,000 cubic yards of cut and approximately 2,450,000 million cubic yards of fill. This earthwork results in a total net import of approximately 2,440,000 cubic yards of fill from the east side to west side of the site. Grading operations within the western portion of the site will be carried out in phases. Movement of this soil is proposed

via hauling by truck or a conveyor system to be constructed over the Caltrain right of way, which requires approval of the California Public Utilities Commission (CPUC).

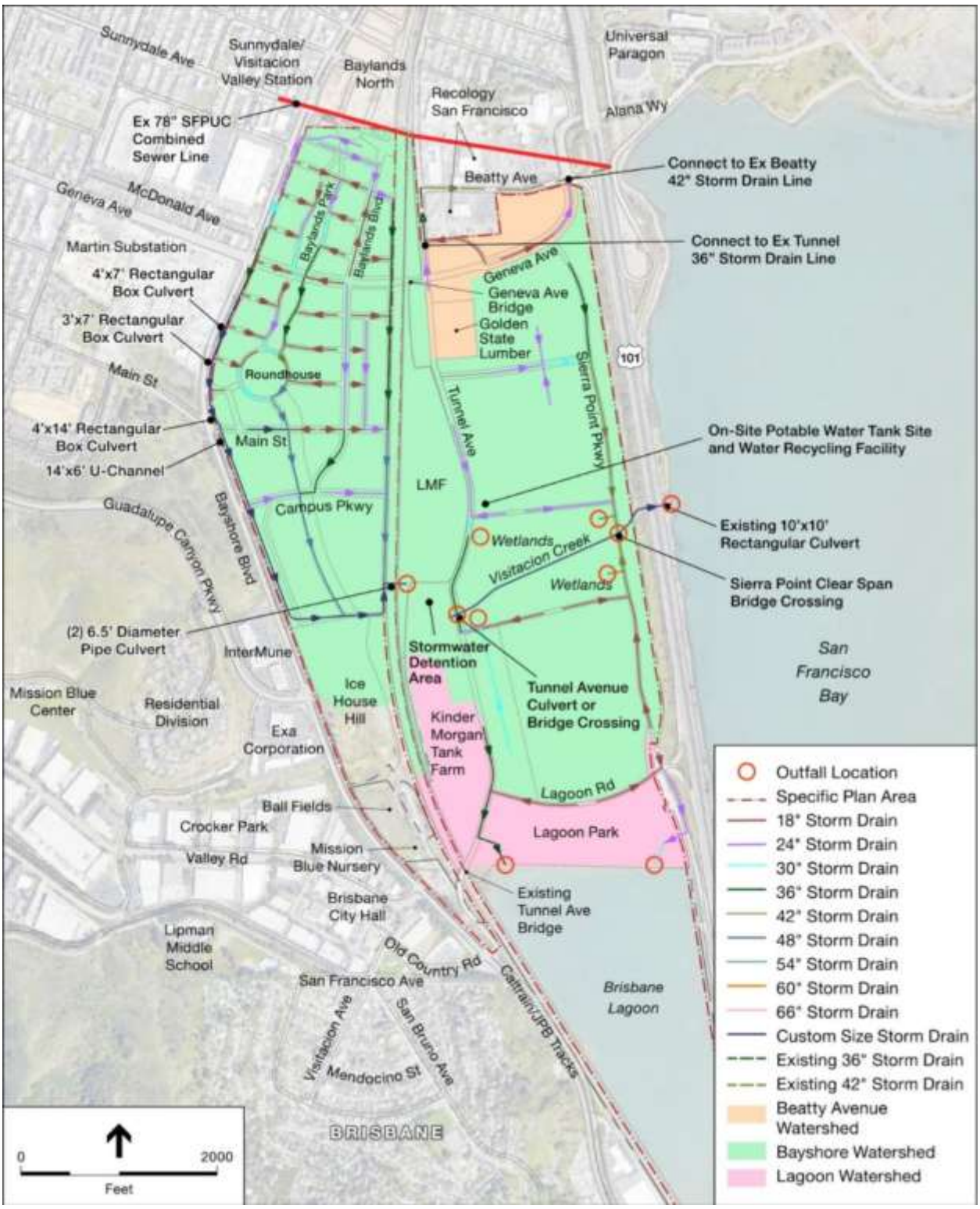
## Sea Level Rise

The existing site is susceptible to flooding associated with a 100-year storm event. Mitigation or accommodation is required to address flooding based on existing conditions and projected climate change impact of SLR. The Baylands is designed to accommodate projected SLR through a combination of permanent SLR designs and adaptive approaches that allow the infrastructure to be adjusted over time in response to measured SLR. The minimum design elevations for the development areas are informed by the current projected future SLR estimates for San Francisco Bay as defined by State of California Sea-Level Rise Guidance. The Specific Plan includes performance standards for grading to ensure future building elevations will exceed future sea level rise and flood conditions. Planned open space areas must also be designed to avoid future flooding.

## Stormwater

Stormwater infrastructure is designed to support protection of the site and surface waters and create a sustainable system of storm and surface water infrastructure to serve The Baylands. The Baylands storm drainage and surface water designs emphasize a combination of built and naturalized stormwater infrastructure including Low Impact Development (LID) techniques and filtration-based stormwater treatment. Visitacion Creek serves as the centerpiece for the on-site portion of the Bayshore basin and includes stormwater detention, created wetlands, and habitat areas. The Specific Plan also includes provisions to manage stormwater and protect surface water quality. The storm drainage system is illustrated below in Figure 7.4.2.

**FIGURE 7.4.2. CONCEPTUAL STORM DRAINAGE SYSTEM IMPROVEMENTS**



## Potable Water

The Baylands potable water system is designed to provide, store, and distribute adequate potable water to all planned uses in The Baylands. The Specific Plan identifies a secure supply and presents a system of storage and distribution to meet consumption, fire flow, and adequate water pressure throughout The Baylands. Water conservation and re-use are key measures to support sustainable water in The Baylands. Key measures include:

- Efficient appliance rebates
- Multi-family unit sub metering
- Water-efficient landscaping
- Water-efficient bathroom and kitchen fixtures
- Dual plumbing non-residential buildings for recycled water
- Recycled water production from on-site sources
- Recycled water use for irrigation

The City of Brisbane does not have an adequate water supply to support development of the Baylands Specific Plan. As discussed in detail in the Water Supply Assessment prepared for the project (Final EIR Appendix P), water supply for The Baylands is proposed to be provided by the California Water Service Company (Cal Water). Cal Water potable supplies would be delivered via existing turnouts from the SFPUC regional water system. No construction permits for projects within the Baylands can be issued until the City and Cal Water have entered into agreements legally establishing this water supply. The boundaries between Brisbane and Cal Water's service areas will need to be adjusted as Sierra Point and The Baylands will be incorporated into Cal Water's service area.

### *Water Storage and Distribution Facilities*

The Specific Plan specifies requirements for onsite water storage and distribution facilities. The use of recycled water is critical to reducing the project's demand for potable water. The Baylands includes an on-site recycled water system to reduce demand for potable water. The on-site system is supplied by a water recycling facility (WRF). Recycled water generated by the WRF is distributed to uses by way of a separate piping system from the potable water network to prevent unintended use of recycled water and to avoid contamination of the potable water system.

Recycled water in The Baylands will primarily be used to support irrigation of open space areas, rights-of-way, roadside planter areas and landscape water features. In addition to irrigation, recycled water will also be provided to commercial, office, and biotech uses to support industrial cooling, and supply non-residential toilet and urinal flushing and uses as permitted under state regulations. The approximately 1.0 million-gallon-per-day (mgd) WRF is proposed to be constructed within the Baylands east of Tunnel Avenue adjacent to the on-site water tanks. The WRF will be owned and operated by Cal Water and would generate approximately 0.52 million gallon of recycled water per day (mgd) for The Baylands to meet water demands for existing and approved projects, and approximately 0.43 mgd of recycled water for other users in South San Francisco. The Specific Plan includes a figure illustrating how recycled water will be distributed through the Baylands.

Regarding wastewater, the Specific Plan identifies that Bayshore Sanitary District is responsible for the treatment of wastewater generated at the Baylands and includes a figure (*Figure 7.7.2 Proposed Wastewater System Improvements*) illustrating the wastewater collection system and proposed improvements. The Baylands WRF will generate a recycled water supply by scalping wastewater generated on-site with the ability to harvest from off-site sources where required or permitted if sufficient on-site sewage is not sufficient to run the WRF.

## Additional Utility Systems Within the Baylands

The Specific Plan also makes provisions for other required utilities, such as electrical and telecommunications. Natural gas infrastructure is not proposed to be extended into the site, furthering sustainability goals to reduce fossil fuel usage.

# Chapter 8 – Public Facilities Financing

The Baylands is planned to accommodate a variety of retail, commercial offices, research and development uses, institutional facilities, small-scale industry, residential uses, and public open space, as well as supporting infrastructure. This development requires the construction and ongoing maintenance of parks, roads, utilities, and other infrastructure.

General Plan Policies BL.1 D and E state:

> *Each increment of development shall be provided with appropriate transportation related and other infrastructure, facilities, and site amenities as determined by the City. Such transportation related and other infrastructure, facilities, and site amenities (e.g., parks, open space preservation, habitat enhancement) shall be provided at the developer's cost.*
>
> *Baylands development shall be revenue positive to the City on an annual basis where all City costs (e.g., annual operating costs, maintenance and replacement of equipment, facilities, infrastructure, cultural resource and habitat protection and management etc.) are exceeded by project-generated revenues to the City (e.g., to the City's General Fund, enterprise funds, special funds, etc.) during all phases of development and upon final buildout.*

As required by these General Plan policies, the Baylands financing plan will not be permitted to impose any financial costs on Brisbane residents and businesses outside of The Baylands. To comply with these requirements, the funding and financing strategy:

1) includes several different funding sources, including developer funding, public-private partnerships, and other multi-source financing tools working in tandem with developer funding, to access the most cost-effective available funding mechanisms that consider changing public and private funding opportunities, as well as changing real estate market conditions; and
2) makes appropriate use of available public financing mechanisms and funding opportunities to support Specific Plan infrastructure and public facilities and assure that implementation of the Specific Plan would not create a financial burden on Brisbane residents, would be revenue positive for the City on an ongoing basis, and would enable development of a feasible project.

The Specific Plan includes an implementation strategy summarizing the specific improvements proposed for The Baylands, potential funding and financing source(s) for construction of each improvement, the entity with responsibility for the operation and maintenance (O&M) of each completed improvement, and the ongoing funding sources for O&M. A financing plan based on the implementation strategy set forth would need to be consistent with General Plan Policies BL.1 D and E.

Specific Plan Section 8.3, *Financing Methods and Implementation Requirements*, summarizes potential funding and financing tools in more detail, along with the necessary steps for establishing each of the sources of funds. The owner is obligated to construct the required infrastructure and improvements required by this Specific Plan and

proposes using tax and revenue assessment tools such as a Community Facilities District (CFD), an Enhanced Infrastructure Financing District (EIFD), and available public financing and funding opportunities.

This Specific Plan requires that issuance of any bond funding or other public financing for infrastructure serving the Baylands Specific Plan place repayment obligations on Baylands owners and occupants and not on residents or taxpayers outside the Specific Plan area. In addition, Baylands development shall be revenue positive to the City on an ongoing basis and not result in a financial burden on Brisbane residents or businesses outside the Specific Plan area. Potential financing methods include:

- Owner Financing;
- Community Facilities Districts;
- Special Assessment Districts; and/or
- Tax Increment Financing/Enhanced Infrastructure Financing Districts.

There are also a range of state and regional grant programs that components of the project may be eligible for, as identified in the Specific Plan.

## Owner Financing

It is expected that the owner of The Baylands (currently Sunquest) and any successors or assigns will initially fund required public facility improvements in its entirety or fund any gap between available grant and public finance funding. The Baylands property owner shall ensure provision of funding for constructing the required infrastructure, including private funding or using tax and revenue assessment tools as discussed below, with any repayment obligations for non-grant public funding repaid by current and future owners and occupants and not residents or taxpayers outside the Specific Plan area.

## Community Facilities Districts

Local governments and development applicants across the nation and in California commonly use land-secured financing methods to fund infrastructure or provide services that benefit a particular area. In California, the Mello-Roos CFD has been a well-used infrastructure financing tool. State law enables the formation of a CFD by local agencies, with property owner approval, for the purpose of imposing additional special taxes on property located within the boundaries of the CFD. The resulting special tax revenue can be used to fund capital costs or operations and maintenance expenses directly, or it may be used to secure a bond issuance, the proceeds of which are used to fund capital costs. CFDs have become the most common form of land secured financing in California.

State law generally allows CFDs to fund the following types of public improvements proposed in The Baylands:

- Park, recreation, parkway, and open-space facilities;
- Water transmission and distribution facilities, telephone lines, facilities for the transmission or distribution of electrical energy, and cable television lines;
- Flood and storm protection facilities, including storm drainage and treatment systems;
- Work deemed necessary to bring buildings into compliance with seismic safety standards or regulations;
- Removal or remedial action for the cleanup of any hazardous substance released or threatened to be released into the environment; and
- Energy efficiency, water conservation and renewable energy improvements.

Services that may be funded through a CFD include:

- Police services

- Fire protection and suppression services
- Ambulance and paramedic services
- Maintenance of parks, parkways, and open space
- Flood and storm protection services, including operation and maintenance of storm drainage systems
- Environmental cleanup and remediation services

## Special Assessment Districts

An assessment district is similar to a CFD. The Baylands is the geographic area that would benefit from Specific Plan infrastructure and public improvements. As with a CFD, owners pay an additional property tax amount in Special Assessment Districts to pay for particular improvements. These future tax payment obligations create a revenue stream that is used to qualify for, and repay, bonds issued early in the development to pay for infrastructure and other qualified expenses. Special Assessment Districts may be formed to build backbone infrastructure or provide certain public services at The Baylands, including, public roads, streetlights, landscaping, parks, or drainage facilities, as well as many other services authorized by law. Permanent Road Divisions are limited to providing construction and maintenance for road-related items including grading, paving, drainage structures, street lighting, and roadway landscaping. Landscape and Lighting Districts may provide for public lighting and landscaping as well as park and recreation acquisition and maintenance. Because legislation, regulations, financing availability, and other market conditions evolve over time, The Baylands may consist of both a CFD and one or more Special Assessment Districts.

## Tax Increment Financing/Enhanced Infrastructure Financing Districts

Tax Increment Financing (TIF) is also available to finance qualified infrastructure projects and activities. Local agencies may establish TIF for a given project for geographic area to capture, and direct to specified future uses, the incremental increases in property tax revenue from approved development. In the absence of TIF, this revenue would accrue to the City's General Fund (or other property-taxing entity revenue funds).

# Chapter 9 – Implementation

This chapter provides an implementation process for the Specific Plan, including timing for completion of remediation and landfill closure, and overall project phasing concepts. The phasing of delivery of open space and public park improvements, roadways, and other infrastructure in relation to specific permitting phases of residential and commercial uses is intended to be regulated via the Development Agreement, which will be considered separately and will define development obligations, public benefits, and other commitments necessary to ensure compatibility with Measure JJ.. In addition, this chapter identifies required approval processes for subdivision and site-specific development within the Specific Plan area.

## Phasing

Pre-development grading activities will occur concurrently throughout the Specific Plan area because stockpiled soils that provide the on-site source of fill required to achieve finished grades for development in the western portion of the site need to be moved from atop the former landfill in the eastern portion of the site. Required remediation will also include completion of subsurface clean corridors for the safe installation and maintenance of new wet and dry utilities.

Chapter 9 describes buildout of the Specific Plan occurring over two development phases:

- **Phase I** consists of commercial and residential development within the western portion of the site and will progress in stages as site remediation and grading activities are completed. Major site infrastructure such as the solar field, water recycling facility, and constructed wetlands located within the eastern portion of the site are also required to be completed concurrently with Phase I development as these provide needed stormwater treatment, recycled water, and renewable energy generation infrastructure for the Phase I development.
- **Phase II** development of the Campus East District is the planned final phase of development since it can occur only after export of the existing soil stockpiled within the former landfill to the western portion of the site and completion of Title 27 landfill closure activities. Phase II will also progress in stages as grading and landfill closure activities are completed.

The Specific Plan outlines the proposed timing relationships between land development, infrastructure and roadway construction, and open space improvements for both Phase I and Phase II, which will be further defined in the Development Agreement. The specific timing of each district will depend on several factors, including market conditions. Phase I development will proceed as grading and remediation for each district is completed. Phase II development will proceed as landfill closure construction is completed and remaining stockpile soils are relocated on an incremental basis.

Required site remediation applies to the area west of Caltrain, and Title 27 landfill closure activities apply to the area east of Caltrain. In the western portion of the site, remediation requirements for two areas (OU-SM and OU-2) are set forth in Remedial Action Plans (RAPs) approved by the California Department of Toxic Substances Control and the San Francisco Regional Water Quality Control Board, respectively. Within the western portion of the Baylands, site remediation for each land use district is required to be certified as complete by the appropriate state regulatory agency prior to issuance of a permit for infrastructure or building construction within that district. Within the eastern portion of the Baylands, Title 27 final landfill closure of a block is required to be certified as complete by the appropriate regulatory agencies prior to issuance of a permit for infrastructure or building construction within that block.

## Subsequent City Approval Processes

A development agreement is currently being negotiated between the City and the property owner for The Baylands. This contractual agreement establishes additional detail regarding project phasing and timing, financing, community benefits, and other project elements. Once a development agreement is recorded, it runs with the property and will remain in force and effect if the property is sold in the future.

Physical construction activities at The Baylands require the following subsequent City of Brisbane (“City”) approvals, each of which is required to be consistent with The Baylands Specific Plan, Development Agreement, and Brisbane Municipal Code.

1. Grading permits are required for earth movement, both for grading activities during remediation and landfill closure construction activities, and for development-related fill and compaction activities. Grading permits required for The Baylands shall be processed under Section 15.01.080, except that approval of this Specific Plan serves as the Planning Commission approval required under Section 15.01.081.
2. Subdivision and/or parcel maps are to be submitted and approved to establish individual parcels within the Specific Plan area. The following maps may be processed in sequence or concurrently:
    a. Map(s) to Create District Boundaries. A subdivision and/or parcel map (tentative and final) shall be approved to establish the boundaries of each district (e.g., Bayshore, Roundhouse, Icehouse Hill, Campus East, Sustainability), as well as individual parcels for major roadway rights-of-way

forming boundaries between districts (e.g., Geneva Avenue, Main Street, Tunnel Avenue, Lagoon Road, Sierra Point Parkway), and open space areas not within a specific district (e.g., Visitacion Creek, Lagoon Park, etc.). If a single map is not submitted for the entirety of The Baylands, two separate tentative maps may be submitted, one each for the entirety of the western portion and eastern portions of The Baylands consistent with project phasing set forth in Section 9.2, *Phasing*, of the Specific Plan.

b. Map(s) to Blocks within a District. Prior to or concurrent with the approval of the first site specific development project within a district, a subdivision and/or parcel map (tentative and final) shall be approved to establish parcels for all individual blocks, park and open space areas, and rights-of-way for local streets for the given district. A condition of approval shall be placed on all such tentative maps that requires preparation and approval of a Development Allocation Plan for each district prior to recording of a final map.

3. Map(s) to Divide Block(s) into Individual Parcels (Optional): Prior to or concurrent with the approval of subsequent site-specific development projects within a block, a subdivision and/or parcel map (tentative and final) may be approved to establish individual parcels within a given block.
4. Brisbane Parks and Recreation Commission approval prior to the start of construction for site-specific improvement plans for each park, open space area and trail, as well as development within the Amenities Area.
5. Master plans for informational and wayfinding signage consistent with the provisions of Section 5.5, for parks, open space, and trail informational and wayfinding signage, and Section 6.9, for streetscape informational and wayfinding signage.
6. Interim Uses within the 45-Acre Footprint for the potential HSR LMF (Section 3.4.3).
7. Expansion of existing structures or uses within Existing Use Areas set forth in Section 2.7.
8. Conditional Uses (Table 3.4.1) require approval of a conditional use permit pursuant to Municipal Code Chapter 17.40.
9. Permitted residential and nonresidential uses require approval of a Housing Development Permit pursuant to the Housing Accountability Act or Design Permit approval pursuant to Municipal Code Chapter 17.42, respectively.
10. All construction, unless exempted, requires a building permit pursuant to BMC Chapter 15.04 and the latest versions of the California Building Code at the time of permit application.

All of the above subdivision and/or parcel maps shall be reviewed by City staff for consistency with the Subdivision Map Act, City land division requirements, and the Specific Plan and may include minor modifications to the various provisions and figures of the Specific Plan.

## Development Allocation Process

Because development in the Specific Plan area will occur over an approximately 20-year period during which market conditions will evolve, the Specific Plan establishes a process for allocating the maximum allowable district-level development to individual blocks within the district. The intent is:

1. to maintain flexibility while ensuring that site specific development projects do not use up the entirety of a district's maximum allowable development prior to buildout, leaving no remaining development capacity for remaining portions of a district or the Specific Plan as a whole; and
2. to support implementation of applicable mitigation measures addressing development density and building heights in certain portions of the Specific Plan area. Administrative approvals and allocation

adjustments authorized under this section shall also be subject to the substantial conformance and modification procedures established in this plan.

Concurrent with the required tentative maps previously referenced establishing parcels for the blocks and roadways in each district, the applicant shall submit to the Community Development Director a development allocation for the entirety of that district, including:

1. A development allocation table for the district reflecting dwelling units and commercial square footage, as well as identifying building types by block;
2. Block plan and vehicular access plan figures for the district; and
3. A written narrative demonstrating the consistency of the development and building type allocation for the district with the applicable district, block and design standards established in Chapters 2 and 3 of this Specific Plan.

The development allocation shall identify, by block, where Active Ground Floor uses are required or permitted and demonstrate that such uses are compliant with those provisions of the Specific Plan. To the extent permitted pursuant to state housing law, the Community Development Director may require additional documentation to determine consistency with the above requirements and may apply conditions as deemed necessary to ensure consistency with such requirements.

This chapter of the Specific Plan also sets forth procedures to amend the approved block allocations as well as modify block allocations of units and commercial square footage, as well as appeal procedures and requirements for site specific development projects to comply with Specific Plan provisions. It also sets forth requirements for sign programs and procedures for minor modifications to the approved Specific Plan.

# Attachment 8: Detailed Bayshore Mobility Plan analysis

# Bayshore Mobility Plan

## Background

The Bayshore Mobility Plan is the culminating effort of study by the City of Brisbane and traffic consultants Fehr & Peers to address the obligations of General Plan Policy C.1 and its implementing programs which call for the City to study improvements to Bayshore Boulevard that would address the effects of regional-through traffic within Brisbane and enhance mobility for Brisbane residents and businesses. Because the majority of vehicles along Bayshore Boulevard represent regional through trips with no origin or destination in Brisbane, increasing the capacity of Bayshore Boulevard (e.g., widening the corridor) to try to accommodate future traffic increases would add more vehicles to the roadway, as drivers seek to avoid congestion on the US 101 freeway, and would not improve traffic flow on Bayshore Boulevard.

### General Plan Circulation Element Policy Direction

In January 2020, the City of Brisbane adopted General Plan Amendment GP-1-19 as a follow-up to General Plan Amendment GP-1-18 and Measure JJ. GP-1-19 states in part, that:

> "*Bayshore Boulevard functions primarily as a regional roadway through the City of Brisbane. Peak hour congestion along Highway 101 causes traffic to be diverted from the freeway onto Bayshore Boulevard through the City of Brisbane as motorists attempt to avoid congested freeway traffic.*
>
> *Depending on the time of day and location, regional through traffic makes up 60 to 80 percent of traffic on Bayshore Boulevard. On a daily basis, only 10 to 15 percent of all trips on Bayshore Boulevard are generated from Brisbane's residential neighborhoods and 15 to 20 percent are generated by Brisbane's employment centers. The majority of traffic on Bayshore Boulevard within Brisbane is between San Francisco and cities to the south, with a smaller amount (approximately 15 percent of all trips) traveling between Daly City and the cities to the south.*
>
> *A principal challenge for the City is maintaining vehicular mobility for Brisbane residents and businesses along Bayshore Boulevard. As large-scale developments occur in cities to the north and south of Brisbane, regional-through traffic and congestion on Bayshore Boulevard is projected to increase. It is also important that Bayshore Boulevard provides safe access and egress for sites located along its frontage while maintaining its ability to move vehicles through the City. Another issue is providing for safe and comfortable access for bicyclists and pedestrians"*.

In response to these issues, General Plan Policy C.1 was adopted and calls for the City's roadway system to be designed "to emphasize mobility for Brisbane residents and businesses, accommodate bicycle and pedestrian in addition to vehicular movement, and provide for comfortable and safe travel within the community to shopping, employment, and recreation, as well as to transit and the Highway 101 freeway." To implement this policy, General Plan Program C.1.b calls for development of plans for Bayshore Boulevard "that address the effects of regional through traffic within Brisbane and enhances mobility for Brisbane residents and businesses through a combination of roadway and intersection, transit, bicycle, and pedestrian facility improvements that would not cause a substantial increase in vehicle miles traveled (VMT) on Bayshore Boulevard or other routes through the City."

To implement General Plan Policy C.1 and Program C.1.b, and to address these issues, the City has taken the following actions:

1) The City completed the *Complete Streets Safety Assessment* by the Safe Transportation Research and Education Center ("SafeTREC") at the University of California, Berkeley, in 2022 for the segment of Bayshore Boulevard between San Bruno Avenue and Old County Road. The final recommendations of the study proposed a road diet along this section of the corridor, reducing the number of through lanes along Bayshore Boulevard from four (two in each direction) to two (one in each direction) and providing a separated multi-use path along the west side of the roadway, among other improvements. This 2022 study was reviewed by the Complete Streets Safety Committee in February 2024. The City Council reviewed portions of the study in October 2023.
2) The City reviewed design plans for the Geneva Avenue and Sierra Point Parkway extensions proposed as a part of the Brisbane Baylands Specific Plan to determine compliance with *Program C.1.b*. The Specific Plan Draft EIR documents show how the proposed roadway extensions would create new multimodal thoroughfares for local and regional travelers that would reduce the demand for regional vehicle travel on Bayshore Boulevard.
3) The City developed the Bayshore Mobility Plan, presented as Appendix F to Draft EIR Appendix F.1, to implement General Plan Policy C.1 and address the policy considerations outlined in *Program C.1.b.* The Bayshore Mobility Plan builds on the City's 2022 Complete Streets Safety Assessment and expands its recommended road diet, multi-use path along the west side of Bayshore Boulevard, and other improvements north from Old County Road to Geneva Avenue.

## Plan Goals

The Bayshore Mobility Plan seeks to enhance mobility for Brisbane residents by:

- Enhancing connectivity for residents and land uses abutting Bayshore Boulevard, such as the Sierra Point Mobile Home Park on the westside of Bayshore Boulevard just north of San Bruno Avenue.
- Reducing the prominence of regional through-traffic along Bayshore Boulevard, making it more of a local street serving Brisbane residents.
- Redesigning Bayshore Boulevard as a multi-modal corridor to increase the level of comfort and safety for all roadway users, including automobiles, emergency response vehicles, transit vehicles, trucks, bicycles, and pedestrians in accordance with General Plan Policy C.1 to "provide for comfortable and safe travel within the community to shopping, employment, and recreation, as well as to transit" and the recommendations of the 2022 Complete Streets Safety Assessment.
- Increase connectivity between the Baylands and the existing City of Brisbane for people traveling along and crossing Bayshore Boulevard.
- Improve the look of the corridor, providing opportunities for landscaping, gateway features, wayfinding, and other features that increase the prominence of the roadway as a local route for Baylands residents rather than a regional cut-through route.

## Design Features

The table below summarizes proposed design features along the entirety of Bayshore Boulevard within Brisbane. The primary feature of the plan is to reduce the number of travel lanes along Bayshore Boulevard from four lanes (two in each direction) to two lanes (one in each direction) south of Geneva Avenue, along with providing a

median, turn pockets, and a multi-use pathway and bicycle facilities along the entirety of the corridor within the City of Brisbane.

| DESIGN FEATURE | DESCRIPTION |
|---|---|
| **GEOMETRIC DESIGN** | • Road diet to reduce travel lanes along Bayshore Boulevard from four lanes (two in each direction) to two lanes (one in each direction) south of Geneva Avenue with a median and turn pockets along the entire length of the corridor within Brisbane;<br>• Addition of Class I multi-use pathway, with a minimum width of 12 feet and preferred width of 16 feet for a sidewalk level facility;<br>• Signage and striping recommendations from the Local Roadway Safety Plan;<br>• Improved lighting, including pedestrian-scale lighting along sidewalks and multi-use path;<br>• Speed feedback/warning signs. |
| **TRAFFIC SIGNAL CONSIDERATIONS** | • Signal coordination to allow vehicles to maintain speeds at the posted speed limit;<br>• Protected left turn phasing at all intersections;<br>• Leading pedestrian intervals at crosswalk locations;<br>• Prohibit right turns on red. |
| **EMERGENCY ACCESS AND OPERATIONS** | • Traffic signal priority/emergency vehicle pre-emption, median breaks, and queue jumps at intersections to allow emergency vehicles to pass stopped traffic between intersections. |
| **TRANSIT ACCESS AND OPERATIONS** | • Traffic signal priority for transit vehicles;<br>• Bus boarding islands, 12-foot minimum bus pull out areas, and queue jumps. |

By removing a travel lane in each direction (i.e., “road diet”), the Bayshore Mobility Plan aims to address the following” emphasis areas” identified in C/CAG’s Local Roadway Safety Plan:

- Pedestrian/Bicycle Safety
- Nighttime/Low Light Safety
- Motor Vehicle Speed Related Crashes
- High Speed Roadways

Reducing the number of lanes along Bayshore Boulevard would reduce the design speed to 35 miles per hour, consistent with other arterials in the Baylands Specific Plan area, and would also reduce the risk of fatal or severe collisions and the desirability of the corridor for regional through traffic.

The Mobility Plan would also:

1) reduce the number of lane changes motorists would be required to make when turning onto or from Bayshore Boulevard; and
2) slow down the speed of vehicles turning onto local streets, minimizing potential points of conflict, and improving traffic flow and the overall safety of the corridor.

Removing one travel lane in each direction would allow the area currently within the right-of-way to become available for construction of a multi-use Class I path along the west (southbound) side of the corridor to physically separate cyclists and pedestrians from vehicular traffic, thereby reducing the level of traffic stress, providing a safer environment for active transportation, and promoting walking and cycling as viable modes of travel for individuals of all ages and abilities. The existing northbound bicycle lane will remain along Bayshore Boulevard for bicyclists who are comfortable riding adjacent to busy travel lanes, with a wide striped buffer zone to delineate separate spaces for bicyclists and motorists.

The Mobility Plan would remove channelized turn lanes that are not required by geometric design and reconfigure those that are required for larger vehicles (such as a truck or fire engine) to make a turn. As a result, potential conflicts between vehicles and pedestrians would be minimized, creating a safer and more accessible environment for all road users. Where free right-turn lanes are to remain, they would be designed to slow vehicle speeds making the turn.

## Safety Features

The Bayshore Mobility Plan proposes standard safety improvements at all signalized intersections, including protected turn phasing, improved signage, enhanced pedestrian and bicycle crossings, and signal synchronization for a 35-mph design speed. Existing traffic signals would be retimed to reflect the new configuration and equipped with emergency and transit signal priority to give these vehicles precedence when approaching intersections. Bayshore Boulevard's recent signal upgrades can support the features identified in the Mobility Plan, as well as future Intelligent Transportation Systems.

The Plan prioritizes emergency vehicle access by providing multiple ways for emergency responders to bypass congestion on Bayshore Boulevard. To support emergency access at intersections, each traffic signal would incorporate pre-emption technology that allows emergency vehicles to trigger a green light, clearing queues and creating space for drivers to pull over. Each signalized intersection would also include bus/emergency vehicle queue space on the right (shared with right-turn pockets where appropriate), providing additional room for emergency vehicles to pass where requested by City of Brisbane emergency service providers and approved by the City Engineer.

The center median and multi-use path would include breaks approximately every 250 feet to allow emergency vehicles to navigate around bottlenecks by using the multi-use path or the opposite travel direction for short distances. Medians and pathway buffers would be designed and landscaped to maintain clear sight lines. Northbound emergency vehicles could bypass queues by using the buffered bike lane when vehicles pull over or by crossing into the southbound lane at median breaks. Southbound emergency vehicles could use short segments of the multi-use path or the northbound travel lane. The 16- to 18-foot-wide multi-use path would provide sufficient width for these short-distance maneuvers.

The Plan also provides transit signal priority to enhance transit reliability by extending green lights or shortening red lights when a bus approaches. This reduces delays at intersections, minimizes passenger wait times, and improves schedule adherence. Bus stops along Bayshore Boulevard would include dedicated loading zones on bus boarding islands. On the west (southbound) side, these islands would be adjacent to the multi-use path, while on the east (northbound) side, they would also provide separation between bicyclists and traffic. All bus stops would be located on the far side of intersections in bus pull-out areas, except where land use or pedestrian considerations necessitate a near-side stop.

Bus queue jump lanes would provide buses with a short merge transition and a "head start" when reentering traffic, improving run times and overall reliability. SamTrans bus stops along Bayshore Boulevard would include amenities consistent with the SamTrans Bus Stop Improvement Plan, such as shelters, benches, and real-time information.

## Draft EIR Comments on the Mobility Plan

Comments received on the Draft EIR raised a wide range of concerns regarding the proposed Bayshore Mobility Plan. Many comments raised concerns about traffic congestion, particularly skepticism about the proposed road

diet that would reduce travel lanes. Other comments expressed concern that this change could worsen congestion or emergency access and evacuation on Bayshore Boulevard and surrounding streets.

Pedestrian and bicycle safety was another prominent topic. Commenters called for continuous sidewalks along the full length of Bayshore Boulevard and other traffic-calming features to improve safety for pedestrians. Several comments requested pedestrian bridges across Bayshore Boulevard, particularly to provide safe school access and to separate children from vehicle traffic. Other comments also expressed general concern for the safety of school children. Evacuation safety was also mentioned in multiple comments, with concerns that narrowed roadway configuration could impede emergency egress.

## Response to Comments

The Final EIR contains responses to all comments made related to the Mobility Plan. Below is an overall summary of responses, generally organized by the following topic or area of concern:

- Existing Regional Travel Patterns;
- Future Traffic Conditions and Regional Growth;
- Need for a Reduced-Speed, Two-Lane Configuration;
- Projected Reductions in Regional Cut-Through Traffic;
- Local Access and Intersection Operations;
- No-Project Scenario;
- Existing Safety Deficiencies Identified in Regional Plans;
- Multimodal Improvements Under the Mobility Plan;
- Pedestrian Crossing Strategy and Rationale Against Bridges;
- Emergency Access and Evacuation Features; and
- Safety Consequences Without the Mobility Plan.

### *Existing Regional Travel Patterns*

The primary rationale for implementing changes to Bayshore Boulevard is to reduce its attractiveness for regional traffic seeking to avoid congestion on US 101 while redesigning the roadway to better serve Brisbane residents. As documented in Draft EIR Section 4.8.2.c, *Existing Vehicular Traffic and Travel Patterns*, and in the *Existing Traffic Conditions Memo* (Appendix A to Draft EIR Appendix F.1), Bayshore Boulevard currently functions primarily as a regional through route. Specifically:

- Approximately two-thirds to three-quarters of existing weekday travel and over 80 percent of weekend trips are regional through trips with no origin or destination in Brisbane.
- Between 33 and 36 percent of all trips are between San Francisco and cities to the south, representing the highest-volume regional trip type during peak hours.
- 17 percent of trips are between Daly City and cities to the south.
- Only one-quarter to one-third of total trips begin or end within Brisbane, and fewer than three percent originate within the Baylands site.

### *Future Traffic Conditions and Regional Growth*

The Bayshore Mobility Plan describes how Bayshore Boulevard could accommodate existing local travel and trips generated by the Baylands development. However, growth in regional traffic on US 101 would cause drivers to use available capacity on Bayshore Boulevard under all future scenarios, regardless of whether the roadway includes four lanes or two lanes. As shown in Appendix D to Draft EIR Appendix F.1, although today's PM peak volumes are higher than AM volumes due to congestion on US 101, regional traffic growth would result in similar AM and PM

volumes in future years. A comparable pattern is expected on Tunnel Avenue, which serves as a parallel route through Brisbane. These conditions reflect increased commute demand to job centers in San Francisco, San Mateo, and Santa Clara counties that will exceed US 101's future peak-hour capacity.

### *Need for a Reduced-Speed, Two-Lane Configuration*

The analysis of the Bayshore Mobility Plan demonstrates that reducing the roadway's regional prominence requires reducing travel speeds and overall utility for regional travelers compared with US 101. The plan would lower the design speed from 45 mph to 35 mph and implement design changes—such as reducing lanes and lane widths—consistent with other arterials in the Baylands Specific Plan area. The two-lane configuration would extend the cross-section north of Tunnel Avenue to match the two-lane layout recommended south of Tunnel Avenue in the 2022 *Complete Streets Safety Assessment*. A consistent two-lane cross-section throughout Brisbane would help shift Bayshore Boulevard from a high-speed, multi-lane regional route to a local roadway with slower speeds, reducing its attractiveness as a bypass route. Alternatives that preserved the four-lane configuration north of Tunnel Avenue or failed to address Bayshore Boulevard's regional role would not achieve the desired goals.

### *Projected Reductions in Regional Cut-Through Traffic*

The *Conceptual Design Recommendations* memorandum indicates that the Bayshore Mobility Plan would reduce regional traffic volumes on Bayshore Boulevard by approximately 40 percent, with regional drivers shifting primarily to US 101. Because there are no viable local parallel routes for regional traffic, the plan would not substantially change travel patterns on local streets west of Bayshore Boulevard. The Geneva Avenue and Sierra Point Parkway extensions proposed by the Specific Plan would also help reduce demand on Bayshore Boulevard and Tunnel Avenue by providing additional direct connections to US 101, consistent with General Plan Program C.1.b.

### *Local Access and Intersection Operations*

The plan was also evaluated for its effects on local access. The *Conceptual Design Recommendations* memorandum shows that the Bayshore Mobility Plan would substantially improve access for people walking, bicycling, and using transit, while vehicular access would remain similar to today. Although regional traffic growth would result in additional turn delays under all future scenarios, the plan's reduction in regional cut-through traffic would benefit local drivers. Some intersections with multiple existing left-turn lanes, such as Guadalupe Canyon Parkway and Valley Drive, may experience longer queues because all left-turning vehicles would merge into a single lane. The City would need to monitor traffic conditions and adjust signal timing to maintain local access.

### *No-Project Scenario*

Without the Bayshore Mobility Plan, regional traffic would continue to grow, exceeding the capacity of the existing four-lane configuration. Bayshore Boulevard would retain its role as a high-speed, multi-lane bypass for US 101, contrary to General Plan Program C.1.b.

### *Existing Safety Deficiencies Identified in Regional Plans*

The Draft EIR evaluates the Baylands Specific Plan's consistency with the General Plan and identifies existing deficiencies in Bayshore Boulevard's configuration and safety performance. Numerous regional and local plans identify Bayshore Boulevard as a high-stress corridor for people walking and bicycling. C/CAG's 2021 *San Mateo County Comprehensive Bicycle and Pedestrian Plan* classifies the corridor as high-stress due to high speeds and lack of protected facilities. Every intersection along Bayshore Boulevard was identified as a priority location for safety improvements in C/CAG's 2024 *Countywide Local Roadway Safety Plan*. These documents recommend engineering countermeasures that the Bayshore Mobility Plan incorporates, including its proposed road diet. The 2022 *Safe Routes to School High Injury Network Report* also identifies Bayshore Boulevard as one of three corridors in Brisbane with high pedestrian and bicycle collision rates.

### *Multimodal Improvements Under the Mobility Plan*

Both the Baylands Specific Plan and the Bayshore Mobility Plan include substantial multimodal improvements. The Specific Plan provides ADA-compliant sidewalks along the project frontage, while the Bayshore Mobility Plan adds a continuous Class I multi-use path on the west side of Bayshore Boulevard from Geneva Avenue to San Bruno Avenue. Additional improvements include enhanced lighting, street trees, and bus stop upgrades consistent with the SamTrans *Bus Stop Improvement Plan*. All intersections would receive pedestrian-leading intervals, protected phasing, high-visibility crosswalks, advance stop bars, curb extensions, and transit signal priority. These improvements would eliminate existing multimodal network gaps and improve safety and comfort for all users.

The Bayshore Mobility Plan addresses existing safety concerns by reducing vehicle speeds, redesigning intersections to manage conflicts, and providing physical separation between people walking or bicycling and people driving. These design changes would also accommodate increased multimodal travel generated by the Baylands Specific Plan.

### *Pedestrian Crossing Strategy and Rationale Against Bridges*

Pedestrian bridges over Bayshore Boulevard are not recommended under the Bayshore Mobility Plan. Bridges are often inconvenient for daily use, especially for people with mobility challenges, and are costly to construct and maintain. Studies show that pedestrians frequently avoid bridges due to added distance, inconvenience, and perceived safety concerns. In some cases, bridges can create safety issues by isolating pedestrians and reducing visibility. Instead, the Bayshore Mobility Plan relies on proven safety strategies—reduced speeds, shorter crossings, and protected phasing. For example, at Main Street, the crossing distance under the Mobility Plan would be reduced to approximately 36 feet (two through lanes and one left-turn lane), compared to more than 80 feet today with the four-lane configuration and slip lane. Tighter turning radii at intersections would slow turning vehicles and improve yielding behavior.

### *Emergency Access and Evacuation Features*

The Draft EIR also evaluates emergency access and evacuation conditions. The Bayshore Mobility Plan includes traffic signal pre-emption and queue jump features that allow emergency vehicles to bypass queues at intersections. Breaks in the median and multi-use path would provide additional opportunities to bypass congestion. These intelligent transportation features would also help facilitate evacuation by maintaining flow on Bayshore Boulevard during emergency events.

### *Safety Consequences Without the Mobility Plan*

Without implementation of the Bayshore Mobility Plan, existing safety issues would persist and worsen as traffic volumes grow. High speeds on a four-lane roadway with long distances between signals would continue, creating challenging conditions for people walking and bicycling—particularly school-aged children. For instance, the crosswalk at Main Street would remain more than 80 feet long under existing conditions, significantly increasing exposure to turning vehicles compared with the shorter 36-foot crossing proposed under the Mobility Plan.

## Attachment 9: List of property owners within the Baylands Specific Plan Area

### Property Owners

511 TUNNEL AVENUE LLC
BAYSHORE SANITARY DISTRICT
BRISBANE PROPERTIES
BROOKS MICHELE DAY
BULLOCK JOSEPH J III TR
CALLAN MATTHEW C
CAREY HELEN J TR
CAREY HELEN J TR ET AL EST OF
CITY OF BRISBANE
DENNIS EDWARD J
DENNIS LETA M
DOTY DENNIS C
EARTHSQUEAK LLC
GALLAGHER CONAL
HOLDINGS 22 LLC ET AL
L & C DIVERSIFIED LLC
M&E BRISBANE
MORTIMER JULIE D C
OVERTON DEBRA L TR
OYSTER POINT PROPERTIES INC
PANONTIN IVANA TR
PHILOMENA LLC
PRESCOTT NADINE E ET AL
RECOLOGY PROPERTIES INC
REY GERTRUDE S
SANITARY FILL COMPANY
SCHMITZ STEVEN J TR
SFPP
SIERRA HOTEL MANAGEMENT CORP
SILVESTRI ALFEO & PAOLA
SILVESTRI PAOLA TR ET AL
STATE OF CALIF
SUNTEX PROPERTIES INC
TAMU LUKE AMUKHALE
TUNTEX (USA) INC
TUNTEX U S A INC
WALTERS LOTTIE M