

City of Brisbane

Agenda Report

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: Brisbane Baylands Planning Applications (Concept Plans, Specific Plan Case SP-01-06, General Plan Amendment Cases GP-01-06/GP-01-10) and related Final Environmental Impact Report (SCH #2006022136) – Land Use and Planning, Aesthetics, Housing and Population, and Related Policy Issues

DATE: Meeting of May 4, 2017

Introduction:

Tonight's public hearing focuses on Land Use and Planning issues. In addition, tonight's public hearing will address Aesthetics and Population and Housing, both of which are presented in the context of how they influence land use within the Baylands. The final scheduled public hearing following tonight is reserved for presentations by the applicant and community groups. The City Council public hearing schedule is attached for reference purposes.

Discussion:

EXISTING GENERAL PLAN FOR THE BAYLANDS

Brisbane's adopted General Plan is the City's primary planning document. As described in California's General Plan Guidelines, the General Plan serves as the "constitution" for development and management of land use within the community. Land uses approved for the Baylands, including types, intensity, and distribution of land uses, as well as any specific plan within the Baylands, must be consistent with the City's General Plan. However, the City Council can amend the General Plan and then approve land uses or a specific plan consistent with the General Plan *as amended* as part of the City Council's current review of Baylands land use and proposed development.

Existing General Plan Land Use Designations

The Baylands is primarily composed of the Brisbane Baylands (Baylands) Subarea identified in the City's General Plan, with small portions in the Northeast Bayshore Subarea (Industrial Way) and the Beatty Subarea (Recology). General Plan land use designations are described as follows:

- Baylands Subarea - *Planned Development-Trade Commercial*:

“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.”

Preparation and adoption of a specific plan is required prior to development within this designation.

- Southerly Brisbane Lagoon area - *Marsh/Lagoon/Bayfront*:

Land uses included for this designation are limited to open space and recreation.

- Northeast Bayshore Subarea, a 15.5-acre strip of land along Bayshore Boulevard, encompassing the Bayshore Industrial Park - *Trade Commercial*:

Land uses for this designation are the same as for the *Planned Development-Trade Commercial* designation; however, preparation and adoption of a specific plan is not required.

- Beatty Subarea, which includes the Recology facility as well as office and warehouse buildings and storage yards - *Heavy Commercial*:

This designation “provides for bulk sales, offices, meeting halls, vehicle storage and equipment maintenance.”

Preparation and adoption of a specific plan is required prior to development.

- The portion of the Recology site within San Francisco is governed by the San Francisco General Plan, which designates the site as *Light Industry*.

Existing General Plan Maximum Development Intensity

California law requires General Plans to provide specific development intensity/density standards. While the Brisbane General Plan sets maximum development intensity standards for individual sites within the Baylands, it does not establish a specific maximum amount of development for the Baylands as a whole. Instead, the General Plan provides for the maximum overall intensity of Baylands development to be established in a specific plan for the Baylands, based on a review of development impacts, including water use, wastewater generation, stormwater flow, and “particularly traffic impacts.” Thus, the specific plan required to be

prepared for the Baylands will define the total amount of development to be permitted within the Baylands based on:

- Availability of water supply;
- Ability to provide needed wastewater treatment and stormwater drainage infrastructure; and
- Ability of proposed development to meet the roadway level of service standards set forth in the General Plan.

The General Plan also states that the maximum development intensity for the Baylands as a whole will be “well below” the maximum development intensity (floor area ratio) set for site-specific development projects for specific locations within the Baylands, which are described in the General Plan as follows:

- **Baylands Subarea**
 - *Planned Development-Trade Commercial*: Maximum floor area ratio¹ (FAR) of 2.4 south of Visitacion Creek and a maximum FAR of 4.8 north of the creek. A minimum of 25 percent of the area to be retained as open space/open area.
 - *Bayfront and Lagoon*: 100 percent of the area is to be retained as open space/open area. The maximum floor area ratio is therefore 0.0.
- **Northeast Bayshore Subarea**
 - *Trade Commercial*: Maximum floor area ratio of 2.0. Open space/open area to be provided per zoning ordinance requirements.
- **Beatty Subarea**
 - *Heavy Commercial*: Allowable floor area ratio of 0 - 1.0. Open space/open area to be provided per zoning ordinance requirements.
 - *Bayfront*: 100 percent of the area to be retained as open space/open area.

In addition, General Plan Policy 11 limits development south of the Bayshore Basin drainage channel to 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.”

The maximum development intensity set forth in the General Plan for site-specific development projects for specific locations within the Baylands is very high compared to existing development within Brisbane. For example, north of the creek, a 4.8 FAR would equate to approximately 4.0 million square feet of building area on a 20-acre development site. Along

¹ “Intensity” for projects as large as the Baylands is typically described as either total building square footage or “floor-area ratio” (FAR). FAR is the ratio of the total gross floor area of all buildings on a site to the total net area of the site, and is calculated based on the following formula:

$$FAR = \text{total building area (in s.f.)} \div \text{total site area (in s.f.)}$$

Industrial Way, a 2.0 FAR would equate to approximately 1.35 million square feet of building area within the existing 15.5-acre industrial park. Thus, the maximum development intensity set forth in the General Plan for site-specific development projects could result in a substantially greater amount of development than is proposed under any of the development scenarios analyzed in the EIR.

While the General Plan does not place a specific limit on the total amount of development within the Baylands, as described above, it does provide policy direction for determining how the Baylands' holding capacity would be established as part of specific plan review.

As stated in the General Plan, development intensity for the Baylands "was represented in terms of the maximum impact of a combination of factors, including trip generation, water use, wastewater generation and stormwater flow. However, since the actual holding capacity of the land was unknown, a specific plan and environmental review was required before any development project could be considered." Thus, the City's General Plan currently requires preparation of a specific plan to determine the holding capacity (maximum development intensity) of the Baylands. The General Plan sets forth specific roadway level of service performance standards which were used in the General Plan EIR to quantify the potential buildout of the General Plan for purposes of environmental analysis, and also relies on the ability of a proposed specific plan to provide for adequate water supply, as well as wastewater treatment and stormwater drainage facilities to define the Baylands holding capacity. For illustrative purposes, the EIR for the 1994 General Plan estimated buildout of the Baylands as:

- Near-term (10 years): 650,000 sf of commercial use
- Long-term: Up to 1.0 – 4.2 million sf of development based on type(s) of uses
 - 1.0 million sf based on high traffic generating uses (e.g., retail)
 - 4.2 million sf based on low traffic generating uses (e.g., warehouse)

CONSIDERATIONS FOR FUTURE BAYLANDS LAND USE

In addition to the environmental (e.g., site remediation and landfill closure, traffic, biological resources, etc.) and economic considerations the City Council has addressed in previous public hearings, the issue of what constitutes an appropriate mix and intensity of land use for the Baylands involves a number of additional considerations such as:

- What is the ultimate vision for Baylands?
- What are the existing land uses and key physical features that will affect future land use choices?
- What types of land uses are appropriate for the Baylands?
- How should land uses be distributed within the Baylands?

- What is the appropriate amount of development for the Baylands?

Alternative Visions for the Baylands

The Brisbane Baylands EIR analyzes future development of the Baylands in relation to “developer-sponsored” (DSP) and “community-prepared” (CPP) scenarios, along with a range of alternatives, representing different visions of what the future of the Baylands might be. Each of these scenarios and alternatives, while reflecting different visions for the future of the Baylands, share common goals of remediating the site and providing economic, social, and environmental benefits to the community. During their public hearings and deliberations, the Planning Commission considered the applicant’s vision for the Baylands’ future (the DSP and DSP-V), along with the CPP/CPP scenarios and EIR alternatives, leading to the Planning Commission’s recommendation to the City Council.

Applicant’s Proposed Land Use Plan (DSP/DSP-V Scenarios). Universal Paragon Corporation (UPC or applicant) has proposed a General Plan Amendment and Specific Plan for the Baylands that envisions a high-density mixed-use urban environment including a substantial residential component with urban open space/open area. This vision is defined within the February 2011 *Draft Brisbane Baylands Specific Plan* (Specific Plan).

Community Prepared Plan (CPP/CPP-V Scenarios). The CPP/CPP-V scenarios envision a high-density urban employment, shopping, and hotel destination, with no residential use and more open space/open area than in the DSP/DSP-V scenarios. This vision, whose land use mix and distribution were defined in a series of community workshops was designated for study in the EIR by the Brisbane City Council in 2010.

Planning Commission Recommendation. The Planning Commission’s recommendation for the Baylands, which is provided as Attachment 5, was generated during its nearly one-year series of public hearings and deliberations meetings. The Commission’s recommendation is for a lower intensity employment destination with a substantial commitment to renewable energy generation.

EIR Alternatives. The Baylands EIR evaluates several alternatives, including a No Project-No Build alternative (continuation of existing conditions with no development of any kind occurring within the Baylands), No Project-General Plan Buildout alternatives, lower intensity versions of the DSP and CPP-V alternatives, and a Renewable Energy Generation Alternative, which is largely reflected in the Planning Commission’s recommendation.

A comparison of the DSP/DSP-V DSP/DSP-V, CPP/CPP-V Scenarios, Planning Commission Recommendation, and the Existing General Plan is presented in Table 1.

Table 1. Comparison of DSP/DSP-V DSP/DSP-V, CPP/ CPP-V Scenarios, Planning Commission Recommendation, and the Existing General Plan

DSP/DSP-V DSP/DSP-V	CPP/ CPP-V Scenarios	Planning Commission Recommendation	Existing General Plan
Overall Vision			
Modern high intensity mixed-use (housing, employment, hotels, support commercial) urban environment with substantial urban open space/open area.	Modern high intensity employment, retail, and hotel destination with substantial urban and natural open space/open area.	Low intensity employment center with substantial renewable energy generation, as well as expanded urban and natural open space/open area.	Low intensity employment center with substantial natural open space/open area.
Primary Land Uses			
Residential, commercial/ office, R&D, with substantial entertainment uses in the DSP-V scenario.	Retail, commercial/ office, hotel, R&D, with Recology expansion in the CPP-V scenario.	Commercial/office, R&D, renewable energy generation, potential for Recology expansion.	Mix of commercial/ office, R&D, and industrial to be determined as part of a future specific plan.
Distribution of Land Uses			
Highest intensity uses adjacent to Caltrain station, with development intensity stepped down to the south.	Highest intensity uses adjacent to Caltrain station, with development intensity stepped down to the south.	Development concentrated adjacent to Caltrain station, remaining development contained to west side of site, north of the creek. Former landfill area to be used for renewable energy generation and open space. No building construction south of the creek.	Development density to be lower south of the creek than to the north. Distribution of land uses to be determined as part of a future specific plan.
Proposed Development Intensity			
4,434 dwelling units 7 million square feet of office/ retail /industrial/ institutional uses, including 369-719 hotel rooms (DSP, DSP-V scenarios) 169.7 acres of "open space/ open area" 135.6 acres of "lagoon" area	No residential use 8 million square feet of office/ retail/industrial/ institutional uses, including 1,990-1,500 hotel rooms (CPP, CPP-V) 330 acres of "open space/ open area" 135.6 acres of lagoon area	No residential use 1-2 million square feet net increase in building area (existing building area estimated at 639,900 s.f.) 360 acres of "open space/ open area," including a shoreline park 135.6 acres of lagoon area	No residential use Development intensity to be established in a future specific plan based on development impacts, including water use, wastewater generation, stormwater flow, and particularly traffic impacts, and will be "well below" the maximum intensity set for individual sites. Baylands buildout (excluding Industrial Way and Recology) is described in the General Plan EIR as between 1.0 and 4.2 million square feet of building area depending on proposed uses and their traffic generation.
Project-Related Traffic Generation			
Significant unavoidable	Significant unavoidable	Because 14 of the 18	The maximum allowable

DSP/DSP-V DSP/DSP-V	CPP/CPP-V Scenarios	Planning Commission Recommendation	Existing General Plan
<p>impacts would occur at the large majority of intersections studied in the EIR. However, because 14 of the 18 intersections studied in the EIR would not meet applicable level of service standards even in the absence of any development within the Baylands, significant traffic impacts are treated as an inherent part of Baylands development.</p>	<p>impacts would occur at the large majority of intersections studied in the EIR. However, because 14 of the 18 intersections studied in the EIR would not meet applicable level of service standards even in the absence of any development within the Baylands, significant traffic impacts are treated as an inherent part of Baylands development.</p>	<p>intersections studied in the EIR would not meet applicable level of service standards even in the absence of any Baylands development, and significant traffic impacts are an inherent part of Baylands development, the amount of development permitted within the Baylands should be minimized.</p>	<p>development intensity is to be based on traffic and other impacts. The traffic study upon which the 1994 General Plan is based on determined that between 1.0 and 4.2 million square feet of Baylands development could be accommodated and meet applicable level of service standards, depending on the traffic-generating characteristics of proposed development. The 1994 General did not, therefore, contemplate that cumulative development conditions would exceed applicable level of service standards even in the absence of development within the Baylands.</p>
Site Remediation / Landfill Closure			
<p>Proposed development is based on the premise that:</p> <ul style="list-style-type: none"> The former railyard can be remediated so as to be safe for residential and non-residential uses; Landfill closure can be achieved and pier foundations can be constructed so as to be safe for high-intensity non-residential use. 	<p>Proposed development is based on the premise that:</p> <ul style="list-style-type: none"> The former railyard can be remediated so as to be safe for non-residential uses; Landfill closure can be achieved and pier foundations can be constructed so as to be safe for high-intensity non-residential use. 	<p>Proposed development is based on the premise that:</p> <ul style="list-style-type: none"> The former railyard can be remediated so as to be safe for limited non-residential use; While landfill closure can be achieved to State standards, it would be best to avoid large-scale development of buildings on the former landfill. 	<p>Development may not occur within the Baylands until regulatory agencies approve remediation plans. Landfill closure is not specifically addressed, and is presumably included as part of site remediation.</p>
Residential Use			
<p>Residential use is appropriate for the Baylands because:</p> <ul style="list-style-type: none"> The site will be adequately remediated and safe for housing; There is a critical need for expansion of housing opportunities within the Bay Area; The location of the Baylands adjacent to the Bayshore Caltrain station and the US 101 freeway are ideal for residential development; and Residential development in close proximity to transit and employment will provide opportunities for use of transit, bicycle, and pedestrian travel between 	<p>Maintain the General Plan's existing prohibition against housing within the Baylands.</p>	<p>Residential development is inappropriate for the Baylands because:</p> <ul style="list-style-type: none"> Site remediation for unrestricted use that would be safe for housing, schools, parks, day care, and other sensitive uses might not be achieved; Incompatibility with nearby uses (e.g., Recology, Kinder Morgan Tank Farm, noise from rail line and freeway); Difficulty of gaining approval for schools within the Baylands to serve local students; and A substantial amount of housing is already proposed or approved to the north in 	<p>The General Plan's prohibits housing within the Baylands.</p>

DSP/DSP-V DSP/DSP-V	CPP/PP-V Scenarios	Planning Commission Recommendation	Existing General Plan
home and work.		San Francisco and Daly City.	
Transit Orientation			
Highly transit-oriented with highest intensity uses, including housing and employment within walking distance of the Caltrain station.	Highly transit-oriented with highest intensity employment uses within walking distance of the Caltrain station.	Transit-oriented in that its primary employment uses are located within walking distance of the Caltrain station. Development intensity is well below that of typical transit-oriented development.	Transit orientation of Baylands development is not specifically addressed in the General Plan, but would be reviewed as part of a future specific plan for the site.
Renewable Energy Generation			
Rooftop solar energy generation, along with a 19-acre solar farm will minimize net energy consumption within the Baylands.	Rooftop solar energy generation, along with a 19-acre solar farm will minimize net energy consumption within the Baylands.	Utility-scale renewable generation on top of the former landfill can provide for Baylands development to have net zero energy demand, or to generate a net energy surplus of energy that could be used outside of the Baylands.	The role of renewable energy generation as a land use for the Baylands is not specifically addressed, but would be reviewed as part of a future specific plan for the site

Key Physical Features within the Baylands and Implications for Future Land Uses

The Planning Commission identified a number of key features that defined the potential locations for new uses and development within the Baylands. Once these potential development areas were defined, the Commission identified the most appropriate uses (including open space) for each of these areas.

The key features that substantially defined the proposed Baylands land use patterns include:

- **Existing Land Uses.** Several existing land uses assisted in defining the appropriate distribution of future land use and development within the Baylands, including:
 - **Existing Recology Tunnel Avenue facility.** The existing Recology solid waste processing facility remains in its present location in all Baylands development scenarios and the Planning Commission’s recommendation. As noted in the 2016 public scoping meeting for the proposed Recology modernization and expansion program, there are a number of existing land use compatibility issues associated with the existing facility including, odors, vectors, truck traffic, and hours of operation. Recology’s proposed modernization and expansion program will be the subject of a separate application and review process.
 - **Kinder Morgan Tank Farm.** While the tank farm is not a part of UPC’s General Plan Amendment or Specific Plan applications, and is shown as “Not a Part” in the EIR, it is nevertheless a key land use that should be considered in determining appropriate adjacent land uses within the Baylands.
 - **Machinery and Equipment Building.** This building is also not a part of UPC’s General Plan Amendment or Specific Plan applications, and is shown as “Not a Part” in the EIR. It is also a key land use that should be considered in relation to the distribution of future land uses within the Baylands.

- **Roundhouse.** The restoration and reuse of this historic landmark has long been identified by the City as a required component of any future Baylands development project. In addition to its restoration, consideration should be given to the compatibility of adjacent uses to the restored Roundhouse
- **Environmental Protection/Opportunity Areas.** The Baylands includes several areas which are either environmentally sensitive areas or provide opportunities for environmental enhancement. These include:
 - **Brisbane Lagoon.** The Brisbane Lagoon and adjacent lands defined by Lagoon Road to the north, the US 101 freeway to the east, and the Caltrain line to the west are proposed to be retained as open space in each of the concept plans and the Planning Commission recommendation.
 - **Icehouse Hill.** Icehouse Hill is proposed to be retained as open space in each of the concept plans and the Planning Commission recommendation, all of which propose trails on the hill. EIR mitigation measures address protection of sensitive plant species and butterfly habitat on Icehouse Hill.
 - **Visitacion Creek and Daylighted Creek.** Each of the concept plans and the Planning Commission recommendation provide for daylighting the creek west of the Caltrain line, and restoring wetland habitats along the creek. This creek system provides for continuity of open space, and separates the southerly one-third of potential development areas within the Baylands from areas to the north.
- **Geneva Avenue Extension and the Candlestick Interchange.** The Geneva Avenue extension and Candlestick interchange are key components of the Bi-County transportation study that Brisbane participated in along with San Francisco, Daly City, and San Mateo County. Improvements proposed for the Candlestick Interchange include a full interchange with on- and off-ramps in both northbound and southbound directions, as well as connectivity along the Geneva Avenue extension to the west and east of the interchange.
- **Caltrain Line.** The existing Caltrain line, running in a north-south direction through the Baylands.
- **Lagoon Road Alignment.** Each of the concept plans and EIR alternatives propose some realignment of Lagoon Road to the north, providing a larger buffer to Brisbane Lagoon. The DSP/DSP-V scenarios propose a slight realignment to the north, while the CPP/PP-V scenarios and Planning Commission's recommendation propose realigning Tunnel Avenue and Lagoon Road further north to align with the current southbound US 101 on- and off-ramps at Sierra Point Parkway (see Attachment 5). The effect of realigning Lagoon Road to the north would be to provide better access to the existing freeway interchange and increase the physical buffer between the lagoon and Lagoon Road.
- **Bayshore Caltrain Station** All plans recognize the Bayshore Caltrain Station as a transit opportunity and development tends to be focused within ½ mile of the station to maximize transit usage opportunities. This primary transit area could be expanded if a bus rapid transit (BRT) stop were to be provided along the Geneva Avenue extension.

As shown in Attachment 2, when these key features are mapped, six areas for potential development or open space within the Baylands emerge. With only slight differences in their specific configuration, the DSP/DSP-V and CPP/PP-V scenarios, as well as the Planning

Commission's recommendation are based on the same six areas. These six areas and their approximate acreages² are shown below.

- **Area north of the Geneva Avenue extension**
 - West of the Caltrain line 45 acres
 - East of the Caltrain line 75 acres
- **Area between the Geneva Avenue extension and Visitacion Creek/Daylighted Creek**
 - West of the Caltrain line 80 acres
 - East of the Caltrain line 90 acres
- **Area south of the Visitacion Creek/Daylighted Creek**
 - West of the Caltrain line 10 acres
 - East of the Caltrain line 80 acres

Open Space Connectivity

One of the Planning Commission's recommendations to the City Council was for the provision of large unbroken blocks of open space that would provide for restoration of wetland areas and for continuity and flow of open space throughout the Baylands. The DSP/DSP-V and CPP/PP-V scenarios, as well as the Planning Commission's recommendation, include open space within the former landfill to provide for open space connectivity and flow within the Baylands. These open space areas include maintaining the southerly portion of the former landfill in open space (CPP/PP-V scenarios, Planning Commission recommendation), maintaining the center of the southerly portion of the former landfill in open space (DSP/DSP-V scenarios), and providing a shoreline park along the US 101 freeway (CPP/PP-V scenarios, Planning Commission recommendation).

Land Use and Development Intensity Considerations

Establishment of a Development Intensity Limit for the Baylands

As noted previously, the 1994 General Plan does not establish a specific maximum development intensity limit for the Baylands as a whole, but states that the maximum overall intensity of Baylands development is to be established in terms of the maximum impacts of development, including water use, wastewater generation, stormwater flow, and particularly traffic impacts, and will be "well below" the maximum development intensity set in the General Plan for individual sites within the Baylands.

² Depending on the final configuration of the Geneva Avenue extension and open space areas, these acreages could vary.

The Baylands EIR reveals that background cumulative traffic generated outside of the Baylands would exceed applicable level of service standards along Bayshore Boulevard and at area freeway interchanges. A total of 14 of the 18 intersections studied in the EIR would fail to meet applicable General Plan level of service standards as the result of reasonably foreseeable development projects in San Francisco and Daly City, *even if no development would occur within the Baylands in the future*. A review of large-scale development proposals near the Baylands indicates that creation of significant unavoidable impacts for proposed development is common, and no mitigation for such impacts has been constructed to date (see Attachment 3).

Because any type or intensity of land use approved for the Baylands would exceed the 1994 General Plan's level of service standards, the Planning Commission recommended that (1) existing General Plan level of service standards be modified, (2) a clear maximum on the amount of new development to be permitted within the Baylands be established, and (3) the total amount of new development to be permitted within the Baylands be limited in recognition of traffic, hazards, and other concerns.

In considering development intensity standards for future Baylands development, the Planning Commission considered two methods of establishing maximum development intensity standards:

- **Maximum allowable amount of building area for the entirety of the Baylands.** A single maximum square footage figure for buildout of the entirety of the Baylands could be established. While it may be helpful for the General Plan to state the maximum total buildout for the entirety of the Baylands, determining a maximum building area for the entirety of the Baylands should be based on the desired character of uses as expressed by the development yield of each area within the Baylands.
 - **Pros:** Establishing a maximum square footage figure for buildout of the entirety of the Baylands will provide a clear limit on the amount of development to be permitted within the Baylands. Any subsequent specific plan, including its detailed building height, setback, and other development requirements and its design guidelines would be required to comply with the maximum square footage figure established for the overall Baylands area.
 - **Cons:** Establishing a maximum square footage figure **only** for buildout of the entirety of the Baylands would not provide direction for the development intensity and character of development within defined subareas of the Baylands.
- **Maximum amount of building area for each area within the Baylands.** A maximum allowable square footage or floor area ratio figure for each defined subarea within the Baylands could be established. Such a maximum buildout for individual portions of the Baylands should reflect the desired character of uses as expressed by the development yield of each of these areas. If the City Council would choose to establish the maximum allowable square footage figure for each area within the Baylands, the total buildout for the entirety of the Baylands would be the sum of the maximum buildout of each area.
 - **Pros:** Establishing a maximum square footage or FAR figure for each defined subarea within the Baylands would provide clear direction for each area's development intensity and desired character of uses. Any subsequent specific

plan, including its detailed building height, setback, and other development requirements and design guidelines would be required to comply with the maximum square footage or FAR figure for each of the defined subareas of the Baylands. Establishing a maximum square footage or FAR figure for each defined subarea of the Baylands would also set a limit on the total amount of development within the entirety of the Baylands.

- **Cons:** Establishing a maximum square footage or FAR figure for each defined subarea of the Baylands would limit the ability to shift development intensity between subareas within the Baylands, even if the maximum total amount of development within the entirety of the Baylands was not exceeded. General Plan development intensity standards could prove to be rigid and potentially counter-productive, particularly if the intent is to minimize the overall amount of development within the Baylands. Such an approach could limit flexibility in any future specific plans prepared to implement the General Plan.

The Planning Commission recommended that the City Council establish a maximum allowable amount of building area for the entirety of the Baylands, along with a requirement that any specific plan adopted for the Baylands allocate development intensity among each of the development areas proposed in the specific plan. This concept would (1) set a hard cap on the amount of development that could be permitted within the Baylands and (2) provide the opportunity for determining the maximum development intensity of individual development areas within the Baylands based on the specific type(s) of land use proposed in a specific plan for each development area and related design considerations.

Traffic Generation Considerations

As noted during the City Council's public hearings regarding traffic, varying land uses have different traffic generating characteristics. In addition, combinations of different land uses can also affect traffic generation.

Residential development typically generates the fewest vehicles on a daily basis compared to retail, office, and R&D uses. Because most residential-based trips are home-to-work, the proximity of housing to transit and employment opportunities tends to reduce traffic generation and vehicle miles travelled on a per-unit basis. While the majority of workers living in a large scale-development project such as the Baylands would work outside of the project site, having housing and employment in close proximity provides opportunities for workers to live close to their jobs. Overall, high intensity, mixed-use development placing housing and employment in close proximity tends to reduce automobile trip generation and vehicle miles travelled (including resulting air pollutant and GHG emissions) per unit of development due to use of transit, bicycle, and pedestrian movement as compared to single-use residential or employment-generating development.

The heavy emphasis on retail and hotel use in the CPP/PPP-V scenarios resulted in higher automobile trip generation than the DSP/DSP-V scenarios, largely due to the high trip-generating

characteristics of these uses. In addition, to satisfy demand for the large amount of retail and hotel uses proposed in the CPP/PP-V scenarios, average trip lengths were higher, resulting in greater air pollutant and GHG emissions per unit of development than for the DSP/DSP-V scenarios. While retail and hotel uses can generate substantial net revenue for the City, designating more retail or hotel use than can be supported in the area marketplace will typically result in land remaining undeveloped for long periods of time, along with greater traffic and air quality/GHG impacts than other types of uses. In contrast, the Planning Commission-recommended land use program substantially reduces the amount of development to reduce vehicle trips and related congestion and air quality impacts.

Aesthetics Considerations

As viewed from the US 101 freeway, the Brisbane community lies within a low density “cove” setting between the highly urbanized cities of San Francisco and Daly City to the north and South San Francisco to the south. Thus, Brisbane’s visual character is quite different than that of its neighbors, and the visual character of the Baylands is very different from the rest of Brisbane.

Existing Conditions

Views from the viewpoints analyzed in the EIR are identified in Attachment 4. The Baylands’ existing visual character is in significant contrast to the nearby open space and natural setting of San Francisco Bay and San Bruno Mountain, as well as to the nearby developed communities of Brisbane, San Francisco, and Daly City. Existing scenic resources located within the Baylands include Icehouse Hill, Visitacion Creek, Brisbane Lagoon, and the historic Roundhouse building.



Icehouse Hill. Icehouse Hill provides habitat area for local wildlife, as well as a visual barrier between Central Brisbane and the Kinder Morgan Energy Tank Farm.



Visitacion Creek. Visitacion Creek is the drainage channel passing through the center of the Project Site.



Brisbane Lagoon. Brisbane Lagoon was created when US Highway 101 was constructed, occupying the area between the southern extent of the landfill and the highway. Today it is a bird habitat as well as a recreational and aesthetic resource.



Extant Historic Railroad Buildings. Looking northwest (facing away from the Caltrain tracks), the Roundhouse is on the left and the Lazzari Fuel Company building is on the right.

Scenic Vistas

Visual simulations of proposed development under the DSP/DSP-V and CPP/PP-V scenarios were undertaken for the EIR's analysis of aesthetic impacts (Attachment 3), utilizing the finished grades proposed in the grading plan (Attachment 4) for the DSP/DSP-V scenarios. New development under the DSP/DSP-V scenarios would block views of important visual features from 10 of the 12 viewpoints analyzed in the EIR. Overall, development under the DSP/DSP-V scenarios would substantially block visibility of the Bay and San Bruno Mountain such that the aesthetic value of the views from publicly accessible viewpoints would be significantly diminished.

Development under the CPP/PP-V scenarios would be visible from each of the viewpoints representing scenic vistas, but would not result in a substantial loss of views of the San Bruno Mountain ridgeline or the Bay as seen from north, east, or south of the Baylands due to lower maximum building heights. The proposed research and development buildings, which would be built to a maximum height of 80 feet and set back from the eastern boundary of the Baylands, would block a small portion of the Bay shoreline visibility as seen from viewpoints to the west

and northwest; however, other scenic resources, including the Bay, Bayview Park, Candlestick Point, and John McLaren Park and the high-rise buildings in the San Francisco financial district, still would be visible from these viewpoints.

By eliminating building construction within the former landfill area and limiting the amount of new development such that buildings within the Baylands would be no greater than a maximum of 3-5 stories, development under the Planning Commission's recommendation would not result in a substantial loss of views of the San Bruno Mountain ridgeline, San Francisco Bay, or other scenic resources, including Bayview Park, Candlestick Point, and John McLaren Park and the high-rise buildings in the San Francisco financial district as seen from north, east, or south of the Baylands from the viewpoints analyzed in the EIR.

Community Character

Determinations about aesthetics and community character are inherently subjective. The EIR therefore recognizes that any assessment of whether a change from existing conditions would be comparatively better (substantially improved) or worse (substantially degraded) is subject to personal tastes. As a result, the EIR assumes that well-designed and well-landscaped urban development would result from the City's design review process, regardless of the type of and intensity of uses ultimately approved for the Baylands. Thus, the EIR concludes that development which is substantially *different* from the surrounding area would not necessarily represent an *adverse* change (i.e., resulting in substantial degradation of the site or surrounding area). While the EIR does not make judgments as to whether proposed land use changes would be comparatively better (and therefore desirable) or worse (and therefore undesirable) in terms of the character of development, making such a judgment will be an inherent part of the City Council's decisionmaking following public hearings. It will, therefore be important for the City Council to consider the character of development it desires for the Baylands once deliberations begin.

Proposed Baylands development under either the DSP/DSP-V or CPP/PP-V scenarios would be substantially more intense and urban in character than existing development onsite, and would involve buildings that are much taller, larger, and densely spaced than existing buildings within Central Brisbane and nearby portions of Daly City and San Francisco. Proposed development within the Baylands under these scenarios would also be denser than at Sierra Point³. The Planning Commission-recommended land use program would be reduced significantly in scale as compared to the DSP/DSP-V and CPP/PP-V scenarios.

³ As a basis of comparison, Sierra Point is an approximately 90-acre site developed with approximately 670,928 square feet of commercial/office building area along with the Doubletree Hotel (210 rooms) and the Homewood Suites (177 rooms). Remaining development capacity includes an approximately 540,000 square foot R&D campus and approximately 445,000 square foot office complex. One remaining non-entitled site proposed for a 700- room hotel also remains.

In considering the appropriate land use program for the Baylands, the City Council might wish to consider whether the proposed land use distribution and development intensities would provide for achieving compatible (although not necessarily similar) development within the Baylands as compared to the surrounding community.

The City Council might also consider the broader implications of design. Certain land uses lend themselves to particular forms of development. Class A office space takes on a different form than R&D or industrial, which is different from retail or hotel development. A more intense development form and configuration in proximity to transit may encourage and promote ridership, as opposed to having the that same amount of development spread over a larger area. A clustered development footprint allows for more area to be left undisturbed.

Nighttime Lighting and Daytime Glare

The addition of nighttime lighting over as broad an area as the Baylands, which is currently largely dark at night, would affect the nighttime views across the Bay and toward downtown San Francisco city lights from residential areas north, west, and south of the Baylands by placing a large-scale source of light in the foreground of those views. EIR mitigation measures require nighttime lighting to be fully shielded and directed downward, and thereby retain views of stars in the nighttime sky. Such a requirement could also be incorporated into the General Plan.

Each of the four development scenarios analyzed in the EIR would generate a substantial amount of nighttime lighting; however, such lighting could be required to be directed downward, thereby protecting nighttime views. The Planning Commission's recommended land use scenario would generate far less nighttime lighting than the DSP/DSP-V and CPP/PP-V scenarios, but could nevertheless generate sufficient nighttime lighting so as to affect views of stars in the nighttime sky in the absence of requirements for lighting to be directed downward. The entertainment venues of the DSP-V scenario (sports arena, concert theater, and multiple-screen cinema) would create additional nighttime lighting.

Proposed Baylands development would also change overall solar reflectivity, or glare, within the Baylands. Although new development under the CPP/PP-V scenarios would be less intense than the DSP/DSP-V scenarios, and development under the Planning Commission's recommendation even less intense, proposed Baylands development would increase daytime glare from new buildings. The choice of building materials, and specifically windows and roofing materials, would have the greatest impact on solar reflectivity and glare. New buildings and structures with highly finished surfaces that could be seen from nearby US Highway 101, air traffic, and nearby residential neighborhoods, could cause glare impacts. While solar panels can also increase glare during daytime hours, they are not expected to be a substantial source of glare since panels are now designed to absorb rather than reflect visible light.

Population and Housing Considerations

Senate Bill 375 (SB 375) requires the state to establish greenhouse gas (GHG) emissions reduction targets for each of the state's regions. SB 375 further recognizes the linkages between transportation land use, and air quality, and seeks to coordinate related policies and investments to reduce transportation-related GHG emissions. SB 375 specifically requires preparation of a Sustainable Communities Strategy (SCS) as part of the Regional Transportation Plan (RTP) for each of the state's metropolitan areas, including the San Francisco Bay Area. The SCS is a mandated regional land use/transportation strategy to achieve state-established regional GHG emissions reduction targets for automobiles and light trucks. The SCS is further required to provide a 25-year land use strategy that accommodates projected population (including all income groups) and employment growth. Therefore, the over \$200 billion of transportation investment typically included in the RTP must align with the land use patterns and GHG emissions reductions described in the SCS. SB 375 also requires that each region's eight-year regional housing needs allocations (RHNA) that serve as the basis for local Housing Element updates reflect the growth projections of the SCS. The adopted SCS, Plan Bay Area, adopted in July 2013, is currently being updated.

2013 Plan Bay Area

The 2013 *Plan Bay Area* represents the currently adopted SCS for the nine-county San Francisco Bay Area region, and provides housing and employment projections for the San Francisco Bay Area, cities, and counties based on a strategy for meeting 80% of the region's future housing needs in infill areas known as Priority Development Areas (PDAs). In contrast to previous trends where new development primarily occurred on raw rural lands, *Plan Bay Area* directs development to PDAs. The Baylands is located within the San Francisco/San Mateo Bi-County PDA, which includes the San Francisco neighborhoods of Visitacion Valley, Little Hollywood, Executive Park, Sunnysdale, the former industrial Schlage Lock site, and the Brisbane Baylands.

The 2013 *Plan Bay Area* states that its housing and employment forecasts recognize the challenge of building new housing in the region, and that the region will need to respond to "high housing and transportation costs." The 2013 *Plan Bay Area* housing and employment projections are presented in Table 2, below.

As shown in the Table 2, the 2013 *Plan Bay Area* projects only minor employment growth and no residential growth within the Baylands through 2040. As noted in the Brisbane Baylands EIR, each of the DSP/DSP-V and CPP/PP-V scenarios are inconsistent with *Plan Bay Area*, as they propose substantially more employment than indicated in *Plan Bay Area*, while the DSP/DSP-V scenarios propose substantial residential development.

TABLE 2. 2013 PLAN BAY AREA EMPLOYMENT AND HOUSEHOLD PROJECTIONS

City				Priority Development Area ^a			
Existing (2010) Number of Jobs	Projected Increase in Jobs, 2010-2040	Existing (2010) Number of Housing Units	Projected Increase in Housing Units, 2010-2040	Existing (2010) Number of Jobs	Projected Increase in Jobs, 2010-2040	Existing (2010) Number of Housing Units	Projected Increase in Housing Units, 2010-2040
Brisbane				San Francisco/San Mateo Bi-County PDA (San Mateo County portion)			
6,780	890	2,180	250	500	460	0	0
San Francisco				Bayview/Hunters Point/Candlestick Point PDA Bi-County PDA			
568,720	190,780	376,940	92,480	19,590	9,670	11,610	10,900
Daly City				San Francisco/San Mateo Bi-County PDA (San Francisco portion)			
20,760	5,820	32,590	4,310	1,720	860	1,630	5,250
South San Francisco							
43,550	10,240	21,810	6,920				
Area Total				Area PDA Total			
639,810	209,697	433,520	103,960	21,810	10,990	13,240	16,150

^a The San Francisco/San Mateo Bi-County Area Priority Development Area (PDA) consists of adjacent neighborhoods in San Francisco and Brisbane. Projections have been separated to show the San Francisco County and San Mateo County portions of the PDA. The San Mateo County portion of the PDA consists primarily of the Brisbane Baylands.
Source: ABAG, 2015

Proposed Plan Bay Area

Plan Bay Area is currently being updated. An overview of the update process was provided to the City Council in March 2015, with information on the update’s growth projections provided on September 15, 2016. As shown in the following table, the updated draft Plan Bay Area proposes significant increases in project growth within Brisbane and the Bi-County PDA, which encompasses the Brisbane Baylands and Parkside areas. As noted in staff’s September 2016 presentation to the City Council, while ongoing planning for the Parkside area will add approximately 230 dwelling units, the only way for the proposed Plan Bay Area population projections to be met would be to include a substantial residential component in the Brisbane Baylands.

As also noted in staff’s September 2016 presentation to the City Council, ABAG/MTC staff has gone to great lengths to reassure local municipalities that Plan Bay Area will not govern, control, or otherwise override local land use decisions. It should be noted that the current Plan Bay Area update will not serve as the basis for the Regional Housing Needs Allocation for the required 2022 Housing Element update, since another update to the SCS will be required prior to 2022.

TABLE 3. PROPOSED PLAN BAY AREA UPDATE EMPLOYMENT AND HOUSEHOLD PROJECTIONS

	Existing as of 2010	2040 Projections	
		2013 Plan Bay Area	Proposed Plan Bay Area Update
Total Households	1,800	2,050	6,300
PDA	0	0	4,400
Balance of Brisbane	1,800	2,050	1,900
Total Employment	5,200	8,180	17,600
PDA	0	1,100	10,900
Balance of Brisbane	5,200	7,180	6,700

California High Speed Rail Light Maintenance Yard Considerations

The California High Speed Rail Authority (Authority) is currently preparing an EIR evaluating development of a high speed rail line from San Jose to San Francisco, including a light maintenance facility proposed within the Baylands. The Authority is currently studying two alternative locations within the Baylands: a 108-acre site west of the Caltrain line and a 114-acre site east of the Caltrain line. The EIR expected to be released for public review by the end of 2017, with a Final EIR completed and a decision made by the end of 2018.

Attachments

1. Key Baylands Features
2. Traffic Mitigation Measures Proposed by Area Developments
3. Viewpoints Analyzed in the EIR
4. Proposed Grading Plan
5. Planning Commission Recommended Baylands Development Concept
6. City Council Baylands Hearing Schedule

John Swiecki, Community Development Director

Clay Holstine, City Manager

Attachment 1: Key Baylands Features



Attachment 2

Roadway Improvement Mitigation Requirements for Development Projects in the Bi County Area

At its public hearing on January 24, the City Council inquired as to the status of roadway improvements required of development projects that were approved to the north of the Baylands in San Francisco. The following provides a summary of the roadway improvement requirements for the following projects:

- San Francisco
 - Sunnydale Hope
 - Schlage Lock
 - Executive Park
 - Candlestick Point/Hunters Point
- Brisbane
 - Brisbane Baylands

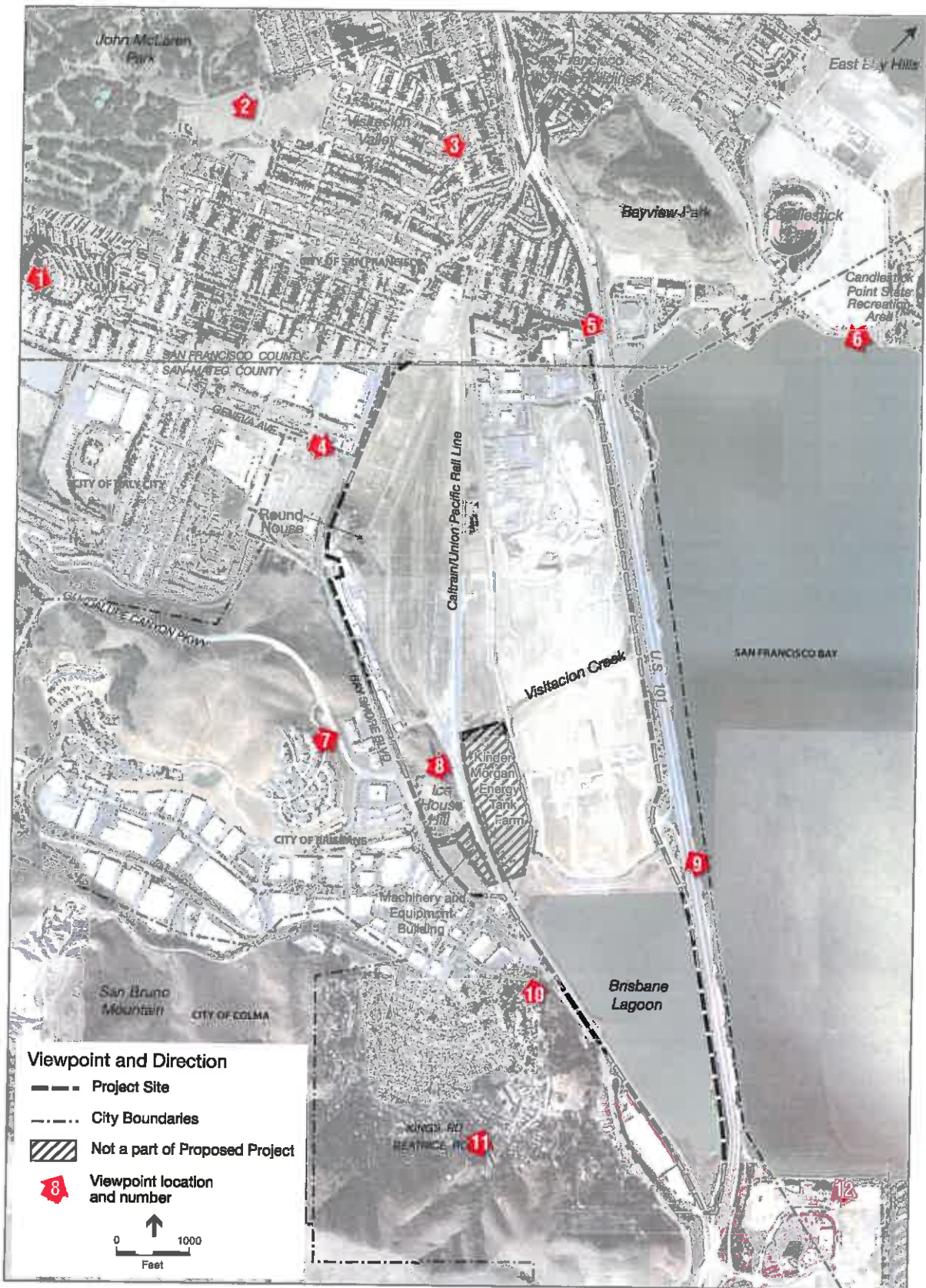
Table 1 provides a comparison of the size of these projects. Table 2 provides a summary of the status of roadway improvement mitigation requirements. As will be noted in Table 2, only a few impacted intersections can be mitigated to meet identified performance standards. In addition, none of the required improvements for the projects in the Bi-County area have been initiated.

Table 1: Major Projects in the Bi-County Planning Area

Project	Status	Acres	Net Dwelling Units	Non-Residential
Brisbane Baylands	Under review			
DSP		684	4,434	6,945,900
DSP-V		684	4,434	6,899,000
CPP		733		7,742,600
CPP-V		733		8,072,000
Sunnydale Hope	Approved	50	1,100	
Schlage Lock	Approved	20	1,679	46,700 s.f.
Executive Park	Approved	70	2,800	226,000 s.f.
Candlestick Point/Hunters Point	Under construction	784	11,750	4,315,000 s.f.

Location	Mitigation	Brisbane Baylands		Sunnydale Hope		Schlage Lock		Executive Park		Candlestick Point/ Hunters Point	
		Impact?	Impact?	Impact?	Impact?	Impact?	Impact?	Impact?	Impact?	Impact?	Impact?
Geneva Ave / Carter St	Signal mods	SU									
Geneva Ave / Mission Street	Infeasible	SU									
East Market St / Orange St	Signalization	SU									
Harney Way	Widening										SM
Daly City											
Geneva Ave / Bayshore Blvd	Widen/Striping	SU									SU
Caltrans											
US 101 Mainline NB North of Alana / Harney	Infeasible	SU				SU		SU			
US 101 Mainline SB South of Alana / Harney	Infeasible					SU		SU			SU
US 101 Mainline NB South of Alana / Harney	Infeasible	SU				SU		SU			SU
US 101 Mainline SB North of Alana / Harney	Infeasible	SU				SU		SU			SU
US 101 NB On-Ramp at Harney Way	Infeasible								SU		SU
US 101 SB On-Ramp at Harney Way	Infeasible								SU		SU

Attachment 3



SOURCE: Dyett & Bhatia; ESA

Brisbane Baylands . 206069
Figure 4.A-1
 Viewpoint Locations

**TABLE 4.A-1
VIEWPOINTS**

Viewpoint 1: Blythedale Avenue at Brookdale Avenue in Sunnydale neighborhood, facing east



Existing View

Higher ground in the Sunnydale neighborhood allows a view of San Francisco Bay and its shoreline. To the north (left), limited views of Bayview Park are available.



DSP/DSP-V

New buildings with maximum heights of 160 feet located near the Project Site's eastern boundary would cover some existing views of the Bay shoreline. However, the majority of the views of the Bay would be preserved.



CPP/PP-V

Although several high-rise buildings with a maximum height of 80 feet located near the Project Site's eastern boundary would be seen above the Bay shoreline, visual access would be maintained and the shoreline still would be observed.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 2: Overlook point at John McLaren Park, facing east



Existing View

The overlook point at John McLaren Park provides an uninterrupted view of the Bay, Brisbane Lagoon, Bayview Park (not shown in photo), and San Bruno Mountain (right).



DSP/DSP-V

Taller buildings (up to 160 feet in height) along the eastern edge of the Project Site would largely maintain existing views of the Bay shoreline. Although the taller high-rises near the shoreline could alter Bay views, views of the majority of the Bay, Brisbane Lagoon, and San Bruno Mountain would be preserved.



CPP/ CPP-V

Buildings near the shoreline (eastern edge of Project Site) would be limited to 80 feet in height, allowing the majority of the Bay to continue to be seen from this vantage point. Views of San Francisco Bay, the Bay shoreline, Brisbane Lagoon, and San Bruno Mountain would be preserved.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 3: Goettingen Street at Wilde Avenue in Visitacion Valley, facing south



Existing View

The higher elevation in Visitacion Valley allows views of the Bay (left) and San Bruno Mountain beyond.



DSP/DSP-V

Potential high-rise building (up to 90 feet to 160 feet) along the eastern boundary of the Project Site would block a substantial portion of the view of the Bay and its shoreline. The view to San Bruno Mountain would be preserved. The Project Site could be viewed as a solid mass of buildings



CPP/CPP-V

Due to an 80-foot height limit, new R&D buildings located along the Project Site's eastern boundary would not impede the view of the Bay, shoreline, or San Bruno Mountain. With less building area (compared to the DSP/DSP-V), open areas between buildings could be seen.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 4: Geneva Avenue at Talbert Street, facing east



Existing View

Views along Geneva Avenue are limited to one- and two-story residential and commercial buildings along the north side and utility structures along the south side of the street. Views to the East Bay hills can be seen but are too faint to be considered as a scenic vista from this viewpoint.



DSP/DSP-V

At buildout, views into the Project Site would change to include views of tall buildings (shown at approximately 125 feet in height) along the planned Geneva Avenue extension and Bayshore Boulevard. Loss of distant views would occur, but the new buildings would not block views of scenic vistas.



CPP/PP-V

At buildout, views into the Project Site from Geneva Avenue would be changed to include new tall buildings (with a 160-foot height limit) along the planned Geneva Avenue extension. Loss of distant views would occur, but the new buildings would not block views of scenic vistas.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 5: US Highway 101 at the San Mateo County line, facing south



Existing View

Tall trees along the edge of southbound lanes block views to the east, but near the county line the higher elevation allows a view of San Bruno Mountain.



DSP/DSP-V

A high-rise building (160 feet in height) and mid-rise buildings (90 feet in height) along the eastern edge of the Project Site would block a substantial portion of the views of San Bruno Mountain. Because existing trees are within Caltrans right-of-way, it is assumed they would remain.



CPP/PP-V

A new R&D campus with an 80-foot maximum height limit would be constructed parallel to the freeway and be visible behind new raised berms and existing trees along US Highway 101. New buildings would largely block views of San Bruno Mountain but would retain views of the majority of the ridgeline.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 6: Candlestick Point State Recreation Area, facing southwest



Existing View

Scenic views from the outlook points of Candlestick Point State Recreation Area include the Bay (foreground) and San Bruno Mountain (background). This photo captures the Project Site north of Visitacion Creek (left) and the Project Site's northern boundary (right).



DSP/DSP-V

Buildings at a maximum height of 90 feet and 160 feet near the Project Site's eastern boundary (north of Visitacion Creek) would partially block views of the lower portions of San Bruno Mountain. However, the main ridgeline and the majority of the view would be maintained.



CPP/PP-V

Taller buildings along Geneva Avenue (up to 160 feet in height) would partially block views of residential areas on the lower part of the hills. Views of R&D buildings (mid-rise buildings shown at the left side of the photo) would be limited to 80 feet in height. Views of San Bruno Mountain would be maintained.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 7: Mission Blue Drive off Guadalupe Canyon Parkway (Northeast Ridge), facing east



Existing View

Scenic views from Mission Blue Drive include Bayview Park and Candlestick Point (left), the Bay, and shoreline.



DSP/DSP-V

New buildings, including the high-rise building at the eastern edge of the Project Site, would break uninterrupted views of the Bay and its shoreline. Bayview Park and Candlestick Point would remain visible from this viewpoint.



CPP/PP-V

The new buildings would not impede views of the Bay and its shoreline, Candlestick Point, or Bayview Park.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 8: Icehouse Hill, facing northeast



Existing View

Scenic vistas from the top of Icehouse Hill include the Bay, Candlestick Point, Bayview Park, high-rise buildings in San Francisco's financial district, and John McLaren Park (not shown in photo).



DSP/DSP-V

Taller buildings along the Project Site's eastern boundary would block views of portions of the shoreline and Bay. Other scenic views would be maintained.



CPP/PP-V

New buildings would block a limited portion of the view of the shoreline. Other scenic views would be maintained.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 9: US Highway 101 north of Brisbane Lagoon, facing northwest



Existing View

Views from the US Highway 101 northbound lanes are limited to glimpses of San Bruno Mountain behind street trees. The visual access to San Bruno Mountain is too limited to be considered as a scenic vista from this viewpoint.



DSP/DSP-V

New buildings (middle and right) would block views of San Bruno Mountain. However, existing trees would in the foreground of views of San Bruno Mountain and would partially screen most of the new buildings.



CPP/PP-V

Near US Highway 101, new buildings would be subject to a 55-foot height limit north of Visitacion Creek and a 25-foot height limit south of Visitacion Creek. Buildings within these height limits would be partially screened from view by existing trees.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 10: Tulare Street off San Bruno Avenue in Brisbane, facing north



Existing View

From the residential areas in Central Brisbane, scenic views include Brisbane Lagoon (foreground), John McLaren Park (left), high-rise buildings in downtown San Francisco (middle background), the Bay, Bayview Park, and Candlestick Point (right).



DSP/DSP-V

New buildings would block views of the lower portion of Bayview Park, but views to Brisbane Lagoon, John McLaren Park (left), high-rise buildings in downtown San Francisco, the Bay, and Candlestick Point would not be affected.



CPP/PP-V

New buildings would not impede views of existing scenic vistas from this viewpoint.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 11: Kings Road and Beatrice Road in Central Brisbane, facing north



Existing View

Scenic views from Central Brisbane include John McLaren Park (left), Icehouse Hill, high-rise buildings of San Francisco's financial district (middle), Bayview Park and Candlestick Point (right), and the Bay.



DSP/DSP-V

Taller buildings near the eastern edge of the Project Site boundary would block views of the Bay shoreline. However, the majority of the view of the Bay and other scenic resources would be maintained.



CPP/PP-V

New buildings would block views of a minimal portion of the Bay shoreline. All other scenic views would be maintained.

**TABLE 4.A-1 (Continued)
VIEWPOINTS**

Viewpoint 12: Bay Trail at Sierra Point, facing west



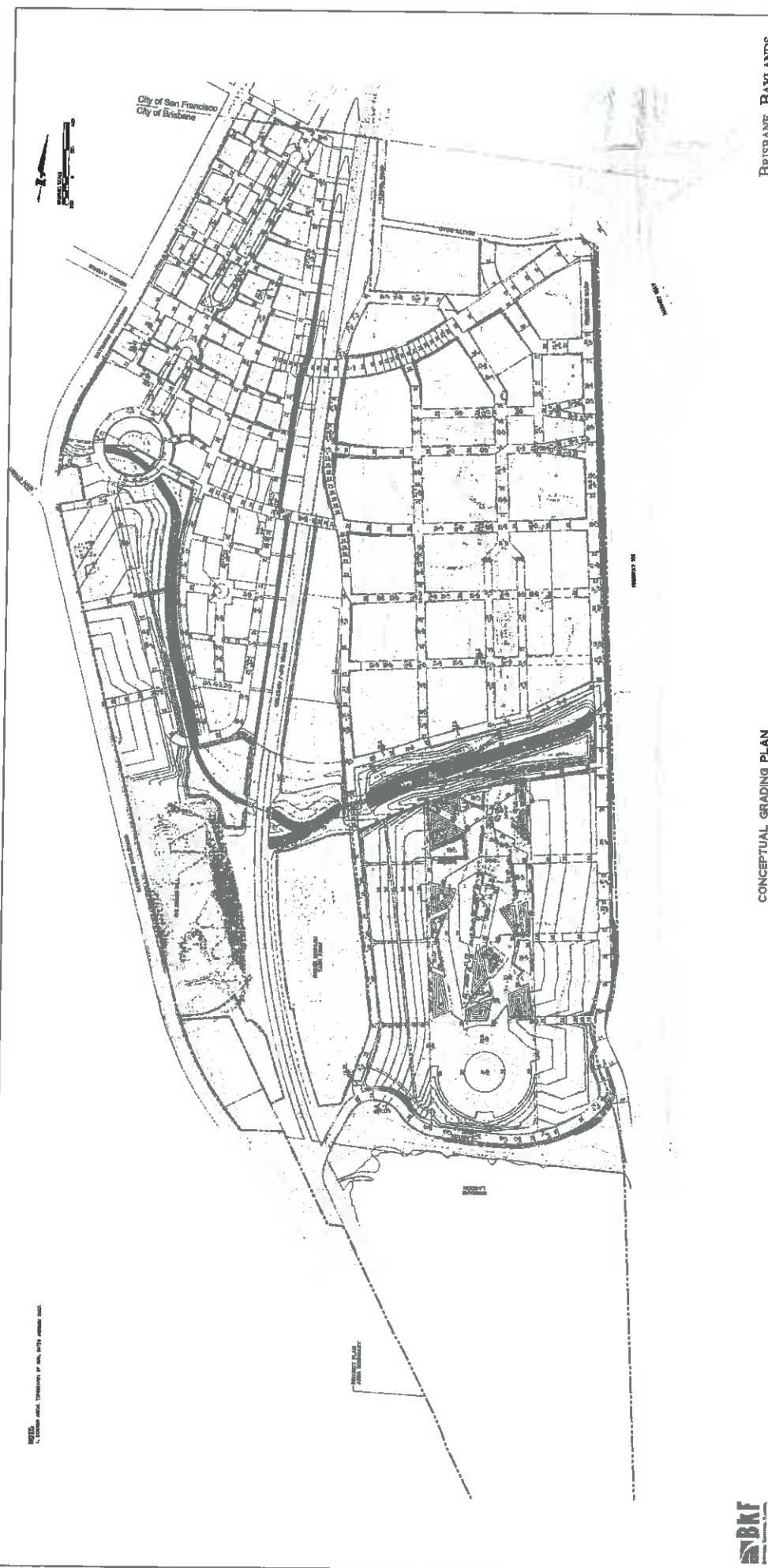
Existing View
Scenic vistas from the Bay Trail at Sierra Point near the Brisbane Marina include the Bay (foreground) and San Bruno Mountain.



DSP/DSP-V
New taller buildings along the Project Site's eastern boundary would partially block views of distant hillside landforms. However, views of San Bruno Mountain would not be impeded.



CPP/PP-V
New buildings would be well below the ridgeline and would not impede views of San Bruno Mountain from this viewpoint.



BRISBANE BAYLANDS
FIGURE 4.4

CONCEPTUAL GRADING PLAN
SCALE: 1" = 200'

NOTES:
1. EXISTING AND PROPOSED GRADE SHOWN.










Attachment
4

Attachment 5:

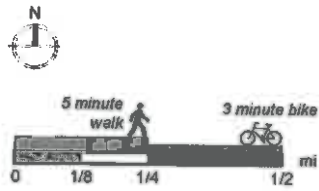
Planning Commission Recommended Development Concept for the Baylands

**Brisbane Baylands
Open Space and
Pedestrian and Bicycle
Circulation**

-  Planning Area
-  Caltrain Station
-  Caltrain Line
-  Off-Street Pedestrian, Bicycle and Electric Cart Path (20'+)
-  On-Street Protected Bike Lane (6'+ with planted divider)
-  New Traffic Circle
-  Potential Locations for Caltrain Station Parking

Key Open Spaces

-  Lagoon-Adjacent Habitat Area
-  Icehouse Hill
-  Visitation Creek Corridor
-  Brisbane Bayview Park
-  Active Open Space
-  Community Garden



- **Area 1: Recology Area North of Geneva Avenue Extension, East of Caltrain (59.7 ac.)**
 - **Light Industrial**

This area would will permit new light industrial uses in the area between the existing Recology facility and the Geneva Avenue Extension should the facility not expand, and would provide for the Recology facility to expand without requiring an amendment to the General Plan should the City approve expansion in the future.
- **Area 2: Between Geneva Avenue Extension and Visitacion Creek, East of Caltrain (85.5 ac.)**
 - **Renewable Energy Generation**

The primary purpose of this area would be for the generation of renewable energy such that development of the Baylands is net energy positive.
- **Area 3: South of Visitacion Creek, East of Caltrain (63.3 ac)**
 - **Open Space**

Commercial recreation uses may also be considered within this area.
- **Area 4: South of Visitacion Creek, West of Caltrain (27.5 ac.)**
 - **Light Industrial**

Service and light industrial uses within the Industrial Way industrial park would be permitted to continue. However, existing buildings would be replaced with new, well-designed buildings over time.
- **Area 5: Roundhouse Area (27.1 ac.)**
 - **Retail**

The Roundhouse and Lazzarri Fuel Building would be restored. Uses in this area would consists of a combination of retail, restaurant, and small shops. Small office uses could also be permitted.
- **Area 6: Transit Oriented Development Area (67.7 ac.)**
 - **Research and Development/Tech Campus**

This area would provide for research and development uses in the form of an office campus with supporting commercial uses. The desired primary users of this area would be high-tech firms that are on the cutting edge of new technology, as well as consumer good companies engaged in the development of new products and improvement of established products.
- **Area 7: Machinery & Equipment Building Area (15.8 ac.)**
 - **Community Gardens; Open Space**

The existing use of the Machinery and Equipment building would continue. The surround lands would be used as open space, including providing for community gardens, as well as a potential permanent location for the existing nursery on Icehouse Hill. At some future time, the ideal would be to restore the Machinery and Equipment building for community use in conjunction with the community gardens.

- **Area 8: Kinder Morgan Tank Farm (22.8 ac.)**
 - **Industrial**

The tank farm would continue in its existing use. Buffers would be developed adjacent to the tank farm by realigning Tunnel Avenue to the east, along with open space areas to the north (Visitacion Creek), west (Icehouse Hill and community gardens), and south (lagoon-adjacent habitat area).
- **Area 9: West of Tunnel Avenue between Geneva Extension and Visitacion Creek (25.4 ac.)**
 - **Light Industrial**

This area would provide for the relocation of the existing lumberyard, as well as parking for Caltrain, should the existing Bayshore Station be moved to the south.
- **Area 10: Caltrain Parking Area (3.7 ac.)**
 - **Caltrain Parking**

This area would provide for parking for the Caltrain Bayshore Station.

ATTACHMENT 6

(Version 4/27/17)

Council Baylands Hearing Schedule

September 29, 2016: Project Overview, EIR Summary, Overview of Planning Commission Recommendation

November 17, 2016: Site Remediation, Title 27 Landfill Closure, and related policy issues

December 15, 2016: Site Remediation, Title 27 Landfill Closure, and related policy issues (continued from November 17, 2016)

January 24, 2017: Traffic, Noise, Air Quality, Greenhouse Gas (GHG) emissions, and related policy issues

February 16, 2017: Noise, Air Quality, Greenhouse Gas (GHG) emissions, and related policy issues

February 28, 2017: Water Supply, Public Services and Facilities, and related policy issues

March 16, 2017: Other Environmental Issues: Biological Resources; Cultural Resources; Geology/Soils/Seismicity; Hydrology; Recreation; Energy; and related policy issues

April 6, 2017: Economics, Development Feasibility, Municipal Cost/Revenue, and related policy issues

May 4, 2017: Land Use, Planning, Aesthetics, Housing and Population, and related policy issues

May 23, 2017: (TBD) Land Use, Planning, Aesthetics, Housing and Population, and related policy issues (continued from May 4, 2017)

June 7, 2017: Applicant and Community Group Presentations

June 10, 2017: Baylands Speakers Workshop

June 15, 2017: (TBD) Applicant and Community Group Presentations (continued from June 7, 2017)

June 19, 2017: The Baylands City Council Deliberations Process

July 2017 TBD : Council deliberations