

# 1 INTRODUCTION

## 1.1 PURPOSE OF THE PLAN

The Baylands Specific Plan is the product of a multi-year effort to create a regulatory framework for future growth and development within the 684-acre<sup>1</sup> area in the northeastern quadrant of the City of Brisbane known as the “Baylands.” The Specific Plan area addresses the entirety of the Baylands, 548 upland acres, and 136 acres in the Lagoon area including 111 acres of open water in the Brisbane Lagoon. The majority of the Planning Area (88%) is owned by Universal Paragon Corporation (UPC). Preparation of this Specific Plan is a requirement of the City’s General Plan (Policy 329.1, page 238) prior to any development of the Baylands.

As illustrated in Figure 1.1, the total Baylands area extends from Beatty Avenue and Brisbane’s city limit with San Francisco at its northern limit to the southern tip of Brisbane Lagoon. It is bounded on the east by U.S. Highway 101 (U.S. 101) and San Francisco Bay and on the west by Bayshore Boulevard.

The Specific Plan provides a comprehensive land use program for the Planning Area along with goals, policies, and development standards to guide future public and private actions relating to the area’s development, and the creation of a publicly accessible open space system.<sup>2</sup> The Plan also identifies necessary infrastructure and circulation improvements to accommodate proposed growth and a strategy for ensuring proper implementation. The Plan ensures that proposed development is coordinated and occurs in an orderly manner and has been adequately planned. All recommendations are based on prior environmental and economic analyses and, in general, the City’s adopted goals and policies as set forth in the Brisbane General Plan.<sup>3</sup>

<sup>1</sup> Acreage was derived from the ALTA/ACSM Land Title Survey prepared by David Evans and Associates, Inc., October 2000; Sunquest Properties (Universal Paragon) Parcel survey prepared by Brian Kangas Foulk, September 1989; and the LUK 2006 ALTA for the Lagoon subarea.

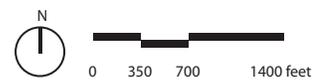
<sup>2</sup> For definitions of “open space” and “open area,” refer to Appendix D, Glossary

<sup>3</sup> One exception to conformance with the General Plan is the Specific Plan’s proposal to allow housing in the northwest quadrant of the Baylands. Rationale for doing so are outlined and described in subsequent chapters. An amendment to the General Plan to permit housing has been filed and is being processed in conjunction with the adoption of this Plan.

This Specific Plan was preceded by a 2006 Draft Specific Plan for the Baylands, which included only the eastern portion of the Baylands, referred to as Phase I. This area was defined as the area east of the Caltrain rail tracks, west of the U.S. Highway 101, and south of Beatty Avenue, including the Brisbane Lagoon. The current Planning Area includes the area previously known as Phase I in addition to the land west of the Caltrain rail tracks to Bayshore Boulevard, south to where they intersect U.S. Highway 101, and north to the San Francisco City Limit.



# 1.1 BAYLANDS AREA



## 1.2 LEGAL CONTEXT

### 1.2.1 Authority to Prepare the Plan

A specific plan is a planning and regulatory tool made available to local governments by the State of California. By law, specific plans are intended to implement a city or county's general plan through the development of policies, programs, and regulations that provide an intermediate level of detail between the general plan and individual development projects. State law stipulates that specific plans, as vehicles for the implementation of the goals and policies of a community's general plan, can be adopted or amended only if they are consistent with the jurisdiction's adopted general plan. Therefore any provision of this plan that is not consistent with the general plan (e.g. the allowance of housing) will need to be rectified through a general plan amendment.

The authority to prepare and adopt specific plans and the requirements for its contents are set forth in the California Government Code, Sections 65450 through 65457. The law requires that a specific plan include text and diagrams specifying:

- The distribution, location, and intensity of land uses, including open space, within the plan area.
- The distribution, location, and capacity of infrastructure, including public and private transportation, sewer, water, storm drainage, solid waste, and energy systems.
- Design standards and criteria for development and use of natural resources.
- An implementation program, including capital improvements plans, regulations, and financing strategies.

A Specific Plan must meet these requirements in order to be considered legally adequate. The Baylands Specific Plan meets all of the requirements of State law. Specifically, *Chapter 4* of the Plan describes the land use concept for the Baylands in both text and maps and defines the concept by means of various land use goals, policies, use regulations, development standards, and design guidelines. In addition, the Plan provides a development program that identifies the types, intensities, and distribution of land uses in the Baylands as well as the form, pattern, and character of development. Since open space is a key component of the land use concept for the Baylands, *Chapter 5* of the Specific Plan deals solely with the distribution and form of this land use, including the conservation, restoration, and enhancement of natural resources.

The Specific Plan also proposes the distribution, location, and capacity of major components of the public and private infrastructure systems for the Baylands, as required by State law. *Chapter 6* of the Plan describes the circulation network required for efficient access and movement of pedestrians, bicyclists, transit and vehicles in and around the Baylands. This includes the specific connections to adjacent systems, improvements to existing facilities, and development of new facilities. Design standards for transportation facilities are also specified as are the required service levels, which are the thresholds that trigger the development of additional facilities. *Chapter 7* of the Plan describes the major components of other infrastructure systems necessary to adequately serve the Baylands in a sustainable manner, including storm drainage, sewer, water and other utilities. As with the circulation network, the Plan specifies the capacity and/or general location of these other utilities.

As noted, *Chapter 4* of the Specific Plan provides detailed land use regulations, development standards, and design guidelines that establish the criteria by which development in the Baylands will proceed. These criteria reflect the intended form, pattern, and character of development in the Baylands and are required by State law to clearly guide future development. *Chapter 8* of the Specific Plan provides a program of implementation measures to assist both future applicants and the City in preparing and evaluating future development in the Baylands. The implementation program includes the key steps necessary to submit and review future development applications, prepare public improvements plans, and approve land subdivision. Finally, *Chapter 9* of the Specific Plan deals solely with the financing programs and mechanisms that facilitate implementation and build-out within the Planning Area. Various methods of financing improvements are provided specific to programs and objectives.

The standards contained in the Brisbane Baylands Specific Plan are enforceable to the same extent as standards contained in zoning regulations and other City codes.

### **1.2.2 Relationship to the General Plan**

Together, the 1994 City of Brisbane General Plan and the Baylands Specific Plan provide a framework to guide future land use and development decisions in the Baylands. The 1994 General Plan, which has not been comprehensively revised since its adoption, establishes goals and policies for development in the City of Brisbane. These goals and policies address community character; local economic development; land use, circulation; open space, recreation and community services; conservation; community health and safety; and housing. The General Plan also includes separate policies for 13 specific subareas, including the Baylands (Policies 328.2 to 373.1).

As required by California Government Code § 65454, the Baylands Specific Plan addresses consistency with the City of Brisbane General Plan. The Specific Plan provides detailed and site-specific policies and regulations that implement the broader Citywide and Baylands-specific goals, policies, and standards of the General Plan. In particular, the Specific Plan fulfills the General Plan's policy requirements pertaining to the planning and development of the Baylands, such as the preparation of a specific plan (see Section 1.3.5 General Plan Submittal Requirements). While the General Plan must always be considered in its entirety because no individual chapter, goal, or policy may supersede another, the major thrusts of the General Plan are summarized below to demonstrate that the Baylands Specific Plan is legally consistent with and serves as an extension of the General Plan. It is also noted that where the current plan departs from the policies established in the General Plan, an amendment to the General Plan will be required alongside the Specific Plan adoption.

The General Plan sets forth a vision for the City of Brisbane that emphasizes the preservation and strengthening of its identity, which is formed in large part by San Bruno Mountain, San Francisco Bay, and the inherent natural beauty of these features. While located in an urban region, the Mountain and Bay separate the City from surrounding communities. Not only do these features create an independent visual identity, but they also cultivate a distinct community, both of which the General Plan seeks to maintain. Environmental protection is central to the General Plan, and this focus is evident in the Land Use and Local Economic Development chapters, which seek to preserve the natural environment while allowing environmentally-sensitive, well-planned development that provides social and economic benefits to the community. The Conservation and Open Space chapter emphasizes the protection of open space resources for environmental preservation as well as recreation. The Conservation and Open Space chapter seeks to expand interaction with the natural environment to increase awareness of its fragility and to promote the judicious use of its resources. Consistent with this environmental focus, the Transportation and Circulation chapter emphasizes a multi-modal transportation system that is oriented to the City's land uses. The General Plan seeks reliable transit service and citywide access for pedestrians and bicyclists while still maintaining acceptable vehicular traffic flow, particularly on Bayshore Boulevard. The Recreation and Community Services chapter emphasizes the provision of facilities and opportunities for the personal growth and enjoyment of residents while strengthening the bonds of community. Finally, the Community Health and Safety chapter addresses natural hazards while identifying the necessary infrastructure and services to support the health and welfare of city residents and workers.

The General Plan policies for the Baylands Subarea expand upon the citywide policies to address the specific conditions of the Baylands. These policies address the nature of development that is permitted—commercial, open space and recreation, and the preservation of views, etc.—as well as the process under which such development may occur. These policies also touch upon important transportation connections, such as the feasibility of extending Geneva Avenue, needed within the Baylands. Open space resources, such as the Lagoon and its wetlands habitat, are also identified, and other policies stress environmental conservation through recycling and energy efficiency. Given the Baylands’ earlier industrial uses and landfill soil conditions, the General Plan includes policies to identify potential hazards, such as hazardous materials, and ensure that future uses mitigate existing and potential dangers.

The Baylands Specific Plan furthers these goals and policies of the General Plan by incorporating its identified principles into the vision and framework. It does, however, depart from the General Plan’s land use allowances that prohibit residential uses and includes residential and mixed-use development in portions of the site. Following the explicit recommendations and more general conservation direction of the General Plan, the Specific Plan provides significant areas of permanently protected open space that are focused upon the Baylands’ sensitive wetland habitats: the Lagoon and the drainage channel corridor. In keeping with the General Plan’s provision for open space, these proposed parks will serve to protect fragile Lagoon habitats, create new habitat, and also provide opportunities for educational interpretation and passive recreation. To strengthen community facilities and thereby community interaction, numerous recreation uses are proposed including passive and active recreation.

The Specific Plan concentrates development in the northern portion of the Baylands to allow Central Brisbane—and its natural setting—to retain the geographically distinct nature and identity that is a goal of the General Plan. To maintain views of the Mountain and the Bay, development is aligned to create view corridors within the site, and development heights are regulated per the General Plan to protect views from Central Brisbane. A range of land uses are proposed in this area, including a range of residential and mixed-use densities, local- and regional-serving retail, flexible office and research and development (R&D) space in a variety of formats, and public and semi-public uses. Detailed development and design standards are included to ensure high-quality developments and to promote compact, walkable districts. Reflecting General Plan subarea policies, development will also be required to meet environmental sustainability standards, including a stormwater infrastructure that is integrated with the site’s existing hydrology and is integrated with a newly-created network

of wetlands. In accordance with the General Plan’s objectives for economic development, commercial development will be balanced with the natural environment while generating local tax revenues and increasing local employment and business opportunities.

To connect the Baylands with the rest of Brisbane, the Specific Plan proposes a transportation system that, in keeping with the General Plan, is designed to comprehensively serve pedestrians, bicyclists, and transit riders in a manner that reflects and supports adjacent land uses. In order to serve vehicular circulation, the Specific Plan also adopts the traffic standards and incorporates roadway improvements outlined in the General Plan. The Specific Plan also plans for all utilities and services needed by the development, and thereby addresses the public health and welfare objectives of the General Plan. As part of permitted development, the contamination of the Baylands will be addressed as required by the General Plan and in accordance with City, County, and State regulating bodies, so that the Baylands may become safely accessible to City residents, workers, and visitors.

In short, the Baylands Specific Plan, taken as a whole, “will further the objectives and policies of the general plan and not obstruct their attainment.”<sup>4</sup> General Plan goals and policies are referenced as appropriate elsewhere in this Plan; for example, these goals and policies are discussed as they relate to land use in Section 4.4 Land Use Consistency. In addition, a detailed analysis of the consistency between the Specific Plan and relevant policies of the General Plan is included as *Appendix A*.

Whereas the prior Draft Specific Plan was consistent with all land uses proposed in the 1994 General Plan, the current 2011 Specific Plan includes a land use—residential—that was not part of the original vision. Prior to the adoption of the Specific Plan, a General Plan amendment permitting housing must be adopted. The General Plan amendment is being processed concurrently with this Specific Plan.

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<sup>4</sup>“The Planner’s Guide to Specific Plans,” State of California, Governor’s Office of Planning and Research, January 2001 Edition, pg. 29.

## 1.3 PLANNING CONTEXT

### 1.3.1 Approach to Planning

The *Design with Nature*<sup>5</sup> approach to environmentally-based planning first pioneered by Wallace Roberts & Todd and Ian McHarg, one of the firm's founding partners, is the conceptual framework used to create the Baylands Specific Plan. The premise is that a systematic understanding of the environmental setting—including natural, cultural, social, and economic factors—is essential to the creation of truly sustainable communities. Using this approach, planning is a cumulative process in which layers of information describing individual factors are combined to create a more comprehensive and complex understanding of the whole. While the natural environment serves as a foundation for subsequent decisions regarding uses and development potential, no single factor works in isolation. Each factor informs and influences the others, resulting in a synthesis of natural and cultural patterns that is the basis for the plan.

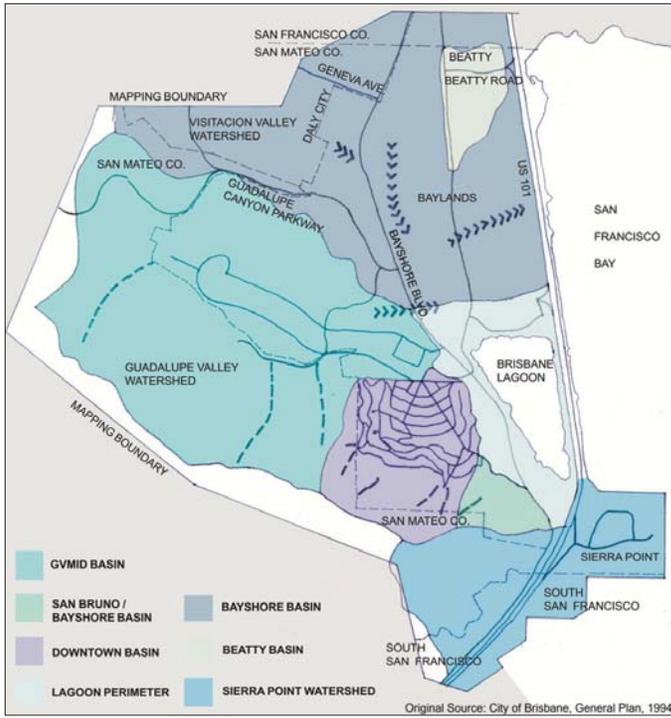
The Brisbane Baylands area is not a blank canvas. The fact that the Baylands is a highly-altered and ecologically-compromised site makes this process all the more complex as the historical conditions that preceded the current state are understood. The most basic site conditions, such as topography, vegetation, and hydrology, have been significantly modified by human activities associated with over a hundred years of use and alteration of the land, including structures and other changes related to industry, rail, petroleum storage, and landfill activities. Brisbane General Plan policies also form part of the planning context, expressing the community's aspirations and expectations for the area. Finally, economic conditions, particularly as they relate to market feasibility, financing, and implementation, represent the final layer that needs to be incorporated to ensure that the plan's vision is a practical reality.

### 1.3.2 Background to the Plan

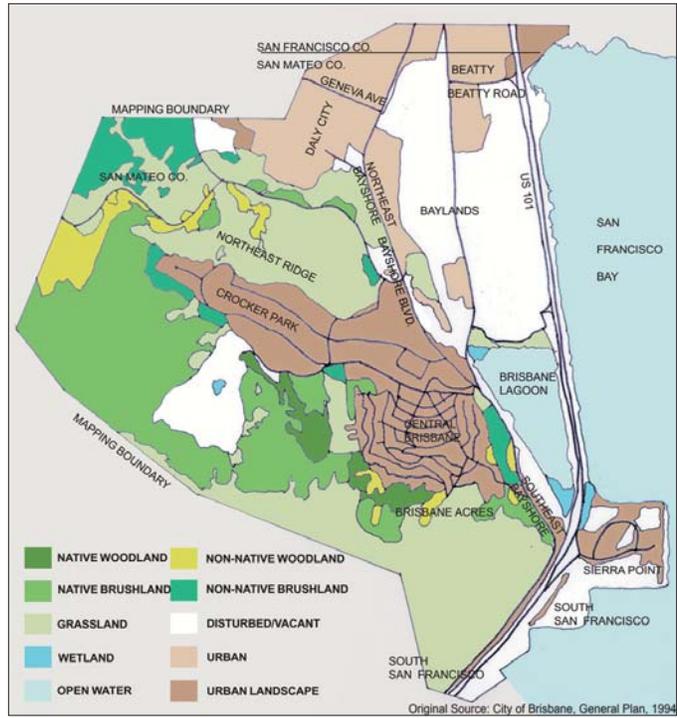
Brisbane's Baylands have played several roles throughout the community's history. Prior to the settlement of Visitacion and Guadalupe Valleys, the area now known as the Baylands was actually part of San Francisco Bay. Located at the outfall for the Guadalupe Valley and the Visitacion Valley watersheds, the Baylands area was a combination of wetlands, estuary fringe and open water that fulfilled important habitat and hydrological functions within the broader ecosystem of the Bay (see Figure 1.2.A: Watersheds).

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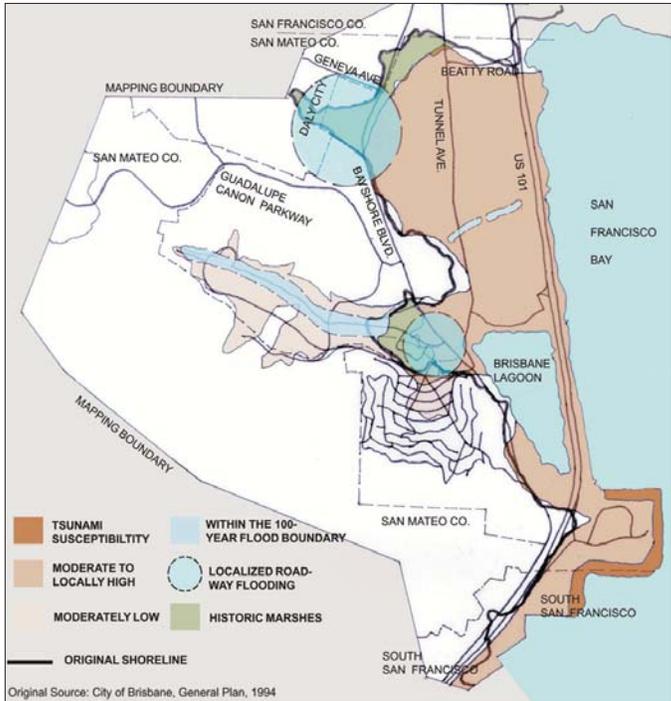
<sup>5</sup>Ian McHarg, *Design with Nature*. New York: The Natural History Press. 1969.



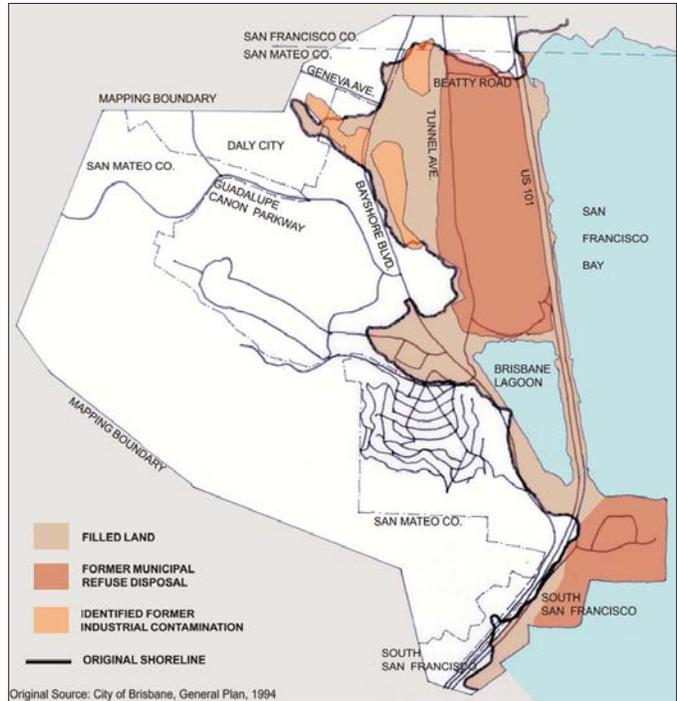
A: Watersheds



B: Vegetative communities



C: Original shoreline wetlands and drainage problem areas



D: Original shoreline and areas of land fill

**Figure 1.2 Site Analysis.**

All plans adapted from the City of Brisbane General Plan 1994.

Not for technical reference.

The Baylands estuary provided habitat to many native species and fertile hunting for pre-Spanish-era Native Americans. The upland backdrop of San Bruno Mountain and the smaller ridges framing Guadalupe and Visitacion Valleys also includes a number of distinctive terrestrial habitats and vegetative communities (see Figure 1.2.B: Vegetative Communities).

When the Brisbane area was first settled, the road that is now Bayshore Boulevard generally followed the historic Bay shoreline, moving over and around the ridges, such as Ice House Hill, that protruded into the Bay. The railroad's construction of the Bayshore Cutoff between 1904 and 1907 was the beginning of a process that would redefine the Bay shoreline, moving it eastward, and in so doing create the Baylands. The railroad causeway, which crossed through the inlet at Visitacion Valley, provided the eastern limit for filling the estuary's wetlands with rubble from the 1906 earthquake, thereby blocking natural stormwater flows through the area. Subsequently, this filled area west of the causeway became the main railyard for freight train activity going in and out of San Francisco until operations ceased in 1960. (See Figure 1.2.C: Original Wetlands.)

Filling of the Bay did not stop with the railyards, however. As early as 1932, San Francisco began using the area east of the tracks as a municipal sanitary fill site. The development of the Bayshore Freeway (U.S. 101) in the mid-1950s established the current edge to the Bay and of bay fill. (See Historical Progression diagram in *Vision & Executive Summary*) After the landfill operation was discontinued in 1967, a cover of soil had been placed over the site, meeting the closure requirements of the time.<sup>6</sup> Except for more recent activities related to soil recycling and filling operations, the area remains largely unchanged since the late 1960s (See Figure 1.2.D: Areas of Landfill). The Baylands was annexed into the City of Brisbane in 1962, shortly after the City's incorporation in 1961. UPC purchased the majority of the Baylands property in December 1989, and has since operated the soil recycling and filling operations and worked to mitigate site contamination.

Through the successive changes to the Baylands over the years, the older portions of Brisbane have maintained an individual identity, largely unaffected by the growth and change of the Bay Area around it. Protected and contained by the landforms of San Bruno Mountain (see Figure 1.3), Central Brisbane retains a typical small-town character, a great source of pride to its residents.

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<sup>6</sup>In order to develop the Planning Area as proposed in the Specific Plan, modified closure that meets current regulatory requirements must be completed. Preliminary closure plans for the Planning Area have been reviewed by the appropriate regulatory agencies, including the San Francisco Bay Regional Water Quality Control Board; and the San Mateo County Health Services Agency. Final approved landfill closure plans will be implemented over the Planning Area in conjunction with the proposed development. .

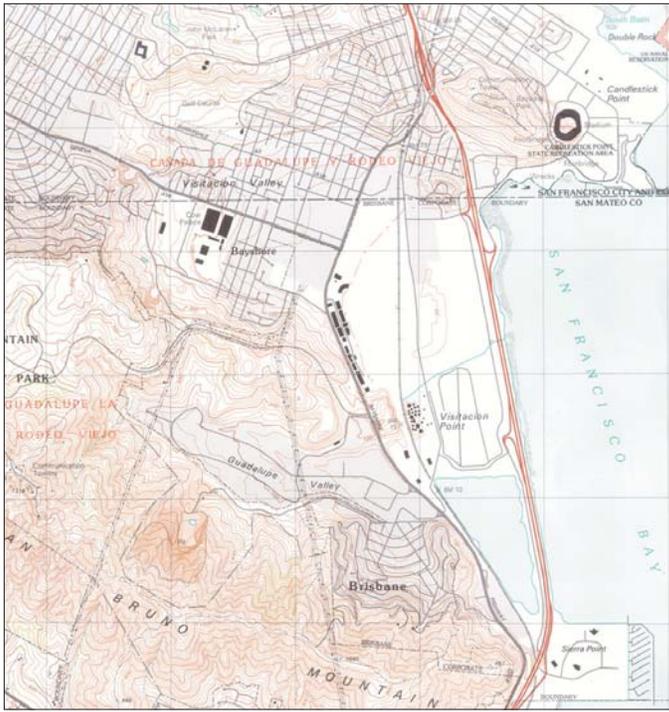


Figure 1.3: Topography

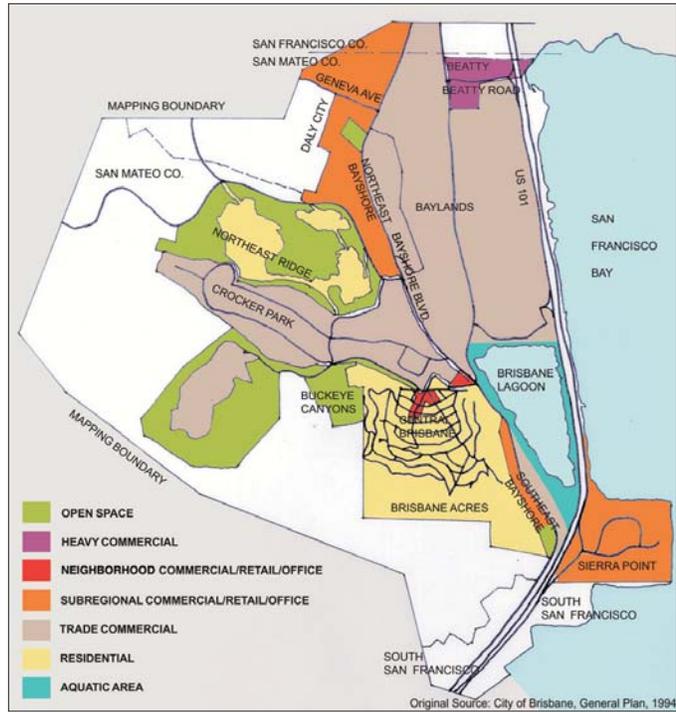


Figure 1.4: Existing land use designations

Note: Plan adapted from the City of Brisbane General Plan 1994. Not for technical reference.

The General Plan designates the majority of the Baylands as a Planned Development with the designation of Trade Commercial (see Figure 1.4). This designation currently allows for land use flexibility and the adoption of a Specific Plan and environmental impact report prior to any development. It also requires a minimum of 25% of the land be kept as Open Space/ Open Area. A Specific Plan adds specificity to the designation, identifying the key elements, including circulation, open space, and infrastructure necessary to accommodate a mix of viable land uses. The Trade Commercial designation currently applied to the Baylands site does not allow residential development. A general plan amendment to the Baylands Planned Development (PD)- Trade Commercial will therefore be required. The current proposed new land use designations are described in detail in *Chapter 4: Land Use and Community Design*.

Although the 1994 General Plan has not been comprehensively updated, the draft 2006-2014 Housing Element Update was prepared in 2009 for review by the State of California. The Housing Element is part of the City’s General Plan, and specifically addresses the housing needs with respect to the other General Plan elements. Consistent with the goals of the 1994 Plan, and the previous housing element, the Housing Element furthers the focus on sustainable development, with special emphasis on minimizing greenhouse gas reduction through the reduction of vehicle trips. It demonstrates how Brisbane can accommodate its share of the regional housing need by identifying sites and densities that will further this aim.

Densities are recommended to be a minimum of 20 units per acre. New housing also should be provided in a range of affordability options for all those working in Brisbane. Although the Baylands was not identified as a key site, the goals of the Housing Element are addressed through the compact, sustainable development that is central to the Specific Plan.

### 1.3.3 Market Research Inputs to Land Use

The selection of land uses on the Baylands is based in part on an overview of current and projected long-range market conditions on the San Francisco West Bay Peninsula conducted by Economics Research Associates (ERA) and more recently by Economic and Planning Systems (EPS). Market projections indicated that within a long-range, 30-year time horizon, any of the land uses proposed could be developed on the Baylands. Hotel, office, retail, high-density residential and various forms of R&D/biotech space could generate healthy land values in future years. However, at present, market conditions are relatively depressed for many of these uses, although there is currently a strong pent-up demand for appropriately sized and priced housing throughout the Bay Area. Residential uses have been added in the proposed Plan to address this demand. The 1994 General Plan policy 330.1, prohibits housing on the Baylands due to concerns over the potential public health risk associated with the historic contamination of the site. Remediation that will occur prior to housing development will address this contaminated condition in accordance with City, County, and State standards for residential uses. Adoption of the Specific Plan will replace the zoning of the site, and the concurrent proposed General Plan Amendment would remove the restriction of residential development.

Based on market conditions, regional-serving retail concepts provide the best opportunity for meeting shared City and landowner objectives for development that will generate positive economic benefits. In the very near term, various forms of freeway-oriented, regional-serving retail would have market support. At this time, the Specific Plan allows for the development of regional-serving retail, including various mixed commercial uses, and large format retail. Other commercial uses that may be absorbed in the mid-term include various formats of office, flex office, and R&D office space.

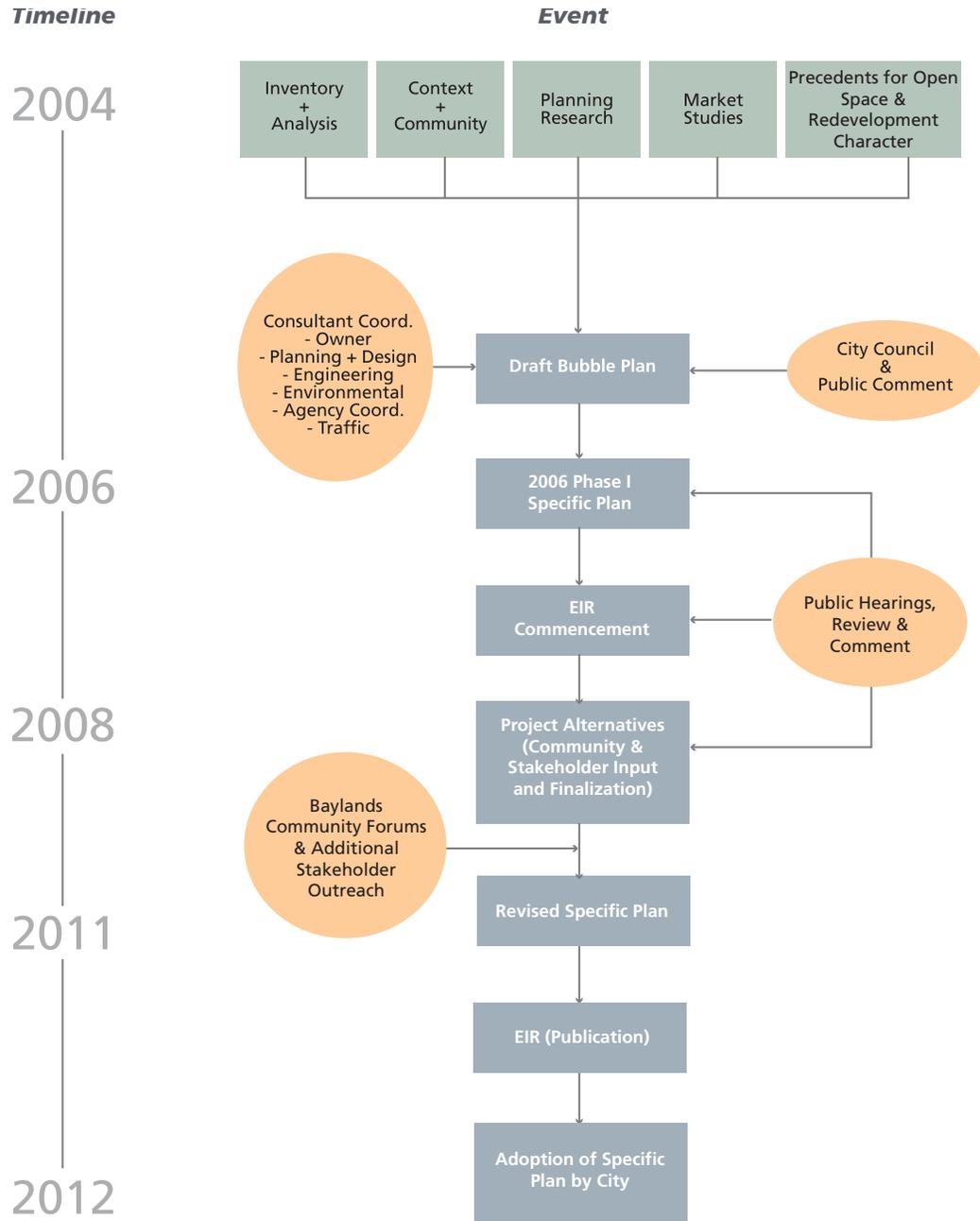


Figure 1.5: The Baylands Specific Plan Process

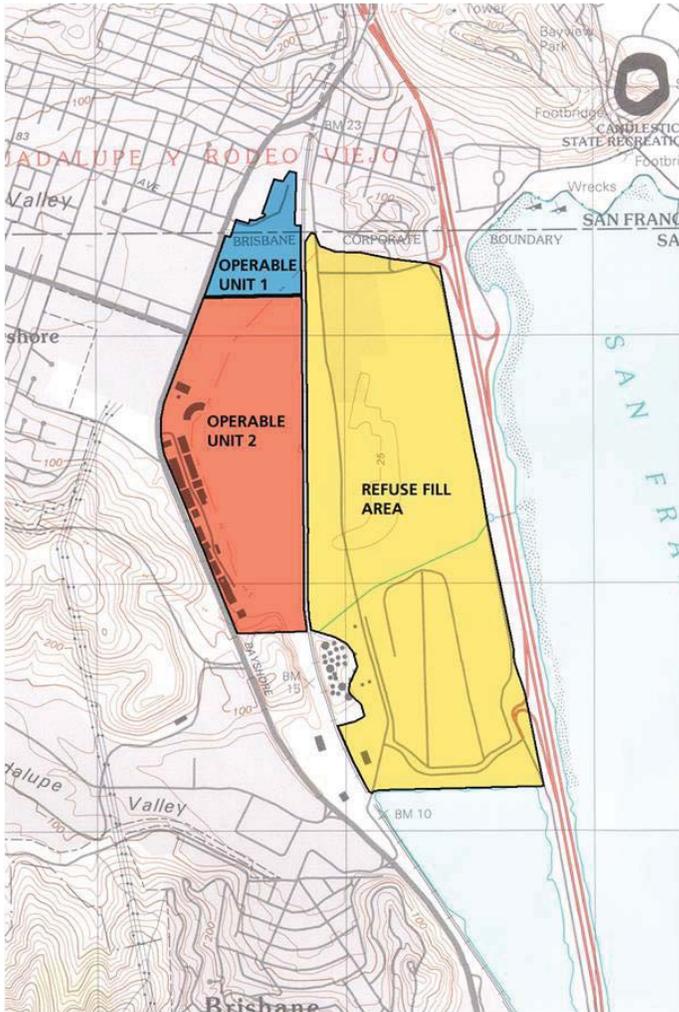
### 1.3.4 Planning Process

The preparation of the Specific Plan has been a multi-year process. The present Specific Plan is a continuation of the Phase I Draft Specific Plan which focused on the 446-acre eastern portion of the Baylands. That Specific Plan was not adopted in that form; instead this current plan has built upon its foundation.

As illustrated in Figure 1.5, the 2006 Phase I Specific Plan entailed a series of steps beginning with a comprehensive analysis of the site, its context, the Brisbane General Plan, other related planning documents, and market conditions. Concepts were developed in conjunction with General Plan goals, the landowner's goals, market conditions, and meetings held with concerned agencies. Public presentations, including one on the "Draft Bubble Plan", were made to the Brisbane City Council. The concepts for the Specific Plan were refined based on City Council and public feedback and in coordination with the technical expertise of civil engineers, transportation engineers, biologists, environmental consultants, economists, and hydrologists. After receiving further Council and public comments on the Preliminary Draft Specific Plan, the 2006 Phase I Specific Plan document was finalized.

The 2006 Phase I Specific Plan was the result of numerous City Council- and landowner-sponsored workshops on the Baylands addressing brownfields development, sustainability, and urban design. Community input was gained and incorporated into the plan. The City of Brisbane also hired an independent consultant to review and evaluate existing and planned remediation activities within the Baylands.

The Brisbane community continued to be engaged in the planning process since 2006. Various platforms have been provided to the community to provide input on the Specific Plan. On average, between 12 to 15 meetings, open to the public have been held each year since 2006. These meetings have taken place in the form of workshops, round table discussions, planning sessions, open house meetings and informational presentations from nationally renowned experts, to gain further understanding of City of Brisbane residents' goals and aspirations for the Baylands. Community input has been incorporated into the goals and vision of the current plan. The 2011 Specific Plan considers public input and incorporates changes to adjust for evolving market conditions, more detailed study and understanding of geotechnical and infrastructure realities and costs, and innovation in technology and sustainable design.



**Figure 1.6: Site Contamination Reference Zones**

Southern Portions, or Operable Unit 1 and Operable Unit 2 (OU-2), based on the type and nature of contamination. The State's Department of Toxic Substances Control (DTSC) oversees Operable Unit 1, which contains volatile organic compounds (VOCs). A pump and treat system has been in place in this area since 1995 that has greatly improved groundwater conditions. Groundwater continues to be monitored through quarterly reports to DTSC. A RAP will need to be reviewed and approved by DTSC. Operable Unit 2 contains Bunker C fuel oil and heavy metals (primarily lead). The remediation strategies for this portion include the monitoring of groundwater and surface water quality, which is reported to the San Francisco Bay Regional Water Quality Control Board (SFBRWQCB). Both Bunker C oil and lead have low solubility and mobility, so a capping strategy has been approved in the RAP for OU-2. Capping, or another strategy to be defined in the RAP, will be implemented to prevent human contact and future groundwater contamination. Continued implementation of these remediation measures and monitoring by County and State agencies according to the RAPs will render the site suitable for residential development.

### 1.3.5 Contamination and Remediation

As a result of its industrial past, the Baylands contains or previously contained polluting substances that present remediation challenges to certain forms of development. Residential uses were never considered for the site due to unknowns about remediating this contamination. Typically, residential uses require the lowest amount of contamination and the highest levels of remediation. The 1994 General Plan and subsequent plans have prohibited residential uses on the Baylands in part because of safety concerns due to contamination on the site. Since UPC's acquisition of its properties in the Baylands, several strategies have been underway to allow various types of development to occur including housing in specific areas. Both the State of California and San Mateo County provide regulatory oversight for these measures. Currently, these agencies continue to monitor the site and will oversee remediation techniques and results in accordance with the Remedial Action Plans (RAPs).

The Western half of the Baylands was contaminated during the occupancy of the Southern Pacific Railyards between 1914 and 1960. It has been divided into the Northern and

The Eastern half of the Baylands was contaminated from 1932 to 1967, when this area was occupied by the Brisbane Landfill. As previously mentioned, the landfill was subsequently buried with a cover of soil approximately 20–30 feet deep over the site to prevent future contact with contamination. Some methane gas production remains, but is diminishing over time. Currently, emitted methane gas is collected through wells and piping and burned periodically in a flare. The San Mateo County Health Services Agency oversees the site, as well as the SFBRWQCB. Groundwater/leachate and stormwater quality is monitored regularly at well and outfall locations and reported to the SFBRWQCB.

Remediation efforts will continue to be incorporated as a long-term element of the Brisbane Specific Plan. Additionally, development will be reviewed with regard to contamination throughout the build-out of the Planning Area. Any form of development must comply with the standards of remediation and on-going monitoring mandated by the applicable federal, state and regional control agencies associated with each specific land use. Development will not be approved if the land is not deemed safe for public use per any land uses proposed in the Plan.

### 1.3.6 General Plan Submittal Requirements

As previously noted, the Brisbane General Plan sets forth specific requirements related to the planning and development of the Baylands. Specifically, Policy 329.1 requires that the City:

*Adopt one or more Specific Plans and accompanying environmental impact reports prior to any development of the subarea [i.e., Baylands].*

In addition, Policy No. 329 states that:

*“Prior to or in conjunction with the first Specific Plan for the Baylands subarea, a Concept Plan shall be submitted, which shows the disposition of the entire site. The Concept Plan shall include the following:*

- 1. an overall conceptual plan, illustrative in nature, showing uses and locations by means of bubble and schematic diagrams with an accompanying text;*
- 2. a general description of conceptual uses, densities, intensities and locations consistent with the adopted General Plan;*

*3. a listing of responsible State, Federal or local agencies which have jurisdiction over the development of the site in the manner contemplated by the Concept Plan and a description of the studies to be conducted and the issues to be resolved with such agencies.”*

This Specific Plan, prepared in accordance with the provisions listed above, fulfills the requirements of the Concept Plan.

## 1.4 ORGANIZATION OF THE SPECIFIC PLAN

The Specific Plan is organized to provide a step-by-step understanding of the plan’s components and the rationale behind its policy recommendations, design concepts, and implementation measures. The first two chapters are primarily descriptive, outlining the plan, the planning context, and the existing setting. *Chapter 3* presents the long-range sustainable development framework for the Baylands. The goals, policies, standards, guidelines, and implementation measures that will regulate future development in the Specific Plan area are presented in subsequent chapters organized to correspond to planning categories established by City and State general plan guidelines.

Chapters in the Specific Plan include:

**Vision & Executive Summary** – provides an overview of the Plan’s goals and objectives, including the land use program and development potential of the area, the public open space concept, and the circulation and infrastructure requirements to implement the Plan.

1. **Introduction** – establishes the broad purpose of the Specific Plan as a guiding framework for improvement and growth within the Baylands, describes the legal context for the plan including environmental review, summarizes the general conditions and sequence of events leading up to the plan’s preparation and submission, and describes the Plan’s relationship to the General Plan.
2. **The Planning Area** – describes the Planning Area and its relationship to the surrounding context. This chapter describes the character of the Planning Area and surroundings, land ownership patterns, and key environmental factors that influence the plan’s form and policies.
3. **Sustainability Framework**– describes the overarching approach to sustainability and the elements that have been incorporated into the plan to carry out the Specific Plan objectives. This includes compact development, transit accessibility, ecology and open space, alternative energy strategies, green building, and other sustainable infrastructure elements.

4. **Land Use and Community Design** – describes the overall land use and development concept for the area, including the specific land use goals, policies, and regulations that apply to the Planning Area. The overall development program—including the types and intensities of land use and the form and pattern of new development—and the community design principles and goals, development standards, and design guidelines for development are also described.
5. **Conservation and Open Space** – describes the open space system and its primary components, including the creation and conservation of ecological resources, such as woodlands, meadows, and wetlands, and the incorporation of windrows, groves, and land form elements within this realm. Open space also includes urban parks and recreational space within the development. These recommendations link to elements of other sections, including landscaped areas, stormwater management, and energy conservation overall.
6. **Circulation** – describes the circulation network and identifies the components and design standards required for safe, efficient access and movement of pedestrians, bicyclists, transit, and vehicles in and around the Planning Area, including connections to adjacent systems, improvements to existing facilities, and development of new facilities.
7. **Utilities and Services** – describes the infrastructure and service improvements necessary to provide adequate sewer, water, storm drainage, emergency response, and other utilities and services to the new Baylands development using integrated stormwater management and other sustainable technologies wherever possible.
8. **Implementation** – describes steps that must be taken to implement the Plan, including development approval procedures and capital improvements.
9. **Public Facilities Financing** – identifies public improvement costs and potential sources of funding and cost sharing.

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