ATTACHMENT C

BLANK

RESOLUTION GPA-1-19
A RESOLUTION OF THE PLANNING COMMISSION
OF THE CITY OF BRISBANE
RECOMMENDING THAT THE CITY COUNCIL
ADOPT THE AMENDMENT UPDATING CHAPTERS II,V,VI, AND XII OF THE GENERAL PLAN TO INCOPORATE THE PROVISIONS OF PREVIOUSLY ADOPTED CASE GP-1-18 AND ENSURE INTERNAL GENERAL PLAN CONSISTENCY

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

WHEREAS, on July 18, 2018 the Brisbane City Council adopted Resolution 2018-63 directing that GP-1-18 be submitted to the voters on November 6, 2018 and providing that GP-1-18 would not be effective unless and until it was approved by the voters, and

WHEREAS, On November 6, 2018 Ballot Measure JJ approving GP-1-18 was approved by Brisbane voters by a 55%-45% margin; and

WHEREAS, Resolution 2018-62 directed staff to prepare for Council's consideration any other amendments to the General Plan as may be needed for implementation of GP-1-18; and

WHEREAS, Revisions to Chapter II (Planning Area), Chapter V (Land Use), Chapter VI, (Circulation) and Chapter XII (Policies and Programs by Subarea) of the General Plan are required to fully incorporate GP-1-18 into the General Plan and eliminate potential internal inconsistencies resulting from adoption of GP1-18; and

WHEREAS, Level of Service (LOS) standards for intersections established in the 1994 General Plan will be exceeded due to regional background traffic growth and changes to these standards are necessary to achieve consistency with GP-1-18 and other development envisioned under the General Plan Land Use Element; and

WHEREAS, Given the passage of time since the General Plan was adopted in 1994 there is information in the Plan that does not accurately reflect current conditions and non-substantive changes are propped for improved clarity and accuracy; and

WHEREAS, on July 18, 2018 the Brisbane City Council adopted findings demonstrating that the Brisbane Baylands Final EIR was prepared in accordance with the provisions of CEQA and a Final Program EIR was certified for GP-1-18; and

WHEREAS, the proposed General Plan Amendment implements GP-1-18 related to the Baylands and Beatty General Plan Subareas and Bayshore Blvd; and

WHEREAS, environmental documentation undertaken for the proposed General Plan amendment demonstrates that none of the conditions described in CEQA Guidelines §15162 calling for preparation of a subsequent EIR have occurred; and

WHEREAS, pursuant to the requirements of CEQA Guidelines §15164, an Addendum to the certified Final EIR for the Brisbane Baylands has been prepared;

WHEREAS, notices of public hearings were posted and mailed to property owners of the subject properties and within 300 feet of the boundaries of the subject properties, per BMC Section17.54.020 prior to the Planning Commission hearing; and

WHEREAS, on September 26, 2019 the Planning Commission conducted a public hearing on the proposed general plan amendment, at which time any person interested in the matter was given the opportunity to be heard.

NOW, THEREFORE, based upon the evidence presented, both written and oral, the Planning Commission of the City of Brisbane hereby RECOMMENDS that the City Council approve the proposed Addendum to the Brisbane Baylands Final EIR and adopt the attached amendments to the adopted General Plan.

ADOPTED this 26th of September 2019 by the following vote:

AYES:
NOES:
ABSENT:

_____
Pamala Sayasane,
Chairperson

ATTEST:

_____
JOHN A. SWIECKI, Community Development Director

Includes Updates Adopted by City Council in January 2018
Resolution 2018-01
and
July 2018
Resolution 2018-63

CHAPTER II

THE PLANNING AREA

Physical Setting

Demographic Setting

THE PLANNING AREA

Chapter Index

Page

CHAPTER II

THE PLANNING AREA

II.1 PHYSICAL SETTING

The City of Brisbane is located in northern San Mateo County, bordering the City and County of San Francisco to the north, the City of Daly City to the northwest, the City of South San Francisco to the southeast, and unincorporated lands of San Mateo County to the south and west.

The ridgeline of San Bruno Mountain defines the southerly and westerly limits of the plan area and contains the extreme upper slopes of the watersheds within the plan area. The slopes of San Bruno Mountain not only provide the aesthetic setting for the City, but the geologic, hydrologic and biologic conditions on upper slopes influence potential development on lower slopes and valleys.

The area encompassed by the General Plan includes properties within the City limits and properties within the boundaries of the City's Sphere of Influence. A Sphere of influence boundary designates the ultimate service area of the city.

The plan area is further divided into subareas as depicted in Figure II-A. As shown in that figure, 12 of the General Plan's 14 subareas are within the City limits and 2 are within the City's sphere of influence as shown below:

Subareas Within Brisbane's City Limits

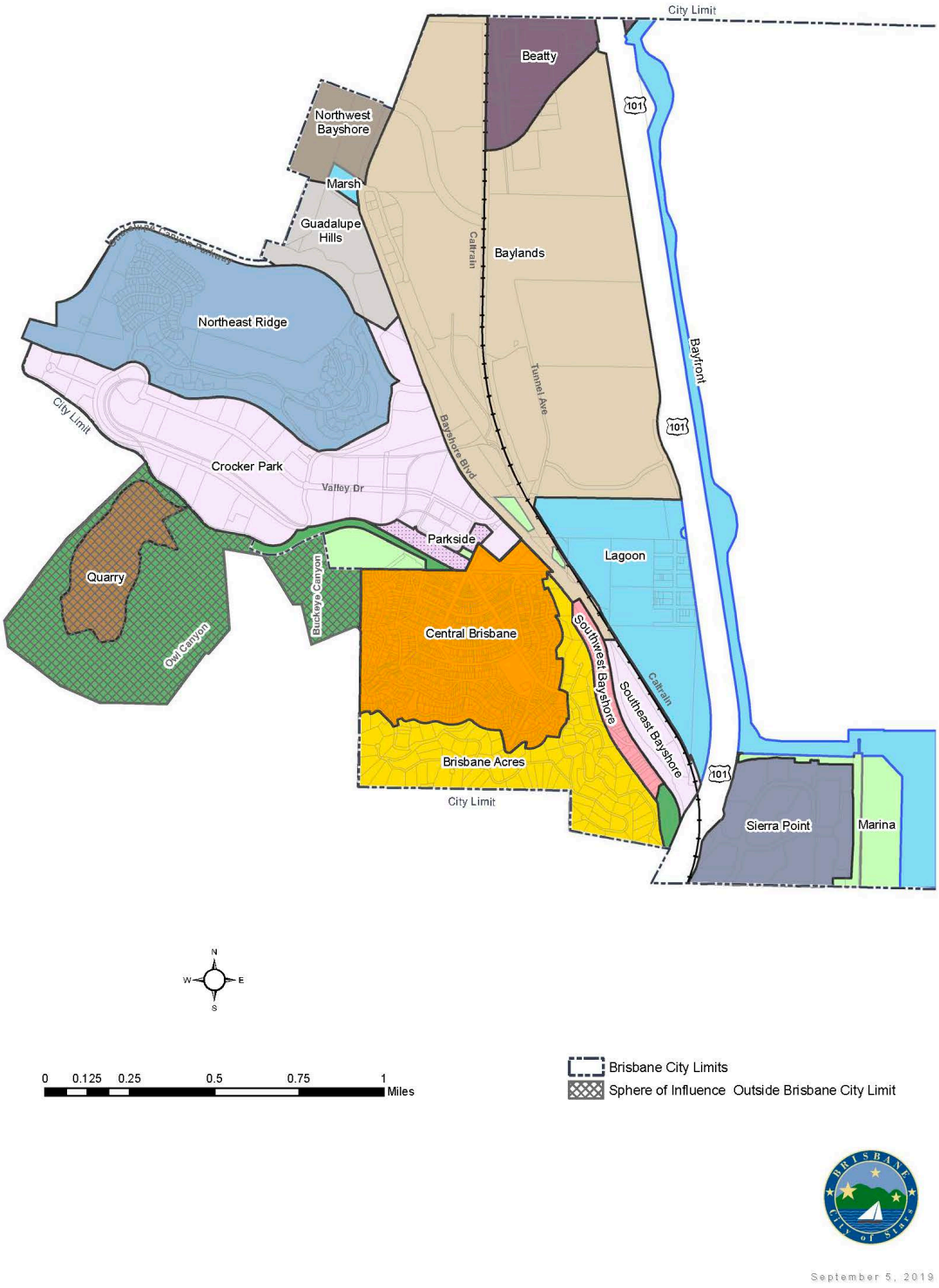
- Sierra Point
- Southeast Bayshore
- Southwest Bayshore
- Brisbane Acres
- Central Brisbane
- Parkside Area
- Crocker Park
- Northeast Ridge
- Northwest Bayshore
- Guadalupe Hills
- Baylands
- Beatty

Subareas Within Brisbane's Sphere of Influence:

- Owl and Buckeye Canyons
- Quarry

This page intentionally left blank.

Figure PA - 1: General Plan Subareas



This page intentionally left blank.

Sierra Point

Across Highway 101 at the southern extreme of the City is Sierra Point, an approximately 104 acre peninsula. The Sierra Point subarea was planned for and is mostly developed with office, research and development and hotels along with a 30 acre municipal marina. Another approximately 24 acres of the Sierra Point peninsula lie in South San Francisco and shares freeway access with Brisbane's Sierra Point subarea. The site is an engineered sanitary landfill for which methane gas and air and water quality monitoring are conducted on an ongoing basis. Privately owned parcels range from approximately 3 to 10 acres in size. Construction at Sierra Point began in the 1980s, and as of 2019, all parcels, except the 6 acre master planned hotel site adjacent to the Marina, have either been developed or are actively engaged in permitting for development. All improvements have been designed to address the requirements of landfill development, including the potential for liquefaction and intense ground-shaking during earthquakes. There is a theoretical potential for tsunami run-up on Sierra Point, although a wave of the magnitude necessary to affect the subarea has never been recorded, and the probability of such a wave is once every 200 years.

Sierra Point's self-contained storm drainage system, major roads, landscaping and utility lines are all in place. Utility lines serving individual structures and associated site improvements are installed as each parcel is developed. Development on Sierra Point is guided by the Sierra Point Design Guidelines.

The Brisbane Marina, owned and operated by the City and supported by berthing fees, contains a 567 berth harbor, a public fishing pier, a picnic area, two restroom buildings and the Harbormaster's building. Sierra Point's 100 foot wide shoreline band is regulated by the Bay Conservation and Development Commission (BCDC). Any improvements within this area must provide public access to and protection of the Bayfront. Dredging is required at approximately 15 year intervals to maintain the depth of the Marina. A landscaped trail along the shoreline, a par course and the picnic area at the southeast corner of the subarea, the fishing pier at the northeast corner and a yacht club at the Marina provide recreational facilities. Enjoyment of the facilities on Sierra Point is enhanced by scenic views of San Francisco, San Bruno Mountain and the surrounding Bay Area.

Access to Highway 101 southbound from Sierra Point requires an approximately 1 mile drive north on Sierra Point Parkway along the Lagoon to gain access to a freeway on-ramp. Likewise, access to Sierra Point from southbound Highway 101 is gained using the same route. Traffic on Highway 101 generates a noise contour of Community Noise Equivalent Level (CNEL) 65 dB or more across Sierra Point within approximately 1500 feet of the freeway.[1]

Southeast Bayshore

This subarea contains lands east of Bayshore Boulevard, west of the CalTrain Railroad tracks and south of Tunnel Avenue. The subarea is a business park of approximately 17_acres and is largely built out with warehouse structures.

Heavy landscaping and grade elevation differences along Bayshore Boulevard screen most of the structures in the business park. However, from Lagoon Way and Sierra Point Parkway, the rear of the buildings are visible. Traffic along Bayshore Boulevard and Highway 101, along with railroad operations generates a noise contour of CNEL 65 dB or more across the entire subarea.

Susceptibility to seismically induced landslides ranges from low to moderate-to-high.(2) The portion of the subarea that is landfill is subject to liquefaction and very intense ground-shaking during earthquakes.(3)

Southwest Bayshore

Southwest Bayshore comprises the hillside area of the lower flank of San Bruno Mountain immediately west of Bayshore Boulevard, south of Old County Road and extending to the south to South San Francisco. Most of the subarea consists of the unrecorded subdivision known as the "Highway Lots." It is developed with a mix of uses, including a mobile home park, a liquid petroleum gas retail facility at the corner of Bayshore Boulevard and San Bruno Avenue, individual sales and service businesses under various private ownerships, and single-family residences.

The steeply sloped hillsides in the subarea are susceptible to landsliding and erosion, and present some risk of wildland fires. They are within the jurisdiction of the San Bruno Mountain Area Habitat Conservation Plan and are subject to restrictions to protect endangered species' habitat. A portion of the subarea adjacent to Bayshore Boulevard has a moderate-to-high susceptibility to liquefaction during an earthquake.

The entire subarea is within the CNEL 65 dB noise contour generated by the traffic along Bayshore Boulevard. Because of the shallow depth of the frontage of the lots fronting Bayshore Boulevard, access to the street and off-street parking are difficult to accommodate.

Brisbane Acres

The Brisbane Acres are located immediately south and east of Central Brisbane on the steep upper slopes of San Bruno Mountain west of the Southwest Bayshore subarea. During the 1930s, this subarea was divided into 112 numbered lots, which were subsequently sold to individual owners by metes and bounds descriptions. The subdivision was never recorded, and no streets or utilities were provided to service the area.

Many of the upper Brisbane Acres lots have been obtained by the City of Brisbane for dedication to open space, due to their endangered species habitat value. Development is generally confined to the lower elevations east of Central Brisbane and, to a lesser extent, to lots bordering on the uppermost streets at the southern edge of Central Brisbane. Many of the older homes are accessed via shared private driveways, which poses constraints on additional future development, especially for those lots farthest away from city infrastructure.

As of 2019, most of the Brisbane Acres subarea remains undeveloped, inaccessible, and without infrastructure. The terrain is very steep, with slopes well over 40% in much of the subarea.

Intermittent streams are found in some canyons. Informal trails through the Brisbane Acres link Central Brisbane with the San Bruno Mountain State and County Park and provide recreational hiking opportunities and panoramic views of the Bay Area.

The Brisbane Acres include habitat for rare and endangered species, including three butterfly species, the Mission blue, San Bruno elfin and Callippe silverspot, and plants such as Collinsia franciscana and Helianthella castenea. The Brisbane Acres lie within the jurisdiction of the San Bruno Mountain Area Habitat Conservation Plan (HCP). The HCP specifies that if the Brisbane Acres are developed, at least 40% of the area must be conserved as endangered species' habitat.

Several portions of the Brisbane Acres are considered high-to-extreme fire hazard areas due to steep slopes, wildland vegetation and inaccessibility. The soil in the Brisbane Acres is subject to slippage and a high-to-very-high-rate of erosion. While susceptibility to non-seismically induced landslides is generally low, two areas near Bayshore Boulevard are highly susceptible to such landslides. Susceptibility to seismically induced landslides is moderate for most of the subarea and high in roughly the same two areas near Bayshore Boulevard. Some portions of the subarea experienced debris flows during the 1982 fifty year storm. The eastern portion of the Brisbane Acres within 300 feet of Bayshore Boulevard is within a CNEL 65 dB noise contour generated by the traffic on the roadway. At the southeastern corner of the subarea, noise from Highway 101 generates noise contours of CNEL 65 dB or more within 1,400 feet of the freeway.

Central Brisbane

Central Brisbane contains the primary residential area of the City. It also serves as the town center, with businesses along Visitacion and San Bruno Avenues, the Brisbane Village Shopping Center, post office, a library, a community center and three churches. An elementary school, middle school and pre-school provide facilities such as playgrounds, playing fields, a gymnasium and indoor space for public meetings and events. Numerous trees enhance the natural beauty of the subarea. The Community Park, several mini-parks, walkways and natural canyons, some with intermittent streams, provide open space, pedestrian access and recreational opportunities for residents.

This subarea rises from what was originally the shoreline of the Bay to more than halfway up the northeastern slope of San Bruno Mountain to an elevation of approximately 350-400 feet above sea level. Vacant parcels are scattered throughout.

Two intersections at Bayshore Boulevard provide access and egress for Central Brisbane: Old County Road and San Bruno Avenue. Within Central Brisbane, several streets are dead-ended. Bottlenecks due to narrow street width and on-street parking constrict traffic at numerous points throughout the area. This problem is particularly prevalent on the upper hillsides, where the streets' narrow widths, steep slopes and sharp curves make emergency vehicle access difficult and the homes interface with wildland vegetation.

Aging sewer lines in Central Brisbane present ongoing maintenance problems due to root intrusion, joint separation and sagged pipes. Joint separation in steep terrain is also reported for

the storm drain system. Private sewer laterals that traverse private properties continue to present maintenance problems.

Soils in Central Brisbane are subject to a moderate-to-high rate of erosion, with erosion and slippage potential increasing on the steeper slopes. Susceptibility to non-seismically induced landsliding in most of the subarea is low, increasing in steeper terrain. The subarea's susceptibility to seismically induced landsliding ranges from high in portions of the upper slopes to very low at the base of the bowl, with a larger area in the middle elevations where susceptibility to such landsliding is moderate. The base of the subarea is subject to liquefaction and intense ground-shaking during earthquakes.

Although residential areas, particularly on the hillsides, are generally quiet, noise contours of CNEL 65 dB within 250 feet of Bayshore Boulevard are generated by traffic on that roadway and affect the extreme northeastern corner of the subarea.

There are many existing zoning nonconformities, such as buildings that do not meet current setback or parking requirements and residential densities that do not comply with current zoning regulations. The great variety of building styles and site improvements contribute to the unique character of the area. Several of the commercial buildings downtown are deteriorated. Many are not used commercially.

Parkside Area

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

Crocker Park

Crocker Park, a 264-acre business park, is located northwest of Central Brisbane. It was developed beginning in the 1960s and it was designed by architect Lawrence Halprin as the first garden-style industrial park in the United States, Crocker Park was annexed to the City of Brisbane in 1983. The Technology Park, north of Guadalupe Canyon Parkway, was added to the subarea in 2017. Crocker Park contains various warehousing, research and development, distribution, service, manufacturing and offices uses and is an important employment center and revenue source for the City.

There is almost no vacant land left in Crocker Park to develop, although there is potential for existing structures to enlarge and businesses to intensify. Most of the railroad spurs that traverse

the Park have been converted to walking trails. Landscaping, a key element to the Park's character, is now mature.

Crocker Park is served by the Guadalupe Valley Municipal Improvement District (GVMID) water distribution system. A water tank was constructed in 1998 to provide adequate storage to meet fire protection standards and serves both the Northeast Ridge and Crocker Park. The "2017 Water Master Plan" reported that there were no fire flow deficiencies in Crocker Park. The Park is also served by the GVMID drainage system. Localized flooding in the area of Valley Drive and Bayshore Boulevard has been known to occur during heavy rains and high tides. The eastern portion of Crocker Park is subject to liquefaction and very intense ground-shaking during earthquakes.(4)

Noise contours of CNEL 65 dB or more within 200-250 feet of Valley Drive and North Hill Drive are generated primarily by the truck traffic associated with warehouse and distribution operations and the nearby Quarry. Traffic on Bayshore Boulevard generates noise contours of CNEL 65 dB or more within 225 feet of the roadway.

Northeast Ridge

The Northeast Ridge of San Bruno Mountain lies directly north of Crocker Park. It was annexed by the City in 1983. The property owners, Southwest Diversified, Inc., were granted approval for a planned development of 579 residential units in 1989. That plan was later modified to preserve more butterfly habitat area, after the listing of the Callippe silverspot butterfly as an endangered species. The mix of residential units was revised, and the total number of units was reduced to 499 housing units, comprised of 125 detached single family residences, 160 townhomes and 214 stacked flats. Development of the homes was completed in 2015.

This subarea has scenic views of San Bruno Mountain, the Bay and surrounding areas. It lies within the boundaries of the HCP and contains rare and endangered species habitat. The Northeast Ridge development project was designed so that land not devoted to housing is kept as open space and is Conserved Habitat

The soil on the Northeast Ridge is subject to slippage and a high-to-very-high rate of erosion. These factors have been taken into consideration in designing the grading program for the project. The subarea has a low susceptibility to non-seismic landslides and contains some areas of high and moderate susceptibility to seismically induced landslides. A portion of the southern end of the subarea is subject to intense ground-shaking during earthquakes. During the 1982 storm, one area on the Northeast Ridge experienced debris flow. These potential hazards have also been considered in the engineering for the Northeast Ridge development project. There is some risk of wildland fires, which are supportive of the habitat, and the development was designed to permit wildland fires within the Conserved Habitat yet protect the residential community.

Traffic on Guadalupe Canyon Parkway to the north and Valley Drive to the south generates noise contours of CNEL 65 dB along the outer edges of this subarea.

Northwest Bayshore

The Northwest Bayshore subarea includes approximately 32.5 developed acres primarily occupied by Pacific Gas and Electric Company (PG&E) Martin Substation and the small private commercial development of the historic 7 Mile House. The Martin Substation includes a mix of PG&E power transmission facilities as well as offices, warehouse and service buildings, most of which is located behind a concrete block wall along the Bayshore Boulevard and Geneva Avenue frontages. The 7 Mile House site is less than 5,000 square feet in size and includes the 7 Mile House Bar and an automotive service station. Historically, dating back to the mid 1800's, the 7 Mile House served as a stagecoach stop for travelers along the old Bayshore Highway, between San Francisco and points south on the peninsula.

At the southern edge of this subarea is the wetland marsh and storm waters may cause flooding along Bayshore Boulevard primarily due to the inadequate capacities of an old, heavily sedimented brick arch sewer under Bayshore Boulevard (see Guadalupe Hills subarea for further discussion, below).

Soils and groundwater on the PG&E properties have been contaminated by materials, polycyclic aromatic hydrocarbons (PAHs), generated by the San Mateo Power Company gasification plant that reportedly operated from 1905 to 1913, to manufacture gas from oil. The gas plant was dismantled in 1916 and the Martin Substation was built beginning in 1922. Although, to some degree, contamination would have been known over the years, it wasn't until the early 1980's that subsurface investigations were conducted to delineate the nature and extent of contamination. With oversight by Department of Toxic Substances Control (DTSC), the site was divided into two operable units in 1993, with Operable Unit (OU) – 1 being in Daly City and OU-2 being within Brisbane. The Remedial Action Plan (RAP) for OU-1 was approved by DTSC in 1993 and the RAP for OU-2 was approved in 1998. Remediation activities, including removal of contaminated soil from a number of areas of the sites and in-place soil encapsulation, or capping, in others to prevent exposure and contaminant migration, as well as a groundwater interceptor trench in OU-2 to prevent contaminated groundwater from migrating off site. Operation and maintenance and groundwater monitoring activities have been on-going since then and the property has been deed restricted to limit uses and to require coordination with DTSC prior to ground disturbing construction activities. More information on subsurface contamination may be found through DTSC's EnviroStar system, an on-line database. DTSC continues to have ongoing authority over the operations and monitoring of remediation activities.

In the northern portion of the subarea, very intense ground-shaking is likely to occur during earthquakes. Debris flows were experienced in portions of the subarea during the 1982 storm.

Traffic creates noise contours of CNEL 65 dB or more to 300 feet of the west side of Bayshore Boulevard. Additional noise is generated by traffic on Guadalupe Canyon Parkway, with CNEL 65 dB or more within 200 feet. Existing access to the subarea is limited, as is infrastructure for utilities and storm drainage.

Guadalupe Hills

The Guadalupe Hills subarea consists primarily of the two large vacant lots, historically referred to as the "Levinson" and "Peking Handcraft" sites, approximately 22 and 11 acres respectively. PG&E power transmission lines run along the western edge of the subarea, on PG&E owned lots. A marsh parcel is located at the northern edge of the subarea. San Francisco Water Department lines also run through the subarea.

Steep slopes are found in the upper elevations of the subarea, to the south and west.

The properties within this subarea fall within the boundaries of the San Bruno Mountain Habitat Conservation Plan and contain habitat for rare plants and endangered Mission Blue and Callippe Silverspot butterflies. The City approved an Open Space Plan in 2001 which provides mapping of areas along the western side of the subarea with endangered butterfly habitat and proposed open space.

At the northern end of the subarea is a wetland marsh, fed by drainage from the Bayshore Basin, which has mitigated most, but not all, of the historic storm waters that have caused flooding along Bayshore Boulevard. The remainder of the flooding has been attributed to inadequate capacities of an old, heavily sedimented brick arch sewer under Bayshore Boulevard.

Soils in the wetland marsh area, including the north edge of the Levinson parcel, have been contaminated by materials generated by a gasification plant that operated on the PG&E parcel, to the north. A number of remedial actions have been undertaken over the years related to the gasification plant. In the late 1990's, the City undertook construction of a new erosion-resistant open channel, reconstructing the stormwater channel as a stormwater detention basin/marsh. Excavation for that project resulted in the removal and off-site management of soil, some of which would have been impacted from historical rainwater runoff from the plant. The channel was then lined with filter fabric and gabions to prevent erosion, plus clean topsoil to allow for establishment of vegetation. More information on subsurface contamination in the area and subsequent remediation may be found through the DTSC.

The sloped portions of the subarea contain soils subject to slippage and a high to-very-high rate of erosion, and these present a moderate-to-high risk of seismically induced landslides, as well as a risk for wildfires. This is particularly a risk in the northern portion of the subarea, where very intense ground-shaking is likely to occur during earthquakes. Debris flows were experienced in portions of the subarea during the 1982 storm.

The General Plan background studies identified traffic noise contours of CNEL 65 dB or more up to 300 feet of the west side of Bayshore Boulevard. Additional noise is generated by traffic on Guadalupe Canyon Parkway, with CNEL 65 dB or more within 200 feet. Existing access to the subarea is limited, as is infrastructure for utilities and storm drainage.

Baylands

Northeast of Central Brisbane, easterly of Bayshore Boulevard, is the subarea known as the Baylands. With the exception of Icehouse Hill and the Brisbane Lagoon, this subarea is man-made through deposition of fill material within the historic limits of the San Francisco Bay. Most of the subarea is owned by Universal Paragon Corporation, which purchased the land from Southern Pacific Transportation Company in 1989.

The majority of the subarea is vacant. Development within the subarea includes the Bayshore Industrial Park located on Industrial Way which is developed with older warehouse and industrial buildings and a Bayshore Sanitary District wastewater pumping facility. Other uses within the subarea include a fuel tank farm and fuel distribution facilities, a lumberyard, warehouse and storage uses and a number of interim uses established pursuant to the City's zoning regulations. Railroad tracks, used primarily for the Caltrain commuter line, bisect the subarea in a north/south direction and the Bayshore Caltrain Station is located at the northerly end of the subarea.

The portion of the Baylands west of the railroad tracks was filled at the turn of the century and was used until the mid 1980s as a railroad maintenance yard. Remediation efforts to address the contaminants resulting from that use as well as from adjacent historic industrial uses in San Francisco are ongoing. The portion of the subarea east of the railroad tracks was used for over 30 years as a municipal waste landfill, followed by surcharging with inert fill. A methane gas is in place.

The portion of the Baylands known as Icehouse Hill, located between the railroad tracks and Bayshore Boulevard at the end of Guadalupe Canyon Parkway, contains soil that is subject to slippage and a high-to-very-high rate of erosion and natural vegetation that creates a moderate-to-high wildland fire hazard.

The Brisbane Lagoon, located in the southern portion of the Baylands, was created when Highway 101 was constructed. An outlet under the highway near the northeast corner of the Lagoon provides periodic tidal action and allows some flushing of the Lagoon water. Fishing along the Lagoon's eastern shoreline is a popular recreational activity, which is enhanced by scenic views of San Bruno Mountain. Several open drainage channels traverse the Baylands: One such channel runs in an east/west direction through the subarea; another drainage ditch parallels the railroad spur tracks extending into Crocker Park; and the third channel runs in a north/south direction near Industrial Way. Periodic flooding of the channels occurs during high tides or periods of heavy storm runoff.

The Baylands includes the Southern Pacific Railroad Roundhouse, a designated historic resource that is listed on the National Register of Historic Places. The Machinery & Equipment Company building, a brick icehouse that served the railroad, is another historic structure located off Bayshore Boulevard near Icehouse Hill. These are both unreinforced masonry (URM) buildings that present seismic hazards unless upgraded. Both buildings are currently vacant or used only for materials or equipment storage.

The Baylands subarea is impacted by a number of noise generators: Traffic on Highway 101 generates noise contours of CNEL 65 dB or more within 1400 feet along the eastern side of the subarea; traffic along Bayshore Boulevard generates a noise contour of CNEL 65 dB or more within 300-325 feet of that roadway; and noise contours of CNEL 65 dB are generated by train traffic within 175 feet of the railroad tracks.

There is no infrastructure serving most of the Baylands. Development on the subarea would require new roads, a water system, storm drains and sewer systems and improved pedestrian and bicycle access between the Baylands and the portions of Brisbane west of Bayshore Boulevard.

Beatty

The Beatty Subarea consists of the properties located east of Tunnel Avenue at its intersection with Beatty Avenue and northerly of the future extension of Geneva Avenue. The majority of properties within the subarea are owned by Recology Inc. and primarily developed with Recology's facility to process, sort, and handle solid waste generated in the County and City of San Francisco. The facility is developed with buildings that accommodate a variety of processing, warehouse, office and maintenance uses. Ancillary storage and parking uses also occur at the facility.

Recology's operations overlap the boundary between San Francisco and Brisbane. Although processing and transfer activities are concentrated on the San Francisco side of the boundary, the impacts of traffic, noise and odor cross over into Brisbane's jurisdiction. Much of the subarea consists of former refuse landfill.

Noise contours of CNEL 65 dB or more are found within 1400 feet of Highway 101 to the east and within 150 feet of the railroad tracks to the west of the subarea. The portion of the subarea comprised of former landfill is subject to very intense ground-shaking and liquefaction during earthquakes.

Owl and Buckeye Canyons

Directly west and south of the City Limits, between the Central Brisbane and Quarry subareas, climbing up the face of San Bruno Mountain, are Owl and Buckeye Canyons. These areas are within the City's sphere of influence and comprise areas of ecologically unique natural environment. They provide habitat for three federally listed endangered butterfly species, the Mission blue, San Bruno elfin, and the Callippe silverspot butterfly, as well as several species of rare plants. There is a Native American archaeological site in Buckeye Canyon. Springs have been observed in both canyons. Owl and Buckeye Canyons lie within the boundaries of the San Bruno Mountain HCP and are permanently protected Conserved Habitat.

In 1989, the Wildlife Conservation Board, a division of the California Department of Fish and Game (now the Department of Fish and Wildlife), purchased Owl and Buckeye Canyons from the owners of the adjacent Guadalupe Valley Quarry. Also included in the purchase were Quarry Road and approximately one acre of vacant land at the corner of San Francisco Avenue and Quarry Road.

The canyons contain informal trails for use by hikers. However, unauthorized use by off road vehicles and traffic on utility company access easements have resulted in erosion in some areas. In addition, invasive plant species continue to threaten native species. There is a high risk of wildland fires in most areas in the canyons.

Quarry

The Guadalupe Valley Quarry is located in the jurisdiction of San Mateo County just outside of Brisbane's western City Limits, but within Brisbane's Sphere of Influence. It is adjacent to Crocker Park and Owl and Buckeye Canyons. It began supplying rock and gravel for the Bay Area construction industry in 1895 and remains in operation as of 2019.

The Quarry property contains approximately 144.5 acres that lie within the boundaries of the San Bruno Mountain HCP and also within a State Designated Mineral Resources Area, with approximately 80 acres within the active mining area and 60 acres in open space and habitat lands. The Quarry property is relatively isolated from the rest of Brisbane and there are no nearby services. Access to the Quarry is currently limited to Quarry road via South Hill Drive.

Activities that have been historically been allowed under a San Mateo County Surface Mining Permit have included blasting, drilling and excavating of rock, crushing and sorting of rock materials and the production of asphalt. Quarry operations have also included crushing and recycling of previously used asphalt and concrete building materials. Rock production was estimated at about 600,000 tons per year with remaining rock resources estimated at about 5.8 million tons as of January 1992.

The Quarry maintains sediment ponds inside the quarry work area that collect runoff from the upper quarry slopes and discharge into the GVMID storm drain system.

Operations at the quarry generate dust and noise and contribute to erosion and downstream siltation. Individual quarried benches are subject to collapse in severe storms or seismic activity. There is ongoing potential for rockfall and slope failure. Exposed rock faces appear as man-made stair-stepped slopes visible from the surrounding areas.

II.2 DEMOGRAPHIC SETTING

Housing and Income

The 2010 U.S. Census showed a total residential population in Brisbane of 4,282, with a median age of 40.3 years. The total number of housing units was 1,934. The median family income in 2010 was reported as $81,484. Additional residential demographic data is provided in Chapter 2 of the Housing Element.

Employment

The 2010 U.S. Census also provided employment information for those living in Brisbane, as follows:

EMPLOYED PERSONS LIVING IN BRISBANE IN 2010 (>16 years of age)	
Total employed residents:	2,097
Transportation means:	
Work at their home in Brisbane:	4.2%
Drove car or larger vehicle (*13.1% of this group carpooled)	85.2%*
Rode motorcycle	1.4%
Took public transportation	5.6%
Biked, walked or other	3.6%

Plan Bay Area 2040 adopted by the Metropolitan Transportation Commission and Association of Bay Area Governments in 2017 estimated 2010 employment in Brisbane at 5,200.

FOOTNOTES

1. Sound levels are measured and expressed in decibels (dB). CNEL, Community Noise Equivalent Level, is the adopted standard in California for a 24-hour weighted sound level. See NO-1 for further information on noise measurements.

2. Susceptibility to seismically induced landslides is broadly rated from high to very low based on a variety of factors, primarily slope and underlying geologic units. See NR-1 for further information on hazards in the geologic setting.

3 Areas with a moderate to high susceptibility to liquefaction in a moderate earthquake (of 6.5 magnitude) are mainly confined to areas of artificial fill. Engineered fill, such as that found at Sierra Point, is less subject to geologic hazard than unregulated fill. See NR-1 for further information on liquefaction susceptibility.

4. A number of properties have benefited from seismic retrofit to address these conditions. See City of Brisbane Building Inspection records on individual properties for further information.

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

CHAPTER V

LAND USE

GOALS:

The City of Brisbane will...

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

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

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

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

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

LAND USE

Chapter Index

CHAPTER V

LAND USE

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

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

"Managing growth to keep our independence."

"The Mountain. Save it."

General Plan Issues Questionnaire (GP-5)

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

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

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

V.1 HISTORY OF LAND USE AND SUBDIVISION

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

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

Land Use History

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

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

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

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

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

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

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

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

History of Subdivision Patterns

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The General Plan Land Use Map

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

Land Use Designations

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

Commercial/Retail/Office Designations

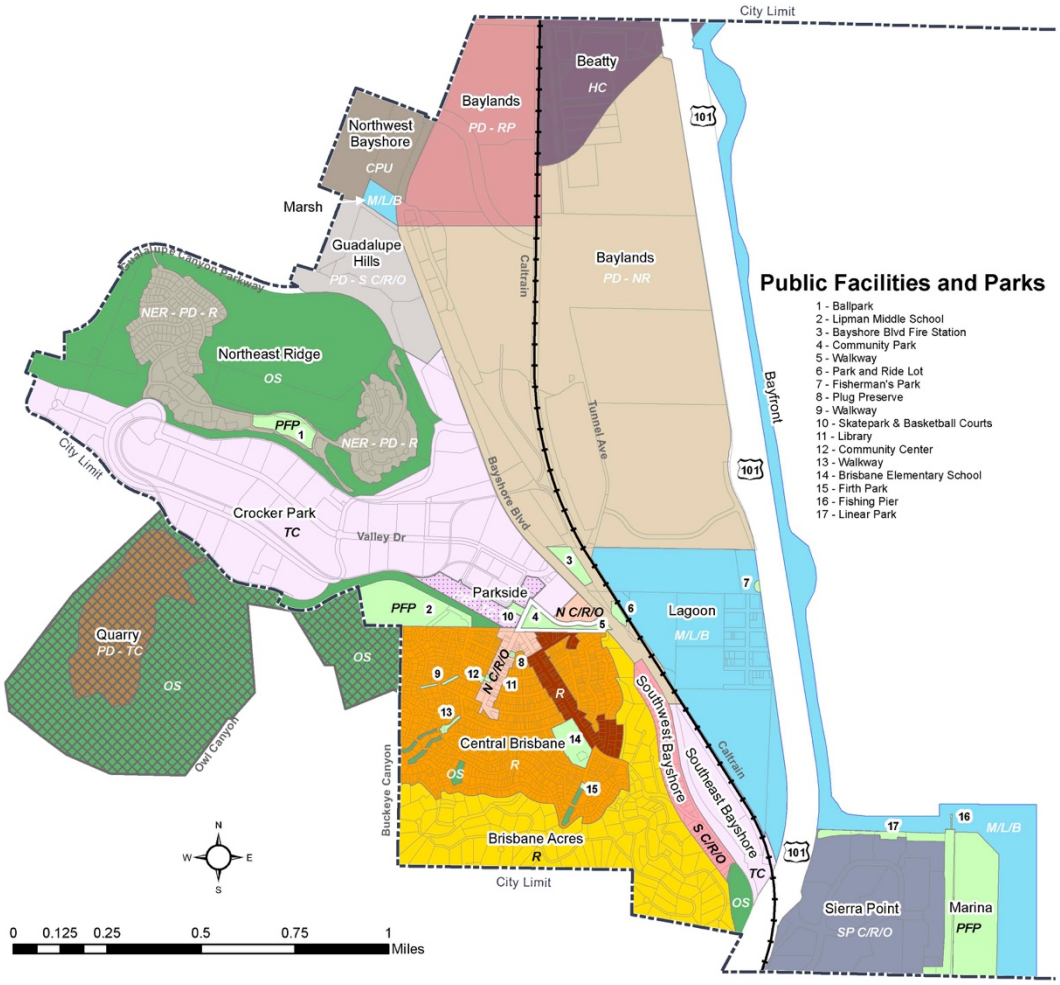
Neighborhood Commercial/Retail/Office (NCRO) designates a subarea devoted to a range of local retail and service uses, including shops, restaurants, medical, professional and administrative offices and other uses of the same general character. Public and semipublic facilities may be located under this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

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

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

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

Figure LU - 1: Land Use Diagram



Residential

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

Mixed Use

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

Planned Development

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

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

DU/Acre = Dwelling Units per Acre

Other

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

Commercial

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

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

September 5, 2019

This page intentionally left blank.

Figure LU - 2: Detail Central Brisbane

Residential

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

Mixed Use

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

Commercial

- Trade Commercial ***TC***

Planned Development

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

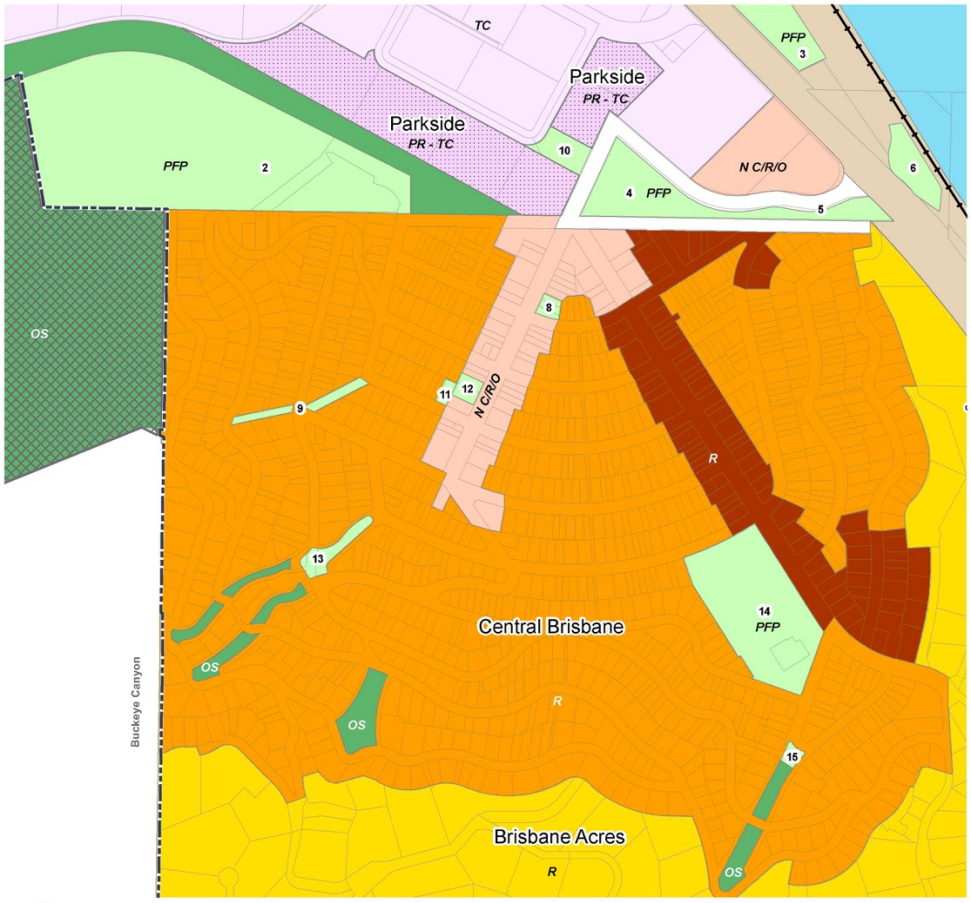
Other

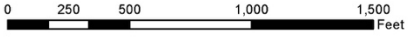
- Public Facilities and Parks ***PFP***
- Open Space ***OS***
- Marsh/Lagoon/Bayfront ***M/L/B***

Public Facilities and Parks

2 - Lipman Middle School
3 - Bayshore Blvd Fire Station
4 - Community Park
5 - Walkway
6 - Park and Ride Lot
8 - Plug Preserve
9 - Walkway
10 - Skatepark & Basketball Courts
11 - Library
12 - Community Center
13 - Walkway
14 - Brisbane Elementary School
15 - Firth Park

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





September 9, 2019

This page intentionally left blank.

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

The following subareas contain designated aquatic areas:

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

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

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

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

There are three subareas designated PD:

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

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

Baylands: Planned Development

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

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

quadrant of the site bounded by Bayshore Boulevard on the west, the City and County of San Francisco on the north, the Caltrain rail line on the east, and the line of Main Street (extended) on the south as shown on the General Plan Land Use Diagram. Additional standards for the future development of the Baylands are described further in the Baylands subarea section of the General Plan.

Quarry: Planned Development - Trade Commercial

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

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

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

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

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

The following subareas contain Public Facilities and Parks:

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

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

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

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

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

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

Trade Commercial (TC) represents a mix of commercial uses including warehouses, distribution facilities, offices, retail uses, restaurants, commercial recreation, personal services, as well as light industrial, research and development, and uses of a similar character. Public and semi-public facilities and educational institutions may be located under this designation. Repair and maintenance services, such as auto body repair shops, may be conditionally permitted in the implementing zoning districts. In such districts, certain individual or groups of uses may predominate, thus distinguishing the districts one from the other. In the General Plan, Crocker Park and Southeast Bayshore are designated TC. Also see Parkside Residential and Trade Commercial designations.

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

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

V.3 DENSITY AND INTENSITY STANDARDS

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

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

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

Population Density

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

Building Intensity

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

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

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

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

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

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

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

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

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

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

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

11. Baylands	Planned Development -	4,032-4,928 residents 1.23 - 3.22 E/1,000	1,800-2,200 dwelling units Increase of up to 6.5 million square feet of non-residential building area with an additional 500,000 square feet of hotel development south of channel** 0-2.4 FAR north of channel** 0-4.8 FAR	25% minimum
	Bay front	0	0	100%
	Lagoon	0	0	100%
12. Beatty	Heavy Commercial	0 - 1.23 E/1,000	0 - 1.0 FAR	Per Specific Plan
	Bayfront	0	0	100%

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

VI.4 LAND USE POLICIES

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

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

General Plan Issues Questionnaire (GP-5)

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

General Principles

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

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

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

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

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

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

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

Bay and Mountain Setting

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

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

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

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

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

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

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

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

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

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

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

Nature and Character of Development

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Open Areas

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

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

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

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

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

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

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

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

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

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

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

TABLE 2

Typical Open Areas

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

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

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

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

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

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

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

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

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

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

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

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

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

Streets

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Subdivision Pattern

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

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

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

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

FOOTNOTES

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

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

Adopted by City Council on September 17, 2015
Resolution 2015-38

CHAPTER VI

CIRCULATION ELEMENT

GOALS:

The City of Brisbane will be a place…

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

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

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

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

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

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

CIRCULATION

Chapter Index

Page

CHAPTER VI

CIRCULATION ELEMENT

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

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

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

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

This element is organized as follows:

VI.6 Parking

VI.7 Circulation and Land Use

VI.8 Green Streets

VI.9 Alternative Transportation Modes

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

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

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

VI.1 DESCRIPTION OF CIRCULATION SYSTEM

Streets and Highways

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

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

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

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

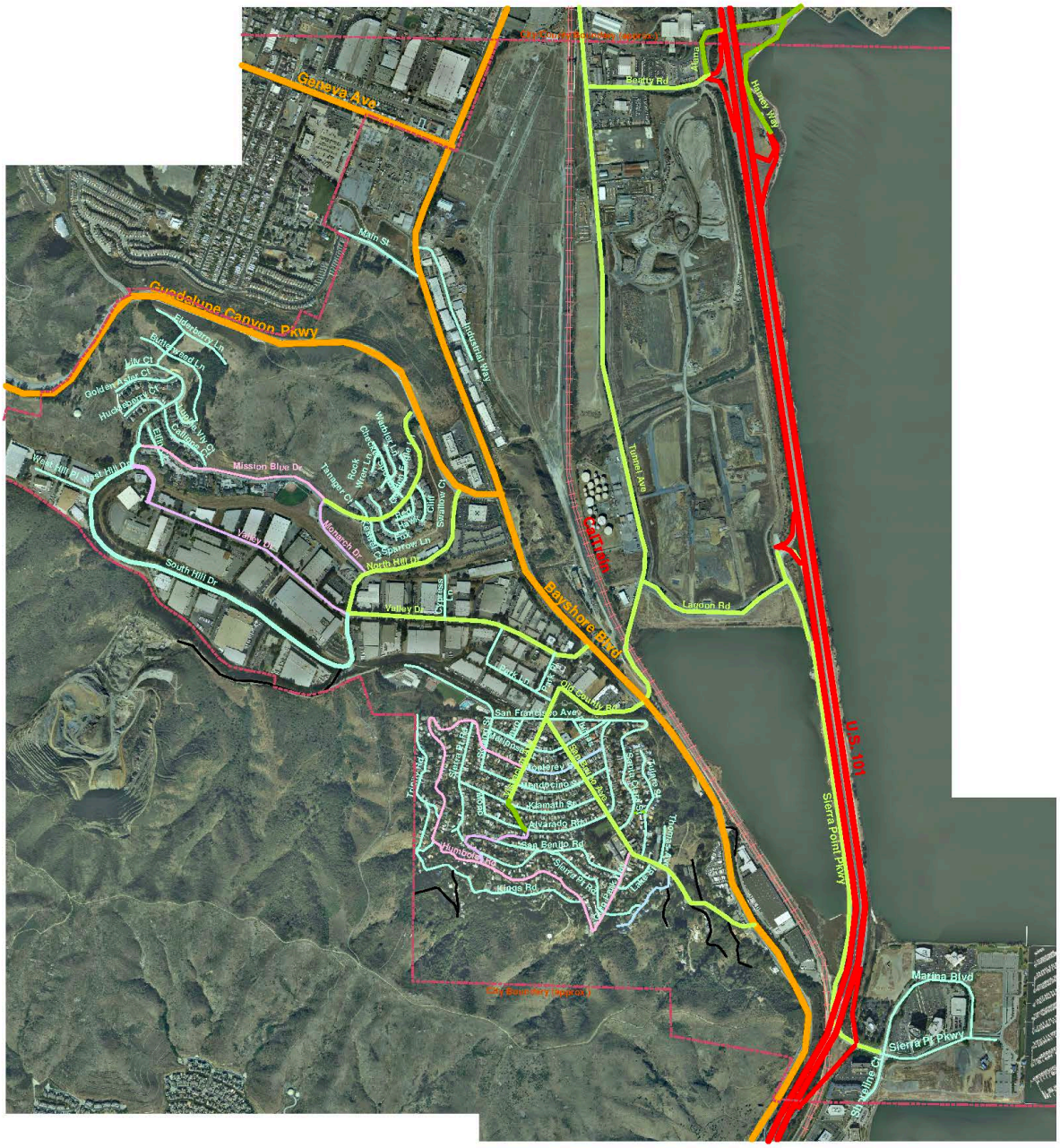


Figure C-1
Existing Street Classification

This page intentionally left blank.

Figure C-2
Existing Street Classification
Central Brisbane Area

This page intentionally left blank.

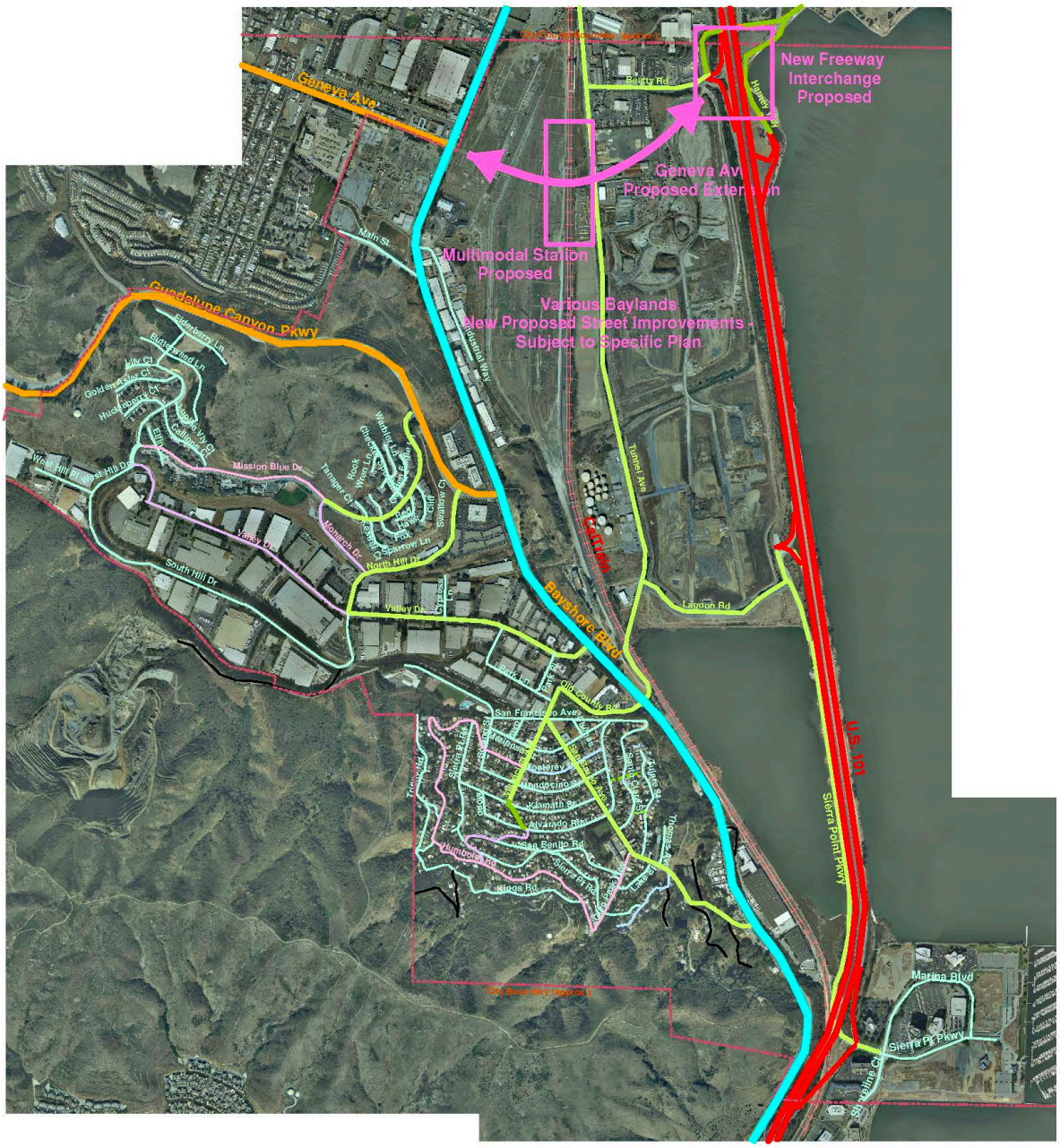


Figure C-3
Proposed
Circulation Improvements

This page intentionally left blank.

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

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

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

Two types of Regional Routes occur within Brisbane:

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

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

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

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

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

The street classifications within Brisbane are generally described as follows:

Regional Routes

U.S. Highway 101- Freeway: The U.S. 101 freeway traverses the eastern edge of Brisbane and is the main corridor serving north-south traffic along the San Francisco Peninsula between the Santa Clara Valley and San Jose to the south and San Francisco to the north. Highway 101 on- and off-ramps within Brisbane are currently limited to those at Beatty Avenue and the north and south ends of Sierra Point Parkway.

Bayshore Boulevard: Bayshore Boulevard is a decommissioned State Highway and is now a City owned and maintained arterial roadway. Bayshore Boulevard serves as the City's primary north-south

transportation spine, connecting Brisbane to San Francisco, Daly City, and South San Francisco. Together with its connecting minor arterial streets, Bayshore Boulevard also provides linkages to and from Highway 101. As a result, Bayshore Boulevard's performance affects all traffic access and circulation through the City.

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

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

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

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

Principal Arterials

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

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

Minor Arterials

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

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

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

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

Major Collector Streets

Major collector streets include Humboldt Road, Glen Parkway, a portion of Monterey Street and a portion of Visitacion Avenue, which connect several local streets within the residential area of Central Brisbane. The western portions of both Valley Drive in Crocker Park and Mission Blue Drive in the Northeast Ridge are also classified as major collectors, as is Monarch Drive and the eastern portion of West Hill Drive, which connect Crocker Park and the Northeast Ridge subareas.

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

Local Streets

Local streets serve most of the residential areas of Central Brisbane and the Northeast Ridge. While the Northeast Ridge is a recent development and the streets were built to meet modern standards, Central Brisbane's existing development pattern poses significant challenges in providing separation between vehicles, bicycles, and pedestrians, due to existing street widths and steep topography. These challenges increase from the lower Central Brisbane streets to the very steep and narrow upper streets. While

separate travel lanes are limited along those streets, the roadway geometry necessitates low vehicle speeds on these shared roadways, thus mitigating some of the need for wider roadway sections.

TRANSIT SYSTEMS

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

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

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

San Francisco's Muni Metro Light Rail System extends to Bayshore Boulevard and Sunnydale Avenue near the northern border of Brisbane. Connectivity to a multi-modal transit facility is anticipated under the Baylands development.

Private and public commuter shuttles provide service to and from Brisbane's commercial areas of Sierra Point and Crocker Park and along Old County Road and San Bruno Avenue to regional transit connections and to the Daly City Bayshore neighborhood. While these shuttle services pick up some of the slack in the local transit system, significant improvements are needed on a regional basis to begin to meet the goals outlined in "Transportation 2030" and Brisbane's own General Plan. Shuttle scheduling information may be found on the websites www.commute.org and/or www.samtrans.org

VI. 2 TRAFFIC FLOW, CONVENIENCE AND ACCESS

Roadway Performance

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

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

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

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

Thus, the use of level of service standards has aimed at expanding the capacity of roadway and highway systems to accommodate projected increasing volumes of vehicular traffic.

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

Efforts by the California Air Resources Board, Metropolitan Transportation Commission, and the Bay Area Air Quality Management District to reduce transportation-related GHG emissions have brought the traditional use of LOS and congestion-related traffic analyses into question. Reducing traffic congestion and improving LOS has consistently been shown to promote or induce additional vehicle trips, thereby increasing the total amount of traffic and transportation-related GHG emissions.

Additionally, by prioritizing the movement of automotive vehicles over other modes travel, the use of LOS discourages use of alternative modes of transportation (transit/bicycles/walking) that reduce transportation-related GHG emissions. Many of the measures that improve LOS, such as wider roadways and additional turning lanes increase traffic volumes, making biking and walking less safe and less comfortable. In addition, reducing roadway and freeway congestion encourages automobile travel, making use of transit less desirable. The following policies reflect the City's desire to provide for a balanced, connected, safe and convenient multi-modal network, as expressed in the goals of this chapter of the General Plan.

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

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

Program C.1.b Develop multi-modal mobility plans for Bayshore Boulevard, the Geneva Avenue extension, and interchanges along the 101 freeway that address the effects of regional through traffic within Brisbane and enhances mobility for Brisbane residents and businesses through a combination of roadway and intersection, transit, bicycle, and pedestrian facility improvements that would not cause a substantial increase in vehicle miles travelled (VMT) on Bayshore Boulevard or other routes through the City. As part of

this multi-modal mobility plan, evaluate (1) whether changes in design speeds along Bayshore Boulevard could improve mobility within the City; (2) the feasibility of shifting a portion of regional through traffic from Bayshore Boulevard onto other routes, such as Sierra Point Parkway by extending that roadway north to the 101 freeway interchange at Beatty Avenue, and (3) appropriate routing of trucks to and from the Crocker Park area.

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

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

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

Program C.2a Require development projects that would generate 50 or more peak hour trips at an arterial street intersection to prepare a traffic impact analysis.
Program C.2.b In lieu of requiring individual development projects to prepare traffic impact analyses to evaluate intersections and require mitigation measures for impacts at intersections along principal and minor arterials streets, consider developing a program of impact fees to fund multi-modal improvements and reduce automobile traffic generation in coordination with the San Mateo County Congestion Management Plan, as applicable.

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

<u>North-South and East-West Corridors</u>

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

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

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

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

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

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

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

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

Street Standards

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

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

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

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

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

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

- **turnarounds**
- **parking**
- **secondary access**

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

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

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

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

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

VI. 3 TRAFFIC SAFETY

Local Residential Streets

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

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

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

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

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

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

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

Arterial Streets

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

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

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

Truck Routes

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

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

Street Signage

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

Improvements Funding

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

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

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

VI.4 COMPLETE STREETS

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

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

Complete Streets Applicability and Design Standards

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

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

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

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

- Infrastructure that promotes a safe means of travel for all users along the public right-of-way, such as sidewalks, shared use of paths, bicycle lanes, and paved shoulders;
- *Infrastructure that facilitates safe pedestrian crossings of the right of way, such as accessible curb ramps, crosswalks, refuge islands, and signals to meet the needs of children, people with disabilities and the elderly;*
- *Street design features that promote safe and comfortable travel by pedestrians, bicyclists and users of public transportation, such as traffic calming features and physical buffers between vehicular traffic and other users;*
- *Inclusion of amenities that improve the comfort and addresses the safety needs of pedestrians and bicyclists, such as, but not limited to, signs, pavement markings, pedestrian-scale lighting, benches, seat walls, bike lockers and racks;*

- *Improvements to public transit and multi-modal connections, to enhance City-wide transit access and connections to regional destinations;*

- *Minimizing vehicular ingress and egress points on major arterials and consolidating private driveway entries to enhance bicycle, pedestrian and automobile safety along these arterials;*

- *Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and to encourage pedestrian and bicycle use. Landscaping should use San Bruno Mountain native plants where feasible. In any case, plants should be non-invasive and drought resistant. (See also the Green Streets section of this element.)*

- *Balance on-street parking as appropriate to the context, to promote the Complete Streets Act goals and encourage economic vitality. (See also the Parking section of this element.)*

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

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

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

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

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

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

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

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

Bicycles and Pedestrians

Bicycle and pedestrian travel have become increasingly popular in recent years in the San Francisco Bay Area, where the weather is mild, and where there has been an increased accommodation of these modes into circulation networks throughout the region. These are typically modes used for recreation, school trips, and short- to moderate-distance commute trips. Since they are non-polluting, require relatively low

cost facilities, and contribute to individual health, they are increasingly becoming valuable alternatives to automobiles and are critical components in the circulation network in contributing to sustainability. They are also critical modes for incorporation in the circulation network in providing a sense of place, especially within city centers.

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

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

Regional Connections

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

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

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

Safe Routes to School

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

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

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

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

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

Bicycles

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

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

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

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

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

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

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

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

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

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

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

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

Policy C.33 Provide public information on bicycle transportation.

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

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

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

<u>*Pedestrians*</u>

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

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

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

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

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

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

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

Program C.35.a Adopt standard requirements for sidewalk improvements along property frontages, taking into consideration constraints imposed by topography, and where sidewalks are not appropriate, consider in-lieu fees for new development for funding pedestrian amenities elsewhere in the City.

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

Transit

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

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

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

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

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

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

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

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

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

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

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

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

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

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

VI.5 TRANSPORTATION MANAGEMENT

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

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

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

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

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

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

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

VI.6 PARKING

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

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

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

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

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

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

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

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

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

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

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

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

VI.7 CIRCULATION AND LAND USE

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

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

- Providing for a mix of jobs, housing and commercial services in the City to reduce the number of trips Brisbane residents are required to make outside the community to obtain essential services.
- Providing for opportunities for pedestrians and bicyclists to reach all areas of the City and thus reduce dependence on the automobile for local trips.
- Generating a mix of uses to support transit facilities.
- Accommodating uses with differing peak hour trips, to minimize impacts on existing and new streets and highways.
- Linking the development capacity of vacant lands to potential for provision of local transportation and circulation, the provision of transit facilities and participation in transportation systems management programs.
- Assuring adequate and safe access to properties.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

VI.8 GREEN STREETS

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

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

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

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

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

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

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

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

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

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

- **Context and design intent for the area or site;**
- **Site and environmental constraints such as soil type, sun and wind exposure, presence of utilities, view sight lines and view corridors;**

- **On-going water needs and drought tolerance;**
- **Diversity of plantings to reduce the potential for mass die-offs due to pests or disease which may impact specific species;**
- **Adequate soil volume and location of the species within a storm water treatment unit, where applicable.**

VI.9 ALTERNATIVE TRANSPORTATION MODES

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

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

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

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

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

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

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

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

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

includes a listing of transportation projects along the San Francisco/San Mateo county line and a funding strategy.

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

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

In 2019, the City of Brisbane began working with the other agencies involved in the Bi-County Transportation Study to update the land use and development assumptions used in the 2013 study and review the report's recommendations to determine whether any revisions to the list of transportation improvements might be appropriate.

REFERENCES

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

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

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

Includes Updates Adopted by City Council in October 2017 and January 2018
Resolutions 2017-50 and 2018-01

CHAPTER XII

POLICIES AND PROGRAMS BY SUBAREA

Sierra Point
Southeast Bayshore
Southwest Bayshore
Brisbane Acres
Central Brisbane
Parkside Area
Crocker Park
Northeast Ridge
Northwest Bayshore
Guadalupe Hills
Baylands
Beatty
Owl and Buckeye Canyons
Quarry

POLICIES AND PROGRAMS BY SUBAREA

Chapter Index

CHAPTER XII

POLICIES AND PROGRAMS BY SUBAREA

The following policies and programs apply to the 14 subareas that comprise the General Plan planning area described in Chapter II. Subarea policies are to be considered in addition to those that apply City-wide when using the General Plan as a policy guide to decision-making. The subarea policies are designed to make City-wide direction more specific to the unique circumstances found in the subareas or to emphasize certain issues that are particularly pertinent to these locations. Headings for the policies are keyed to the preceding chapters in this Plan.

XII.1 SIERRA POINT

Land Use

Policy SP.1 Development of Sierra Point shall be guided by any recorded development agreements in effect at the time of development and the Sierra Point Design Guidelines .

Policy SP.2 Seek opportunities to enhance commercial services for users of the Marina and occupants of the office park.

Transportation and Circulation

Policy SP.3 Examine the circulation system approved in the Development Plan to incorporate improvements that can be implemented as the subarea develops.

Program SP.3.a: Pursue better connections between Sierra Point and Brisbane, including pedestrian/bicycle over-crossing of the railroad tracks.

Policy SP.4 Seek opportunities to improve public transit opportunities for the area.

Recreation and Community Services

Policy SP.5 Enhance recreational opportunities at Sierra Point for Brisbane residents.

Community Health and Safety

Policy SP.6 Continue to have attractive and safe development on the solid waste landfill at Sierra Point.

Policy SP.7 Pay special attention to noise attenuation techniques in plans for new construction.

Policy SP.8 Work with South San Francisco to better coordinate the provision of safety services.

XII.2 SOUTHEAST BAYSHORE

Land Use

Policy SEB.1 Retain a landscape buffer on Bayshore Boulevard to reduce noise and screen the industrial development from through traffic.

Program SEB.1.a: Encourage development of a native plant or non-invasive plant landscape buffer to screen the industrial development from the Lagoon.

Community Health and Safety

Policy SEB.2 Through inspections and remediation, if necessary, by County, State and Federal agencies, provide protection against toxic infiltration into the Lagoon and adjacent wetlands.

Program SEB.2.a: Request information from regulatory agencies on the history and past uses of the properties in the Southeast Bayshore subarea.

XII.3 SOUTHWEST BAYSHORE

Land Use

Policy SWB.1 Omitted.

Program SWB.1.a: After adoption of the General Plan, review the Zoning District regulations to better define an appropriate mix of uses and address incompatible land use.

Program SWB.1.b: Examine opportunities to provide greater amenities for the residences in the Mobile Home Park through installation of public and private improvements such as curb, gutter, sidewalk, off-street parking and landscaping.

Program SWB.1.c: Require visual impact analysis for all construction on steep slopes.

Transportation and Circulation

Policy SWB.2 Require special attention to off-street parking and safe access to Bayshore Boulevard in all use and development proposals.

Program SWB.2.a: Discourage multiple individual driveways onto Bayshore Boulevard.

Conservation

Policy SWB.3 Protect and enhance lands designated as habitat under the provisions of the Habitat Conservation Plan.

Policy SWB.4 Require soils and geotechnical analysis in conjunction with any development application.

Community Health and Safety

Policy SWB.5 Require a buffer between fuel storage and other uses as determined by the Fire Marshall.

Policy SWB.6 Consider requiring new construction to incorporate features to reduce intrusion of traffic noise.

PolicySWB.7 Develop a screening program using landscape and/or other materials to mitigate noise and screen buildings from Bayshore Boulevard.

XII.4 BRISBANE ACRES

Land Use

Policy BA.1 Grading and excavation should be minimized and exposed retaining walls avoided. Landforms should retain the natural topographic character of the Mountain.

Open Space/Conservation

Policy BA.2 Omitted

Program SAB.BA.2.a: In conjunction with any subdivision or other development application, a landscape program and plan shall be submitted to the City and include the following.

a. identification and retention of heritage trees;
b. identification and retention of rare plants;

c. *plant species that are not invasive to the habitat;*
d. *water-conserving plants and irrigation systems;*
e. *reduced fuels adjacent to the wildland;*
f. *screening* of *structures to blend with the natural landscape;*
g. *areas for Conserved Habitat and/or other provisions required by the Habitat Conservation Plan Operator.*

Program BA.2.b: Examine ways to improve the existing density transfer program so that a developer/owner can be granted increased density on sites already served by infrastructure in conjunction with the dedication of more remote sites as Open Space.

Program BA.2.c: Retain a trail system through the Brisbane Acres to connect the area to Central Brisbane and the San Bruno Mountain State and County Park.

Program BA.2.d: Map the canyons, intermittent streambeds and banks in the Brisbane Acres and designate such areas for protection.

Program BA.2.e: Develop clear regulations that can be enforced to preserve the natural ecology of the canyons, intermittent streambeds and banks.

Community Health and Safety/Conservation

Policy BA.3 Consider the environmental constraints of the subarea in conjunction with land use development applications.

Program BA.3.a: In conjunction with any subdivision or other development application, the property owner shall be required to supply detailed information on slope, access, water, sanitary sewer and storm drain infrastructure, soils, geology, cultural resources, significant vegetation and endangered species habitat.

Program BA.3.b: Geologic studies far parcels in the Brisbane Acres shall be performed by a licensed engineer and shall pay special attention to slope, landslide and subsurface water. Such studies shall include a detailed evaluation of the stability of the proposed site, the potential effects of construction on the site and adjacent and downslope areas, and the effects of any construction or installation of infrastructure on the site. Specific recommendations for project design to ensure safety and mitigate impacts shall be included in the report and incorporated into construction documents by the project engineer.

Program BA.3.c: Phase grading and construction to coincide with periods of dry weather as set forth in the City's Grading Ordinance.

Policy BA.4 No new development shall occur before infrastructure is provided to the site to City standards and offered for dedication to the City.

Program BA.4.a: Information should be supplied in conjunction with any application for development or a building permit on how the infrastructure proposed for the project relates to existing and future infrastructure development.

Program BA.4.b: Assure that safe and adequate access can be provided to properties when access is dependent upon connecting to existing streets

Program BA.4.c: If any development of *private land in the Brisbane Acres would disturb or restrict existing access for fire or rescue personnel or equipment to areas above or beyond, then adequate alternative access shall be provided and maintained.*

XII.5 CENTRAL BRISBANE

Local Economic Development

Policy CB.1 Encourage the establishment of small stores and shops that would diversify the City's revenue base and provide services to residents.

Policy CB.2 Support economic opportunities for artists, craftsmen and small entrepreneurs by providing for live-work spaces and home occupations.

Policy CB.3 Consider ways to enhance the commercial area to promote successful small businesses, which will provide a social and service center for residents.

Program CB3.a: Consider amendments to the Sign Ordinance to simplify the process and otherwise address the needs of *small businesses, as well as balancing other community needs and objectives.*

Policy CB.4 Work with the Chamber of Commerce to encourage local residents to patronize local businesses and to promote Central Brisbane as a good place to establish new businesses.

Program CB.4a: Work with the Chamber of Commerce to develop a program to assist new and existing businesses to market their services.

Program CB.4.b: Work with the Chamber of Commerce to analyze the constraints and opportunities for downtown revitalization.

Program CB.4.c: Work with the Chamber of Commerce to find how the City can be more facilitative of meeting the needs of small businesses.

Land Use

Policy CB.5 Keep the existing scale, character and intensity of use of Residential/Commercial Districts.

Program CB.5.a: Encourage a modest scale and density character to residential development through standards established in the Zoning Ordinance.

Program CB.5.b: Look always to encourage innovative uses and structures to provide for greater economic return and community benefit.

Policy CB.6 Encourage diversity and individual expression in residential and commercial construction.

Program CB.6.a: Study the impacts of off-street parking requirements on residential and commercial site and structural design.

Program CB.6.b: Revise the Zoning Ordinance to facilitate the upgrading and proper maintenance of structures with legal nonconformities.

Program CB.6c: Evaluate the aesthetic, psychological and social losses that could result from zoning ordinances which would discourage diversity and individual expression in residential construction.

Policy CB.7 Strongly encourage property owners and businesses to upgrade, rehabilitate and improve the appearance, usability and safety of existing structures. (See Policy LU.16.)

Policy CB.8 Retain the intimate small-town character of Central Brisbane.

Program CB.8.a: Consider revisions to the Zoning regulations to discourage overbuilding of *residential parcels.*

Program CB.8.b: Study regulatory approaches to view and solar protection while protecting foliage and tree cover. (See Program LU.11.c.)

Transportation and Circulation

Policy CB.9 Develop and improve pedestrian paths and walkways to connect Central Brisbane to all areas of the City and with the San Bruno Mountain State and County Park. (See Program 86a.)

Policy CB.10 In conjunction with subdivision and other development applications, require private roadways to be upgraded and maintained to City standards and offered for dedication to the City. (See Policy C.47.)

Program CB.10.a: In conjunction with the City's development review process and Capital Improvement Program, examine ways to improve existing bottlenecks and cul-de-sacs and improve safety in the upper residential streets. (See Policies C.12 and C.13.)

Program CB.10.b: Develop municipal off-street public parking lots.

Program CB.10.c: Develop a direct street connection between Central Brisbane and Crocker Park.

Policy CB.11 Work with residents on a block-by-block basis to develop programs to relieve congestion caused by on-street parking.

Policy CB.12 Retain open areas in residential zones through setback, lot coverage and landscape requirements in the Zoning Ordinance.

Open Space/Recreation and Community Services

Policy CB.13 Seek input from residents and business people on how public/community facilities in this subarea can be more effectively utilized.

Program CB.13.a: Identify, through signage, parks and recreation facilities and the hours they are open to the public.

Policy CB.14 Refine the ordinance that establishes requirements for the protection of heritage trees to allow flexibility and to consider factors, including, but not limited to, the tree's effect on surrounding residences.

Policy CB.15 Encourage private investment in landscape improvement and maintenance consistent with the City's Street Tree Program. (See Policy 124.)

Policy CB.16 Preserve the canyons and other open space in Central Brisbane and require development to be set back from intermittent streams. (See definition of Open Space in Chapter VII.)

Policy CB.17 Actively identify a site and plan for a Community Center in Central Brisbane.

Conservation

Policy CB.18 Require water and energy conserving features in new construction and renovation, as appropriate.

Program CB.18.a: Facilitate utilization of grant and assistance programs for retrofitting existing structures.

Program CB.18.b: Take into account the unique constraints of older structures in applying requirements for conservation measures.

Program CB.18.c: Assemble educational reference materials to be provided to permittees when conditions are imposed requiring drought tolerant landscaping or water conserving irrigation.

Policy CB.19 Demonstrate water and energy conservation materials and techniques by utilizing them, with appropriate descriptive signage, in and around public facilities.

Policy CB.20 Encourage recycling through public and private programs.

Program CB.20.a: Study the possibility of developing green merchant and green resident programs.

Program CB.20.b: Consider improvements to the Franchise Agreement to include a more comprehensive collection program, consistent with the City's Source Reduction and Recycling Element.

Program CB.20.c: Consult with local merchants to seek ways to augment or enhance their compliance with recycling programs.

Policy CB.21 Facilitate carpooling and the use of public transit.

Program CB.21.a: Seek input from merchants and the public on how Sam Trans service might be made more useful.

Program CB.21.b: Support continued development and improvement of shuttle service for Sierra Point, Crocker Park and future development in areas such as the Baylands, and consider ways to extend such service into Central Brisbane.

Program CB.21.c: Consider modifications to signal timing to relieve lunch-hour congestion at the entrance to Central Brisbane.

Policy CB.22 Encourage the use of bicycles and walking for transportation and recreation.

Program CB.22.a: Provide bicycle racks at public meeting facilities and public offices.

Program CB.22.b: Develop and implement a plan for providing benches at key locations for pedestrian rest stops.

Policy CB.23 Encourage the conservation of the historic character of buildings and places in Central Brisbane.

Policy CB.24 Recognize the use of new technologies and innovative use of materials to incorporate conservation measures into construction to the extent allowable under State building codes.

Community Health and Safety

Policy CB.25 Increase structural and seismic safety through sensitive code enforcement, taking into consideration the unique constraints of older structures and the prudent use of up-to-date techniques and materials.

Policy CB.26 Keep truck routes out of Central Brisbane.

XII.6 PARKSIDE AREA

Land Use

Policy PA.1 New residential development and commercial property redevelopment within the Parkside Area subarea shall be subject to the design guidelines and application review procedures established by the Parkside at Brisbane Village Precise Plan.

Community Health and Safety

Policy PA.2 Development applications for new residential development and commercial property redevelopment within the Parkside subarea shall recognize and address environmental hazards that may impact certain properties, including sea level rise, flood, and liquefaction.

XII.7 CROCKER PARK

Local Economic Development

Policy CP.1 Strengthen communications with and within the business community.

Policy CP.2 Develop ties with the residential community through such activities as:

- **developing directories and a map of businesses in cooperation with the Chamber of Commerce;**
- **patronizing local businesses;**
- **developing cooperative efforts on safety programs and emergency preparedness; and**
- **encouraging business involvement in youth and educational programs.**

Land Use

Policy CP.3 Encourage uses that benefit the community, providing jobs, revenues and services.

Policy CP.4 Encourage attractive new construction and the remodel of existing buildings to respect the architectural character of the Park through the development of design guidelines.

Program CP.4.a: In developing design guidelines, study options for the use of color and materials, the screening of mechanical equipment, and the use of landscape to make rooftops more attractive when seen from above.

Program CP.4.b: In developing design guidelines, study the impacts of the relationship of structure parking to building design, land coverage and floor area ratio.

Program CP.4.c: Develop and implement a sign program.

Policy CP.5 Encourage employers to provide outdoor spaces for employees.

Policy CP.6 Retain heavy landscape screening along Bayshore Boulevard to provide noise attenuation and to screen structures.

Transportation and Circulation

Policy CP.7 Improve the streets to City standards and dedicate them to the City as set forth in the conditions of approval for the Northeast Ridge Development Project.

Policy CP.8 Improve pedestrian access through the development of sidewalks and trails, including but not limited to those set forth in the conditions of approval for the Northeast Ridge Development Project.

Policy CP.9 Add bike paths to the circulation system.

Policy CP.10 Connect Crocker Park to the rest of the City and the San Bruno Mountain State and County Park through pedestrian and vehicular circulation improvements.

Policy CP.11 Review development plans to assure adequate parking/loading on site.

Policy CP.12 Retain adequate street width for movement of large vehicles.

Policy CP.13 Investigate opportunities to change rails to trails, fire access, parking, or landscaping when rail spurs are abandoned.

Conservation

Policy CP.14 Retain the garden-industrial park landscape concept and upgrade plant materials as landscape materials age.

Policy CP.15 Provide appropriate non-invasive landscape planting at interfaces with habitat lands.

Policy CP.16 In any upgrade of the landscape and entrance signage, reflect the historic architectural character of the Park, the first garden-style industrial park designed by Lawrence Halprin.

Policy CP.17 Review landscape plans and irrigation programs to encourage efficient use of water.

Policy CP.18 Promote participation in recycling programs.

Policy CP.19 Require plans for new construction to incorporate energy and water conserving features and maximize solar access.

Community Health and Safety

Policy CP.20 Provide the opportunity for a property owner to request police review of plans for new construction and remodeling to provide suggestions for the control of vandalism and theft.

Policy CP.21 Retain emergency access to Central Brisbane.

Policy CP.22 Require sound insulation, as appropriate, in conjunction with the installation of industrial equipment.

Policy CP.23 Monitor truck activity and maintain routes that minimize noise impacts.

Policy CP.24 Contain major business activities inside buildings.

Policy CP.25 Upgrade and maintain existing infrastructure, including water, sewer and storm drains.

Policy CP.26 Require the upgrade and maintenance of street lights, as set forth in the conditions of approval for the Northeast Ridge.

Policy CP.27 Study fire water storage requirements and investigate opportunities to upgrade storage if necessary.

Policy CP.28 Continue to work closely with responsible agencies to monitor the use and storage of hazardous materials in accordance with State law.

XII.8 NORTHEAST RIDGE

Land Use/Open Space

Policy NER.1 Development of the land and conservation of open space shall be in accordance with the 1989 approvals for the Northeast Ridge Development Project as amended and the amended Habitat Conservation Plan.

Recreation and Community Services

Policy NER.2 Ongoing efforts should be made to bring the Northeast Ridge and Central Brisbane residential community together so as to recognize and build upon common interests in the well-being of their families and the welfare of the City.

Community Health and Safety

Policy NER.3 Attention should be given to noise attenuation in the development of construction plans for the new units, especially those facing North Hill Drive and Bayshore Boulevard. All units should be insulated against aircraft noise.

XII.9 NORTHWEST BAYSHORE

Land Use

Policy NWB.1 Establish zoning regulations recognizing existing public utilities use and allowing for infill public utilities and commercial development on the existing sites, recognizing the character, visibility and different scales of the sites and character of development that may be appropriate to each.

Policy NWB.2 Encourage the retention of the 7 Mile House as a land use and structure that has played an important part in the City's history.

Program NWB.2.a. In the case of proposed redevelopment, comply with applicable CEQA guidelines with regards to Historical Resources.

Policy NWB.3 Remediate lands in accordance with plans approved by the Department of Toxic Substance Control, the Water Quality Control Board and other responsible agencies.

Policy NWB.4 Consider requiring noise insulation in all new construction.

XII.10 GUADALUPE HILLS

Land Use

Policy GH.1 Adopt one or more Specific Plans and accompanying environmental documents (such as negative declaration, mitigated negative declaration or environmental impact report) prior to any development of the subarea.

Policy GH.2 Environmental review for all specific plans shall include a visual impact analysis which shall include an evaluation of the impacts of building heights, including the impact of the proposal on view corridors.

Policy GH.3 Locate development so as to have a 'greenbelt' separation from Daly City.

Policy GH.4 Address or establish criteria through the Specific Plan for the following:

- **a. Compatibility with the natural setting;**
- **b. View impacts;**
- **c. Open areas and open space (i.e., setbacks, habitat, etc.); a minimum of 25 percent of the land area shall be dedicated to Open Space;**
- **d. The 2001 Open Space Plan (or subsequent editions);**
- **e. Site specific biological conditions (trees, rare or endangered plants and animals, etc.);**
- **f. Geotechnical and slope stability considerations;**
- **g. Height of structures;**
- **h. Grading and exposed retaining walls;**
- **i. Design styles or building form;**
- **j. Landscaping;**
- **k. Traffic and Transportation**
- **l. Parking;**
- **m. Stormwater management;**
- **n. Utilities; and**
- **o. Procedures for permitting specific buildings**

Policy GH.5 Minimize grading in producing building pads. Terrace development with the slope.

Policy GH.6 Consider the concept of live-work residential development.

Transportation and Circulation

Policy GH.7 Investigate the possibility of shared access and streets between the parcels to minimize grading and the number of entrances from Bayshore Boulevard.

Policy GH.8 Consider methods of landscape screening to separate development from Bayshore Boulevard. Discourage high soundwalls.

Open Space/Conservation

Policy GH.9 Require the improvement of drainage and correction of hillside erosion and flooding on Bayshore Boulevard.

Policy GH.10 Preserve the marsh as a wetland and natural drainage basin.

Policy GH.11 Preserve habitat in accordance with the Habitat Conservation Plan.

Policy GH.12 Preserve canyons and water courses.

Policy GH.13 In conjunction with any proposed development on or near the upland slope of the Levinson property, require study of the impacts to the hydrology, plant and wildlife communities of the Mountain, from the Marsh to the Bay. Consider a habitat migration corridor to ensure ecosystem integrity.

Policy GH.14 Require landscape plans to consider the impacts on the habitat and the marsh in terms of plant materials and irrigation programs.

Program GH.14.a: In conjunction with any subdivision or other development application, a landscape program and plan must be submitted to the City and include the following:

i. identification and retention of heritage trees;
ii. identification and retention of rare plants;
iii. plant species that are not invasive to the habitat;
iv. water-conserving plants and irrigation systems;
v. reduced fuels adjacent to the wildland;
vi. screening of structures to blend with the natural landscape;
vii. areas for Conserved Habitat and/or other provisions required by the Habitat Conservation Plan Operator.

Community Health and Safety

Policy GH.15 Avoid locating structures under or near transmission lines.

Policy GH.16 Remediate lands in accordance with plans approved by the Department of Toxic Substance Control, the Water Quality Control Board and other responsible agencies.

Policy GH.17 Consider requiring noise insulation in all new construction.

XII.11 BAYLANDS

GP-1-18/Measure JJ

GP-1-18 approved by the voters via passage of Measure JJ in November 2018 established the following policies for the Baylands:

Policy BL.1 Development within the Baylands Subarea shall be subject to the City's approval of a single specific plan for the entirety of the Baylands Subarea and a development agreement that is consistent with General Plan policies, incorporates all applicable EIR mitigation measures, and is consistent with the following standards:

A. The single specific plan and development agreement subject to City review and approval referenced above shall include:

(i) detailed plans for Title 27 compliant closure of the landfill and Remedial Action Plans for OU-1 and OU-2 that have been approved by all appropriate regulatory agencies, which include, but shall not be limited to, CalRecycle, the San Mateo County Environmental Health Department, the California Department of Toxic Substances Control, the California Regional Water Quality Control Board;

(ii) a specific schedule establishing the time frames by which (i) the landfill must be closed in full compliance with Title 27 and (ii) the remediation of OU-1 and OU-2 must be completed; and

(iii) specific means by which the City may enforce the applicant's adherence to the schedule for closure and remediation and specific consequences, e.g., monetary penalties, suspension of building permits, etc., that the City may impose on the applicant for failing to adhere to the schedule.

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

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

D. Each increment of development shall be provided with appropriate transportation related and other infrastructure, facilities, and site amenities as determined by the City. Such transportation related and other infrastructure, facilities, and site amenities (e.g., parks, open space

preservation, habitat enhancement) shall be provided at the developer's cost.

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

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

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

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

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

J. Development shall be designed to protect uses from the 100-year flood, including 100 years of projected sea level rise as determined based on regulatory standards or guidelines in effect at the time of project construction, with the reference to guidelines and sea level rise projections approved by the Director of Public Works/City Engineer based on context-specific considerations of risk tolerance and adaptive capacity.

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

Local Economic Development

Policy BL.2 Require a program by the developer encouraging employment of Brisbane residents in the construction phase and in the operation of future businesses.

Land Use

Policy BL.3 Address visual impacts of any future specific plan development in the following manner:

Program BL.3.a: Environmental review for the required Specific Plan shall include a visual impact analysis which shall include an evaluation of the impacts of building heights, including the impact of the proposal on view corridors.

Program BL.3.b: The required Specific Plan shall address the heights of buildings and building groups to achieve the following:

i. diversity of height within the subarea;
ii. creative excellence in architectural and site design;
iii. visual acceptability when seen from above;
iv. a complementary relationship to the overall topography, especially the Lagoon, San Bruno Mountain and the Bay, and the entrance to Central Brisbane;
v. open space and open areas.

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

The following design approaches shall not be included in the required specific plan or any development proposal:

i. Buildings or building groups that block view corridors to the Bay, or appear as "fortresses" or "walls" lining the Bayfront, the Lagoon or any arterial street.

Policy BL.4 Maximize opportunities for open space and recreational uses in any land use planning for this subarea.

Policy BL.5 Establish standards and parameters for any interim uses of the property.

Policy BL.6 Establish a safety buffer around and provide for visual screening of the Tank Farm.

Policy BL.7 Give aesthetic consideration to views of San Bruno Mountain, the Bay and the Baylands development itself from Central Brisbane as well as views from the Baylands in the design of any development.

Policy BL.8 **Consider methods for enhancing interaction between the residential community in Central Brisbane and uses on the Baylands. Methods may include pedestrian, bicycle and vehicular connections, recreational uses and educational facilities.**

Policy BL.9 **Buffer development from uses in the Beatty Subarea.**

Policy BL.10 **Develop design guidelines as a part of the Specific Plan for the Baylands. In the design guidelines, incorporate standards for roofs, emphasizing color, materials and screening, so as to consider views from above.**

Policy BL.11 **Retain and enhance landscaping along Bayshore Boulevard to buffer traffic noise and enhance the visual appearance of land uses fronting of the roadway.**

Transportation and Circulation

Policy BL.12 **Develop a pedestrian and bicycle system to reach all areas of the City from the Baylands.**

Policy BL.13 **Connect all development within the Baylands with bicycle and pedestrian networks.**

Policy BL.14 **Work with other agencies to promote interconnection with regional bicycle systems.**

Policy BL.15 **Cooperate with other agencies to develop the Bay Trail between Sierra Point and the Candlestick Recreation Area.**

Open Space/Conservation

Policy BL.16 **Enhance the natural landform and biotic values of Icehouse Hill and preserve its ability to visually screen the Tank Farm.**

Policy BL.17 **After the water environment is determined to be safe for public access, develop public water-related passive recreation at the Brisbane Lagoon, with due concern for the preservation and enhancement of the wetlands.**

Policy BL.18 **Develop a public pathway and access facilities immediately adjacent to the Lagoon.**

Policy BL.19 **Establish a buffer zone between the Lagoon and adjacent uses.**

Policy BL.20 **Dedicate land area for open space, recreational uses and wetlands restoration, especially around the Lagoon.**

Policy BL.21 Provide in-lieu fees for the acquisition of open space or land dedication in conjunction with development.

Policy BL.22 Preserve open areas east of the Caltrans Highway 101 right-of-way as Bayfront.

Policy BL.23 Investigate methods to improve water quality in the Lagoon without adversely impacting waterfowl and fish.

Policy BL.24 Seek opportunities to enhance and restore wetlands in consultation with responsible agencies.

Policy BL.25 Require water-conserving landscape plans, including suitable plant materials and irrigation systems, and provide for the use of non-potable water.

Policy BL.26 Support County and regional efforts to maintain and improve water quality in San Francisco Bay. Work closely with responsible agencies to assure monitoring of the landfill so as to avoid toxic leaking into the Bay and to have property owners repair any leaks.

Policy BL.27 Improve water circulation and water quality in the Lagoon by control of sedimentation and by careful monitoring and maintenance of underground pipelines by responsible agencies.

Community Health and Safety

Policy BL.28 Meet applicable seismic requirements in all construction, with special attention to non-engineered fill.

Policy BL.29 Disclose, in a risk analysis, all hazardous materials to be utilized in research and development and biotechnical research, the assumptions that were used, and methods of safe handling and disposal.

Policy BL.30 Utilize landscape and construction techniques to reduce noise impacts.

Policy BL.31 Require improvement of drainage and correction of hillside erosion and flooding on Bayshore Boulevard.

Policy BL.32 Work closely with the Integrated Waste Management Board and the Bay Area Air Quality Management District to assure monitoring of regulatory air quality issues, especially those pertaining to grading, surcharging and methane emissions, by regulatory agencies.

XII.12 BEATTY

Land Use

Policy BEA.1 Development in this subarea shall have as its primary purpose the accommodation of Heavy Commercial uses that need large areas of land to accommodate goods and equipment and may involve outdoor storage of goods and equipment.

Policy BEA.2 Development within this subarea shall be designed to act as a buffer between the impacts of the industrial uses on adjacent properties in San Francisco and the Planned Development uses of the Baylands.

Program BEA.2.a: There shall be an extensive southern landscape buffer which may also include a berm or other separating device.

Policy BEA.3 A Specific Plan and accompanying environmental review shall be prepared and adopted prior to any significant development or redevelopment of the area.

Policy BEA.4 Outdoor storage of goods and equipment shall be screened by appropriate fencing and landscape materials.

Policy BEA.5 An Agreement between the City of Brisbane and the City and County of San Francisco should be considered in order to coordinate development and the provision of essential services to the subarea and to assure that Brisbane's goals and policies for the subarea are acknowledged, respected and attained.

Policy BEA.6 There shall be no fabrication, manufacturing, processing or treatment of materials in this subarea other than that which is directly incidental to a permitted or conditional use. There shall be no processing of hazardous waste materials.

Policy BEA.7 A Development Agreement may be considered between Recology and the City of Brisbane to establish the uses to be permitted or prohibited within the subarea, to adopt a development schedule and to ensure the provision of municipal services.

Transportation and Circulation

Policy BEA.8 The Specific Plan for this area shall provide for the extension of Geneva Avenue to Highway 101.

Policy BEA.9 Mitigate traffic impacts by implementing the measures adopted by the City in Transportation System Management, Transportation Demand Management and Congestion Management Plans.

Policy BEA.10 The Specific Plan shall include street standards for the subarea.

Community Health and Safety

Policy BEA.11 Development and/or redevelopment in this subarea shall include provisions for essential services and adequate public safety facilities.

Policy BEA.12 All development shall meet applicable seismic requirements with special attention to non-engineered fill.

Policy BEA.13 Grading controls on landfill shall be developed.

Policy BEA.14 Development on landfill shall comply with applicable Federal, State and regional standards.

Policy BEA.15 The Specific Plan shall include programs for odor and litter reduction.

Policy BEA.16 Special attention should be paid to uses of the adjacent property that has potential for the storage and/or processing of hazardous materials.

Policy BEA.17 Development shall utilize necessary means to reduce noise impacts.

Policy BEA.18 Work closely with regulatory agencies to encourage ongoing toxic remediation programs and monitoring by those agencies.

XII.13 OWL AND BUCKEYE CANYONS

Conservation

Policy OBC.1 Encourage the State of California Department of Fish and Game to include Brisbane citizens in planning for a maintenance and native plant preservation program for Owl and Buckeye Canyons.

Policy OBC.2 Work with State and County agencies and encourage volunteer participation in the control of invasive plant species.

Program OBC.2.a: Educate the public of the continued threat of invasive species through the Brisbane Star.

Community Health and Safety

Policy OBC.3 Work with the State Department of Forestry to more effectively address wildland fire.

Policy OBC.4 Cooperate with the San Mateo County Sheriff to prevent unauthorized off road vehicle use.

Policy OBC.5 Urge the State and PG&E to properly maintain access roads to control erosion and reduce hazard and impacts to the City's storm drain system, the natural ecology and the habitat.

Transportation and Circulation

Policy OBC.6 Investigate alternatives to the Quarry Road to access Central Brisbane from Crocker Park to reduce impacts on the Canyons.

XII.14 QUARRY

Land Use

Policy Q.1 Consideration of applications filed under the Property Agreement for this subarea will require the property owner to request a General Plan Amendment and Specific Plan and to complete all required environmental review in the context of annexation and a Development Agreement.

Program Q.1.a: Environmental review for all specific plans shall include a visual impact analysis which shall include an evaluation of the impacts of building heights, including the impact of views of the development from Central Brisbane and the Northeast Ridge.

Policy Q.2 Work toward closing of the Quarry and its conversion to more desirable uses.

Transportation and Circulation

Policy Q.3 Continue to route Quarry trucks away from Central Brisbane and oppose night operations.

Community Health and Safety

Policy Q.4 Continue to communicate the City's concerns about dust, noise and siltation resulting from Quarry operation to the County of San Mateo and take whatever action the City deems necessary to protect the City's interests as the County considers permits for Quarry operations.

Policy Q.5 Monitor County management of Quarry permit conditions to assure compliance with dust and sediment control, and other conditions pertinent to the welfare of Brisbane residents and businesses.

Program Q.5.a: Insist that a regularly scheduled monitoring program of the ongoing quarry operation is instituted to assure that the operator is meeting all permit and health and safety obligations.

Program Q.5.b: Insist that erosion control programs are instituted and maintained and revegetation takes place for all disturbed slopes.

Program Q.5.c: In conjunction with the surface mining permit, insist that the County of San Mateo place strict conditions for compliance with best management practices for control of dust and other emissions that have air quality impacts.

Policy Q.6 **Ascertain the Quarry's contribution to drainage flows, siltation and sedimentation of the Lagoon and seek the development of an effective mitigation program.**

Policy Q.7 **Monitor efforts by responsible agencies to protect the safety of workers and visitors at the Quarry.**

BLANK

ATTACHMENT D

BLANK

PROJECT INFORMATION

1. Project Title:	Case GP-1-19
2. Lead Agency:	City of Brisbane 50 Park Place Brisbane, CA 94005
3. Contact Person:	John Swiecki, Community Development Director (415) 508-2120 jswiecki@ci.brisbane.ca.us
4. Project Location:	Baylands Subarea, Bayshore Boulevard
5. Project Sponsor:	City of Brisbane
6. General Plan Designation:	Baylands Planned Development (Baylands Subarea), Principal Arterial (Bayshore Boulevard)
7. Zoning:	Commercial Mixed-Use (C-1), Marsh Lagoon Bayfront (MLB), Manufacturing (M-1)
8. Project Description:	Amend General Plan text and graphics to implement General Plan Amendment GP-1-18 (GP-1-18) by: (1) incorporating GP-1-18, which was approved by the Brisbane City Council in July 2018 and approved by Brisbane voters as Measure JJ in November 2018 into the General Plan; (2) revising roadway Level of Service (LOS) standards in compliance with Brisbane Baylands Program Environmental Impact Report Mitigation Measure 4.I-1; and (3) update factual information and clarify existing General Plan provisions. These proposed General Plan revisions are summarized in the Project Description, below.
9. Previous Environmental Reviews:	Brisbane Baylands Program EIR (State Clearinghouse #2006022136)

ADDENDUM TO THE BRISBANE BAYLANDS PROGRAM EIR

1.0 INTRODUCTION

The Brisbane City Council certified the Final Brisbane Baylands Program Environmental Impact Report (EIR or Final Program EIR) (State Clearinghouse #2006022136) for General Plan Amendment GP-1-18 (GP-1-18), which was approved on July 19, 2018 and subsequently also approved by Brisbane voters as Measure JJ in November 2018. GP-1-18 and Measure JJ permit development of 1,800 to 2,200 dwelling units and up to 6.5 million square feet of non-residential use, along with an additional 500,000 square feet of hotel use (total of 7.0 million square feet of non-residential development) within the Baylands General Plan Subarea.

Resolution 2018-62, which includes the Brisbane City Council's adoption of GP-1-18 directs City staff to "prepare for Council's consideration any other amendments to the General Plan or zoning ordinance as may be needed" to implement GP-1-18. In response, City staff drafted a set of revisions to Chapters II, V, VI, and XII of the Brisbane General Plan (The Planning Area, Land Use, Circulation, and Policies and Programs by Subarea, respectively), implementing GP-1-18 by:

(1) Making revisions that clarify existing General Plan provisions and updating factual information in the General Plan, which was originally adopted in 1994.

(2) Incorporating GP-1-18 and Measure JJ into the General Plan and ensuring the General Plan's consistency with GP-1-18;

(3) Revising roadway Level of Service (LOS) standards within the City in compliance with EIR Mitigation Measure 4.I-1; and

The environmental effects of the proposed General Plan revisions are within the scope of analysis of the Program EIR as evidenced by the following.

- Among the components of the project analyzed in the EIR are "Amendments to the Brisbane General Plan as needed to ensure consistency of the Project Site development with the provisions of the General Plan." (Draft EIR page 3-2)
- The EIR Project Description (Section 3.6) and Mitigation Measure 4.I-1 specifically include modifying the City's roadway level of service (LOS) standards to:
    - Recognize that the City's LOS standards will be exceeded due to future development in other cities even if no development within the Baylands occurs; and
    - Provide level of service standards that accommodate the level of development approved for Baylands.

- Section 3.15 of the Draft EIR states that the EIR evaluates the environmental effects of, among other project development components, "Amendments to the Brisbane General Plan as needed to ensure consistency of the ultimately selected Concept Plan[1] with the provisions of the General Plan."
- On page 3-79, the Draft EIR lists "Adoption of a General Plan amendment, as needed, to ensure consistency between the Concept Plan and the Brisbane General Plan" among the approvals required from the City of Brisbane.
- EIR Mitigation Measure 4.N-3a requires preparation of a corridor plan for Bayshore Boulevard to "determine the suite of improvements necessary to resolve long-term cumulative traffic issues along the corridor" caused by increases in traffic generated by development within Daly City and San Francisco.

Because proposed revisions to the General Plan were previously described and analyzed in the EIR certified for GP-1-18, no additional environmental documentation in the form of a Subsequent or Supplemental EIR is required. This addendum to the Baylands Final Program EIR (State Clearinghouse #2006022136) has been prepared pursuant to California Environmental Quality Act (CEQA) Guidelines §15162 and §15164 to aid in the review of General Plan revisions needed to implement GP-1-18 and incorporate it into the Brisbane General Plan.

2.0 APPLICABLE CEQA REQUIREMENTS

Revisions to the General Plan needed to implement GP-1-18 require the City Council to take a discretionary action (approval of a General Plan Amendment) and therefore constitutes a "project" that is subject to the guidelines and regulations of the California Environmental Quality Act (CEQA).

Because a Final Program EIR was certified for GP-1-18 and the proposed General Plan Amendment implements GP-1-18, the provisions of CEQA Guidelines §15162 and §15164 provide guidance for the environmental review of the proposed General Plan Amendment. CEQA Guidelines §15162 identifies the following requirements for subsequent environmental review following certification of an EIR:

(a) When an EIR has been certified or a negative declaration adopted for a project, no subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in the light of the whole record, one or more of the following:

[1] The land use program and policies embodied in GP-1-18 set forth the equivalent of the Concept Plan cited in the EIR.

(1) Substantial changes are proposed in the project which will require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;

(2) Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or

(3) New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete or the negative declaration was adopted, shows any of the following:

(A) The project will have one or more significant effects not discussed in the previous EIR or negative declaration;

(B) Significant effects previously examined will be substantially more severe than shown in the previous EIR;

(C) Mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or

(D) Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

(b) If changes to a project or its circumstances occur or new information becomes available after adoption of a negative declaration, the lead agency shall prepare a subsequent EIR if required under subdivision (a). Otherwise the lead agency shall determine whether to prepare a subsequent negative declaration, an addendum, or no further documentation.

CEQA Guidelines §15164 requires the Lead Agency to "prepare an addendum to a previously certified EIR if some changes or additions are necessary but none of the conditions described in §15162 calling for preparation of a subsequent EIR have occurred." Should an addendum be determined to be required, the Lead Agency is required to provide a brief explanation of the decision not to prepare a subsequent EIR pursuant to §15162 that is supported by substantial evidence in the addendum, the lead agency's findings on the project, or elsewhere in the

record[2]. As is demonstrated in this Addendum and the attached findings, none of the conditions described in CEQA Guidelines §15162 calling for preparation of a subsequent EIR have occurred, and preparation of an addendum to the previously certified Brisbane Baylands Program EIR is therefore required pursuant to CEQA Guidelines §15164.

2.1 DOCUMENTS REFERENCED

The following documents were used during preparation of this Addendum. These documents are available for review at the City of Brisbane Community Development Department located at 50 Park Place, Brisbane, CA 94005 or on the City of Brisbane's website.

- The **City of Brisbane General Plan** identifies the community's vision for its future and establishes the framework to guide decision-making about development, resource management, public safety, public services, and general community well-being. Each chapter of the General Plan identifies and describes goals, policies, and programs that specify direction for decision-making and formulation of public policy. The Brisbane General Plan includes the following chapters:

  I. Introduction
  II. The Planning Area
  III. Community Character
  IV. Local Economic Development
  V. Land Use
  VI. Circulation
  VII. Open Space
  VIII. Recreation and Community Services
  IX. Conservation
  X. Community Health and Safety
  XI. 2015-2022 Housing Element
  XII. Policies and Programs by Subarea

  The General Plan can be found on the City's website at: https://brisbaneca.org/general-plan

[2] The substantial evidence supporting the decision not to prepare a subsequent EIR is summarized in Section 4.0 of this Addendum and provided in detail in Attachment A.

- The **Brisbane Baylands Program Environmental Impact Report**, which was originally prepared to address four Concept Plans for the development of the Baylands, provided the CEQA documentation required to support the City's approval of General Plan Amendment GP-1-18. The EIR also sets forth measures to mitigate the significant environmental effect of proposed development.

  The Draft Brisbane Baylands Program EIR can be found on the City's website at: https://www.brisbaneca.org/baylands-deir

  The Final Brisbane Baylands Program EIR can be found on the City's website at: https://www.brisbaneca.org/feir-documents

  The City Council's findings that the Brisbane Baylands Program EIR adequately addressed the impacts of GP-1-18 can be found at: http://brisbaneca.org/sites/default/files/Reso201861CEQAFindingsAttach1.pdf

3.0 PROJECT DESCRIPTION

The proposed project consists of text and graphic, revisions to Chapters II, V, VI, and XII of the Brisbane General Plan (The Planning Area, Land Use, Circulation, and Policies and Programs by Subarea, respectively) needed to implement General Plan Amendment GP-1-18 and Measure JJ, incorporating GP-1-18 and Measure JJ into the General Plan. Also included are General Plan revisions that address General Plan Level of Service (LOS) standards to ensure internal consistency following incorporation of GP-1-18 into the General Plan[3]. Lastly, the proposed project includes General Plan revisions to reflect current conditions or clarify existing provisions.

3.1 REVISIONS THAT CLARIFY GENERAL PLAN PROVISIONS AND UPDATE FACTUAL INFORMATION IN THE GENERAL PLAN

A number of the proposed revisions to the General Plan update factual information or clarify existing provisions of the General Plan and include General Plan text revisions. These proposed revisions are needed to correctly reflect the current name of landowners and describe current land uses and land use trends. Proposed General Plan revisions also reflect changes in State law that occurred subsequent to adoption of the General Plan in 1994, including deleting references to the Brisbane Redevelopment Agency. Historical discussion of the alternatives that were considered when the General Plan was adopted in 1994 are proposed to be deleted from the General Plan, along with historical discussion of the differences in land use designations

[3] The EIR certified for GP-1-18 recognizes that traffic generated by development outside of Brisbane would exceed the City's LOS standards. EIR Mitigation Measure 4.I-1 requires resolution of the potential inconsistency between the Land Use and Circulation elements.

between the previously adopted 1980 General Plan and the 1994 General Plan. In addition, proposed General Plan revisions include renumbering of General Plan policies and programs, as well as non-substantive reformatting to achieve consistency between the various chapters of the General Plan.

Because these revisions update background facts and reflect current state law, they would not modify the type or intensity of development permitted by General Plan policies or programs and would not result in any physical changes to the environment.

3.2 GENERAL PLAN REVISIONS THAT INCORPORATE GP-1-18 AND MEASURE JJ INTO THE GENERAL PLAN

City Council Resolution 2018-62, which approved GP-1-18, directed City staff to "prepare for Council's consideration any other amendments to the General Plan or zoning ordinance as may be needed" to implement General Plan Amendment GP-1-18. Thus, revisions to General Plan Chapter V (Land Use) are proposed to reflect adoption of General Plan Amendment GP-1-2018 and Measure JJ by including the specific text and graphic revisions necessary to incorporate General Plan Amendment GP-1-18 and Measure JJ into the General Plan and ensure the consistency of the General Plan with GP-1-18 and Measure JJ. These include deletion of policies that were superseded by GP-1-18 and Measure JJ, revisions to policies for the Baylands Subarea needed to reflect the requirements of GP-1-18 and Measure JJ, and text and graphic revisions needed to merge the Northeast Bayshore Subarea into the Baylands Subarea per the requirements of GP-1-18 and Measure JJ.

Proposed amendments to the General Plan that incorporate GP-1-18 into the General Plan would not change any of the provisions of GP-1-18, and would result in the same physical changes to the environment as were previously analyzed in the Brisbane Baylands Program EIR as described in the findings of the City Council for adoption of GP-1-18.

3.2 REVISIONS TO GENERAL PLAN LEVEL OF SERVICE (LOS) STANDARDS FOR BAYSHORE BOULEVARD AND FREEWAY OFF-RAMP INTERSECTIONS

Revisions to General Plan Chapter VI (Circulation) are proposed to modify General Plan Policy C.1 (*roadway level of service standards*) and thereby resolve a potential inconsistency between the Land Use and Circulation Elements as required by Brisbane Baylands Program EIR Mitigation Measure 4.I-1, which states:

> **Mitigation Measure 4.I-1:** Recognizing that General Plan roadway level of service standards will be exceeded due to development in other cities even if no development within the Baylands occurs, General Plan Policy C.1 (*roadway level of service standards*) shall be amended to reflect current traffic conditions; developments approved by the

cities of San Francisco, Daly City, and South San Francisco that exceed long-term traffic projections set forth in the 1994 Brisbane General Plan; and the land use program approved in the Baylands General Plan Amendment.

Proposed revisions to General Plan Policy C.1 (*roadway level of service standards*) would:

- Create a new category of roadways, Regional Routes[4], designate Bayshore Boulevard as a Regional Arterial Route, and set forth the rationale for distinguishing Bayshore Boulevard from other principal and minor arterial roadways within the City.
- Replace existing LOS standards for intersections along Bayshore Boulevard with:
    - Preparation and implementation of a multi-modal mobility plan for Bayshore Boulevard providing for a combination of roadway, intersection, transit, bicycle, and pedestrian facility improvements to address regional through traffic and enhance mobility for Brisbane residents and businesses.
    - A requirement for new development within the City generating more than 50 peak hour trips on Bayshore Boulevard or Geneva Avenue to comply with the applicable multi-modal mobility plan(s) by either providing physical improvements consistent with the plan(s) or making a fair share payment for plan improvements pursuant to a citywide traffic impact fee program to be adopted by the City Councils, rather than undertaking multiple traffic impact analyses for individual development projects to evaluate LOS at intersections along Bayshore Boulevard, Geneva Avenue, and along U.S. Highway 101. As part of the multi-modal mobility plan for Bayshore Boulevard, the City would develop citywide traffic impact fees based on a nexus study.
- Replace existing LOS standards at intersections with freeway offramps along U.S. Highway 101 with a new Policy C.3 addressing queueing of vehicles along freeway off-ramps and at intersections to prevent traffic on a freeway off-ramp from backing up onto the freeway mainline or traffic at an intersection from backing up into another intersection.
- Maintain the current standard of LOS D at all other intersections along principal and minor arterials (i.e., all existing arterial roadways within Brisbane other than those along Bayshore Boulevard, Geneva Avenue, and at freeway interchanges).
- Reorganize Chapter VI (Circulation) and modify or add policies and programs to put greater emphasis on multi-modal mobility for Brisbane residents and businesses, accommodation of bicycles and pedestrians in addition to vehicular movement, and provisions for comfortable and safe travel from within the community to shopping, employment, recreation, transit, and U.S. Highway 101.

[4] "Regional Routes," as used in proposed revisions to the General Plan, refers to U.S. Highway 101 (Freeway) and Bayshore Boulevard (Regional Arterial).

- Establish criteria defining when traffic impact analyses would be required to confirm compliance of proposed development projects with the City's LOS standard.

4.0 ENVIRONMENTAL FINDINGS SUPPORTING ADDENDUM

4.1 FINDINGS REGARDING REVISIONS THAT CLARIFY CURRENT GENERAL PLAN PROVISIONS AND UPDATE FACTUAL INFORMATION IN THE GENERAL PLAN

Proposed revisions to the General Plan that update factual information or clarify existing provisions of the General Plan do not involve substantive changes to any General Plan policies or programs, are factual in nature, reflect current State law, and do not modify the type or intensity of development permitted by General Plan policies or programs. As a result, proposed revisions to the General Plan that update factual information or clarify existing provisions of the General Plan **would not** involve any:

- Substantial changes in the project for which the Brisbane Baylands Program EIR was prepared that would require major revisions of the certified Program EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;
- Substantial changes with respect to the circumstances under which the project for which the Brisbane Baylands Program EIR was prepared would be undertaken that would require major revisions of the certified Program EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
- New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the Program EIR was certified that shows:
    - The project for which the Brisbane Baylands Program EIR was prepared would have one or more significant effects not discussed in the Program EIR;
    - Significant effects previously examined will be substantially more severe than shown in the Program EIR;
    - Mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of the project for which the Brisbane Baylands Program EIR was prepared, but the project proponents decline to adopt the mitigation measure or alternative; or
    - Mitigation measures or alternatives which are considerably different from those analyzed in the Program EIR would substantially reduce one or more significant

effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

4.2 FINDINGS REGARDING GENERAL PLAN REVISIONS THAT INCORPORATE GP-1-18 AND MEASURE JJ INTO THE GENERAL PLAN

The proposed General Plan amendment also sets forth additional General Plan text revisions needed to incorporate General Plan Amendment GP-1-18 and Measure JJ into the General Plan and ensure the consistency of the General Plan with GP-1-18 and Measure JJ. These include deletion of policies that were superseded by GP-1-18 and Measure JJ, as well as revisions to policies for the Baylands Subarea needed to reflect the requirements of GP-1-18 and Measure JJ.

Incorporating General Plan Amendment GP-1-2018 and Measure JJ into the General Plan would have the same physical environmental effects as those previously analyzed in the Brisbane Baylands Program EIR. As a result, incorporating GP-1-18 and Measure JJ into the General Plan **would not** involve any:

- Substantial changes in the project for which the Brisbane Baylands Program EIR was prepared that would require major revisions of the certified Program EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;
- Substantial changes with respect to the circumstances under which the project for which the Brisbane Baylands Program EIR was prepared would be undertaken that would require major revisions of the certified Program EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
- New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the Program EIR was certified that shows:
    - The project for which the Brisbane Baylands Program EIR was prepared would have one or more significant effects not discussed in the Program EIR;
    - Significant effects previously examined will be substantially more severe than shown in the Program EIR;
    - Mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of the project for which the Brisbane Baylands Program EIR was prepared, but the project proponents decline to adopt the mitigation measure or alternative; or
- Mitigation measures or alternatives which are considerably different from those analyzed in the Program EIR would substantially reduce one or more significant effects

on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

4.2 FINDINGS REGARDING REVISIONS TO GENERAL PLAN LOS STANDARDS

Proposed revisions to General Plan LOS standards are necessary to address a potential inconsistency between the General Plan's Land Use Element and Circulation Element and allow implementation of the adopted GP-1-18 in the manner it was approved. Traffic analyses undertaken for the Program EIR indicated that future development outside Brisbane would cause the City's LOS standards to be exceeded at six intersections along Bayshore Boulevard and adjacent to the 101 freeway even in the absence of any development within the Baylands. Thus, traffic generated by development projects consistent with the General Plan Land Use Element, including development associated with GP-1-18 and Measure JJ would be inconsistent with General Plan Policy C.1 (LOS standards). Program EIR Mitigation Measure 4.I-1 therefore required General Plan LOS standards to be revised to permit the level of development approved in GP-1-18 in a manner consistent with the General Plan.

Proposed revisions to General Plan LOS standards would not, however, result in the widening of Bayshore Boulevard. In evaluating the effectiveness of proposed mitigation measures addressing impacts at the intersection of Geneva Avenue and Bayshore Boulevard (Program EIR Mitigation Measure 4.N-3a), the Program EIR addressed the potential for widening Bayshore Boulevard to provide three travel lanes in each direction, providing sidewalk improvements and turn pockets at each intersection, and re-coordinating signal timing settings to provide more green time to the westbound and eastbound split phases and reduce green time for the northbound and southbound approaches in order to the increase capacity on Bayshore Boulevard.

The Program EIR determined that widening Bayshore Boulevard to accommodate three travel lanes in each direction would require major right-of-way acquisition and result in secondary impacts pertaining to transit operations, pedestrian and bicycle circulation, and safety due to longer crossing distances. The Program EIR also noted that widening of Bayshore Boulevard would result in major construction costs as well as potential displacement of existing businesses. In addition, widening of Bayshore Boulevard north of Geneva Avenue into San Francisco would be prevented by right-of-way constraints associated with the T-Third light rail line that terminates at the station just south of Sunnydale Avenue.

While the Program EIR acknowledged that secondary impacts might be partially mitigated[5], it concluded that widening of Bayshore Boulevard through Brisbane was infeasible and that a

[5] The Program EIR identified provision of pedestrian enhancements such as separated sidewalks along the length of Bayshore Boulevard; incorporating design elements that would reduce speeds to less than 30 miles per hour, such

corridor plan for the Bayshore Boulevard corridor was needed. Mitigation Measure 4.N-3a was therefore included in the Program EIR requiring preparation of a corridor plan for Bayshore Boulevard to "determine the suite of improvements necessary to resolve long-term cumulative traffic issues along the corridor." Proposed revisions to General Plan LOS standards include requirements for preparation of a corridor plan for Bayshore Boulevard as a replacement for the General Plan's existing LOS standards. Such a corridor plan could potentially result in modifications to lane striping, existing intersection configurations, location and timing of traffic signals, spacing of intersections, and/or roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian facilities. The corridor plan could also include one or more of the design elements identified in the Program EIR as partial mitigation measures[6].

Because the Program EIR did not address potential physical modifications associated with proposed revisions to General Plan LOS standards and a corridor plan for Bayshore Boulevard that might occur outside of the Baylands, an analysis of whether such physical modifications might require a subsequent or supplemental EIR pursuant to the provisions of CEQA Guidelines CEQA Guidelines §15162 was prepared to address each of the potentially significant environmental issues identified in CEQA Guidelines Appendix G. The findings of this analysis, which is presented in Attachment A to this Addendum, concluded that proposed revisions to General Plan LOS standards **would not** involve any:

- Substantial changes in the project for which the Brisbane Baylands Program EIR was prepared that would require major revisions of the certified Program EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;
- Substantial changes with respect to the circumstances under which the project for which the Brisbane Baylands Program EIR was prepared would be undertaken that would require major revisions of the certified Program EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
- New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the Program EIR was certified that shows:
    - The project for which the Brisbane Baylands Program EIR was prepared would have one or more significant effects not discussed in the Program EIR;
    - Significant effects previously examined will be substantially more severe than shown in the Program EIR;
    - Mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of

as narrower travel lanes, landscape features, and more frequent signalization; and providing frequent (every 500 to 750 feet) safe crossing treatments for pedestrians as potential mitigation measures.

the project for which the Brisbane Baylands Program EIR was prepared, but the project proponents decline to adopt the mitigation measure or alternative; or

- Mitigation measures or alternatives which are considerably different from those analyzed in the Program EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

4.4 CONCLUSION

Proposed General Plan revisions to implement General Plan Amendment GP-1-18 and Measure JJ would not result in any of the conditions set forth in CEQA Guidelines §15162(a) that would require preparation of a subsequent or supplemental EIR for the reasons summarized below.

- The physical changes to the environment that might result from General Plan revisions to incorporate GP-1-18 into the General Plan and ensure the General Plan's consistency with GP-1-18 would be the same as those previously analyzed pursuant to the requirements of CEQA as part of the Brisbane Baylands Program Environmental Impact Report.
    - The types and intensity of land uses permitted within the Baylands Subarea remain unchanged from those approved in GP-1-88, for which the Baylands Final Program EIR was certified.
    - The requirements of GP-1-18 regarding the timing of site remediation and Title 27 landfill closure in relation to land development are unchanged, as are requirements for the provision of a water potable water supply to the Baylands.
    - All mitigation measures set forth in the Mitigation Monitoring and Reporting Program adopted for GP-1-18 remain requirements of site development.
    - GP-1-18 represents a substantial reduction in development intensity from that originally proposed by the applicant for development of the Baylands as set forth in the findings for that General Plan Amendment's adoption. The whole of the record for adoption of the GP-1-18 and currently proposed General Plan revisions does not indicate the availability of any additional mitigation measures or alternatives considerably different from those in the EIR that would substantially reduce significant effects to a greater degree.
    - Preparation of a corridor plan to improve mobility along Bayshore Boulevard to address the effects of future development outside of Brisbane exceeding the City's LOS standards at six intersections along Bayshore Boulevard and adjacent to the 101 freeway was contemplated in the EIR and required by mitigation measure 4.N-3a.

- By resolving a potential inconsistency between the General Plan's Land Use Element and Circulation Element, the proposed General Plan amendment would allow implementation of the adopted GP-1-18 in the manner it was approved.
- The physical improvements that would result from proposed General Plan revisions would occur in the same locations within the Baylands, along Bayshore Boulevard, and adjacent to the freeway as those which were analyzed for GP-1-18.
- Proposed General Plan revisions that are factual in nature or reflect current State law would not result in any physical changes to the environment other than those already disclosed in the Final Program EIR.

As summarized above and documented in the detailed findings set forth in Attachment A, proposed revisions to the General Plan will require only minor revisions to the certified Final Program EIR for the Baylands -- addition of the project description set forth in this Addendum into the project description of the Final Program EIR and none of the conditions described in CEQA Guidelines §15162 calling for preparation of a subsequent EIR would occur. Therefore, preparation of an addendum to the previously certified Brisbane Baylands Program EIR (State Clearinghouse #2006022136)is required pursuant to CEQA Guidelines §15164.

ATTACHMENT A

ADDITIONAL FINDINGS REGARDING PROPOSED REVISIONS TO GENERAL PLAN LEVEL OF SERVICE (LOS) STANDARDS

Analysis of the impacts that would result from proposed revisions to Brisbane's roadway Level of Service (LOS) standards are presented based on the environmental issues identified in CEQA Guidelines Appendix G to determine whether such proposed revisions would require preparation of a subsequent or supplemental EIR pursuant to CEQA Guidelines §15162. The analysis presented below focuses on the following:

- Would proposed amendments to the General Plan revising Brisbane's level of service standards require major revisions of the Baylands Program EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects?
- Would proposed amendments to the General Plan revising Brisbane's level of service standards require major revisions of the Baylands Program EIR due to substantial changes that have occurred with respect to the circumstances under which GP-1-18 would be undertaken due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects?
- Is there new information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the Baylands Program EIR was certified as complete that shows any of the following:
    - The project will have one or more significant effects not discussed in the previous EIR or negative declaration;
    - Significant effects previously examined will be substantially more severe than shown in the previous EIR;
    - Mitigation measures or alternatives previously found not to be feasible would in fact be feasible and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or
    - Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative?

The answers to these questions encompass all of the criteria set forth in CEQA Guidelines Section 15162(a) and are used to evaluate proposed amendments to the General Plan revising Brisbane's level of service standards. If any of the boxes in column (1), (2), or (3) are checked, a

Subsequent or supplemental EIR would be required. If only the boxes in Column 4 are checked, none of the conditions described in CEQA Guidelines §15162 calling for preparation of a subsequent EIR would occur and preparation of an addendum to the certified Brisbane Baylands EIR would be required.

A.1 AESTHETICS

	Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:			
Issues:	*(1) Proposed Revisions to General Plan LOS Standards?*	*(2) Changed Circumstances?*	*(3) New Information of Substantial Importance?*	*(4) No New or Substantially More Severe Significant Impacts*
Except as provided in Public Resources Code §21099, would the project:				
a) Have a substantial adverse effect on a scenic vista?	☐	☐	☐	☒
b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway?	☐	☐	☐	☒
c) Conflict with applicable zoning and other regulations governing scenic quality?	☐	☐	☐	☒
d) Create a new source of substantial light or glare which would adversely affect daytime or nighttime views in the area?	☐	☐	☐	☒

a) Substantial adverse effect on a scenic vista?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Visual simulations undertaken for Baylands development demonstrated that structures with a height of 80 feet or more located within 300 feet of the freeway would have the potential to block views of the Bay. The Program EIR also concluded that structures in close proximity to the US 101 freeway could block motorists' views of San Bruno Mountain and the adjacent ridgeline.

Even though the total amount of development that would be permitted under the Baylands General Plan Amendment would be less than the scenarios addressed in the Program EIR, the potential for development to block or partially obscure bluewater views of the San Francisco Bay and views of San Bruno Mountain from US Highway 101 and the Bay Trail would remain, depending on the ultimate height, location, and massing of buildings.

The City Council found that Baylands development consistent with the provisions of GP-1-18 and Program EIR Mitigation Measures 4.A-1a and 4.A-1b would preserve bluewater views of the Bay and views of San Bruno Mountain. As a result, the City Council found that impacts on scenic vistas would be reduced to less than significant.

Evaluation of Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed revisions to General Plan LOS standards would result in modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension. These physical improvements would be at grade and not involve vertical structures that could intrude into either (1) bluewater views of the Bay as seen from Central Brisbane or nearby communities within San Francisco or Daly City or (2) view of San Bruno Mountain and the ridgeline defining Central Brisbane as seen from the US 101 freeway and other areas east of Bayshore Boulevard.

Conclusion: No new significant impact would result.

b) Would the proposed project substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings?

Program EIR Finding: Less than Significant

The City Council found that GP-1-18 would preserve scenic resources within the Baylands, since new development would be required to be designed consistent with Biological Resources mitigation measures preserving open space and General Plan policies requiring that development in the Baylands be complementary to existing topographic features, including Brisbane Lagoon, San Bruno Mountain, and San Francisco Bay. Other identified scenic resources such as the historic Roundhouse would be preserved and restored due to implementation of General Plan policies and Program EIR Cultural Resources mitigation measures. The Visitacion Creek corridor, Icehouse Hill, and the edges of Brisbane Lagoon would be improved and used for habitat conservation and passive recreation; existing wetland and habitat areas would be improved and expanded. The San Francisco Bay Trail would be extended to provide additional views of the Bay from the Baylands and although some development could occur

between the trail and the Bay, it would adhere to applicable *San Francisco Bay Plan* policies and findings intended to ensure that new development maintains public access to the Bay.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Physical improvements resulting from proposed revisions to General Plan LOS standards would occur within and immediately adjacent to the Bayshore Boulevard right-of-way and existing freeway interchanges, as well as within the Baylands. These improvements would not involve vertical structures and would be required to be designed consistent with Biological Resources mitigation measures and General Plan policies requiring that development in the Baylands be complementary to existing topographic features, including Brisbane Lagoon, San Bruno Mountain, and San Francisco Bay.

Conclusion: No new significant impact would result.

c) Would the proposed project conflict with applicable zoning and other regulations governing scenic quality?

Program EIR Finding: None

Because CEQA Guidelines Appendix G was modified to include this threshold as of January 2019, this specific threshold was not specifically addressed in the Program EIR. In its various impact evaluations, the Program EIR did not identify any instance where Baylands development would conflict with any applicable zoning or other regulation governing scenic quality.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Transportation improvements resulting from proposed revisions to General Plan LOS standards would not involve vertical structures that would be subject to the City's zoning or design review requirements. Thus, the proposed General Plan Amendment would not conflict with applicable zoning and other regulations governing scenic quality.

Conclusion: No new significant impact would result.

d) Would the proposed project create a new source of substantial light or glare which would adversely affect daytime or nighttime views in the area?

Program EIR Finding: Significant and Unavoidable (Nighttime Lighting); Less than Significant with Implementation of Mitigation Measures (Daytime Glare)

Nighttime Lighting. The Program EIR concluded that addition of nighttime lighting from the development permitted by GP-1-18 over as broad an area as the Baylands, which is now largely dark at night, would affect nighttime views currently available to existing residents of Central Brisbane, adversely affecting 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. To the extent that nighttime lighting might not be fully shielded and directed downward, views of stars in the night sky could be affected. Light spillage from Baylands development permitted by GP-1-18 could also adversely affect the Little Hollywood neighborhood and nearby habitat areas.

Although development intensity would be less and there would be fewer sources of light than would result from the proposed development analyzed in the Program EIR, development permitted by GP-1-18 would still generate substantial new sources of light that would be visible from other areas of Brisbane, from US Highway 101, and from adjacent scenic vistas. Even with implementation of EIR mitigation measures, the City Council found implementation of all feasible mitigation measures would not reduce impact of night lighting to a less-than-significant level. Given the nighttime lighting levels typical of proposed uses as compared to the minimal nighttime lighting that exists within Baylands, the Council found that the amount of development permitted by GP-1-18, the large size of the Baylands, and the existence of nearby surrounding nighttime light-sensitive uses (residences) that would be affected, this impact would be significant and unavoidable.

Daytime Glare. The City Council found that a substantial amount of new building area would be introduced over a large portion of the Baylands that is now essentially devoid of sources of glare from development permitted by GP-1-18. Such sources of glare would be visible from other areas of Brisbane, from US Highway 101, and from adjacent scenic vistas. Thus, although GP-1-18 would reduce the number and size of sources of glare compared to the proposed development analyzed in the Program EIR, glare impacts would be significant, and mitigation was required. The City Council found that implementation of Mitigation Measure 4.A-4b, which would require positioning reflective materials on building exteriors that have a light reflectivity factor greater than 30 percent so as to not reflect daytime glare onto the 101 freeway or onto existing residential communities in Brisbane and Visitacion Valley, would reduce daytime glare impacts to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Nighttime Lighting. Transportation improvements resulting from proposed revisions to General Plan LOS standards would include street lighting along Bayshore Boulevard, the Geneva Avenue extension, and freeway interchanges. Proposed revisions to General Plan LOS standards would not increase the overall intensity of street lighting along Bayshore Boulevard, nor would street lighting along Geneva Avenue or at freeway interchanges be different than

was analyzed for the Baylands in the Program EIR. In addition, the standard design for modern street lighting directs light downward so as not to adversely affect nighttime views.

Conclusion: Proposed revisions to General Plan LOS standards would not substantially increase the severity of the significant unavoidable night lighting impact disclosed in the Program EIR.

Daytime Glare. Roadway, bicycle, and pedestrian improvements would be constructed with non-reflective paving and light poles that would not create sources of glare that could adversely affect daytime views.

Conclusion: No new significant impact would result.

References

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

A.2 AGRICULTURAL AND FORESTRY RESOURCES

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?	☐	☐	☐	☒
b) Conflict with existing zoning for agricultural use, or a Williamson Act contract?	☐	☐	☐	☒
c) Conflict with existing zoning for, or cause rezoning of, forest land (as defined in Public Resources Code Section 12220(g)), timberland (as defined by Public Resources Code Section 4256), or timberland zoned Timberland Production (as defined by Government Code Section 51104(g))?	☐	☐	☐	☒
d) Result in the loss of forest land or conversion of forest land to non-forest use?	☐	☐	☐	☒
e) Involve other changes in the existing environment, which, due to their location or nature, could result in conversion of Farmland to non-agricultural use or conversion of forest land to non-forest use?	☐	☐	☐	☒

Program EIR Findings: Less than Significant

An Initial Study Checklist was prepared as part of the original 2006 Notice of Preparation (NOP) for the Program EIR. The NOP determined that all impacts in relation to Agricultural and Forestry Resources would be less than significant. Agricultural and Forestry Resources

were not, therefore, addressed in detail in the Program EIR prepared for Baylands development.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

There are no lands within the City of Brisbane included on maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency as Prime Farmland, Unique Farmland, or Farmland of Statewide Importance. Neither are there any lands within the City that are zoned for agricultural use or subject to a Williamson Act contract.

There are no lands within the City of Brisbane zoned for forest land (as defined in Public Resources Code §12220(g)), timberland (as defined by Public Resources Code §4256), or Timberland Production (as defined by Government Code §51104(g)).

Because there are no agricultural or forest lands within or adjacent to the City of Brisbane, revisions to General Plan LOS standards would not involve any changes to the existing environment that could result in (1) either conversion of farmland to non-agricultural use or conversion of forest land to non-forest use, or (2) otherwise adversely affect agricultural or forestry resources.

References

California Department of Conservation, Important Farmland in California. Farmland Mapping and Monitoring Program, San Mateo County Important Farmland 2014, available online: ftp://ftp.consrv.ca.gov/pub/dlrp/FMMP/pdf/2014/smt14.pdf, Accessed May 6, 2019.

California Department of Forestry and Fire Protection (CalFire), Fire and Resource Assessment Program, Land Cover: Multi-Source Data Compiled for Forest and Range 2006 Assessment, available online: http://frap.cdf.ca.gov/data/frapgismaps/pdfs/fvegwhr13b_map.pdf, Accessed May 6, 2019.

A.3 AIR QUALITY

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Conflict with or obstruct implementation of the applicable Bay Area Clean Air Plan?	☐	☐	☐	☒
b) Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard?	☐	☐	☐	☒
c) Expose sensitive receptors to substantial pollutant concentrations?	☐	☐	☐	☒
d) Result in other emissions (such as those leading to odors) adversely affecting a substantial number of people?	☐	☐	☐	☒

a) Would the proposed project conflict with or obstruct the implementation of the applicable Bay Area Air Quality Management Plan?

Program EIR Finding: Significant and Unavoidable

The City Council included a mitigation measure (Mitigation Measure 4.B-9) in the Program EIR to implement additional control strategies and thereby achieve consistency with the Control Strategies contained in the Clean Air Plan for the San Francisco Bay Area Air Basin. The City Council concluded, however, that even with reduced development intensity and Mitigation Measure 4.B-9, impacts of GP-1-18 would remain significant and unavoidable in relation to emissions of criteria pollutants during both construction and operations. Thus, while GP-1-18 would be consistent with the Control Strategies contained in the Clean Air Plan for the San Francisco Bay Area Air Basin and would not disrupt or hinder implementation of any Clean Air Plan control measures implementation of mitigation, impacts would still be significant and unavoidable due to significant unavoidable emissions of criteria pollutants during construction and operations.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Because proposed revisions to General Plan LOS standards implement Program EIR Mitigation Measure 4.N-3a, resulting construction activities and ongoing operations would implement all relevant Control Strategies contained in the Clean Air Plan for the San Francisco Bay Area Air Basin and would not disrupt or hinder implementation of any Clean Air Plan control measures implementation of mitigation.

Construction Emissions. The primary source of construction emissions leading to the significant and unavoidable air pollutant emissions impact disclosed in the Program EIR is site grading, when heavy, diesel-fueled construction equipment would be used in large numbers and fugitive dust would be generated from large-scale earthmoving activities (PM_{10} and $PM_{2.5}$).

Site grading and excavation activities for improvements associated with proposed revisions to General Plan LOS policies would be a temporary source of fugitive dust (PM_{10} and $PM_{2.5}$) emissions, as well as emissions from construction equipment. The short-term construction impacts of transportation improvements that might occur along the Geneva Avenue extension and at freeway interchanges were included in the construction emissions analyzed in the Program EIR and are subject to the mitigation measures set forth in that EIR.

Short-term construction impacts for transportation improvements along Bayshore Boulevard would be much less than for GP-1-18 and would not cause the significant construction impacts associated with GP-1-18 to be substantially more severe than previously disclosed in the Program EIR for the following reasons:

- The area along Bayshore Boulevard that may be subject to as grading, paving, and other construction activities would be very small relative to the overall Brisbane Baylands, resulting in substantially fewer construction emissions on a daily basis than would occur for grading of the overall Baylands site.
- Whereas large numbers of heavy-duty equipment would be needed to grade the overall Baylands site for GP-1-18, transportation improvements along Bayshore Boulevard associated with revisions to General Plan LOS standards would not require large-scale heavy-duty earth moving equipment and would be graded using smaller-scale equipment (e.g., bobcats and back hoes), resulting in lower daily emissions.
- Fewer construction workers would be employed for construction of transportation improvements along Bayshore Boulevard than for development of the Baylands project site, reducing daily emissions from construction worker travel.
- Construction of transportation improvements along Bayshore Boulevard would not overlap the major grading operations for the overall Brisbane Baylands. To take advantage of economies of scale, transportation improvements along Bayshore Boulevard would most likely be programmed to occur simultaneously with Baylands roadway construction activities, which would be undertaken after completion of site

grading. Daily construction-related air pollutant emissions would therefore not add to the peak construction emissions resulting from GP-1-18.

- Construction of transportation improvements along Bayshore Boulevard would be required to implement relevant mitigation measures set forth in the Program EIR to reduce construction-related air pollutant emissions, including:
    - Mitigation Measure 4.B-1, addressing Fugitive Dust Emissions
    - Mitigation Measure 4.B-2a, addressing Construction Emissions of Criteria Pollutants and Precursors for which the Air Basin is in Nonattainment

Operational Emissions. As stated in Finding A.14 (a), proposed revisions to General Plan LOS standards would provide for some increases in roadway capacity along Bayshore Boulevard and at freeway interchanges; however, this additional capacity would not remove a barrier to growth nor would it or induce additional unplanned development to the north or south of Brisbane. In addition, Geneva Avenue extension would accommodate the same traffic volumes as were analyzed for GP-1-18. Addendum Finding A.17 (c) concludes that proposed revisions to General Plan LOS standards would not involve the construction of any homes, businesses, or other uses that would generate or induce population or employment growth that would increase vehicular travel or vehicle miles traveled. While revisions to General Plan LOS standards will result in some increased in roadway capacity along Bayshore Boulevard and at freeway interchanges, this additional capacity would be minor in relation to overall roadway capacity and would not remove a barrier to growth or induce growth. Proposed revisions to General Plan LOS standards would encourage increased use of non-vehicular travel, which would tend to reduce the traffic-generating effects of any increased roadway capacity.

Proposed revisions to General Plan LOS standards would provide multi-modal mobility improvements along Bayshore Boulevard and the Geneva Avenue extension within the City by reducing delay at intersections, providing for enhanced bicycle and pedestrian facilities, improving traffic flow along Bayshore Boulevard, and improving access to transit. Together, these improvements would reduce fuel consumption and associated vehicular emissions of criteria air pollutants by reducing the idling time of vehicles waiting to pass through intersections and shifting some vehicular travel to transit and non-motorized transportation modes.

> **Conclusion**: Because proposed revisions to General Plan LOS standards would not result in substantially more severe emissions of criteria air pollutants, the proposed General Plan revisions would not result in substantially more severe impacts in relation to consistency with the applicant Bay Air Quality Management Plan.

b) Would the proposed project result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard?

Program EIR Finding: Significant and Unavoidable

Baylands development permitted by GP-1-18 would result in an increase in criteria air pollutant and precursor emissions, including ROG, NO_X, PM_{10} and $PM_{2.5}$ from a variety of emissions sources, including onsite area sources (e.g., natural gas combustion for space and water heating, landscape maintenance, use of consumer products such as hairsprays, deodorants, cleaning products, etc.) and mobile on-road sources. Baylands development-related operational emissions of ROG, NOx, PM_{10} and $PM_{2.5}$ would exceed the BAAQMD significance threshold and impacts would be significant.

The City Council found that GP-1-18 would result in more than a 40 percent reduction in development intensity compared to the DSP scenario evaluated in the Program EIR with a similar reduction in traffic generation, air pollutant emissions, and total GHG emissions. Even with a more than 40 percent reduction in air pollutant emissions, GP-1-18, along with implementation of EIR mitigation measures, including Mitigation Measure 4.B-4, would not result in the 86 to 92 percent reductions necessary (for PM_{10}) or the 60 to 86 percent reductions necessary (for NOx and ROG) to reduce impacts to a less-than-significant level. Consequently, even with implementation of Program EIR mitigation measures, emissions of ROG NOX, PM_{10} and $PM_{2.5}$ resulting from GP-1-18 would remain significant and unavoidable.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Construction Emissions. Activities such as grading and excavation, paving, utility relocation, and bridge overcrossing construction associated with revisions to General Plan LOS standards would result in emissions of ROG, CO, NOX, SO2, PM_{10}, and $PM_{2.5}$. PM_{10} and $PM_{2.5}$ emissions would occur from fugitive dust (due to earthwork and excavation) and from construction equipment exhaust. The majority of PM_{10} and $PM_{2.5}$ emissions would be generated by fugitive dust from grading and excavation operations. Exhaust emissions from construction activities include emissions associated with the transport of machinery and supplies to and from the project site, emissions produced on-site as the equipment is used, and emissions from trucks transporting materials to and from the site.

Because the specific transportation improvements that would result from revisions to General Plan LOS standards cannot be known at this time, nor can their timing or the extent to which one or more such projects might concurrently generate air pollutant emissions be known, a quantitative analysis of air pollutant emissions cannot be undertaken.

To address fugitive dust emissions during construction, the BAAQMD *CEQA Air Quality Guidelines* recommends a Best Management Practices (BMP) approach. Consistent with

BAAQMD recommendations, BMPs for controlling fugitive dust will be applied to all construction projects associated with General Plan revisions implementing Mitigation Measure 4.I-1 including, but are not limited to:

Measures to Reduce Fugitive Dust Emissions

1. All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered as needed, but no less than two times per day on days with no precipitation.
2. All haul trucks transporting soil, sand, or other loose material off-site shall be covered.
3. All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.
4. All vehicle speeds on unpaved roads shall be limited to 15 mph.
5. All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.
6. Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations). Clear signage shall be provided for construction workers at all access points.
7. All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.
8. A publicly visible sign shall be posted with the telephone number and person to contact at the Lead Agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. BAAQMD's phone number shall also be visible to ensure compliance with applicable regulations.
9. Construction foreman and crew shall receive training from contractors on implementation of the above emission reduction techniques prior to each development phase.

Measures to Reduce Construction Vehicle Emissions

1. Idling times shall be minimized either by shutting diesel-powered or gasoline-powered equipment off when not in use or reducing the maximum idling time of diesel-powered equipment to five minutes (as required by the California airborne

toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points.

2. All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. It shall be the contractor's responsibility to ensure that all equipment has been checked by a certified mechanic and determined to be running in proper condition prior to operation.

3. All construction contract specifications shall include a requirement that on-road diesel trucks used to transport spoils consist of 2007 or newer model-year trucks with factory-built engines. All on-road diesel trucks shall be required to have emission control labels as specified in 13 CCR 2183(c) or any subsequent updates to this CARB regulation, whichever is more stringent. The construction contract specifications shall require that the contractor submit to the City a comprehensive inventory of all on-road trucks used to haul spoils. The inventory shall include each vehicle's license plate number, the engine production year, and a notation of whether the truck is in possession of an emission control label as defined in 13 CCR. The contractor shall update the inventory and submit it monthly to the City throughout the duration of the project.

4. All off-road construction equipment greater than 50 horsepower used for site improvements shall meet EPA Tier 4 emissions standards with the following exception. Equipment with an engine compliant with Tier 3 emissions standards may be allowed on a case-by-case basis when the applicant (1) demonstrates a good faith effort to procure Tier 4 equipment, and (2) documents that no Tier 4 equipment is available for a particular equipment type within San Mateo County within the scheduled construction period. Each case shall be documented with signed written or emailed correspondence by the appropriate construction contractor, along with documented correspondence from at least two construction equipment rental firms representing a good faith effort to locate engines that meet Tier 4 requirements, as applicable. Documentation shall be submitted to City staff for review before Tier 3 equipment is used on the project.

Operational Emissions. Operational emissions associated with proposed revisions to General Plan LOS standards would result from increases, if any, in vehicular traffic. As stated in Finding 2.3.14 (a), proposed revisions to General Plan LOS standards would provide for some increases in roadway capacity along Bayshore Boulevard and at freeway interchanges[1]; however, this additional capacity would not remove a barrier to growth nor would it or induce additional unplanned development to the north or south of Brisbane. In addition, Addendum Finding 2.3.17 (c) concludes that proposed revisions to General Plan LOS standards would not involve the construction of any homes, businesses, or other uses that would generate or induce

[1] Proposed revisions to General Plan LOS standards would not increase roadway capacity or traffic along the Geneva Avenue extension above that analyzed in the Program EIR.

population or employment growth that would increase vehicular travel or vehicle miles traveled. While these General Plan revisions will provide for some increases in roadway capacity along Bayshore Boulevard and at freeway interchanges, this additional capacity would not remove a barrier to growth or induce growth but would encourage increased use of non-vehicular travel.

Proposed revisions to General Plan LOS standards would (1) provide for improvements to multi-modal mobility along Bayshore Boulevard by reducing delay at intersections, (2) provide for enhanced bicycle and pedestrian facilities along Bayshore. Boulevard and the Geneva Avenue extension, and (3) improve access to transit. Together, these improvements would reduce fuel consumption and associated vehicular emissions of criteria air pollutants by reducing the idling time of vehicles waiting to pass through intersections and shifting some vehicular travel to transit and non-motorized transportation modes.

> **Conclusion**: Proposed revisions to General Plan LOS standards would not result in substantially more severe emissions of criteria air pollutants than were disclosed in the Program EIR and would therefore not result in substantially more severe impacts.

c) Would the proposed project expose sensitive receptors to substantial pollutant concentrations?

Program EIR Finding: Less than Significant

Construction activities associated with GP-1-18 would produce diesel particulate emissions and $PM_{2.5}$ emissions due to combustion from equipment such as loaders, backhoes, and cranes, as well as haul truck trips, resulting in elevated concentrations at nearby receptors (both new and existing residences). Because these elevated concentrations could lead to an increase in the risk of cancer or other health impacts, a health risk assessment was performed, which determined that proposed Baylands development would have a less-than-significant impact. Because construction activities associated with GP-1-18 would be similar on a daily basis to those analyzed in the Program EIR, the City Council found that GP-1-18 would also have a less than significant impact.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Construction of transportation improvements associated with proposed revisions to General Plan LOS standards would produce diesel particulate emissions and $PM_{2.5}$ emissions due to combustion from equipment such as pavers, loaders, and backhoes, as well as haul truck trips, resulting in elevated concentrations at nearby receptors. These construction activities would be much less intensive than the construction activities that would be associated with Baylands development permitted by GP-1-18, for which impacts were previously determined to be less than significant in the Program EIR.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

d) Would the proposed project result in other emissions (such as those leading to odors) adversely affecting a substantial number of people?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The types of residential, commercial, and open space uses permitted by GP-1-18 are not associated with emissions of odors that could adversely affect a substantial number of people. The only use permitted by GP-1-18 that would have the potential for such emissions is an onsite recycled water plant. The Program EIR determined that construction of an onsite recycled water plant would employ odor control measures. Depending on its ultimate location within the Baylands, the recycled water plant could be as close as 400 feet to proposed residential units and about one-half mile from the nearest existing residential receptor. Because of the potential for an onsite recycled water plant to generate odors that may affect a substantial number of people, Program EIR Mitigation Measure 4.B-8 requires implementation of a Recycled Water Plant Odor Control Plan to reduce odor impacts.

Due to decreased sewage flows under GP-1-18 in comparison with those analyzed in the Program EIR, The City Council found that, with implementation of Program EIR Mitigation Measure 4.B-8, GP-1-18 would not have a substantial adverse effect in relation to odors and impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Offensive odors rarely cause physical harm; however, they can be unpleasant, leading to stress among members of the public and generating citizen complaints. Proposed revisions to General Plan LOS standards do not propose uses identified by the BAAQMD as sources of odors, such as wastewater treatment facilities, chemical manufacturing, painting/coating operations, feed lots/dairies, composting facilities, landfills, and solid waste transfer stations.

Construction related to transportation improvements associated with proposed revisions to General Plan LOS standards would generate airborne odors, such as from diesel equipment and during paving operations. However, the potential for emission of odors generated during construction would be short-term and intermittent. Also, since prevailing winds in Brisbane are from the northwest and west and the predominant location of construction operations associated with revisions to General Plan LOS standards would be downwind of Brisbane's residential neighborhoods, odors generated during construction would not adversely affect a substantial number of people.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

References

Bay Area Air Quality Management District. *2017 Clean Air Plan, Spare the Air – Cool the Climate*, Available: http://www.baaqmd.gov/plans-and-climate/air-quality-plans/current-plans Accessed: May 1, 2019.

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

A.4 BIOLOGICAL RESOURCES

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Wildlife or the U.S. Fish and Wildlife Service?	☐	☐	☐	☒
b) Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or the U.S. Fish and Wildlife Service?	☐	☐	☐	☒
c) Have a substantial adverse effect on state or federally protected wetlands (including, but not limited to, marsh, vernal pool, costal, etc.) through direct removal, filling, hydrological interruption, or other means?	☐	☐	☐	☒
d) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	☐	☐	☐	☒
e) Conflict with the City of Brisbane Tree Regulations protecting biological resources?	☐	☐	☐	☒
f) Conflict with the provisions of the San Bruno Mountain Area Habitat Conservation Plan?	☐	☐	☐	☒

a) Would the proposed project have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Wildlife or the U.S. Fish and Wildlife Service?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Direct mortality or harm to special-status plants or animals within the Baylands and/or loss or degradation of habitat for special-status plants and animals would occur as a result of proposed Baylands development. The Program EIR concluded that remediation and site grading activities would displace sensitive natural communities including freshwater emergent wetlands that have formed on the existing fill material that is the current substrate at the site, and the Visitation Creek channel. Title 27 landfill closure activities including cleanup within and along the Visitation Creek channel would impact sensitive natural communities including tidally influenced banks of Visitation Creek either by temporary removal of tidal habitats during remediation, or through indirect effects such as increase in storm water runoff into sensitive habitats while work is occurring within or adjacent to the creek channel. These impacts were determined to be significant, requiring mitigation.

The Program EIR concluded that remediation and grading activities would result in substantial adverse effects on wetlands and waters of the United States as defined by Section 404 of the Clean Water Act, and Waters of the State, as defined by the Porter-Cologne Water Quality Act, overseen by the RWQCB pursuant to Section 401 of the Clean Water Act. These activities would occur within the landfill and railyard footprints prior to Baylands development build out.

As a result of these significant impacts, implementation of Mitigation Measures 4.C-1a through 4.C-1h and Mitigation Measures 4.C-2a through. 4.C-2c was required. The City Council determined that these mitigation measures, including performance standards in Mitigation Measures 4.C-2a, 4.C-2b, and 4.C-2c, would ensure no net loss of either the total area/amount or the functions and values of sensitive natural communities. As a result, the City Council determined that GP-1-18 would not have a substantial adverse effect on riparian habitats, and impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension could result in adverse effects on candidate, sensitive, or special-status species due to habitat loss or degradation should such activities occur within or adjacent to undeveloped areas or habitat features with the potential to support

special status species. Examples of such habitats or features include, but are not limited to the seasonal wetlands adjacent to Bayshore Boulevard (e.g., Levinson marsh), the host plants for special status butterflies that occur at Icehouse Hill, the tidal marsh and open water habitats at Brisbane Lagoon, or existing habitat features such as trees and infrastructure such as buildings that could support special status birds and special status bats. However, compliance with General Plan Policy 85[2], Program EIR Mitigation Measures Mitigation Measures 4.C-1a through 4.C-1h, and Program EIR Mitigation Measures 4.C-2a through. 4.C-2c, and compliance with state and federal policy for no net loss of wetland prior to issuance of City grading permits will ensure impacts remain less than significant.

Conclusion: Proposed revisions to General Plan LOS standards would not result in any new significant impacts.

b) Would the proposed project have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or the U.S. Fish and Wildlife Service?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The Program EIR concluded that remediation and site grading activities would displace sensitive natural communities including freshwater emergent wetlands that have formed on the existing fill material that is the current substrate at the site, and the Visitation Creek channel. Title 27 landfill closure activities, including cleanup within and along the Visitation Creek channel would impact sensitive natural communities such as tidally influenced banks of Visitation Creek either by temporary removal of tidal habitats during remediation, or through indirect effects such as increase in storm water runoff into sensitive habitats while work is occurring within or adjacent to the creek channel. These actions would impact and displace sensitive natural communities including freshwater emergent wetlands that have formed on the existing fill material that is the current substrate at the site, and the Visitation Creek channel. The resulting impact would be significant, requiring mitigation.

The City Council found that the performance standards set forth in Mitigation Measures 4.C-2a, 4.C-2b, and 4.C-2c would ensure no overall net loss of either the total area/amount or the functions and values of sensitive natural communities. Implementation of these mitigation measures, as well as compliance with regulatory requirements, might also result in a greater quantity and higher overall habitat quality than what currently exists within the Baylands.

[2] General Plan Policy 85 states "Encourage the preservation and conservation of aquatic resources in Brisbane: the Lagoon, the Bayfront and the Marsh."

Thus, the City Council found that GP-1-18 would not have a substantial adverse effect on riparian habitats, and impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Transportation improvements associated with revisions to General Plan LOS standards could result in adverse effects to riparian and other sensitive natural communities within Brisbane if construction or operation encroaches upon sensitive habitats or degrades the quality of sensitive habitats during construction or operation. Sensitive habitats adjacent to Bayshore Boulevard include seasonal wetlands and riparian habitats, tidal wetlands and tidal marsh habitat at the Brisbane Lagoon. However, compliance with General Plan Policy 85, Program EIR Mitigation Measures Mitigation Measures 4.C-1a through 4.C-1h and Mitigation Measures 4.C-2a through. 4.C-2c, and compliance with state and federal policy for no net loss of wetland prior to issuance of City grading permits will ensure impacts remain less than significant.

Conclusion: Proposed revisions to General Plan LOS standards would not result in any new significant impacts.

c) Would the proposed project have a substantial adverse effect on state or federally protected wetlands (including, but not limited to, marsh, vernal pool, costal, etc.) through direct removal, filling, hydrological interruption, or other means?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Remediation and grading activities would result in substantial adverse effects on wetlands and waters of the United States as defined by Section 404 of the Clean Water Act, and Waters of the State, as defined by the Porter-Cologne Water Quality Act, overseen by the RWQCB pursuant to Section 401 of the Clean Water Act. These activities would occur within the landfill and railyard footprints prior to Baylands development build out.

Significant impacts identified in the Program EIR include permanent fill of freshwater emergent wetlands and manmade drainages occurring on the former railyard; permanent fill of un-vegetated manmade drainage ditches, freshwater emergent wetlands, and tidally influenced wetlands at Visitation Creek within the landfill footprint. The fill of jurisdictional waters as a result of remediation and grading activities would result in loss of wetland area to create appropriate soil elevations for the purpose of containment of contaminants required prior to Baylands development.

The City Council concluded that implementation of Mitigation Measures 4.C-2a, 4.C-2b, and 4.C-2c would reduce impacts on wetlands to less than significant since the performance standards for remediation and grading activities set forth in Mitigation Measure 4.C-2c ensure

that the total area and/or overall functions and values of jurisdictional wetlands or waters of the U.S. would be maintained and that impacts would be reduce to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension could result in adverse effects to riparian and other sensitive natural communities due to habitat loss or degradation should such activities occur within or adjacent to such areas. Examples of such locations include but are not limited to wetland areas adjacent to Bayshore Boulevard (e.g., Levinson marsh) and the Brisbane Lagoon. However, compliance with Program EIR Mitigation Measures 4.C-2a, 4.C-2b, and 4.C-2c; General Plan Policy 85; and state and federal policy for no net loss of wetland will ensure impacts remain less than significant.

Conclusion: Proposed revisions to General Plan LOS standards would not result in any new significant impacts.

d) Would the proposed project interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Development permitted by GP-1-18 would result in establishment and maintenance of contiguous open areas and linear habitat features that could facilitate animal movement onsite, including Visitation Creek, and thereby maintain connectivity within the Baylands and increase habitat quality onsite compared to existing conditions.

The City Council found that GP-1-18 could permit some buildings in excess of 100 feet in height, which might pose collision hazards to migratory birds since tall buildings and the reflection from window surfaces of those buildings could alter the flight patterns of migratory birds and substantially increase the potential for bird strike collisions with the structures. Due to the potential for individuals of special status bird species to collide with windows and reflective surfaces on tall buildings associated with development of the site, the City Council determined that a significant impact would result, requiring mitigation.

The performance standards and actions set forth in Program EIR Mitigation Measures 4.C-4a through 4.C-4g would ensure the ability of wildlife species to move through the Baylands in appropriate locations by creating and maintaining active wildlife corridors. These performance

standards and actions would also protect wildlife nursery sites supporting breeding. As a result, the City Council determined the development permitted by GP-1-18 would be less than significant. no new significant impact would result.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

No transportation improvements associated with revisions to General Plan LOS standards would occur within or across established native resident or migratory wildlife corridors or in locations supporting movement of native resident or migratory wildlife species or fish. No impacts would therefore result from proposed revisions to General Plan LOS standards.

Conclusion: Proposed revisions to General Plan LOS standards would not result in any new significant impacts.

d) Would the proposed project conflict with the City of Brisbane Tree Regulations protecting biological resources?

Program EIR Finding: Less than Significant

GP-1-18 would have the potential to result in removal of trees protected under the City's Tree Ordinance. However, Baylands development permitted by GP-1-18 would be required to comply with the City's Tree Ordinance, which requires specific approval for removal of protected trees. Removal permits may be granted subject to conditions including, but not limited to, requiring planting one or more replacement trees (Municipal Code Section 12.12.050 F). Thus, impacts were determined to be less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Transportation improvements associated with revisions to General Plan LOS standards will comply with Brisbane Municipal Code Title 12, Chapter 12.12, which requires a permit for removal of protected trees, or any other tree having a trunk that is greater than 30 inches in diameter at a height of 24 inches above grade. The Municipal Code states that removal permits may be granted subject to conditions including, but not limited to, requiring planting one or more replacement trees (Section 12.12.050 F). Projects conducted by the City are not, however, subject to requirements for City permits.

In the case of transportation improvements associated with revisions to General Plan LOS standards undertaken by the City, Brisbane is not required to apply to or issue itself a permit to remove trees. The City Manager will, nevertheless, require planting one or more replacement trees for City-sponsored project in the same manner as would have been required had the tree removal been proposed by a private party. Impacts will therefore remain less than significant.

Conclusion: Proposed revisions to General Plan LOS standards would not result in any new significant impacts.

e) Would the proposed project conflict with the provisions of the San Bruno Mountain Habitat Conservation Plan?

Program EIR Finding: No Impact

The Program EIR found there are no adopted habitat conservation plans, natural community conservation plans, or other approved local, regional, or state habitat conservation plans that apply to the Baylands. The San Bruno Mountain Habitat Conservation Plan (SBMHCP) extends from San Bruno Mountain to Bayshore Boulevard and does not extend east of Bayshore Boulevard into the Baylands. Icehouse Hill is east of Bayshore Boulevard and thus is not included in the SBMHCP. Because Icehouse Hill would be retained as open land under the Baylands General Plan Amendment, conflicts with the SBMHCP would not occur. While Baylands development is not required to comply with the SBMHCP, Icehouse Hill would remain as open space, and therefore development would not conflict with the SBMHCP. This impact was therefore determined to be less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would occur within the Baylands as well as within and immediately adjacent to the existing right-of-way of Bayshore Boulevard, which are not subject to the HCP's requirements or conditions.

Conclusion: Proposed revisions to General Plan LOS standards would not result in any new significant impacts.

References

California Natural Diversity Database 2016. CNDDB search included City of Brisbane.

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

City of Brisbane Municipal Code Title 12, Chapter 12.12

A.5 CULTURAL RESOURCES

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Cause a substantial adverse change in the significance of a historical resource pursuant to §15064.5?	☐	☐	☐	☒
b) Cause a substantial adverse change in the significance of an archaeological resource pursuant to §15064.5?	☐	☐	☐	☒
c) Disturb any human remains, including those interred outside of formal cemeteries?	☐	☐	☐	☒

a) Would the proposed project cause a substantial adverse change in the significance of a historical resource pursuant to CEQA Guidelines §15064.5?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The 1907 Roundhouse located within the Baylands is listed in the National Register of Historic Places and the California Register of Historic Resources and is identified by the Brisbane General Plan as an important cultural resource to the City. This building is thus a "historical resource" as defined by CEQA. While the Roundhouse would be renovated for adaptive reuse, the Program EIR determined that restoration and reuse plans might not be completed until the Baylands is built out, permitting the Roundhouse to continue deteriorating and resulting in a substantial adverse change in the significance of a historical resource. In addition, since detailed plans for the restoration and reuse of the Roundhouse would be included as part of the required specific plan for the Baylands and were therefore not available during preparation of the Program EIR, the City Council found that the integrity of the structure could be damaged if restoration plans would not be completed in a manner consistent with the Secretary of the Interior's Standards for Rehabilitation. Thus, the Program EIR concluded that Baylands development permitted by GP-1-18 would cause a substantial adverse change in the significance of the historic Roundhouse, a historical resource as defined in Section 15064.5, requiring mitigation.

The Program EIR also concluded that new development in the immediate vicinity of the Roundhouse could cause a substantial adverse change in its significance by adversely affecting the building's historic setting if the development were completed in a manner incompatible with the historic structure. Incompatible new development (e.g., buildings significantly taller than or out of character with the Roundhouse) could overwhelm or unnecessarily contrast with this historic building, which would reduce the integrity of the building's historic setting. The result would be a significant impact, requiring mitigation.

Because Program EIR Mitigation Measure 4.D-1a would arrest continued deterioration of the Roundhouse and required its restoration and adaptive reuse, the City Council found that direct impacts on the historic Roundhouse would be reduced to less than significant. The City Council also found that because Mitigation Measure 4.D-1b requires new development to be compatible with historic buildings, Baylands development permitted by GP-1-18 would not cause a substantial adverse change in the significance of the Roundhouse or the Machinery & Equipment building. Impacts would therefore be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

No modifications to historic structures or their surroundings would occur as the result of proposed revisions to General Plan LOS standards; therefore, no substantial adverse change in the significance of a historical resource pursuant to CEQA Guidelines §15064.5 would occur. Impacts would remain less than significant.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project cause a substantial adverse change in the significance of an archaeological resource pursuant to CEQA Guidelines §15064.5?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

One known historic-period archaeological site, an artifact scatter from the late 19th and early 20th centuries, is located within the Baylands, but was determined not to be a historical resource or a unique archaeological resource. Additionally, the Baylands contains artificial fill associated with the 1906 earthquake, but this artificial fill would not likely yield important information in history or contain information needed to answer important scientific research questions and is therefore not a historical resource or a unique archaeological resource.

Development permitted by GP-1-18 would involve ground disturbance that could result in direct impacts or otherwise damage or destroy undiscovered significant archaeological resources within the Baylands. While disturbance of archaeological resources is not anticipated

during site grading or construction, the potential for impacting previously unknown resources nevertheless remains, resulting in a significant impact that requires mitigation.

The City Council found that implementation of Program EIR Mitigation Measure 4.D-2 would reduce impacts of Baylands development permitted by GP-1-18 to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Transportation improvements associated with revisions to General Plan LOS standards could result in a change in the significance of an archaeological resource pursuant to CEQA Guidelines §15064.5 should construction of such facilities uncover previously unidentified archaeological resources.

Compliance with Program EIR Mitigation Measure 4.D-2 will be a standard requirement for transportation improvements associated with revisions to General Plan LOS standards. Thus, all work within 100 feet of any resource that might be discovered during construction will be halted. The City, in consultation with a City-approved qualified consulting archaeologist, will assess the significance of the find according to CEQA Guidelines §15064.5. Prehistoric materials subject to this measure might include obsidian and chert flaked-stone tools (e.g., projectile points, knives, scrapers) or toolmaking debris; culturally darkened soil ("midden") containing heat-affected rocks, artifacts, or shellfish remains; stone milling equipment (e.g., mortars, pestles, handstones, or milling slabs); and battered stone tools, such as hammerstones and pitted stones.

If any find is determined to be a unique archaeological resource, the City and the consulting archaeologist will determine the appropriate avoidance measures or other appropriate mitigation with the City making the final determination. All archaeological resources recovered will be subject to scientific analysis, professional museum curation, and documentation according to current professional standards.

Impacts would remain less than significant with implementation of required mitigation measures.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

c) Would the proposed project disturb any human remains, including those interred outside of formal cemeteries?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The Program EIR stated that there is no indication that the Baylands has been used for human burial purposes. It would therefore be unlikely for human remains to be encountered during

construction. However, given the relatively shallow depths of existing artificial and proposed fill in the area along Bayshore Boulevard, this area's proximity to the original Bay shoreline, and the substantial amount of construction and grading proposed for this area, human remains could be encountered and inadvertently damaged, causing a significant impact. Mitigation Measure 4.D-4 was therefore included in the Program to address the actions to be taken in the event that human skeletal remains are uncovered during construction. The City Council concluded that implementation of Program EIR Mitigation Measure 4.D-4 would reduce impacts to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Because there is no indication that any portion of the Baylands or the City has been used for human burial purposes, it is unlikely that human remains would be encountered as the result of construction activities associated with revisions to General Plan LOS standards. However, it remains possible that human remains could be encountered and inadvertently damaged during construction activities.

Section 7052 of the California Health and Safety Code makes the willful mutilation, disinterment, or removal of human remains a felony. Section 7050.5 requires that the construction or excavation be stopped in the vicinity of discovered human remains until the coroner can determine whether the remains are those of a Native American. If the remains are determined to be Native American, the coroner must contact the California Native American Heritage Commission.

All construction associated with General Plan revisions to LOS standards will be subject to the provisions of Program EIR Mitigation Measure 4.D-4 and the provisions of state law. Thus, should human skeletal remains be uncovered during construction activities, the following actions will be taken:

- Work will immediately be halted within 100 feet of the find and the San Mateo County Coroner will be contacted to evaluate the remains as required by the protocols set forth in CEQA Guidelines §15064.5(e)(1) of the.
- If the County Coroner determines that the remains are Native American, the coroner will contact the Native American Heritage Commission (NAHC), in accordance with Health and Safety Code §7050.5 (c), and Public Resources Code §5097.98 (as amended by Assembly Bill 2641).
- The NAHC will identify the person(s) thought to be the Most Likely Descendent (MLD) of the deceased Native American, who will help determine what course of action should be taken in dealing with the remains.
- In accordance with Public Resources Code §5097.98, the specific entity responsible for the transportation improvement will ensure that, according to generally accepted

cultural or archaeological standards or practices, the immediate vicinity where the Native American human remains are located is not damaged or disturbed by further construction activity until the landowner has discussed and conferred, as prescribed in Public Resources Code §5097.98, with the MLD regarding their recommendations, if applicable, taking into account the possibility of multiple human remains.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

A.6 ENERGY RESOURCES

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources, during project construction or operation?	☐	☐	☐	☒
b) Conflict with or obstruct a state or local plan for renewable energy or energy efficiency?	☐	☐	☐	☒
c) Conflict with applicable zoning and other regulations governing scenic quality?	☐	☐	☐	☒
d) Create a new source of substantial light or glare which would adversely affect daytime or nighttime views in the area?	☐	☐	☐	☒

a) Would the proposed project result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources, during project construction or operation?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Construction Impacts. The Program EIR determined that Baylands-related construction activities would not be expected to result in demand for fuel greater on a per-unit-of-development basis than other development projects in the region, with the exception that remediation of hazardous materials needs to be undertaken within the Baylands along with Title 27 landfill closure. Because Baylands remediation and Title 27 landfill closure are required and not optional, the energy consumed to return the Baylands to a safe and healthy condition was determined in the Program EIR not to be wasteful.

Although the extent of Baylands development is large, construction and development would occur over a 20-year period, and demand for construction-related electricity and fuels would be spread out over that time frame.

The Program EIR concluded that construction activities would result in wasteful, inefficient, or unnecessary use of energy if construction equipment would be old or not well maintained, if equipment would be left to idle when not in use, if travel routes were not planned to minimize vehicle miles traveled, or if excess lighting or water is used during construction activities. Energy would also be used in a wasteful manner if alternative energy sources, such as solar energy, are not used where feasible, in place of more traditional sources. Thus, a significant impact would occur, requiring mitigation.

The City Council determined that implementation of Mitigation Measures 4.B-2a and 4.B-2b (construction air emissions) and Mitigation Measure 4.N-12 (construction circulation patterns) would have the effect of reducing construction-related quality fuel consumption. In addition, City Council determined that these measures, along with implementation of Mitigation Measure 4.P-1 which sets forth specific construction energy reduction measures to be implemented would reduce ensure development permitted by GP-1-18 would not have a substantial adverse effect, and impacts related to energy use during construction would be reduced to less than significant.

Operational Impacts. Operational use of energy, including the heating, cooling, and lighting of buildings; water heating; operation of electrical systems and plug-in appliances within buildings; parking lot and outdoor lighting; the transport of electricity, natural gas, and water to the areas where they would be consumed; and operation of the proposed onsite recycled water plant would be substantial given the level of development that would be permitted by GP-1-18 within the Baylands. While Baylands-related energy consumption would be less for than was originally analyzed in the Program EIR due to the reduced amount of development, the Program EIR determined that total increase in energy consumption would nevertheless remain substantial and therefore significant, requiring mitigation.

The City Council found that a number of Baylands development features and EIR mitigation measures would reduce the significant increase in energy consumption to a less-than-significant level. Incorporation of sustainability concepts from the Sustainability Framework for the Brisbane Baylands would reduce energy consumption as would green building standards for new developments to meet LEED© "Gold" rating on all new commercial projects over 10,000 square feet and achieving a "green home" rating on the MultiFamily GreenPoint Checklist for any residential developments with 20 or more units. These features, along with implementation of Mitigation Measures 4.P-2a through 4.P-2c would ensure efficient use of energy resources. As a result, the City Council concluded that the energy use of development permitted by GP-1-18 Baylands would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed revisions to General Plan LOS standards place a greater emphasis on reducing vehicle miles travelled and enhancing multi-modal mobility than existing General Plan policies. These proposed General Plan revisions would improve the fuel efficiency of Brisbane's transportation system by enhancing access to transit, shifting travel to transit and non-motorized transportation modes, and reducing the idling time of vehicles waiting to pass through intersections along Bayshore Boulevard.

Conclusion: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

b) Would the proposed project conflict with or obstruct a state or local plan for renewable energy or energy efficiency?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Because CEQA Guidelines Appendix G was modified to include this threshold as of January 2019, this specific threshold was not specifically addressed in the Program EIR. In its various impact evaluations of energy resources, the Program EIR did not identify any instance where Baylands development would conflict with or obstruct a state or local plan for renewable energy or energy efficiency.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed revisions to General Plan LOS standards provide for a balanced, connected, safe and convenient multi-modal network, accommodating bicycle and pedestrian in addition to vehicular movement, and enhancing access to transit. These proposed revisions recognize that "by prioritizing the movement of automotive vehicles over other modes travel, the use of LOS has… tended to constrain the use of alternative modes of transportation (transit/bicycles/ walking) that reduce transportation-related GHG emissions. Many of the measures that improve LOS, such as wider roadways, increase the number of cars on the road and discourage biking and walking. In addition, reducing roadway and freeway congestion encourages automobile travel while making use of transit less desirable."

By placing a greater emphasis on reducing vehicle miles travelled and enhancing multi-modal mobility, proposed revisions to General Plan LOS standards will improve the fuel efficiency of Brisbane's transportation system. This will be accomplished by reducing the idling time of vehicles waiting to pass through intersections and shifting some travel to transit and non-motorized transportation modes. Such improvements are consistent with and would not conflict with or obstruct state and local plans for energy efficiency.

Conclusion: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

References

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

A.7 GEOLOGY AND SOILS

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death involving:	☐	☐	☐	☒
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault?	☐	☐	☐	☒
ii) Strong seismic ground shaking?	☐	☐	☐	☒
iii) Seismic-related ground failure, including liquefaction?	☐	☐	☐	☒
iv) Landslides?	☐	☐	☐	☒
b) Result in substantial soil erosion or the loss of topsoil?	☐	☐	☐	☒
c) Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?	☐	☐	☐	☒
d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial direct or indirect risks to life or property?	☐	☐	☐	☒
e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?	☐	☐	☐	☒

	Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:			
Issues:	***(1) Proposed Revisions to General Plan LOS Standards?***	***(2) Changed Circumstances?***	***(3) New Information of Substantial Importance?***	***(4) No New or Substantially More Severe Significant Impacts***
f) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?	☐	☐	☐	☒

a) Would the proposed project directly or indirectly cause substantial adverse effects, including the risk of loss, injury, or death involving:

i. Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault?

Program EIR Finding: No Impact

Because there are no known active fault traces cross through or adjacent to the Baylands, and the site is not located in an Alquist-Priolo Earthquake Fault Zone, the Program EIR concluded that no impacts would result from GP-1-18.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

The Alquist-Priolo Earthquake Fault Zoning Act requires the delineation of zones by the California Department of Conservation, Geological Survey (CGS, formerly known as the California Division of Mines and Geology [CDMG]) along sufficiently active and well-defined faults. The active faults nearest to the City of Brisbane are the San Andreas fault, located approximately six miles southwest of the project site, and the Hayward fault, located approximately 14 miles northeast. Because there are no Alquist-Priolo Earthquake Fault Zones within the City of Brisbane, no impacts related to fault rupture hazards would result.

Conclusion: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

ii. Strong seismic ground shaking?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The Program EIR stated that the Baylands would likely experience at least one major earthquake (M 6.7 or higher) within the next 20 years, which could produce considerable ground accelerations and violent to very violent groundshaking within the Baylands. The Program EIR also noted that geotechnical studies prepared for Baylands development provided recommendations to minimize adverse effects from seismic groundshaking and that impacts would be significant, requiring mitigation. Mitigation Measures 4.E-2a requires implementation of site-specific construction methods and grading based on the recommendations of a final design-level geotechnical report prepared by a licensed geotechnical or soil engineer experienced in construction methods on fill materials in an active seismic area. The design-level geotechnical report would also set forth requirements addressing fill placement; soil corrosivity/expansion/erosion potential; compaction; foundation construction; drainage control (both surface and subsurface); and avoidance of settlement, liquefaction, differential settlement, spread of leachate outside of the former landfill, and seismic hazards in accordance with current California Building Code requirements including Chapter 16, Section 1613.

Program EIR Mitigation Measure 4.E-2b addresses recovery from damage to future structures and to the landfill itself that may be caused by future earthquakes. This measure requires preparation and implementation of a Post-Earthquake Inspection and Corrective Action Plan (Plan) for site-specific development projects within the former landfill portion of the Baylands in accordance with Title 27 landfill closure requirements as approved by the RWQCB and the San Mateo County Environmental Health Services Division prior to issuance of a building permit. The plan would be implemented in the event of a magnitude 7.0 or greater earthquake centered within 30 miles of the former Brisbane Landfill.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Transportation improvements associated with revisions to General Plan LOS standards would be subject to strong groundshaking in the event of a major earthquake, resulting in damage to pavement surfaces.

While substantial loss, injury, or death due to groundshaking on an at-grade facility would be extremely rare, any proposed grade-separated structure would be subject to substantial structural damage in a major earthquake. Because transportation improvements related to proposed revisions to General Plan LOS standards would be subject to requirements for site-specific geotechnical analysis set forth in Program EIR Mitigation Measures 4.E-2a and 4.E-2b, such structures would be designed to withstand a major earthquake without collapse based on site-specific geologic design-level geotechnical analyses and recommendations prepared by a licensed geotechnical or soil engineer. Prior to approval of construction plans, the City Engineer

would review the geotechnical report and the facility's structural design to confirm that it meets current standards and would avoid collapse in the event of a major earthquake.

Conclusion: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

iii. Seismic-related ground failure, including liquefaction?

Program EIR Finding: Less than Significant with Implementation of Mitigation

According to generalized maps compiled by the USGS and preliminary geotechnical investigations within the Baylands, the Program EIR stated there is a potential risk from liquefaction of saturated sand layers within existing fill, Young Bay Mud, and below Young Bay Mud beneath the Baylands. Liquefaction at the site and along Bayshore Boulevard could result in loss of bearing pressure, lateral spreading, sand boils (liquefied soil exiting at the ground surface), and other potentially damaging effects if not addressed in geotechnical engineering design. Analysis of site-specific soils data determined that liquefaction susceptibility at the former railyard area was relatively high. In contrast, a 2008 Geosyntec report and the Applicant's geotechnical consultant's testimony before the City Council suggested that the liquefaction risk within the Baylands is low because of the depth to the sand and the type of subsurface material (i.e., clayey soils).

As recommended by the Geosyntec report, site-specific investigations to pinpoint site-specific liquefaction risks would be required for all Baylands development to determine appropriate foundation system design. Because the potential for liquefaction is present within the Baylands and would require site-specific analysis, the Program EIR stated this impact would be significant, requiring mitigation. The City Council determined that implementation of Program EIR Mitigation Measure 4.E-3 would pinpoint site-specific liquefaction risks and define foundation design requirements to address site-specific potential liquefaction for each structure within the Baylands and ensure compliance with California Building Code requirements for safety from liquefaction hazards. Thus, the City Council found that with implementation of Mitigation Measure 4.E-3, development permitted by GP-1-18 would not have a substantial adverse effect in relation to liquefaction hazards, and impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

At-grade roadways, intersections, bicycle and pedestrian facilities, and connections to transit facilities would be subject to seismic-related ground failure, including liquefaction, in areas of undocumented fill and areas with shallow groundwater, resulting in potential damage to pavement surfaces. However, substantial loss, injury, or death on an at-grade facility would be extremely rare.

Grade-separated bicycle/pedestrian crossings could, however, be subject to structural collapse due to seismic related ground failure, including liquefaction depending on site-specific geologic and soil conditions. All such grade-separated structures would be subject to the requirements of Program EIR Mitigation Measure 4.E-3 and would therefore be designed to withstand collapse based on site-specific geologic conditions as determined in a design-level geotechnical report prepared by a licensed geotechnical or soil engineer. Prior to approval of construction plans, the City Engineer would review the geotechnical report and the facility's structural design to confirm the ability of such crossings to avoid collapse in the event of a major earthquake.

Conclusion: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

iv. Landslides?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Baylands development would require substantial re-grading activities including construction of slopes using fill materials. If not engineered appropriately, these constructed slopes could be subject to slope failure which could damage proposed improvements or potentially adversely affect local visitors, residents, or workers. Based on the conceptual grading plan included in the Program EIR, geotechnical studies concluded that placement of engineered fill could cause underlying Bay Mud to fail and recommended that additional subsurface exploration and static/seismic stability of the proposed slopes be analyzed prior to final design and construction once site-specific information on building locations could be known. Given that the soils are potentially unstable under static conditions, the Program EIR stated that soil beneath the Baylands is also likely unstable under dynamic conditions. Thus, a significant impact would result, requiring mitigation.

Because Mitigation Measures 4.E-4a and 4.E-4b established appropriate performance standards for slope stability to reduce the risk from static and dynamic slope instability, the City Council found that GP-1-18 would not have a substantial adverse effect in relation to landslides and slope stability, and this impact would be reduced to a less-than-significant level.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

The majority of the roadway, intersection bicycle, pedestrian, and transit access improvements occurring as the result of proposed revisions to General Plan LOS standards would occur in flat areas that are not subject to landslide hazards. In addition, these transportation facilities would occur within or adjacent existing roadway rights-of-way, which are, in some locations, adjacent to hillside areas but not within areas subject to landslides. Thus, where grading associated with proposed revisions to General Plan LOS standards might occur, there would be no increase in potential landslide hazards compared to existing conditions. Where grading would occur within an existing slope area or would create manmade slopes, implementation of Program EIR

Mitigation Measures 4.E-4a and 4.E-4b, along with compliance with California Building Code and standard engineering design parameters would adhere to performance standards that avoid surficial failure and landslides. Prior to issuance of a grading permit, Brisbane's City Engineer will review project designs to confirm they meet current building code standards and engineering practices established to avoid surficial failure and landslides.

> **Conclusion**: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

b) Would the proposed project result in substantial soil erosion or the loss of topsoil?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The Program EIR noted that construction and remediation activities required for Baylands development, such as excavation, backfilling, grading, and placement of fill material for surcharging purposes could expose areas of loose soil. Grading activities alone would require movement of large quantities of soils with preliminary estimates of up to approximately 4,475,000 cubic yards of cut and 3,397,000 cubic yards of fill. If not properly stabilized or protected, these soils and fills could be subjected to soil loss and erosion by wind and storm water runoff. Concentrated water erosion, if not managed or controlled, could eventually result in substantial soil loss. Excessive soil erosion could also eventually lead to damage of building foundations and roadways. Areas within the Baylands that are susceptible to erosion are those that would be exposed during the construction phase and along the shoreline where soil is subjected to wave action.

The Program EIR determined that, once construction activities were completed, the upland portions of the Baylands would incorporate open lands which would be retained in their natural condition or landscaped. As a result, some locations within the Baylands would be exposed to the forces that cause erosion.

The City Council found that implementation of a Storm Water Pollution Prevention Plan (SWPPP), which is required to be prepared and implemented under the NPDES General Construction Permit, and compliance with Brisbane General Plan Policy 152, the Baylands General Plan Amendment would avoid require implementation of best management practices and avoid impacts related to erosion or loss of topsoil. Program EIR Mitigation Measures 4.H-1a and 4.H1b incorporate requirements for preparation and implementation of a SWPPP in relation to hydrology impacts of proposed site development. As a result, the City Council found that GP-1-18 would not have a substantial adverse effect related to soil erosion and impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Construction activities associated with revisions to General Plan LOS standards would be required to implement best management practices (BMPs) to minimize the potential for erosion. Such BMPs would be subject to Program EIR Mitigation Measures 4.H-1a and 4.H1b which requires BMPs to be specified in a Storm Water Pollution Prevention Program (SWPPP) in accordance with the NPDES General Construction Permit and the City of Brisbane's Municipal Regional Stormwater Permit Order No. 2011-0083 Provision C.3.

Conclusion: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

c) Would the proposed project be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The Program EIR stated that settlement would occur in the former landfill, as well as in the overlying non-engineered fill and in natural deposits (Young Bay Mud, Old Bay Mud, etc.). Settlement within the Baylands (in both the short and long term) was expected to vary across the site due to variances in thickness of various soil types and differing properties of these soil types. Fill placed within the Baylands as part of site grading and development would increase total surface settlement. Consolidation of Bay Mud and tidal flat deposits and non-engineered artificial fill beneath engineered fills could also be associated with differential settlement across the Baylands, adversely affecting long-term durability and maintenance requirements of roadways and underground utilities.

While existing studies were determined to be adequate for the programmatic level of analysis set forth in the Program EIR, the City Council found that detailed site-specific geotechnical characterization and engineering analysis would be required to determine the composition and thicknesses of undocumented, non-engineered fills and underlying tidal deposits and to evaluate the settlement potential across the entire Baylands. Considering its future development, differential settlement of the landfill surface will require detailed site-specific engineering analysis and design for site-specific development projects within the Baylands. As part of site-specific, design-level geotechnical reports, analyses of the depth, thickness, and liquefaction potential of saturated deposits will be required to provide necessary site-specific information on possible surface effects associated with earthquake-induced settlement. These effects, if calculated to be a potential hazard, would be mitigated as part of the final site design and geotechnical engineering. Engineering design to reduce differential settlement could include pile foundations for structures up to 110 feet deep. The surface of the Baylands, which includes landscaping, roads, structures, and utilities, would continue to settle as the soil

compacts. Such settlement could damage improvements and/or change drainage if not engineered appropriately. Any geotechnical approach to reducing the potential for settlement would be in accordance with building code requirements and subject to review and approval by the City Engineer prior to issuance of a building permit.

Although preliminary ground settlement estimates are provided in the Program EIR, the Program EIR that precise site-specific ground settlement calculations cannot be determined until detailed grading plans and site plans for site-specific development are available. Because it is known that some degree of ground settlement would occur, a significant impact would result, requiring mitigation.

The City Council found that implementation of Mitigation Measure 4.E-2a, which requires all structures to be designed and constructed in conformance with the most recently adopted California Building Code requirements, including its performance standards for building design in areas undergoing compaction, and that all final site-specific design and engineering plans be prepared by a licensed geotechnical engineer and subject to review and approval by the City Engineer to confirm that site-specific development meets all applicable performance standards, would protect future structures from ground settlement. As a result, the City Council found that impacts associated with GP-1-18 would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

All construction associated with proposed revisions to General Plan LOS standards would implement the requirements of site-specific geologic/soils studies to ensure the safety of such facilities. Compliance with such requirements would avoid direct or indirect risks to life or property should any such facility be located in areas subject to landslide, lateral spreading, subsidence, liquefaction, or collapse. Prior to issuance of a grading permit, the City Engineer would review the project design and confirm it addresses the recommendations set forth in site-specific geologic/soils analyses.

Conclusion: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

d) Would the proposed project be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial direct or indirect risks to life or property?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Soil conditions within the Baylands vary considerably, and expansive soils may exist in some locations, particularly along Bayshore Boulevard, where Bay Mud is present beneath the surface. While it is known that expansive soils are present within the Baylands, site-specific

studies needed to comply with the most recently adopted California Building Code requirements for building design cannot be prepared until site-specific development plans are prepared along with final design and engineering plans. Thus, the Program EIR concluded this impact would be significant, requiring mitigation.

As required by Program EIR Mitigation Measure 4.E-2a, a final site-specific design-level geotechnical report would address the potential for expansive soils on individual site-specific development sites within the Baylands to ensure that the performance standards set forth in the California Building Code are met. Development would be designed and constructed in accordance with requirements of the final site-specific design-level geotechnical reports including moisture content requirements along with design standards for expansion potential. Such reports would be submitted to the City for review and approval prior to the issuance of building permits. Characterization of the potential for expansive soil within the Baylands in accordance with contemporary geotechnical practices and building code requirements is required prior to issuance of building permits**.**

Program EIR Mitigation Measure 4.E-2a requires site-specific evaluation of the potential for expansive soils and prevention of the placement of expansive fill materials to define the site-specific design solutions needed to address impacts related to expansive soils. The City Council concluded that implementation of these site-specific design solutions would be required as part grading and building permits issued by the City, that GP-1-18 would not have a substantial adverse effect in relation to expansive soils, and that impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

All construction associated with revisions to General Plan LOS standards would be subject to Program EIR Mitigation Measure 4.E-2a and would implement the requirements of site-specific geologic/soils studies to ensure the safety of such facilities should any such facility be proposed in areas subject to expansive soil. Compliance with the requirements of site-specific geologic/soils studies would avoid direct or indirect risks to life or property.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

e) Would the proposed project have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?

Program EIR Finding: No Impact

Wastewater services within the Baylands are currently provided by the Bayshore Sanitary District (BSD) in the area north of the Lagoon. No development within the Baylands would include the use of septic tanks or alternative wastewater disposal systems. No impact would therefore result.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not generate the need for wastewater disposal. Therefore, no impact would result.

Conclusion: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

f) Would the proposed project directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?

Program EIR Finding: No Impact

No known paleontological resources or unique geologic features are located within the Baylands, nor is the site geologically sensitive for paleontological resources. Even with the magnitude (substantial depth, extent, and volume) of proposed earthwork that would occur as part of site grading and building construction, including deep-driven piles into older bay muds, it is unlikely unique paleontological resources or sites or unique geologic features would be encountered. Thus, the City Council found that no impacts would result from GP-1-18.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Because (1) there are no known paleontological resources or unique geologic features within or adjacent to the Baylands, nor is area site geologically sensitive for paleontological resources and (2) previous construction of transportation improvements within existing roadway rights-of-way required substantial disturbance of soils, it is unlikely that a unique paleontological resource would be found within or adjacent to roadway rights-of-way. With the possible exception of footings for any pedestrian/bicycle bridge overcrossing that may be proposed in

the future, transportation improvement associated with proposed revisions to General Plan LOS standards would not require ground-disturbing activities at a sufficient depth so as to disturb any previously unknown paleontological resource.

In the event a previously unknown paleontological resources would be encountered during construction, all construction activities will be halted or redirected to provide for a qualified paleontologist to assess the find for significance and, if necessary, develop a paleontological resources impact mitigation plan (PRIMP) for the review and approval by the City prior to resuming construction activities.

Thus, destruction of a unique paleontological resource would not result.

> **Conclusion**: Proposed revisions to General Plan LOS standards would not result in new significant impacts.

References

Association of Bay Area Governments (ABAG), *Earthquake Hazard Maps for Brisbane*, 2013. www.abag.ca.gov/bayarea/eqmaps/pickcity.html. Accessed April 26, 2019.

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

United States Department of Agriculture Natural Resources Conservation Service, 2016. *Web Soil Survey*: http://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm. Accessed April 26, 2019.

A.8 GREENHOUSE GAS EMISSIONS

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?	☐	☐	☐	☒
b) Conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emissions of greenhouse gases?	☐	☐	☐	☒

a) Would the proposed project generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?

Program EIR Finding: Less than Significant

Annual GHG emissions from the DSP and DSP-V scenarios were determined in the Program EIR to be 3.6 metric tons of CO_2e per service population, which is below BAAQMD's "efficiency threshold" of 4.6 metric tons of CO_2e per service population. Because development permitted by GP-1-18 would have roughly the same proportion of commercial and residential uses as does the DSP scenario, the City Council found that per service population GHG emissions resulting from GP-1-18 would be roughly equivalent, and a less-than-significant impact would result.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed revisions to General Plan LOS standards would result in multi-modal mobility improvements by reducing delay at intersections, providing for enhanced bicycle and pedestrian facilities, improving access to transit, and improving traffic flow along Bayshore Boulevard. Together, these improvements would reduce fuel consumption and associated vehicular greenhouse gas emissions compared to existing conditions by reducing the idling time of vehicles waiting to pass through intersections and shifting some vehicular travel to transit and non-motorized transportation modes.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emissions of greenhouse gases?

Program EIR Finding: Less than Significant

The Program EIR determined that Baylands development permitted by GP-1-18 would be consistent with applicable plans, policies, and regulations adopted for the purpose of reducing GHG emissions since it has roughly the same proportion of commercial and residential uses as does the DSP scenario and would result in less-than-significant impacts related to GHG emissions. The City Council therefore found that GP-1-18 result in less than significant impacts.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

By enhancing multi-modal mobility, proposed revisions to General Plan LOS standards will improve the fuel efficiency of Brisbane's transportation system and reduce vehicular greenhouse gas emissions. This will be accomplished by reducing the idling time of vehicles waiting to pass through intersections and shifting some vehicular travel to transit and non-motorized transportation modes. Such improvements are consistent with and would not conflict with applicable plans, policies, and regulations to reduce greenhouse gas emissions.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

References

Bay Area Air Quality Management District. *2017 Clean Air Plan, Spare the Air – Cool the Climate*, Available: http://www.baaqmd.gov/plans-and-climate/air-quality-plans/current-plans Accessed: May 1, 2019.

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

A.9 HAZARDS AND HAZARDOUS MATERIALS

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	☐	☐	☐	☒
b) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	☐	☐	☐	☒
c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within ¼ mile of an existing or proposed school?	☐	☐	☐	☒
d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	☐	☐	☐	☒
e) Result in a safety hazard for people residing or working in the project area due to operation of an airport with an airport land use plan or due to operation of a public or public use airport within two miles of the project site that does not have an airport land use plan?	☐	☐	☐	☒
f) Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?	☐	☐	☐	☒

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
g) Expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires?	☐	☐	☐	☒

a) Would the proposed project create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures (Construction), Less than Significant (Operations)

Construction. Per Program EIR Mitigation Measures 4.G-2a through 4.G-2d, construction activities would not commence until site remediation and Title 27 landfill closure plans are approved and completed. Because site grading and remediation will be intertwined, only grading required for approved remediation activities would be permitted prior to completion of remediation. Following site remediation, construction activities would require the use and transportation of common hazardous materials (e.g., fuels, cement products, lubricants, paints, adhesives, and solvents).

Construction contractor's compliance with federal, state and local requirements related to use, storage, and disposal of hazardous materials during construction would reduce impacts related to inadvertent release of hazardous materials to less-than-significant levels. In addition to implementation of Mitigation Measures 4.G-2a through 4.G-2d**,** compliance with applicable federal (Resource Conservation and Recovery Act of 1976, Occupational Safety and Health Act of 1970, 29 CFR 1926.65 Appendix C requirements for construction activities), state, and local requirements related to the use, storage, and disposal of hazardous materials, including preparation of a Stormwater Pollution Prevention Plan pursuant to Mitigation Measure 4.H-1a would be required. As a result, the City Council found that impacts associated with GP-1-18 would be reduced to less than significant.

Operations. Nearly all proposed uses permitted by GP-1-18 would involve the presence of hazardous materials (or products containing hazardous materials) to varying degrees,

representing an increase in hazardous materials use and the number of people exposed to potential health and safety risks associated with routine use. Hazardous materials would routinely be transported to, from, and within the Baylands following site development, and small amounts of hazardous waste would be removed and transported off site to licensed disposal facilities. While the types of land uses permitted by GP-1-18 within the Baylands are known, the specific businesses and their particular operations could not be known. The Program EIR concluded, however, that it was reasonable to anticipate Baylands development would include uses that involve some degree of hazardous materials use, and that there would be an increase in transportation relative to current conditions. Such transportation would be provided by vendors licensed for such transport, and appropriate documentation for all hazardous materials and wastes would be required for compliance with the existing hazardous materials regulations.

Buildings where commercial and industrial businesses would use hazardous materials would be required to be constructed in accordance with current laws and regulations, which require storage that minimizes exposure to people or the environment, and the potential for inadvertent releases. In addition, these materials would be labeled to inform users of potential risks and to instruct them in appropriate storage, handling, and disposal procedures. Employers are required by law (Cal/OSHA) to ensure employee safety by properly identifying hazardous materials and adequately training workers. The use of hazardous materials and generation of wastes would continue to be regulated under the authority of the County Environmental Health Services Division, with additional oversight by other agencies (e.g., DTSC, RWQCB). Transporters of hazardous materials and wastes are required to comply with federal laws and regulations that are monitored and enforced by the California Highway Patrol. The San Mateo County Environmental Health Services Division would continue to conduct periodic inspections to ensure that hazardous materials and wastes are being used and stored properly.

With adherence to existing regulatory requirements, the City Council found that the impacts of GP-1-18 related to the routine transport, use or disposal of hazardous materials (including radiological, hazardous and medical wastes) during operations would be less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Construction Impacts. Construction associated with revisions to General Plan LOS standards would use toxic substances in the form of asphalt, paints, oils, solvents, and other common materials considered to be toxic or hazardous. In addition, fueling and servicing of construction equipment would introduce toxic substances to construction sites. These types of materials are not acutely hazardous, and all storage, handling, use, and disposal of these materials is regulated by the San Mateo County Environmental Health Division, which provides regulatory oversight for federal, state, and local laws and regulations related to hazardous materials use and disposal within Brisbane. Thus, no new significant impacts would result.

Operations Impacts. Existing conditions along Bayshore Boulevard and at freeway interchanges include some trucks and service vehicles transporting various toxic substances. By reducing delay at intersections, providing for smoother traffic flow, and improving mobility within Brisbane, proposed revisions to General Plan LOS standards would decrease hazards associated with the routine transport of hazardous materials through the City.

Hazardous materials and toxic substances are highly regulated at the federal, state, and local levels. Compliance with applicable local, state, and federal laws that regulate, control, or otherwise address hazardous waste, transport, disposal, or clean-up would ensure that modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would result in a less than significant impact.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Construction Impacts. Baylands development and construction activities, including demolition and remediation activities, will require disturbance of subsurface soils and groundwater, which could result in an accidental release of toxic materials. Remediation of contamination within the former Southern Pacific railyard and Title 27 closure of the former Brisbane Landfill as ultimately approved by the California Department of Toxic Substances Control (DTSC) and the Regional Water Quality Control Board for the San Francisco Bay Region (RWQCB) are required by law to be designed to both (1) effectively remediate contaminated soils and groundwater and (2) protect the environment and health of workers during remediation. Additionally, given the age of existing onsite buildings, hazardous materials such as asbestos-containing materials and lead-based paint are likely to be encountered during demolition of structures. Hazardous materials may also be encountered during Baylands construction activities following remediation.

While the City of Brisbane does not have the authority to set remediation standards, approve Remedial Action Plans (RAPs) or plans for Title 27 landfill closure, or to impose the specific technologies to be employed for site remediation or landfill closure, the Program EIR explicitly recognized the City's land use authority over the Baylands. In exercising this authority, GP-1-18 requires that any residential development within the Baylands "be designed to accommodate ground level residential uses and residential-supportive uses such as daycare, parks, schools,

and playgrounds." This land use standard, which is necessary to provide for appropriate design of residential uses and enhance the quality of life for future residents of the Baylands, also ensures that site remediation for residential use will be to residential standards found to be acceptable to the City of Brisbane.

Based on (1) the recognized purposes of characterization studies to date[3], (2) the programmatic nature of the Baylands EIR, (3) CEQA's requirements for subsequent environmental review of subsequent discretionary actions following GP-1-18 (including a single specific plan for the Baylands for which an EIR would be prepared), and (4) the planning and remediation review processes that must be undertaken prior to physical development of the Baylands, the Program EIR concluded:

- The characterization studies available for use in the Program EIR were adequate for the purpose of describing existing conditions.
- The studies completed to date have not identified contaminants or concentrations of contamination that would indicate the Baylands is inappropriate for land development subsequent to completion of landfill closure and site remediation under the regulatory authority of the RWQCB and DTSC.
- As part of that review process, the RWQCB and DTSC will review human health risks and risk-based remediation goals.
- San Mateo County Environmental Health and the RWQCB will review and approve Title 27 landfill closure design.

Because (1) neither DTSC nor the RWQCB had completed their review of characterization studies and determined them to be adequate for use in preparation of remedial action and Title 27 landfill closure plans; (2) human health risk assessments had not been prepared; (3) final remedial action and Title 27 landfill closure plans had yet to be prepared; and (4) the remedial action and Title 27 landfill closure plan process had yet to undergo public review, the City Council determined that adequate information regarding site remediation and Title 27 landfill closure did not yet exist to support approval of a specific plan for the Baylands. As a result, Program EIR Mitigation Measure 4.G-2a requires preparation, review, and approval of closure and site remediation plans to be completed to the satisfaction of the RWQCB and DTSC *prior to* adoption of a specific plan for the Baylands.

---

3 The Program EIR noted that the purpose of previous studies to characterize waste in the former landfill were (1) to address the potential for constituents within the landfill to contaminate groundwater or migrate offsite, (2) to identify potential pathways of exposure, and (3) to ultimately provide a basis for designing the required landfill cap, along with a leachate control system to prevent any increases in leachate that would exceed any regulatory thresholds, and a landfill gas collection and control system. The Program EIR also noted that the purpose of previous studies conducted to characterize the contaminants within the former rail yard (OU-1 and OU-2) were to provide a basis for analysis of human health risks for any future land uses that may be approved by the City of Brisbane.

The City Council's finding regarding the adequacy of existing hazardous materials studies for use in the Baylands EIR addressed only their use in the programmatic EIR for General Plan-level land uses. It did not forestall a requirement for additional characterization studies as part of the landfill closure and remediation review and approval process, not did it preclude the City from re-evaluating land uses decisions in any forthcoming specific plan based on finalized risk assessments and approved remedial action plans.

The Program EIR concluded that compliance with federal, state, and local regulations pertaining to the handling and disposal of hazardous waste, including preparation and implementation of a Soil and Groundwater Management Plan and a Master Deconstruction and Demolition Plan, along with confirmation that DTSC, the RWQCB, and the San Mateo County Environmental Health Services Division as the Local Enforcement Agency, as applicable, have completed approved Remedial Action Plans and Title 27 landfill closure plans, hazards to the public through foreseeable upset or accident conditions involving the release of hazardous materials into the environment would be reduced to a less-than-significant level.

The City Council found that implementation of Mitigation Measures 4.G-2a, (confirm achievement of remediation goals), 4.G-2b (implement a Soil and Groundwater Management Plan), 4.G-2c (Master Deconstruction and Demolition Plan), and 4.G-2d (prepare a spill pollution prevention plan), along with compliance with federal, state, and local regulations pertaining to the handling and disposal of hazardous waste would reduce construction impacts to a less-than-significant level.

Operational Impacts. Businesses locating within the Baylands would use hazardous chemicals that are common in commercial/retail/office settings, such as toners, paints, lubricants, and kitchen and restroom cleaners as well as relatively small quantities of fuels, oils, and other petroleum-based products. Industrial uses could include storage, transport, handling, and disposal of larger quantities of hazardous materials. As required by the San Mateo County Environmental Health Services as the Certified Unified Program Agency, any businesses that would store hazardous materials and/or waste at its business site would be required to submit business information and hazardous materials inventory forms. In addition, the City requires all new commercial and other users to follow applicable regulations and guidelines regarding storage and handling of hazardous waste. All hazardous materials are required to be stored and handled according to manufacturer's directions and local, state and federal regulations, noted above. The North County Fire Authority administers the California Fire Code for the Baylands through regular site inspections to ensure hazardous materials are stored and handled properly.

Implementation of Program EIR Mitigation Measure 4.G-2e (preparation of a Hazardous Materials Business Plan) is required to avoid the creation of a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials in the environment during operational phases of the development scenarios. In addition, the Program EIR concluded that existing regulatory

requirements and hazardous materials management of the Kinder Morgan Bulk Terminal facility reduce the potential for adverse effects from upset and accident conditions to less than significant levels. California Government Code Section 4216 also requires that:

- Delineation of proposed excavation sites be delineated with water soluble or chalk based white paint on paved surfaces or with other suitable markings such as flags or stakes on unpaved areas.
- Dig Alert be called at least 2 full working days prior to digging.
- No excavation may proceed without a Dig Alert ticket number.

Soil Gas and Vapor Intrusion. Accumulation of landfill gases within confined spaces such as underground structures, basements, or utility vaults can lead to explosive conditions due to high levels of methane within landfill gases, which are typically composed primarily of methane and carbon dioxide. Depending on the composition of landfill waste, landfill gases may also contain non-methane organic compounds, such as TCE, benzene, and vinyl chloride. Soil gas and vapor intrusion from legacy contamination represent a significant impact. Program EIR Mitigation Measures 4.G-2f through 4.G-2h would be required to avoid a significant impact and reduce impacts to a less-than-significant level.

Former Police Shooting Range. The southerly slope of Icehouse Hill was previously used as a police shooting range, and has lead remaining from the leftover shells. Development of trails along the southerly slope of Icehouse Hill could expose the public to health hazards from those spent shells, which represents a significant impact requiring mitigation. Program EIR Mitigation Measure 4.G-2i requires implementation of best management practices for lead removal consistent with United States Environmental Protection Agency Circular EPA-902-B-01-001, *Best Management Practices for Lead at Outdoor Shooting Ranges*, Revised June 2005. Thus, the City Council found that lead hazard impacts from remaining spent shells from the former police shooting range would be reduced to less than significant.

Bayshore Industrial Park. The Bayshore Industrial Park consists of a series of metal buildings used for various industrial and service commercial purposes, such as warehousing/storage and auto repair.

Based on the age of buildings within the Bayshore Industrial Park, there is a potential for the presence of asbestos and lead-based paint, as well as the potential for ground contamination undetected as part of previous studies within OU-2. GP-1-18. Provides for demolition of the Bayshore Industrial Park to make way for new uses. Such demolition could result in the introduction of asbestos and lead-based paint, as well as potential other contaminants in the soils into the environment which represents a significant impact requiring mitigation.

Program EIR Mitigation Measure 4.G-2j sets forth requirements to address hazards from potential contamination within the Bayshore Industrial Park, including testing for and

remediation of tested for asbestos and lead-based paints should either be present. Program EIR Mitigation Measure 4.G-2k sets forth requirements for testing of soils within the Bayshore Industrial Park and remediation to risk-based remediation standards for the uses permitted in that area should contamination be present. The City Council found that impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Construction Impacts. While the routine use, storage, transport, and disposal of hazardous materials in accordance with applicable regulations during construction activities as discussed in Impact 2.3.9(a), above, would not pose health risks or result in significant impacts, improper use, storage, transportation and disposal of hazardous materials and wastes could result in accidental spills or releases, posing health risks to workers, the public, and the environment.

Grading for and construction of transportation improvements associated with revisions to General Plan LOS standards may expose construction workers and the public to potentially unknown hazardous substances present in the soil. If any unidentified sources of contamination are encountered during grading or construction, the handling and removal activities required could pose health and safety risks to workers and the public. Soil, water, or air contamination could cause various short-term or long-term adverse health effects in persons exposed to the hazardous substances.

In addition, the potential exists for accidents along arterial roadways to involve trucks hauling hazardous materials or to result in the spill of hazardous materials such as gasoline.

The use of BMPs during construction, implemented as part of a SWPPP as required by the National Pollutant Discharge Elimination System (NPDES) Construction General Permit, would minimize potential adverse effects on the general public and the environment. Construction contract specifications would include strict on-site handling rules to keep construction and maintenance materials out of groundwater and soils. BMPs include but are not limited to:

- Establishing a dedicated area for fuel storage and refueling activities that includes secondary containment protection measures and spill control supplies;
- Following manufacturers' recommendations on the use, storage, and disposal of chemical products used in construction;
- Avoiding overtopping construction equipment fuel tanks;
- Properly containing and removing grease and oils during routine maintenance of equipment; and
- Properly disposing of discarded containers of fuels and other chemicals.

Thus, no new significant impacts would result from proposed revisions to General Plan LOS standards.

Operations Impacts. Multi-modal transportation improvements associated with revisions to General Plan Los standards would not any create new routes for hauling of hazardous materials or expose additional lands to risks associated with risk of upset on roadways. Trucks hauling hazardous materials would continue to be operated in compliance with local, state, and federal regulations regarding hazardous substance transport.

The U.S. Department of Transportation regulates transportation of hazardous materials by truck and governs every aspect of the movement of hazardous materials from packaging, to labeling and shipping. The California Office of Emergency Services administers a statewide Emergency Response Plan to respond to hazardous materials incidents that may occur. Additionally, the North County Fire Authority and San Mateo County Health System maintain capabilities for responding to hazardous materials spill incidents. Overall, the multi-modal transportation improvements associated with revisions to General Plan LOS standards will improve road safety, thereby reducing the potential for accidents related to hazardous materials to less than significant.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

c) Would the proposed project emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within ¼ mile of an existing or proposed school?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Because the GP-1-18 would permit 1,800 to 2,200 dwelling units, approximately 365 to 445 elementary and middle school children could be expected to reside within the Baylands at buildout. While it is possible that site development could include an elementary school, such determination was not been made as part of the General Plan Amendment or Program EIR.

Baylands development would entail the storage, handling, transport, and disposal of hazardous materials in association with the research and development (R&D), institutional, and commercial uses. Examples of common hazardous materials could include fuels, oils, lubricants, paints, cleaning chemicals, and other petroleum products.

As discussed under in the Program EIR and required by Mitigation Measure 4.G-2e, all new Baylands development would be required to follow applicable regulations and guidelines regarding storage and handling of hazardous waste. All hazardous materials would be required to be stored and handled according to manufacturer's directions and local, state, and federal regulations. These requirements would include posting of signs, notification of the local fire

department, filing of the Hazardous Materials Business Plan, and use of specialized containment facilities.

In the event a school were constructed in proximity to industrial uses, the potential for accidental spillage or leakage of hazardous materials stored onsite to impact school children would exist, resulting in a significant impact and requiring mitigation.

The City Council found that in addition to mandatory adherence to City and County requirements, compliance with the requirements of CCR Title 5, Section 14010, Standards for School Site Construction and California Department of Education School Facilities Planning Division as overseen by DTSC further ensures that hazardous materials impacts on proposed schools would be less than significant. With implementation of a Hazardous Materials Business Plan, as required by Mitigation Measure 4.G-2e, and siting requirements for proposed schools, as specified by Mitigation Measure 4.G-3, the City Council found that GP-1-18 would not have a substantial adverse effect related to hazardous emissions within 0.25 mile of a school, and impacts would be reduced to a less-than-significant level.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not place any use that emits hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within ¼ mile of an existing or proposed school.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

d) Would the proposed project be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code §65962.5 and, as a result, would it create a significant hazard to the public or the environment?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The Baylands includes a number of different sites that are listed on hazardous materials databases pursuant to Government Code §65962.5 including the former Brisbane Landfill, OU-1 (now referred to as OU-SM) and OU-2, and the Schlage Lock facility. These sites have a long history of environmental investigation and cleanup efforts with additional remediation activities to be undertaken prior to site development. These sites are actively overseen by regulatory agencies (DTSC and RWQCB) to ensure that all remediation is completed to levels

that protect human health and the environment. This impact would be significant and require mitigation.

The City Council found that implementation of Program EIR Mitigation Measures 4.H-1a and 4.H-1b would reduce the impacts of GP-1-18 to a less-than-significant level in relation to a site located on a hazardous materials site pursuant to Government Code §65962.5.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

None of the City's existing transportation facilities are included on a list of hazardous materials sites compiled pursuant to Government Code §65962.5, although the Geneva Avenue extension is within the Baylands, which is listed as a hazardous materials site pursuant to Government Code §65962.5. Pursuant to the requirements of GP-1-18 and Measure JJ, remediation of OU-1 (now referred to as OU-SM) and OU-2, along with Title 27 closure of the former landfill within the Baylands must occur prior to Baylands development. As a result, remediation and Title 27 landfill closure would be completed prior to construction of the Geneva Avenue extension.

In addition, it is possible that future modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor could extend onto a property included on a list of hazardous materials sites compiled pursuant to Government Code §65962.5.

Prior to final selection of the location for any improvement project, the City will consult known databases of contaminated sites and undertake a standard Phase 1 Environmental Site Assessment. If contamination is found, the City will either identify an alternative location or design for the improvement or ensure appropriate remediation is completed prior to the start of construction activities.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

e) For a proposed project located within an airport land use plan or where such a plan has not been adopted, within two miles of a public airport or public use airport, would the proposed project result in a safety hazard or excessive noise for people residing or working in the project area?

Program EIR Finding: No Impact

The Baylands is located more than 2 miles from the nearest public airport, the San Francisco International Airport, or airstrip, and is not located within an airport land use plan. The City Council thus found that GP-1-18 would not conflict with an airport land use plan nor present any other impact related to a public airport use or private airstrip.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

All improvements associated with revisions to General Plan LOS standards would be located more than two miles from the nearest public use airport and the San Francisco International and would not be not located within an airport land use plan. No impact would therefore result.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

f) Would the proposed project impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?

Program EIR Finding: Less than Significant

The Program EIR determined that City review of the required Specific Plan and site-specific development and emergency response requirements are sufficient to ensure that the potential significant health and safety effects associated with possible impairment or implementation of any emergency response or evacuation plans would be less than significant. By reducing overall development intensity within the Baylands, the City Council found that impacts associated with GP-1-18 would remain less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Transportation improvements associated with revisions to General Plan LOS standards would facilitate implementation of emergency response and energy evacuation plans by enhancing mobility within Brisbane and minimizing congestion along Bayshore Boulevard, facilitating access to and from the freeway, and providing alternatives to vehicular travel during an emergency.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

g) Would the proposed project expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires?

Program EIR Finding: Less than Significant

The Baylands is located in an urban setting, has been developed with urban uses in the past, and does not adjoin any wildlands that are at risk for wildfires. All Baylands development would be required to adhere to applicable fire and building codes, which provide appropriate safety measures that would be incorporated into all building designs. The Program EIR therefore concluded that impacts would be less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Transportation improvements associated with proposed revisions to General Plan LOS standards would occur within urban and suburban settings that are not generally subject to wildland fires. Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not extend the City's transportation system to new areas where woodland, shrub, or grassland vegetative communities might present a wildland fire hazard. Revisions to General Plan LOS standards would not, therefore, directly or indirectly cause a significant risk of loss, injury or death involving wildland fires.

> **Conclusion**: No new significant impact would result from proposed revisions to General Plan LOS standards.

References

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

Department of Toxic Substances Control. 2007. ENVIROSTOR Database. Available: http://www.envirostor.dtsc.ca.gov/public/. Accessed April 30, 2019.

A.10 HYDROLOGY AND WATER QUALITY

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
Violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality?	☐	☐	☐	☒
b) Substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable management of the basin?	☐	☐	☐	☒
c) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or through addition of impervious surfaces, in a manner that would:				
i. result in substantial erosion or siltation on- or off-site;	☐	☐	☐	☒
ii. substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site;	☐	☐	☐	☒
iii. create or contribute to runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff; or	☐	☐	☐	☒
iv. impede or redirect flood flows?	☐	☐	☐	☒
d) In flood hazard, tsunami, or seiche zones, risk release of pollutants due to project inundation?	☐	☐	☐	☒

	Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:			
Issues:	***(1) Proposed Revisions to General Plan LOS Standards?***	***(2) Changed Circumstances?***	***(3) New Information of Substantial Importance?***	***(4) No New or Substantially More Severe Significant Impacts***
e) Conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan?	☐	☐	☐	☒

a) Would the proposed project violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Construction Impacts. Construction and grading within the Baylands would require temporary disturbance of surface soils during which grading, excavation, and remediation activities soil would be exposed to runoff, causing erosion and entrainment of sediment and contaminants in the runoff. Soil stockpiles and excavated areas would be exposed to runoff until grading, excavation, and remediation activities are completed and ground cover (landscaping, hardscape, paving, buildings) is established. The potential for chemical releases is present at most construction sites given the types of materials used, including fuels, oils, paints, and solvents. Because of contaminants within surface soils, erosion could also result in release of those contaminants. Once released, these substances could be transported to the Bay in stormwater runoff, causing an incremental reduction in water quality. The proximity of the Baylands to the Bay reduces the chances that the pollutants in stormwater runoff (e.g., sediment, petroleum hydrocarbons, and lubricants) would be naturally attenuated prior to discharge to the Bay.

Groundwater beneath various portions of the Baylands, including the former landfill and railyards (OU-1 and OU-2) contains certain pollutants at concentrations above regulatory action levels. In addition, the Recology site and Schlage Lock site located north of the Baylands are also undergoing active groundwater remediation. While the groundwater is being actively remediated, the extracted groundwater could contain constituents above action levels that, without proper handling procedures, could expose workers to adverse effects or reach

downstream natural waters. The Program EIR thus concluded that water quality degradation could occur, and construction impacts would be significant, requiring Mitigation.

All dewatering activities would be subject to site-specific NPDES permit requirements that prohibit discharge of contaminated groundwater. In addition, General Construction permit requirements also contain measures to protect water quality. The City Council found that implementation of these mandatory measures as required by Mitigation Measures 4.H-1a and 4.H-1b would be adequate to ensure that construction within the Baylands would not violate water quality standards or waste discharge requirements. As a result, the City Council concluded that mitigation measures would reduce impacts to less than significant.

Operations Impacts. The Program EIR determined that sedimentation would not be significant during post-construction and ongoing operations within the Baylands because most of the site would be paved or landscaped, which would stabilize soils for the long term. However, the increased amount of impervious surfaces within the Baylands would increase stormwater runoff generation and flows. In addition, Baylands development permitted by GP-1-18 would result in greater vehicular use of new and existing nearby roadways, which would lead to the accumulation and release of petroleum hydrocarbons, lubricants, sediments, and metals (generated by the wear of automobile parts). The management of landscaped areas would result in runoff containing common urban pollutants such as herbicides and pesticides discharging to the Bay or infiltrating into groundwater. Therefore, after construction and during ongoing operations, nonpoint source pollutants would be the washed by rainwater from rooftops and landscaped areas into onsite and local drainage networks. Nonpoint source pollutants in runoff that reaches San Francisco Bay would result in a significant impact, requiring mitigation.

To reduce impacts, the City Council found that stormwater control/Limited Impact Development (LID) measures to reduce runoff and mimic a site's pre-development hydrology by minimizing disturbed areas and impervious cover and then infiltrating, storing, detaining, evapotranspiring, and/or biotreating stormwater runoff close to its source would be required as standard conditions of approval for Tentative Subdivision Map(s) and building permit application submittals within the Baylands, along with compliance with RWQCB Municipal Regional Stormwater Permit Order No. R2-2015-0049 Provision C.3 (Provision C.3). In addition to these requirements, the City Council found that implementation of Program EIR Mitigation Measure 4.H-1c would avoid the significant impact of water quality violations and reduce impacts to a less-than-significant level.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Construction Impacts. BMPs will be implemented during construction associated with revisions to General Plan LOS standards as part of a SWPPP as required by the National Pollutant Discharge Elimination System (NPDES) Construction General Permit and Program EIR Mitigation Measure 4.H-1c to minimize potential adverse effects to surface or groundwater

quality. Construction contract specifications and permit approvals would be required to include strict on-site handling rules to keep construction and maintenance materials out of groundwater and soils. Construction BMPs would include but not be limited to:

- Establishing a dedicated area for fuel storage and refueling activities that includes secondary containment protection measures and spill control supplies;
- Following manufacturers' recommendations on the use, storage, and disposal of chemical products used in construction;
- Avoiding overtopping construction equipment fuel tanks;
- Properly containing and removing grease and oils during routine maintenance of equipment; and
- Properly disposing of discarded containers of fuels and other chemicals.

Operations Impacts. Transportation improvements associated with proposed revisions to General Plan LOS standards would result in only a very minor increase in the amount of impervious surface area compared to the amount of impervious surface area that would occur as the result of development permitted by GP-1-18 (1,800 to 2,200 dwelling units, 7.0 million square feet of non-residential building area, and associated roadways) and was analyzed in the Program EIR. Any increase in stormwater runoff generation and flows and any increase in deposition of pollutants on areas roadways would therefore also be very minor in comparison to GP-1-18. In addition, transportation improvements associated with proposed revisions to General Plan LOS standards would be subject to Program EIR Mitigation Measure 4.H-1c, which would minimize potential adverse effects to surface or groundwater quality.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable management of the basin?

Program EIR Finding: Less than Significant

The Program EIR determined that Baylands development would substantially increase impervious surface area, even with the implementation of LID stormwater drainage improvements allowing for some onsite infiltration. Thus, the amount of direct groundwater recharge within the Baylands would be reduced due to the reduced amount of area available for infiltration. However, groundwater is not currently used within the Baylands, and no groundwater use is proposed. There are also no downstream users of groundwater because the Baylands is adjacent to Brisbane Lagoon and San Francisco Bay. As such, the Program EIR concluded that even if groundwater levels were to be reduced, no potential groundwater uses

or users that would be affected. In addition, Title 27 closure of the former landfill will require that infiltration is minimized to the maximum extent possible in order to prevent accumulation of leachate within the underlying waste material. Therefore, the City Council found that development permitted by GP-1-18 would not interfere substantially with groundwater recharge and the impact would be less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

While transportation improvements associated with proposed revisions to General Plan LOS standards would require water during construction and could result in minor increases in impervious surface area leading to reduction in groundwater recharge, because groundwater is not used in Brisbane as a potable water source, no groundwater uses, or users would be affected.

Water use for construction purposes would be temporary in nature and only small areas would require watering during construction. Any increase in impervious surface area associated with proposed revisions to General Plan. LOS standards would be minor and would occur primarily within or adjacent to existing roadway rights of way which are already paved or developed. Thus, proposed revisions to General Plan LOS standards would not use water or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

c) Would the proposed project substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or through addition of impervious surfaces, in a manner that would:

i. Result in substantial erosion or siltation on- or off-site?

Program EIR Finding: Less than Significant (Alteration of Drainage Patterns) Less than Significant with Implementation of Mitigation Measures (Erosion or Siltation)

Changes to Existing Drainage Patterns. Baylands development would collect and convey onsite runoff through a modified storm drainage system that would be constructed in accordance with the City's requirements and regional MS4 NPDES permit requirements to accommodate the increase in runoff due to the net addition of impervious area and changes to existing drainage patterns. Since the developed site would consist of ground covered either by paved areas, building, or landscape that is subject to post-construction drainage control requirements that minimize erosion, impacts would be less than significant.

Impacts from Construction and Grading. Baylands development involves construction and grading activities that would result in exposure of disturbed surface soils to runoff, potentially causing erosion and entrainment of sediment into natural water bodies including Visitation Creek during site remediation and day-lighting of the creek channel to accommodate anticipated sea level rise. Soil stockpiles and excavated areas on the Baylands would be exposed to runoff and, if not managed properly, runoff could cause erosion and increased sedimentation and pollutants in stormwater and waters that drain to natural water bodies.

The City Council found that, implementation of Mitigation Measure 4.H-1a (Storm Water Pollution Prevention Plan) would reduce impacts associated with GP-1-18 to less than significant.

Impacts on Visitacion Creek. The Program EIR determined that Baylands development would not alter the actual existing course (location) of Visitacion Creek east of the railroad right-of-way but would daylight the currently subsurface portion of the creek from the railroad right-of-way to the Roundhouse. This design would accommodate the 100-year design storm event incorporating anticipated changes to tidal flow considering the estimated sea level rise which is anticipated to occur over the next century. Creek enhancements could cause erosion of creek banks during construction if not implemented correctly, resulting in a significant impact.

The City Council found that, while creek enhancements could cause erosion of creek banks during construction if not implemented correctly, design and construction activities associated with GP-1-18 would be subject to specific standards contained in BMPs required for site grading as well as the standards established by the City's Municipal Code that are designed to protect watercourses and riparian areas. With implementation of appropriate construction and operation-related BMPs (as required in Program EIR Mitigation Measures 4.H-1a and 4.C-1g), regulatory agency's post-construction re-vegetation requirements (as required in Mitigation Measures 4.C-2a through 4.C-2c), and habitat restoration requirements, the City Council found that impacts associated with GP-1-18 would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Construction activities associated with revisions to General Plan LOS standards would be required to comply with regulatory standards including implement best management practices (BMPs) and Program EIR mitigation measures designed to minimize the potential for erosion. BMPs would be specified in a Storm Water Pollution Prevention Program (SWPPP) in accordance with the NPDES General Construction Permit and the City of Brisbane's Municipal Regional Stormwater Permit Order No. 2011-0083 Provision C.3.

Because transportation improvements associated with revisions to General Plan LOS standards would (1) not alter any stream course, (1) affect a much smaller area than that analyzed in the Program EIR, and (1) be subject to NPDES and Program EIR mitigation requirements, no new significant impact would result.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

ii. Substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site?

Program EIR Finding: Less than significant with Implementation of Mitigation Measures

The Program EIR determined that Baylands development would add a substantial amount of new impervious area to the site that would reduce the rate of infiltration of precipitation and increase the amount of runoff generated during a rain event. Thus, if not properly designed, development would exacerbate existing flooding onsite and offsite.

To minimize flooding impacts, drainage design plans for development permitted by GP-1-18 would include systemwide drainage improvements that accommodate all increased runoff in accordance with City Storm Drain Master Plan requirements and would correct known existing deficiencies including the Levinson Overflow Area and the existing Brick Arch Sewer system. Conceptual drainage design plans would be developed as part of the required specific plan for the Baylands. The potential to increase runoff from the site such that development might exacerbate existing flooding onsite and offsite would be a significant impact, requiring mitigation.

The City Council found that the performance standards established by Mitigation Measures 4.H-4a, 4.H-4b, and 4.H-4c would ensure future development would not cause or exacerbate onsite or offsite flooding. Impacts. As a result, GP-1-18 would reduce impacts to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension could increase the size of impervious surface areas leading to increased runoff, that might exceed the capacity of stormwater drainage systems. Transportation improvements associated with revisions to General Plan LOS standards would be subject to the performance standards established by Program EIR Mitigation Measures 4.H-4a, 4.H-4b, and 4.H-4c. Thus, any needed drainage improvements would be constructed concurrent with transportation improvements and impacts would be less than significant.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

iii. Create or contribute to runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Exceed the capacity of stormwater drainage systems. The Program EIR noted that capacity of the existing stormwater system within and adjacent to the Baylands, specifically the Brick Arch Sewer, Visitacion Creek, Timber Box Culvert, and Bayshore Boulevard drainage system, is currently exceeded during large storm events in which runoff floods low-lying areas of the Bayshore Drainage Area including areas of the Baylands. New development within the Baylands would exacerbate flooding conditions during large storm events, and substantial improvements would be required to accommodate the 100-year peak storm event within drainage systems and streets with tidal flow and 100 years of estimated sea level rise.

The Program EIR requires Baylands development to upgrade the existing storm drainage system to safely convey the 25-year storm event entirely within the piping system and accommodate the 100-year peak storm event within the piping system and streets such that building finished floor elevations provide a minimum of 1-foot of freeboard above the 100-year storm event hydraulic grade line water elevation with tidal flow and 100 years of estimated sea level rise. Additionally, Mitigation Measure 4.H-1c requires a Final Stormwater Management Plan to be prepared and submitted to the City for approval prior to the submittal of any grading permits to meet the aforementioned drainage criteria. Mitigation Measures 4.H-4a, 4.H-4b, and 4.H-4c also require improvements of currently undersized or inadequate facilities to meet these performance standards. Baylands development also would be required to demonstrate compliance with the performance standards set forth in EIR mitigation measures, as well as compliance with existing City of Brisbane stormwater regulations and policies and applicable Municipal Storm Water NPDES Permit requirements. As a result, the City Council found that impacts associated with GP-1-18 would be reduced to a less-than-significant level.

Polluted runoff. Baylands development permitted by GP-1-18 would introduce new impervious surfaces that would be a source of new stormwater runoff pollutants typical of urban settings, such as pollutants associated with automobiles (rubber residue from tires, oil, grease, gasoline, metals and other automotive fuels), which, if not managed appropriately, would violate water quality standards. The management of landscaped areas would also present the potential for runoff and/or infiltration of herbicides and pesticides. These types of common urban pollutants could be transported in runoff to the Bay or infiltrate into groundwater. Discharge of source pollutants to the Bay could further impair the water quality of the Bay and would be considered a significant impact. The creation of new impervious surfaces that would increase stormwater runoff volumes and present potential sources of polluted runoff would constitute a significant impact.

The Program EIR concluded that existing local stormwater management plans and policies, and State Water Board requirements, which implement Clean Water Act requirements, would minimize the creation of pollution-generating surfaces. Clean Water Act Section 402 NPDES MS4 permits require stormwater management plans, which in turn require source and treatment control measures. NPDES MS4 requirements include measures to reduce the severity of impacts by requiring stormwater drainage control/ LID design measures that are in compliance with RWQCB Municipal Regional Stormwater Permit Order No. R2-2015-0049 Provision C.3. Baylands development would be required to comply with Provision C.3 of NPDES Permit No. CAS612008 and would include operational BMPs such as LID measures to minimize the potential impact from polluted stormwater runoff.

The City Council found that implementation of Mitigation Measures 4.H-1c, 4.H-4a, 4.H-4b, 4.H-4c, and 4H-5 would minimize potential sources of pollution and reduce the impacts of GP-1-18 to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Exceed the capacity of stormwater drainage systems. Modifications to modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not extend the City's transportation system to new areas outside of the Baylands and would result in only minor increases impervious surface area, thereby resulting in minimal, if any, increased runoff. Transportation improvements associated with revisions to General Plan LOS standards would be subject to the performance standards and requirements of Mitigation Measures 4.H-4a, 4.H-4b, and 4.H-4c, which also require improvements of currently undersized or inadequate facilities within and adjacent to the Baylands to meet these performance standards.

Polluted runoff. Transportation improvements associated within proposed revisions to General Plan LOS standards would be subject to the requirements of Provision C.3 of NPDES Permit No. CAS612008 and would include operational BMPs such as LID measures to minimize the potential impact from polluted stormwater runoff. Such improvements would also be subject to Program EIR Mitigation Measures 4.H-1c, 4.H-4a, 4.H-4b, 4.H-4c, and 4H-5 and would therefore minimize potential sources of pollution. Because proposed revisions to General Plan LOS standards would involve a much smaller surface area than was analyzed in the Program EIR and would be subject to the same regulatory and mitigation requirements being required of GP-1-18, impacts would be less than significant.

> **Conclusion**: No new significant impact would result from proposed revisions to General Plan LOS standards.

iv. Impede or redirect flood flows?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

GP-1-18 would allow construction of structures in areas that, under current topographic and infrastructure conditions, could become flooded during a 100-year storm event. However, the Program EIR requires Baylands development to upgrade the existing storm drainage system to safely convey the 25-year storm event entirely within the piping system and accommodate the 100-year peak storm event within the piping system and streets such that building finished floor elevations provide a minimum of 1-foot of freeboard above the 100-year storm event hydraulic grade line water elevation with tidal flow and 100 years of estimated sea level rise. Additionally, Program EIR Mitigation Measure 4.H-1c requires a Final Stormwater Management Plan to be prepared and submitted to the City for approval prior to the submittal of any grading permits to meet the aforementioned drainage criteria. Program EIR Mitigation Measures 4.H-4a, 4.H-4b, and 4.H-4c also require improvements of currently undersized or inadequate facilities to meet these performance standards. Baylands development also would be required to demonstrate compliance with the performance standards set forth in EIR mitigation measures, as well as compliance with existing City of Brisbane stormwater regulations and policies and applicable Municipal Storm Water NPDES Permit requirements. As a result, the City Council found that impacts associated with GP-1-18 would be reduced to a less-than-significant level

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension could increase impervious surface area leading to increased runoff. Multi-modal transportation improvements would occur at existing grades and would therefore not impede or redirect flood flows. Standard engineering design practice would prevent development of transportation facilities that would impede or redirect flood flows so as to cause upstream or downstream flood damage. Brisbane's City Engineer will review project designs and confirm that proposed construction projects associated with General Plan revisions implementing Mitigation Measure 4.I-1 minimize upstream and downstream flood potential.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

d) In flood hazard, tsunami, or seiche zones, would the proposed project risk release of pollutants due to project inundation?

Program EIR Finding: None

The Program EIR was prepared pursuant to pre-2019 CEQA Guidelines that did not include this specific Appendix G issue. Thus, the Program EIR analyzed flooding, tsunami, and seiche hazards, but did not specifically address the potential release of pollutants due to inundation as the result of the occurrence of flooding or a tsunami or seiche. As discussed above, grading for site development within the Baylands, in combination with required drainage improvements would eliminate potential flooding hazards within the Baylands.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

The potential hazard related to tsunamis within San Francisco Bay has been analyzed in regional studies that show the South San Francisco USGS quadrant experiencing no inundation within the Beatty, Baylands or Sierra Point subareas, which are the three portions of Brisbane located adjacent to the Bay. In addition, the Beatty, Baylands and Sierra Point subareas were determined in the Program EIR to not be subject to flooding hazards due to wind-induced seiches primarily because the predominant wind direction is eastward. In addition, no seismically induced seiche waves have been documented in the Bay. Because site remediation, Title 27 landfill closure, and drainage improvements would be undertaken within the Baylands prior to any transportation improvements associated with proposed revisions to General Plan LOS standards, no impact would result.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

e) Would the proposed project conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan?

Program EIR Finding: None

Because CEQA Guidelines Appendix G was modified to include this threshold as of January 2019, this specific threshold was not specifically addressed in the Program EIR. In its various analyses of water quality and groundwater, the Program EIR did not identify any instance where Baylands development would conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Because construction of transportation improvements associated with would comply with all applicable provisions of the NPDES and related regulatory permits and would result in less than significant impacts, there would be no conflict with or obstructions for implementation of a water quality control plan. Also, because Brisbane does not rely on groundwater for potable or irrigation water supply, the minor consumption of water needed during construction and a minimal increase in impervious surface area associated within proposed revisions to General Plan LOS standards would not conflict with or obstruct implementation of a sustainable groundwater management plan.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

References

Association of Bay Area Governments (ABAG), *Dam Failure Inundation Areas. 1995.* http://resilience.abag.ca.gov/wp-content/documents/Map-Plates.pdf. Accessed April 3, 2019.

Association of Bay Area Governments (ABAG), *Earthquake Hazard Maps for Brisbane*, 2013. www.abag.ca.gov/bayarea/eqmaps/pickcity.html. Accessed April 3, 2019.

California Emergency Management Agency (CalEMA), *Tsunami Inundation Areas for South San Francisco Quadrant*, June 15, 2009.

California Geological Survey (CGS), *Tsunamis,* www.consrv.ca.gov/cgs/geologic_hazards/tsunami/pages/about_tsunamis.aspx, compiled in 2005. Accessed April 3, 2019.

Federal Emergency Management Agency (FEMA*), Flood Insurance Rate Map for Brisbane California, Panel 0603140001B*.

State Water Resources Control Board (SWRCB), Fact Sheet for State Water Resources Control Board W*ater Quality Order No. 97-03-DWQ National Pollutant Discharge Elimination System (NPDES) General Permit No. CAS000001 Waste Discharge Requirements for Discharges of Stormwater Associated with Industrial Activities Excluding Construction Activities*, 1997.

State Water Resources Control Board (SWRCB), *Order No. 01-041 Waste Discharge Requirements and Rescission of Resolution 58-278 and Cleanup and Abatement Order 94-134.* 2001. Available: http://www.swrcb.ca.gov/rwqcb2/board_decisions/adopted_orders/2001/R2-2001-041.pdf. Accessed April 3, 2019.

A.11 LAND USE AND PLANNING POLICY

	Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:			
Issues:	*(1) Proposed Revisions to General Plan LOS Standards?*	*(2) Changed Circumstances?*	*(3) New Information of Substantial Importance?*	*(4) No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Physically divide an established community?	☐	☐	☐	☒
b) Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?	☐	☐	☐	☒

a) Would the proposed project physically divide an established community?

Program EIR Finding: No Impact

The Program EIR determined that proposed development would have no impacts related to division of an existing community, because the Baylands site sits along the edge of San Francisco Bay and is separated from lands to the west by Bayshore Boulevard, vegetated lands, and the office and light industrial buildings at Crocker Industrial Park; from lands to the north by the Recology facility; and from lands to the south by the Brisbane Lagoon. Thus, the City Council found that GP-1-18 would not physically divide or create a physical barrier to an established community because (1) the Baylands is already physically divided from the rest of the Brisbane community and surrounding lands; (2) there is no existing community within the Baylands; and (3) the Baylands is already divided by the Caltrain right-of-way.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not increase the existing physical division between the Beatty, Baylands, and Sierra Point subareas and the rest of the City for the following reasons:

- Modifications to location and timing of traffic signals and spacing of intersections along Bayshore Boulevard would be designed so as to enhance mobility for Brisbane residents and businesses, thereby increasing community connectivity.
- Transit, bicycle, and pedestrian facility improvements will provide alternatives to the use of vehicular travel during peak travel times. Such facilities, combined with roadway intersection improvements and the Geneva Avenue extension, will enhance community connectivity.
- Street widening or modifications to intersection geometrics that would substantially increase the time needed for a pedestrian to cross Bayshore Boulevard are not proposed.

Proposed revisions to General Plan LOS standards require preparation and implementation of Multi-Modal Mobility Plans for Bayshore Boulevard and the Geneva Avenue extension that would enhance mobility for Brisbane residents and businesses. Such improvements would include bicycle and pedestrian facilities and would increase connectivity of the Beatty, Baylands and Sierra Point subareas, as well as the Caltrain Bayshore Station with the rest of the City.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The City Council found that GP-1-18 would result in cumulative traffic impacts at intersections along Bayshore Boulevard that could be reduced but would still exceed applicable level of service standards included in the General Plan. The Program EIR traffic analysis demonstrated that these exceedances are attributable to background traffic growth generated by developments approved by the cities of San Francisco, Daly City, and South San Francisco that exceed the long-term traffic projections set forth in the 1994 Brisbane General Plan. As such, the City Council found that existing General Plan level of service standards for these intersections could not be achieved even in the absence of new development in the Baylands.

Recognizing that General Plan roadway level of service standards would be exceeded due to development in other cities even if no development within the Baylands occurred, Program EIR Mitigation Measure 4.I-1 requires that General Plan LOS standards be revised "to reflect current traffic conditions; developments approved by the cities of San Francisco, Daly City, and South San Francisco that exceed long-term traffic projections set forth in the 1994 Brisbane General Plan; and the land use program approved in the Baylands General Plan Amendment."

In adopting GP-1-18, the City Council found that implementation of Mitigation Measure 4.I-1 would ensure that the land use program included in GP-1-18 would be consistent with General Plan LOS standards and would not have a substantial adverse effect. Impacts would thus be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Program EIR Mitigation Measure 4.I-1 requires that revisions to General Plan LOS standards be undertaken because future development outside Brisbane would cause the City's LOS standards to be exceeded at six intersections along Bayshore Boulevard and adjacent to the 101 freeway even in the absence of any development within the Baylands. Thus, the traffic congestion that would result from development projects consistent with the General Plan Land Use Element, including GP-1-18 would be inconsistent with General Plan Policy C.1 (LOS standards) due to traffic generated by development occurring outside of the City. Proposed revisions to the General Plan would resolve this potential inconsistency between the General Plan's Land Use Element and Circulation Element.

Although current CEQA Guidelines Section 15064.3 states that the effect of a land development project on automobile delay (e.g., exceeding a General Plan level of service standard) "shall not constitute a significant environmental impact," resolving the potential inconsistency between the Land Use and Circulation elements is nevertheless needed pursuant to California planning and zoning requirements that a community's General Plan be internally consistent.

> **Conclusion**: No new significant impact would result from proposed revisions to General Plan LOS standards.

References

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

City of Brisbane, *The 1994 General Plan: City of Brisbane*, adopted June 21, 1994, as amended through July 2018. Available: https://brisbaneca.org/general-plan Accessed April 5, 2019.

A.12 MINERAL RESOURCES

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	☐	☐	☐	☒
b) Result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan?	☐	☐	☐	☒

a) Would the proposed project result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?

b) Would the proposed project result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan?

Program EIR Finding: No Impact

The Baylands site is located in a developed urban area that has no known remaining mineral resources that could be commercially extracted. The California Geological Survey has classified lands within the San Francisco Bay Region into Mineral Resource Zones (MRZs) based on guidelines adopted by the California State Mining and Geology Board, as mandated by the Surface Mining and Reclamation Act of 1974. The Baylands site is mapped by the California Department of Mines and Geology as MRZ-1, an area where adequate information indicates a low likelihood of significant mineral resources. Therefore, the City Council found that GP-1-18 would not result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state, and would not result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Because (1) the Bayshore Boulevard corridor, the Baylands, and intersections along the 101 freeway within Brisbane are mapped by the California Department of Mines and Geology as MRZ-1, areas with a low likelihood of significant mineral resources and (2) transportation improvements associated with proposed revisions to General Plan LOS standards would only involve small locations immediately adjacent to existing roadway and freeway facilities, no impacts would result.

> **Conclusion**: No new significant impact would result from proposed revisions to General Plan LOS standards.

References

California Department of Conservation, California Geologic Survey, SMARA Mineral Land Classification Data Portal, 2015. Available online: http://maps.conservation.ca.gov/cgs/informationwarehouse/index.html?map=mlc, Accessed October 2016.

City of Brisbane, *The 1994 General Plan: City of Brisbane*, adopted June 21, 1994, as amended through July 2018. Available: https://brisbaneca.org/general-plan Accessed April 5, 2019.

A.13 NOISE AND VIBRATION

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project result in:				
a) Generation of a substantial temporary or permanent increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?	☐	☐	☐	☒
b) Generation of excessive groundborne vibration or groundborne noise levels?	☐	☐	☐	☒
c) Exposure of people residing or working in the project area to excessive noise levels from a private airstrip, public airport, or public use airport?	☐	☐	☐	☒

a) Would the proposed project result in generation of a substantial temporary or permanent increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?

Program EIR Finding: Significant and Unavoidable (Temporary Construction), Less than Significant with Implementation of Mitigation Measures (Permanent Operations Impacts)

Temporary Construction Impacts. Baylands construction activities would occur in multiple increments over many years and involve demolition, transport of soils, excavation, grading, trenching, paving, concrete work for foundations, and building erection.

Construction-related activities would temporarily increase ambient noise levels within and adjacent the Baylands over the duration of demolition, soils transport, excavation, grading, trenching, paving, concrete work for foundations, and building construction activities. The Program EIR determined that noise from these activities could affect residents of the Mission Blue Drive development, residents on San Francisco and Santa Clara Streets in Brisbane and

residents on Linda Vista Drive and MacDonald Street in Daly City, and residents on Desmond Street and in the Little Hollywood neighborhood in San Francisco.

The noisiest construction activity identified by the Program EIR was during pile driving, which would generate noise levels of approximately 90 to 105 L_{eq} at 50 feet and up to 90 L_{eq} at a distance of 200 feet. Excavation and exterior finishing would also generate a substantial amount of noise. For pile driving that may be necessary for mid- and high-rise office structures, the nearest sensitive land uses would be new housing in the northwestern portion of the Baylands that could be developed prior to mid- and high-rise offices, approximately 200 feet to the west, where intermittent pile-driving noise more than 10 dBA in excess of existing ambient levels and would exceed the 86-dBA City's construction noise standard. Pile-driving noise from construction would therefore be a significant impact. Offsite receptors located nearest construction areas requiring pile-driving under the DSP scenarios would be 1,500 feet to the north and exposed to lesser resultant noise levels of 74 dBA.

Several types of common construction equipment could exceed applicable noise standards when construction is within 75 feet of a sensitive receptor. Also, during nighttime, temporary construction-related noise could be more disturbing given the more sensitive nature of the nighttime period. A menu of actions to reduce construction noise impacts to levels required by Section 8.28.060 of the Brisbane Municipal Code is set forth in Mitigation Measure 4.J-4a.

Additionally, the Municipal Code requires construction contractors to limit standard construction activities to between 7:00 a.m. and 7:00 p.m. Monday through Friday and between 9:00 a.m. and 7:00 p.m. on weekends and holidays. Pile driving and/or other extreme noise-generating activities (greater than 90 dBA) would be limited to between 8:00 a.m. and 4:00 p.m. Monday through Friday, with no extreme noise-generating activity permitted between 12:30 p.m. and 1:30 p.m. No extreme noise-generating activities would be allowed on weekends and holidays.

The City Council found that limiting construction hours and implementing the noise control strategies set forth in Mitigation Measures 4.J-4a and 4.J-4b would reduce construction noise impacts to a less-than-significant level for all activities other than pile driving. Due to the substantial noise levels associated with potential pile driving and the proximity to residential receptors proposed in the northwestern portion of the Baylands, the City Council found that temporary construction-related noise from pile driving would be a significant unavoidable impact.

Permanent Operations Impacts. Noise modeling undertaken for the Program EIR indicated less-than-significant noise impacts, with Baylands-related transportation noise increases of 2.2 dB or less at all locations. By reducing the amount of traffic that would be generated in comparison to the DSP scenario, Baylands development permitted by GP-1-18 would reduce the less-than-significant impact identified in the Program EIR.

Once new development within the Baylands is in operation, noise would be generated by truck loading and unloading activities as well as heating, ventilation, and air conditioning systems on buildings. Operation of heating, ventilation, and air conditioning equipment would be subject to City Noise Ordinance standards. Provided that the equipment would be designed and used in a manner that complies with those standards, the noise impact on Baylands residences and adjacent land uses would be less than significant.

Should wind energy generation be approved within the Baylands, it would represent a third noise source. At 50 feet from sensitive noise receptors, small wind turbines would not create significant noise levels, except under high wind conditions, where noise generated by the wind itself would mask the loudness of noise generated by the wind turbines. The noise levels that would result from onsite wind turbines are below noise levels that would occur at comparable locations from US Highway 101 and the Caltrain tracks within the Baylands. Significant impacts resulting from small wind turbines onsite are not, therefore, expected as long as a 50-foot separation is maintained. Larger utility scale wind turbines have the ability to create significant noise impacts on noise sensitive uses.

The City Council found that implementation of Mitigation Measures 4.J-3a and 4.J-3b would establish performance standards for new development that would ensure noise-compatible land use relationships and impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Temporary Noise During Construction. Transportation improvements associated with proposed revisions to General Plan LOS standards would directly result in temporary increases in ambient noise levels from construction activities and indirectly result in permanent increases in ambient noise levels from increased traffic flows.

Construction activities are temporary and have a short-term duration, resulting in periodic increases in the ambient noise environment. The types of construction activities that would be associated with proposed revisions to General Plan LOS standards would typically include demolition or clearing, grading/trenching, and paving and span less than six months. Pedestrian/bicycle bridge overcrossing projects would also include excavation for footings and take as long as twelve months or more. Pile driving would not be required for any construction activities associated with proposed revisions to General Plan LOS standards.

Typical noise levels generated by different types of construction equipment are shown in Table A, Maximum Noise Levels Generated by Construction Equipment. Operating cycles for these types of construction equipment may involve one or two minutes of full power operation followed by three to four minutes at lower power settings. Other primary noise sources would include random incidents lasting less than one minute (such as dropping off of large pieces of equipment or the hydraulic movement of machinery lifts).

Noise from construction activities that are authorized by a valid City permit are restricted by Section 8.28.060 of the Brisbane Municipal Code. This section limits construction hours to between 7:00 a.m. and 7:00 p.m. on weekdays and 9:00 a.m. and 7:00 p.m. on weekends and holidays. Further, this section prohibits individual pieces of construction equipment from operating such that the noise level at any point beyond the property line of the construction exceeds 86 dBA. Because Municipal Code Section 8.28.060 applies only to construction activities

Table A: Maximum Noise Levels Generated by Construction Equipment

Type of Equipment	Acoustical Use Factor[1]	L_{max} at 5 Feet (dBA)	L_{max} at 50 Feet (dBA)	L_{max} at 100 Feet (dBA)
Concrete Saw	20	110	90	84
Concrete Mixer Truck	40	99	79	73
Backhoe	40	98	78	72
Dozer	40	102	82	76
Excavator	40	101	81	75
Forklift	40	98	78	72
Paver	50	97	77	71
Roller	20	100	80	74
Tractor	40	104	84	78
Water Truck	40	100	80	74
Grader	40	105	85	79
General Equipment	50	105	85	79

Note:

1 Acoustical use factor represents the percent of time equipment typically operates at full power and generating maximum noise levels during a construction day.

Source: Federal Highway Administration, *Roadway Construction Noise Model (FHWA-HEP-05-054)*, January 2006.

that are "authorized by a valid City permit," these standards do not apply to roadway construction undertaken by the City. The City will nevertheless adhere to the construction hours limits set forth in Municipal Code Section 8.28.060 for its own construction projects.

> **Conclusion**: Proposed revisions to General Plan LOS standards would not cause significant unavoidable construction noise impacts to become substantially more severe.

Long-Term Noise following Construction. While the transportation improvements resulting from proposed revisions to General Plan LOS standards would not directly generate noise, such improvements would accommodate increased traffic over time with associated increases in noise levels. An increase in average daily noise levels of 3 dBA is the most commonly accepted minimum discernible difference. Because noise is measured on a logarithmic scale, an increase of 3 dBA generally equates to a doubling of traffic on a roadway. Because of constraints on the

potential for widening roadway rights-of-way imposed by existing buildings and physical features (e.g., Icehouse Hill, Levinson marsh), roadway and intersection improvements that might be associated with revisions to General Plan LOS standards would not provide for doubling of traffic along Brisbane's arterial highways and would not, therefore, generate a substantial permanent increase in ambient noise levels. Thus, proposed revisions to General Plan LOS standards would not substantially increase the significant unavoidable construction noise impact disclosed in the Program EIR.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project result in generation of excessive groundborne vibration or groundborne noise levels?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

The Program EIR determined that pile driving may be necessary for the construction of high-rise office structures, which would result in groundborne vibration that could exceed the criteria published by Caltrans for protection of fragile older buildings, as well as the criterion for newer buildings.

In addition, the Program EIR determined that proposed Baylands development would expose people to vibrations from Caltrain rail operations where residences are located within 200 feet of the Caltrain station and mainline track, resulting in a significant impact. Proposed electrification of the Caltrain line would likely reduce vibration impacts, as vibration curves published by the FTA indicate that vibration levels from locomotive powered passenger trains are at least 10 Vdb greater than light-rail vehicles.

The Program EIR determined that development of new uses, roadways, and infrastructure adjacent to the historic Roundhouse, which has suffered fire damage and is a deteriorating condition, would most likely involve standard construction equipment and would be unlikely to require high-impact equipment such as pile driving. The Program EIR concluded that if pile driving were to be necessary for proposed buildings near the Roundhouse, construction-related vibration within 85 feet of the structure would have a significant impact, requiring mitigation.

The City Council found that the performance standards set forth in Mitigation Measure 4.J-2a would ensure that residential structures permitted within the Baylands by GP-1-18 would be sited and designed so as to avoid damage related to groundborne vibration from rail operations thereby reducing impacts to less than significant. In addition, the City Council found that the performance standards set forth in Mitigation Measures 4.J-2b and 4.J-2c would ensure that fragile historic structures and underground utilities would not be damaged by groundborne

vibration from any pile driving activities. As a result, the City Council found that groundborne vibration impacts associated with GP-1-18 would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Construction of transportation improvements associated with revisions to General Plan LOS standards would generate varying degrees of ground-borne vibration, depending on the site-specific soils characteristics of the construction site, as well as the specific construction procedure and construction equipment being used. The physical effects of construction activities also depend on the construction characteristics of the receiver building(s). Vibration impacts can range from no perceptible effects at the lowest vibration levels, to low rumbling sounds and perceptible vibration at moderate levels, to slight damage at the highest levels. Ground-borne vibrations from construction activities rarely reach levels that damage structures.

The upper end of vibration levels typically generated by standard construction equipment would be 0.089 in/sec. Such vibration levels would be generated by large bulldozers at a distance of 25 feet and would be below the criterion published by Caltrans of 0.25 in/sec for the protection of fragile buildings.

Conclusion: No new significant impact would result from proposed revisions to General Plan LOS standards.

c) For a project located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the proposed project expose people residing or working in the area to excessive noise levels?

Program EIR Finding: Less than Significant

While aircraft noise would be below the federal and state noise abatement criterion of 65 CNEL, and impacts would be less than significant with regard to exposing people to long-term excessive noise levels related from operations at the nearest airport, nuisance noise impacts from airport operations may be experienced by future receptors within the Baylands. While there is a potential for aircraft noise to be a nuisance to future Baylands residents, the City Council found that impacts would not be significant noise since residential uses within the Baylands would be located outside of the SFO's 65 CNEL noise contour.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

The Noise Exposure Map for San Francisco International Airport (SFO) indicates that all portions of the City of Brisbane are outside the 65-CNEL noise contour relative to aircraft noise from the airport (i.e., aircraft operations from the airport contribute less than 65 dBA to ambient

noise levels within Brisbane), which is the state and federal threshold for noise abatement pursuant to Caltrans and FAA guidelines. The southerly portion of the City is, however, within Airport Influence Area A, which is defined as an area that is flown by an aircraft at an altitude of 10,000 feet or less above mean sea level a minimum of once weekly.

Modifications to modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would generate both less than significant temporary increases in ambient noise levels from construction activities and permanent increases in ambient noise levels from increased traffic flows. However, because noise is measured on a logarithmic scale, such increases in noise would not combine with airport-related noise to generate a perceptible change in ambient noise levels. Thus, proposed revisions to General Plan LOS standards would result in less than significant impacts.

> **Conclusion**: No new significant impact would result from proposed revisions to General Plan LOS standards.

References

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

City of Brisbane, *The 1994 General Plan: City of Brisbane,* Chapter X, Community Health and Safety, adopted June 21, 1994.

City of San Francisco Redevelopment Agency, *Candlestick Point-Hunter's Point Shipyard Phase II Development Plan Transportation Study,* Technical Appendix, Volume 1 of 2. November 9, 2009.

Federal Highway Administration, *Roadway Construction Noise Model (FHWA-HEP-05-054)*, January 2006.

A.14 POPULATION AND HOUSING

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Induce substantial unplanned population growth in the area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?	☐	☐	☐	☒
b) Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?	☐	☐	☐	☒

a) Would the proposed project induce substantial unplanned population growth in the area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?

Program EIR Finding: Significant and Unavoidable

GP-1-18 provides for the development of 1,800 to 2,200 residential dwelling units, which would result in approximately 4,015 to 4,905 residents within the Baylands as compared to 4,434 dwelling units and 9,888 residents that were analyzed in the Program EIR for the DSP scenario. The 7.0 million square feet of non-residential development permitted by GP-1-18 would generate approximately 17,190 new jobs within the Baylands, which is similar to the 17,540 new jobs that were analyzed in the Program EIR for the DSP scenario.

Thus, the City Council found that GP-1-18 would generate substantially less housing along with a similar amount of employment-generating uses as were analyzed in the EIR for the DSP/ scenario. However, GP-1-18 would nevertheless induce substantial population growth within the Baylands. Such growth is reflected in the significant aesthetics, air quality, noise, and traffic and transportation impacts that would result from GP-1-18.

In approving GP-1-18 and requiring Program EIR Mitigation Measure 4.I-1, the Brisbane City Council found that cumulative traffic impacts at intersections on Bayshore Boulevard "are attributable to background traffic growth generated by developments approved by the cities of San Francisco, Daly City, and South San Francisco that exceed long-term traffic projections set forth in the 1994 Brisbane General Plan. As such, the level of service standards for these intersections set forth in the General Plan cannot be achieved even in the absence of new development in the Baylands."

The City Council also found that significant unavoidable aesthetics, air quality, noise, and traffic and transportation impacts would result from the population growth associated with uses permitted by GP-1-18 and that the population and housing impacts of GP-1-18 were therefore also significant and unavoidable.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed revisions to General Plan LOS standards do not involve the construction of any homes, businesses, or other uses that would directly result in population growth. These General Plan revisions ensure that the planned population growth described in the General Plan Land Use Element, GP-1-18, and Measure JJ can occur in a manner consistent with the City's General Plan Circulation Element.

Proposed revisions to General Plan LOS standards recognize (1) the long-term effects of regional through traffic that is generated outside of City on the US 101 freeway, Bayshore Boulevard, the Geneva Avenue extension and intersections adjacent to the freeway and (2) existing constraints on the potential for widening roadway rights-of-way imposed by existing buildings and physical features along Bayshore Boulevard (e.g., Icehouse Hill, Levinson marsh).

Proposed revisions to General Plan LOS standards therefore focus on multi-modal mobility within the City, including improvements to vehicular, bicycle, and pedestrian systems. While these revisions to the General Plan will provide for the extension of Geneva Avenue from Bayshore Boulevard to the freeway along with some increases in roadway capacity along Bayshore Boulevard and at freeway interchanges, this additional capacity would not remove a barrier to growth other than the development permitted by GP-1-18 and would not induce additional unplanned development to the north or south of Brisbane due to:

- The very large amount of development already being approved and constructed, along with additional development that is projected to occur to the north and south of Brisbane independent of any improvements in travel time through Brisbane.
    - The Baylands Program EIR cumulative impacts analysis identified approvals for over 16,600 dwelling units and 6.5 million square feet of commercial/office use just north of the City of Baylands (Hunter's Point Shipyard Phase 2, Candlestick Point, Executive Park, Visitacion Valley projects).

- ABAG growth projections for San Francisco indicate an increase of 137,900 households and 295,700 jobs occurring between 2010 and 2040.
- ABAG growth projections for San Mateo County indicate an increase of 60,200 households and 128,800 jobs occurring between 2010 and 2040.

- The relatively short distance (3.4 miles) Bayshore Boulevard within Brisbane represents on the 10-mile and longer commute that drivers experience between San Francisco and communities south of Brisbane in San Mateo County. While the Geneva extension might provide a more direct to the 101 freeway from Daly City than currently exists, future increases in congestion on the freeway would offset the reduced time it might take to get from Daly City to the freeway. In certifying the Brisbane Baylands Program EIR, the Brisbane City Council determined that freeway widening would need to occur over a much longer stretch of freeway than just Brisbane to make a meaningful contribution to congestion relief along the freeway. Freeway widening solely within Brisbane would create bottlenecks where such freeway improvements merged with the existing freeway configuration at the north and south ends of the City.
- The minor role that roadway improvements along Bayshore Boulevard, the Geneva Avenue extension, and at freeway interchanges in Brisbane would play in reducing commute time between San Francisco and communities south of Brisbane. Cutting projected intersection delay increases along Bayshore Boulevard through Brisbane by up to half would save motorists 40-60 seconds in the more than hour-long commute drivers can experience on the 101 freeway.

  Conclusion: Proposed revisions to General Plan LOS standards would not cause the significant unavoidable Population and Housing impact to become substantially more severe.

b) Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?

Program EIR Finding: No Impact

Because there is no housing within the Baylands, proposed development would not displace any housing units. The City Council's findings for GP-1-18 indicated the City's that the existing lumberyard be relocated within the Baylands as part of site development. New development permitted by GP-1-18 would displace of existing businesses along Industrial Way and Tunnel Avenue, as well as displace existing temporary uses located on the former landfill. Because existing employment-generating uses within the Baylands are minimal and displacement of existing business would not require development of replacement housing elsewhere, the City Council found that no impacts would result.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

The Geneva Avenue extension and freeway interchanges within Brisbane are located within Baylands. The Program EIR previously evaluated displacement of people and housing within the Baylands and determined that no impact would result. In addition, the Program EIR also evaluated the potential for widening Bayshore Boulevard. Currently, the Bayshore Boulevard corridor is approximately 90 feet wide, with two lanes each direction and a median of approximately 20 feet.

The Program EIR determined that reconfiguring Bayshore Boulevard to provide three travel lanes in each direction, providing sidewalk improvements and turn pockets at each intersection, and re-coordinating signal timing settings to provide more green time to the westbound and eastbound split phases and reduce green time for the northbound and southbound approaches to the increase the roadway's capacity would require major right-of-way acquisition and result in secondary impacts pertaining to transit operations, pedestrian and bicycle circulation, and safety due to longer crossing distances. The City Council found that these secondary impacts might be partially mitigated through pedestrian enhancements such as separated sidewalks along the length of Bayshore Boulevard; incorporating design elements that would reduce speeds to less than 30 miles per hour such as narrower travel lanes, landscape features, more frequent signalization; and providing frequent (every 500 to 750 feet) safe crossing treatments for pedestrians, but that widening of Bayshore Boulevard would also require major construction costs as well as displacement of existing businesses. In addition, widening of Bayshore Boulevard north of Geneva Avenue into San Francisco would be prevented by right-of-way constraints associated with the T-Third light rail line that terminates at the station just south of Sunnydale Avenue. Thus, the City Council found that widening of Bayshore Boulevard through Brisbane was infeasible.

Proposed revisions to General Plan LOS standards therefore focus on enhancing mobility along Bayshore Boulevard within the roadway's existing right-of-way, avoiding demolition of buildings and displacement of businesses or housing.

> **Conclusion**: No new significant impacts would result from proposed revisions to General Plan LOS standards.

References

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

Metropolitan Transportation Commission, Association of Bay Area Governments, *Land Use Modeling Report, Plan Bay Area 2040 Final Supplemental Report*, July 2017.

A.15 PUBLIC SERVICES

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any of the following public services:				
a) Fire protection?	☐	☐	☐	☒
b) Police protection?	☐	☐	☐	☒
c) Schools?	☐	☐	☐	☒
d) Parks?	☐	☐	☐	☒
e) Other public facilities?	☐	☐	☐	☒

a) Would the proposed project result in substantial adverse physical impacts associated with the provision of new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Because GP-1-18 would generate additional demand for fire and/or emergency services, nearly doubling Brisbane's resident and employment population, Baylands development would result about double the annual number of calls for service that Station No. 81 currently receives for its Brisbane service area.

The Program EIR noted that NCFA is not currently meeting response time goals. Thus, Baylands development would require additional fire protection personnel and/or equipment in

order to meet NCFA's emergency service response time goals without impacting existing services currently provided to the Brisbane community. To ensure adequate fire protection services and facilities to support Baylands development and maintain adequate response times throughout the City, the required Specific Plan for the Baylands would be required as part of the planning review process to prepare and implement a Fire Protection Services Plan that provides for the timely provision of fire protection facilities, equipment, and staffing. The Fire Protection Services Plan would specify the means and methods that would be employed, over time, to ensure that the following performance standards are met:

- All Baylands development to be located within 1.5 miles of a fully staffed (four-person minimum staffing for all fire companies) and equipped NCFA fire station.
- All buildings greater than three stories in height located within two miles of a fully staffed (four-person minimum) and equipped ladder truck company.
- Adequate fire flow and service pressure available per NCFA standards.
- Expansion of existing fire stations or construction of new stations as needed to meet the following response time standards of the NCFA within the Baylands:
  - Seven-minute Total Reflex Time[4] for a single fire company (first responder) for 90 percent of incidents;
  - Eleven-minute Total Reflex Time for multiple fire companies for 90 percent of all structure fires;
  - Fire Confinement Success Rate – ability to hold structure fires to floor or origin (i.e., preventing the fire from spreading to additional floors after first arrival on the scene) for 90 percent of structure fires; and
  - Fire Company Reliability –ability to handle 90 percent of all incidents within the Baylands from the station within whose primary service area the Baylands is located.

The City Council found that the substantial increase in current fire service demands that would result from GP-1-18 would require a new fire station or expansion of the existing Station No. 81 to provide adequate fire protection service to the Baylands and that the following measures were set forth in the Program EIR to minimize construction-related impacts related to such facilities: Mitigation Measures 4.B-2a, 4.B-2b, and 4.B-3 (construction air emissions); Mitigation Measures 4.C-1a through 4.C-1c, Mitigation Measures 4.C-2a through 4.C-2c, and Mitigation Measures 4.C-4d and 4.C-4e (biological resources); Mitigation Measures 4.D-2 and 4.D-4 (archaeological resources and human remains); Mitigation Measure 4.E-2a (ground settlement);

[4] "Total Reflex Time" is measured from the time a call is received at the county communications center to the arrival of the first apparatus at the scene. Typically, for the public, the response time clock begins when an individual becomes aware there is an emergency incident occurring. While the difference between the two may vary by only a minute or two, the distinction is significant in that fire service response time goals are set to measure fire service performance from the moment the emergency enters the system.

Mitigation Measures 4.G-2a, 4.G-2b, 4.G-2d and 4.G-2f through 4.G-2h (hazardous materials); Mitigation Measures 4.J-4a and 4.J-4b (construction period noise); and Mitigation Measure 4.N-12 (construction circulation patterns).

In addition, Baylands development permitted by GP-1-18 would be required to meet North County Fire Authority (NCFA) standards related to fire hydrant placement, fire flow requirements, installation of fire protection devices, and other fire code requirements and new structures within the Baylands would be required to comply with applicable building and fire code requirements, which include, for example, the installation of fire protection devices.

The City Council found that site-specific development projects within the Baylands would be subject to review and approval by the City, including emergency service providers, per the City's plan approval process set forth in Brisbane Municipal Code Section 15.44.030. Site-specific applications for industrial development, renewable energy generation facilities, and water recycling facilities would require additional review by the NCFA for special fire hazards, which is also a part of the City's plan approval process.

Based on these considerations, the City Council found that impacts on fire protection services would be reduced to a less-than-significant level.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not substantially increase the need for fire protection services within the City since no new habitable structures would result. In addition, mobility improvements along Bayshore Boulevard and the Geneva Avenue extension would result in beneficial effects in relation to emergency response times by facilitating improved access onto Bayshore Boulevard and to the freeway. Thus, no new or physically altered fire protection facilities would be needed.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project result in substantial adverse physical impacts associated with the provision of new or physically altered police protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Given the amount of proposed development in terms of both geographic area and the number residents and employees that would be present within the Baylands, development permitted by GP-1-18 would require expanded police services related to anticipated increases in traffic congestion, vehicle accidents, auto burglaries, robberies, commercial and financial crimes, crimes against persons, residential burglaries, and domestic-related incidents[5]. Specifically, the new residential population is anticipated to generate an increase in crimes against persons and domestic-related calls for nighttime service.

To provide equivalent coverage and response times throughout the City and the Baylands as it currently provides, the Brisbane Police Department would need one or two additional 24/7 shifts added to its patrol staffing, requiring additional officers plus an additional civilian employee. Development permitted by GP-1-18 would also necessitate addition of a patrol vehicle and other associated emergency equipment.

Although the Brisbane Police Department would require increased staffing levels, the Program EIR determined that the existing police facility has adequate space to hold any new officers that would be needed to adequately serve the Baylands and therefore no new or physically expanded facility would be required to maintain acceptable staffing ratios to serve the Baylands. However, given the location of the proposed development in relation to the existing police station, the Brisbane Police Department has determined that a storefront community police facility (retail substation) within the Baylands would be needed to maintain desired response times. Provision of such a substation would contribute to the construction impacts of future development addressed in the Program EIR.

Because the impacts of providing such a substation are addressed in the Program EIR as part of the discussion of impacts within the Baylands, including implementation of applicable mitigation measures, the City Council found that impacts associated with GP-1-18 would be reduced to less than significant.

[5] Development permitted by GP-1-18 is anticipated to result in 5,088 to 5,302 calls for police service annually. While this is less than the 6,583 calls for police service that were evaluated in the Program EIR, it is a substantial increase from the 3,116 calls for police service being received annually citywide by the Brisbane Police Department.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would maximize mobility along the Bayshore Boulevard corridor and at freeway interchanges, and improve access to the freeway, recognizing projected increases in traffic that would be generated by GP-1-18 and by development outside of Brisbane. Because proposed revisions to General Plan LOS standards do not propose residential or business uses and would not substantially increase traffic along Bayshore Boulevard or the Geneva Avenue extension or at freeway interchanges within Brisbane beyond that analyzed in the Program EIR, any resulting increase in calls for police service would be minor and could be met by the increased police deployment related to Baylands development. In addition, mobility improvements Bayshore Boulevard and the Geneva Avenue extension would result in beneficial impacts in relation to emergency response times by facilitating improved access onto Bayshore Boulevard, as well as access to and from the freeway. Thus, no new or physically altered police facilities would be needed.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

c) Would the proposed project result in substantial adverse physical impacts associated with the provision of new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Considering the declining enrollment and the excess capacity currently available in JUHSD schools, the City Council found that the number of students generated by GP-1-18 would not result in the need for new or expanded high school facilities beyond what is already planned within the JUHSD. Although the maximum capacity of the schools within the elementary school districts was not available, based on comparison of Baylands development-related grade K-8 student generation (542 to 623 students from residential development and commercial development) to the combined enrollment of both the Brisbane ESD and the Bayshore ESD, both current (941 students) and 15-year peak (1,135 students), information presented in the Program EIR indicated that development resulting from GP-1-18 would create a need for new grade K-8 school facilities.

Pursuant to SB 50, applicants for individual development projects within the Baylands would be required to pay school facilities impact fees established to offset the impacts of new

development on school facilities. Therefore, although development permitted by GP-1-18 would substantially increase the combined current enrollment of the Brisbane ESD and the Bayshore ESD along with an 4-5 percent increase in the enrollment of the JUHSD, payment of fees mandated under SB 50 is the mitigation measure prescribed by the statute, and payment of such fees is the exclusive method available to the City to mitigate the direct impacts on school facilities. Further, payment of such fees is presumed under the law to be mitigation in full for direct impacts to school facilities caused by increasing student enrollment.

The City found that whether needed new school facilities to serve Baylands residents would be constructed within the Baylands or offsite could not be known at the time of adoption of GP-1-18 since decisions as to the location of future schools are the sole responsibility of the school districts. Impacts associated with the provision of new school facilities resulting from GP-1-18 would contribute to the significant impacts of Baylands development and would therefore be significant. In terms of indirect impacts, the construction and operation of institutional uses was anticipated as a part of Baylands development, and the impacts of their construction and operation were discussed throughout the Program EIR. As such, the following measures were proposed to minimize indirect impacts from schools: Mitigation Measures 4.B-2a, 4.B-2b, and 4.B-3 (construction air emissions); Mitigation Measures 4.C-1a through 4.C-1c, Mitigation Measures 4.C-2a through 4.C-2c, and Mitigation Measures 4.C-4d and 4.C-4e (biological resources); Mitigation Measures 4.D-2 and 4.D-4 (archaeological resources and human remains); Mitigation Measure 4.E-2a (ground settlement); Mitigation Measures 4.G-2a, 4.G-2b, 4.G-2d, and 4.G-2f through 4.G-2h (hazardous materials); Mitigation Measures 4.J-4a and 4.J-4b (construction period noise); and Mitigation Measure 4.N-12 (construction circulation patterns). As a result, the City Council found that impacts associated with GP-1-18 would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to transportation improvements associated with revisions to General Plan LOS standards would not generate an increase in students, since no residential or business uses are proposed and no increase in population would result. Thus, no new or physically altered school facilities would be needed.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

d) Would the proposed project result in substantial adverse physical impacts associated with the provision of new or physically altered park facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Baylands development would include construction of new parks and recreational facilities that would require clearing of existing vegetation and grading; installation of utilities, including stormwater drainage and water/wastewater lines; installation of hardscape areas for play surfaces, pathways, and parking; and installation of site furnishings and other equipment (e.g., benches, play facilities, fencing, lighting). New structures such as restrooms and picnic shelters would also be constructed. Vegetated areas would also require installation of irrigation systems in some areas.

The City Council found that construction of parks and recreational facilities was evaluated as part of overall impacts of proposed Baylands development. The City Council found that mitigation measures proposed in other sections to minimize construction-related impacts are recommended under all proposed development scenarios to reduce the impacts associated with the construction of recreational facilities (see Mitigation Measures 4.B-2a, 4.B-2b, and 4.B-3 [construction air emissions]; Mitigation Measures 4.C-1a through 4.C-1c, Mitigation Measures 4.C-2a through 4.C-2c, and Mitigation Measures 4.C-4d and 4.C-4e [biological resources]; Mitigation Measures 4.D-2 and 4.D-4 [archaeological resources and human remains]; Mitigation Measure 4.E-2a [ground settlement]; Mitigation Measures 4.G-2a through 4.G-2c and 4.G-2f through 4.G-2h [hazardous materials]; Mitigation Measures 4.J-4a and 4.J-4b [construction period noise]; and Mitigation Measure 4.N-12 [construction circulation patterns]).

The City Council found that operational impacts associated with park and recreational facilities – including increases in traffic, air pollutants, and greenhouse gas emissions, noise, and disturbance of biological, hydrologic, and cultural resources – were evaluated as part of the overall analysis of Baylands development in the Program EIR. As a result, the City Council found that impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not generate demand for parks since no residential uses are proposed and no increase in population would result. Thus, no new or physically altered park facilities would be needed.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

e) Would the proposed project result in substantial adverse physical impacts associated with the provision of other new or physically altered library facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Development permitted by GP-1-18 would introduce approximately 4,015 to 4,905 residents to the Baylands, including a resident student population of 365 to 446 along with approximately 247 additional students that might register in local schools as the result of their parents' place of employment. The permanent resident and student population would result in an increased demand for library services. Baylands-related population increases would also result in an increased demand on the community rooms, study areas, and designated community spaces that existing libraries provide.

Given the location of 14 existing branch libraries within 3.5 miles of the Baylands, including three libraries within one-half mile of the site, the Program EIR determined that it would be reasonable to anticipate that, in the absence of a library facility within the Baylands, area residents, students, and employees would tend to use other nearby library facilities, impacting the capacity of those facilities. Thus, the Program EIR concluded that Baylands development would result in a need for new library space to maintain existing services to the Brisbane community and not impact libraries in surrounding communities. This impact would be significant, and mitigation would be required.

The City Council found that provision of an adequately sized library facility within the Baylands would mitigate direct impacts of Baylands development and that the impacts of constructing and operating such a library were addressed in the Program EIR as part of the overall discussion of impacts and mitigation measures. As a result, the City Council found that impacts associated with GP-1-18 would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed transportation improvements associated with revisions to General Plan LOS standards would not result in a local population increase, since no new housing or businesses are proposed. Increased demand for libraries would not occur and no new or physically altered public facilities would be needed. No new significant impact would therefore result.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

References

City of Brisbane, About BPD web page, http://www.ci.brisbane.ca.us/departments/police/about Accessed May 6, 2019.

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

A.16 RECREATION

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility could occur or be accelerated?	☐	☐	☐	☒
b) Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?	☐	☐	☐	☒

a) Would the proposed project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility could occur or be accelerated?

Program EIR Finding: Less than Significant

Pursuant to the Quimby Act, Section 16.24.030 of the Brisbane Municipal Code established a standard of 3.0 acres of parkland per 1,000 residents. Application of this standard to GP-1-18 would require approximately 12.0 to 14.7 acres of parkland to serve the needs of the 4,015 to 4,905 residents that would be living within the Baylands at buildout. While the Program EIR recognized that park needs per 1,000 population refer only to the resident population, it also recognized that employees within the Baylands would use area parks and recreational facilities. Applying the Quimby Act standard to both Baylands resident and employment population, GP-1-18 would result in a need for up to 63.6 to 66.3 acres of parkland.

The Program EIR also noted that the General Plan Open Space Element sets forth the following park service standards as an aspirational goal beyond Quimby Act requirements:

- Combined Mini, Neighborhood, and Linear Parks: 10.5 acres per 1,000 residents
- Community Park: 8.0 acres per 1,000 residents

Based on the General Plan parkland standard, GP-1-18 would generate a need for 74.3 to 90.7 acres of park land. The Program EIR determined that the Specific Plan required for Baylands development would be reviewed for consistency with the City's General Plan prior to approval and would thus be required to provide adequate park land to achieve consistency with the City's General Plan.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not generate demand for parks since no residential uses are proposed and no increase in population would occur. Thus, increased use and deterioration of existing park facilities would not occur.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Baylands development would include construction of new parks and recreational facilities that would require clearing of existing vegetation and grading; installation of utilities, including stormwater drainage and water/wastewater lines; installation of hardscape areas for play surfaces, pathways, and parking; and installation of site furnishings and other equipment (e.g., benches, play facilities, fencing, lighting). New structures such as restrooms and picnic shelters would also be constructed. Vegetated areas would also require installation of irrigation systems in some areas.

The City Council found that construction of parks and recreational facilities was evaluated as part of overall impacts of proposed Baylands development. The City Council found that mitigation measures proposed in other sections to minimize construction-related impacts are recommended under all proposed development scenarios to reduce the impacts associated with the construction of recreational facilities (see Mitigation Measures 4.B-2a, 4.B-2b, and 4.B-3 [construction air emissions]; Mitigation Measures 4.C-1a through 4.C-1c, Mitigation Measures 4.C-2a through 4.C-2c, and Mitigation Measures 4.C-4d and 4.C-4e [biological resources]; Mitigation Measures 4.D-2 and 4.D-4 [archaeological resources and human remains]; Mitigation Measure 4.E-2a [ground settlement]; Mitigation Measures 4.G-2a through 4.G-2c and 4.G-2f through 4.G-2h

[hazardous materials]; Mitigation Measures 4.J-4a and 4.J-4b [construction period noise]; and Mitigation Measure 4.N-12 [construction circulation patterns]).

The City Council found that operational impacts associated with park and recreational facilities – including increases in traffic, air pollutants, and greenhouse gas emissions, noise, and disturbance of biological, hydrologic, and cultural resources – were evaluated as part of the overall analysis of Baylands development in the Program EIR. As a result, the City Council found that impacts would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Transportation improvements associated with revisions to General Plan LOS standards would not generate demand for parks since no residential uses are proposed and no increase in population would result. Thus, no new or physically altered park facilities would be needed.

> **Conclusion**: No new significant impacts would result from proposed revisions to General Plan LOS standards.

A.17 TRANSPORTATION

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities?	☐	☐	☐	☒
b) Conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b)?	☐	☐	☐	☒
c) Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?	☐	☐	☐	☒
d) Result in inadequate emergency access?	☐	☐	☐	☒

a) Would the proposed project conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities?

Program EIR Finding: Less than Significant (BART, Caltrain, Samtrans, pedestrian facilities); Less than Significant with Implementation of Mitigation Measures (bicycle facilities) Significant and Unavoidable (roadways)

Impacts on Roadway Facilities. In relation to roadways, the Program EIR focused its analysis of potential conflicts with programs, plans, ordinances, and policies addressing the circulation system focused on compliance with applicable level of service delay-based metrics. The Program EIR concluded that significant unavoidable impacts would occur in several locations since applicable level of service standards would not be met. As of January 2019, however, a conflict with programs, plans, ordinances, or policies setting forth level of service or other delay-based metrics no longer constitutes a significant impact.

Impacts on Transit. The Program EIR determined that the increase in transit demand generated by proposed Baylands development could be accommodated by train transit capacity (BART, Caltrain, Samtrans) and that Baylands development would not require changes to Caltrain operations at the Bayshore Station or on the Bayshore / Brisbane four-track rail segment.

Increased ridership resulting from Baylands development would cause an increase in delays or operating costs such that significant adverse impacts on Muni transit service levels could result (i.e., additional buses or trains could be required due to Baylands transit trips). While this impact is addressed by Program Mitigation Measure 4.N-7, the City Council found that while payment of such mitigation fees is common within San Francisco, because the City of Brisbane could not control how SFMTA would actually use such funds, implementation of Program Mitigation Measure 4.N-7 is uncertain, and the impact would be significant and unavoidable.

Impacts on Pedestrian Facilities. The Program EIR concluded that pedestrian circulation within the Baylands would be improved and Baylands development would not disrupt existing pedestrian facilities outside the project site. However, pedestrian accessibility would continue to be limited due to the lack of existing pedestrian facilities in some areas (including segments of Bayshore Boulevard with no sidewalks south of Geneva Avenue).

Impacts on Bicycle Facilities. The Program EIR determined that bicycle circulation within the Baylands would be improved under existing and cumulative conditions, and development would not disrupt existing bicycle facilities outside the Baylands. Proposed development would not interfere with planned bicycle facilities or create inconsistencies with adopted bicycle system plans. However, because none of the Concept Plan scenarios included detailed requirements to enhance the bicycling environment and maximize bicycle accessibility, the Program EIR concluded that significant impacts to bicycle accessibility could occur requiring mitigation. The City Council found that implementation of Program EIR Mitigation Measure 4.N-11, which established specific requirements for development of bicycle facilities for the Baylands, would reduce impacts of GP-1-18 to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed revisions to General Plan LOS standards ensure that the planned development and population growth described in the Land Use Element, GP-1-18, and Measure JJ can occur in a manner consistent with the General Plan Circulation Element. Proposed General Plan revisions are intended to recognize:

- The long-term effects that regional through traffic generated outside of City will have on the US 101 freeway, Bayshore Boulevard, the Geneva Avenue extension, and intersections adjacent to the freeway;
- The City's lack of authority and financial capacity to make meaningful improvements to the freeway, and

- Existing constraints on the potential for widening roadway rights-of-way along Bayshore Boulevard imposed by existing buildings and physical features (e.g., Icehouse Hill, Levinson marsh).

Proposed revisions to General Plan LOS standards therefore focus on multi-modal mobility within the City, including improvements to vehicular, bicycle, and pedestrian systems. Thus, resulting transportation improvements would provide multi-modal mobility along the Bayshore Boulevard and Geneva Avenue extension corridors and improve mobility at freeway interchanges within the City, consistent with General Plan policies addressing transit, roadway, bicycle, and pedestrian facilities within the City.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project conflict or be inconsistent with CEQA Guidelines §15064.3, subdivision (b)?

Program EIR Finding: None

The Notice of Preparation for the Brisbane Baylands Program EIR preceded adoption of Senate Bill (SB) 743, upon which CEQA Guidelines §15064.3 is based, by several years. In addition, CEQA Guidelines §15064.3 had not been approved at the time the Draft Program EIR was released for public review. Approval of CEQA Guidelines §15064.3 occurred subsequent to certification of the Program EIR and adoption of GP-1-18 by the Brisbane City Council.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed revisions to General Plan LOS standards would result in transportation projects such as modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension. As stated in CEQA Guidelines §15064.3 (b)(2):

> "Transportation projects that reduce, or have no impact on, vehicle miles traveled should be presumed to cause a less than significant transportation impact. For roadway capacity projects, agencies have discretion to determine the appropriate measure of transportation impact consistent with CEQA and other applicable requirements."

Proposed revisions to the General Plan LOS standards do not involve the construction of any homes, businesses, or other uses that would generate or induce population or employment

growth that would increase vehicular travel or vehicle miles traveled[6]. While these General Plan revisions will provide for some increases in roadway capacity along Bayshore Boulevard and at freeway interchanges, this additional capacity would not remove a barrier to growth or induce growth as discussed in Section 2.3.11, Land Use and Planning, and Section 2.3.14, Population and Housing, of these Addendum Findings but would encourage increased use of non-vehicular travel.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

c) Would the proposed project substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?

Program EIR Finding: Less than Significant

The Program EIR determined that the design of all proposed transportation and circulation features associated with Baylands development would be required to be consistent with the Brisbane General Plan and applicable City roadway design standards. In addition, City review of the required Specific Plan for Baylands development would require implementation of City roadway design standards and site-specific development within the Baylands would also be subject to review and approval by the City. Because the City's development review process would ensure that applicable roadway and trail design standards are adhered to, the City Council found that installation of roadways and pedestrian and bicycle facilities within the Baylands would avoid that safety hazards or incompatible uses, resulting in a less than significant impact.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

All modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would comply with standard engineering design practice, City design requirements, and applicable Americans with Disabilities Act (ADA) standards. The multi-modal plans for Bayshore Boulevard and the Geneva Avenue extension that are required by proposed revisions to General Plan LOS standards will address geometric design along the corridors, including issues such as offset intersections, site distance, and conflicting turn movements as well as provision of grade-separated crossings, thereby

[6] See discussion of population growth in Section 4.11, Land Use and Planning and Section 4.14, Population and Housing.

enhancing the safety of travel. In addition, proposed revisions to General Plan LOS standards do not propose any uses that might conflict with safe traffic movement within the City.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

d) Would the proposed project result in inadequate emergency access?

Program EIR Finding: Less than Significant

The Program EIR determined that existing emergency response routes within or in the vicinity of the Baylands would either be maintained or rerouted as necessary as part of Baylands development, which would include the construction of new roadways to facilitate emergency access. In addition, the Specific Plan for the Baylands will require site-specific development within the Baylands to be designed in accordance with City and North County Fire Authority standards, which include provisions that address emergency access (e.g., minimum street widths, minimum turning radii). As a result, the City Council found impacts on emergency access would be less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed revisions to General Plan LOS standards provide for multi-modal mobility improvements along Bayshore Boulevard and the Geneva Avenue extension and set performance standards for freeway interchanges that would enhance emergency response onto and along Bayshore Boulevard, to and from the freeway, and within the City.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

References

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

City/County Association of Governments of San Mateo County (C/CAG). *Final San Mateo County Congestion Management Program 2015.* November 2015. Available: http://ccag.ca.gov/wp-content/uploads/2016/02/2015-CMP_Final_rev.pdf. Accessed May 2, 2019.

A.18 TRIBAL CULTURAL RESOURCES

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
Would the project cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code Section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is:				
a) Listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in Public Resources Code section 5020.1(k); or	☐	☐	☐	☒
b) A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code Section 5024.1? In applying the criteria set forth in subdivision (c) of Public Resource Code Section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.	☐	☐	☐	☒

a) Would the proposed project cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code §21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in Public Resources Code §5020.1(k)?

Program EIR Finding: None

The Program EIR for Baylands development predates CEQA requires for analysis of Tribal Cultural Resources.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

No Tribal cultural resources are known to occur within the Baylands or along the Bayshore Boulevard corridor or the US 101 freeway. Such resources will not, therefore, be adversely affected by transportation improvements associated with proposed revisions to General Plan LOS standards. See Appendix C for results of required Tribal consultation regarding cultural and Tribal cultural resources.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

b) Would the proposed project cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code §21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is a resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code §5024.1? In applying the criteria set forth in subdivision (c) of Public Resource Code §5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.

Program EIR Finding: None

The Program EIR for Baylands development predates CEQA requires for analysis of Tribal Cultural Resources.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

No Tribal cultural resources are known to occur within the Baylands or along the Bayshore Boulevard corridor or the US 101 freeway. Such resources will not, therefore, be adversely

affected by transportation improvements associated with proposed revisions to General Plan LOS standards. See Appendix C for results of required Tribal consultation regarding cultural and Tribal cultural resources.

> **Conclusion**: No new significant impacts would result from proposed revisions to General Plan LOS standards.

A.19 UTILITIES AND SERVICE SYSTEMS

	Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:			
Issues:	*(1) Proposed Revisions to General Plan LOS Standards?*	*(2) Changed Circumstances?*	*(3) New Information of Substantial Importance?*	*(4) No New or Substantially More Severe Significant Impacts*
Would the project:				
a) Require or result in the relocation or construction of new or expanded water, wastewater treatment, stormwater drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects?	☐	☐	☐	☒
b) Have sufficient water supplies available to serve the project and reasonably foreseeable future development during normal, dry, and multiple dry years?	☐	☐	☐	☒
c) Result in a determination by the wastewater treatment provider that serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments?	☐	☐	☐	☒
d) Generate solid waste in excess of State or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals?	☐	☐	☐	☒
e) Comply with federal, state, and local management and reduction statutes or regulations related to solid waste?				

a) Would the proposed project require or result in the relocation or construction of new or expanded water, wastewater treatment, stormwater drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects?

Program EIR Finding: No Impact (Water Treatment), Less than Significant with Implementation of Mitigation Measures (Stormwater Drainage), Significant and Unavoidable (Water Storage, Recycled Water Plant)

Water Treatment. The Program EIR determined that no water treatment facilities for the provision of potable water supplies to future uses within the Baylands would be needed or constructed as part of development, and there would be no impact.

Stormwater Drainage Facilities. Baylands development would increase the amount of impervious surfaces and, as a result, would increase stormwater runoff. The Program EIR determined that Baylands development would improve and expand the existing stormwater drainage system, including grading; removal of existing storm water infrastructure; installation of new pipe, box culverts, and storage basins, and increasing the detention capacity of the Central Drainage Channel to address the increased stormwater runoff. Stormwater treatment would also be installed.

The Program EIR concluded that construction of the new stormwater drainage facilities would contribute to significant impacts of Baylands development in relation to hazardous materials, hydrology and water quality, geology and soils, vegetation and wildlife, air quality, traffic, and noise. The City Council found that these impacts would be reduced to less than significant through implementation compliance with regulatory requirements and implementation of mitigation measures provided in Program EIR Sections 4.B, *Air Quality*; Section 4.C, *Biological Resources*; Section 4.E, *Geology, Soils, and Seismicity*; Section 4.G, *Hazards and Hazardous Materials*; Section 4.H, *Hydrology and Water Quality*; Section 4.J, *Noise and Vibration*; and Section 4.N, *Traffic and Circulation*.

Water Storage. Additional local storage capacity within the City would be required to provide for fire flows and peak day demand to serve Baylands development permitted by GP-1-18. Program EIR Mitigation Measure 4.O-1b requires the developer to either construct facilities or reimburse the City for a fair share of the costs borne by the City should the City construct local storage and water delivery facilities.

The Program EIR determined that the City has future plans to build a water storage tank to directly provide fire flow demand and peak demand equalization to lower pressure zones, including the Baylands, but that funding has not been identified, nor has a specific site or schedule for construction been developed for new water storage tanks. The location, design, and method of construction for future water storage facilities to serve Baylands development could not therefore be determined in the Program EIR, which stated that it could be assumed

that in order to provide for sufficient water pressure to the Baylands, a new storage tank would need to be located at an elevation higher than the Baylands, most likely in an offsite hillside location.

The City Council found that construction of a new storage tank could result in environmental impacts due to (1) siting, which could affect slope stability or visual, biological, land use, and/or cultural resources; and (2) construction, which could result in noise, dust, other air pollutant emissions, soil erosion, and possible water quality effects. While the City Council recognized it is likely that impacts of siting and constructing a local water storage facility could be avoided or mitigated to less-than-significant levels through a combination of siting options and mitigation measures, because the location, design, and method of construction for future water storage facilities could not be known, impacts associated with a water storage facility would be significant and unavoidable.

Recycled Water Plant. Baylands development permitted by GP-1-18 would include construction of a recycled water plant to treat sewage generated within the Baylands and supply recycled water for irrigation and non-potable plumbing via a dual-piped plumbing system.[7] Construction of this facility would contribute to significant onsite aesthetic, air quality, biological resources, cultural resources, hazards and hazardous materials, noise, and traffic impacts discussed throughout the Program EIR.

The City Council found that the Program EIR set forth the following applicable mitigation measures: Mitigation Measure 4.A-3 (screening of outdoor storage); Mitigation Measures 4.B-2a and 4.B-2b (construction emissions); Mitigation Measures 4.C-1a through 4.C-1c, Mitigation Measures 4.C-2a through 4.C-2c, and Mitigation Measures 4.C-4d and 4.C-4e (biological resources); Mitigation Measures 4.D-2 and 4.D-4 (archaeological resources and human remains); Mitigation Measures 4.G-2a and b (site remediation); Mitigation Measure 4.G-2d (NPDES permitting), Mitigation Measure 4.G-2e (hazardous materials business plan), Mitigation Measures 4.G2f through h (soil vapor barriers), Mitigation Measure 4.G-3 (school facilities construction), Mitigation Measure 4.J-1a and Mitigation Measures 4.J-4a and 4.J-4b (construction period noise); and Mitigation Measure 4.N-12 (construction circulation patterns).

However, even with implementation of the mitigation measures identified in the Program EIR, recycled water plant operations would contribute to significant unavoidable air quality impacts. The City Council therefore found that the impacts of the recycled water plant would be significant and unavoidable.

[7] During the early to middle portions of Baylands development, sewage generated within the Baylands would flow to the Bayshore Sanitary District's collection system for delivery to the SFPUC and treatment.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension could require minor relocation of water, wastewater, stormwater drainage, electric power, natural gas, or telecommunications lines within or immediately adjacent to existing roadway rights-of-way. Such relocations would be completed concurrent with transportation improvement projects to ensure that utility lines were properly located within roadway rights-of-way and provide adequate separation of "wet" and "dry" utilities.

Conclusion: The potential for minor utility relocations within or immediately adjacent to roadway rights-of-way was considered as part of the transportation improvements evaluated in relation to each of the environmental issues addressed in these findings, which document that no new significant impacts would result from proposed revisions to General Plan LOS standards, nor would the impacts of proposed General Plan revisions cause any significant impact documented in the Program EIR to be substantially more severe.

b) Would the proposed project have sufficient water supplies available to serve the project and reasonably foreseeable future development during normal, dry, and multiple dry years?

Program EIR Finding: Less than Significant with Implementation of Mitigation Measures

Because Brisbane does not have adequate existing water supplies to serve Baylands development or to build out all other portions of the City, the Program EIR identified and analyzed a reasonably likely supplemental water supply – a surface water transfer of up to 2,400 acre-feet per year (AFY) from the Oakdale Irrigation District (OID) to Brisbane, along with an extensive water conservation program (Water Savings Program E) including demand management measures and provision of recycled water via an onsite recycled water plant.

The Program EIR acknowledged that implementation of the proposed water transfer agreement would require approvals of final Water Supply and Conveyance Agreements between Brisbane and OID, between Brisbane and the Modesto Irrigation District (MID), and Brisbane and the SFPUC for individual portions of such a water transfer that would also require project-level engineering design, operational plans, and environmental evaluation and CEQA documentation.

The City Council found that identification of a secure water supply would not be required by law until such time as a specific plan for Baylands development would be considered for approval. The City Council further found that GP-1-18 included a "reasonably likely and

sufficient water supply" that could support proposed uses within the Baylands and that a "secure and reliable water supply" would be required to be identified prior to specific plan approval and secured prior to site development. Because such a secure water supply did not exist at the time GP-1-18 was approved, GP-1-18 would result in a significant impact for which mitigation is required.

In addition to the need to secure sufficient water supply to meet the long-term annual water demands of Baylands development, the City Council determined that Brisbane does not have existing facilities that could provide adequate peak day/peak hour water flow to the Baylands in the event of an emergency. Additional storage capacity within the City would therefore be needed to provide adequate fire flows and meet peak daily water demands, resulting in a significant impact.

Finally, the City Council found that should the proposed OID water transfer to Brisbane ultimately be approved, its implementation would contribute to a potential impact on the Tuolumne River associated with changes in the SFPUC's existing reservoir release pattern from Hetch Hetchy Reservoir that had previously been identified by the SFPUC, which adopted a mitigation measure. Per the adopted mitigation measure, the SFPUC would modify the way it releases water from Hetch Hetchy Reservoir such that significant impacts to the streamside meadows and other alluvial deposits along the Tuolumne River below the Hetch Hetchy Reservoir would be avoided. Although the SFPUC had already adopted the mitigation measure needed to address this impact, the Program EIR concluded that the contribution of Baylands development to that impact would be significant.

The City Council found that implementation of Program EIR Mitigation Measures 4.O-1a and 4.O-1b would ensure provision of an adequate, reliable water supply for the Baylands, along with provision of adequate storage facilities for daily and emergency purposes. Program EIR Mitigation Measure 4.O-1c would require Baylands development contribute its fair share to previously approved mitigation being implemented by the SFPUC should provision of water supply to the Baylands involve the proposed transfer of OID water supplies through the SFPUC without impacting customers of any water agency involved in the provision of water supply to the Baylands. As a result, the City Council found that impacts associated with GP-1-18 would be reduced to less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

While transportation improvements associated with revisions to General Plan LOS standards would use water during construction, such use would be temporary in nature and, due to the small size of anticipated construction sites, would not require extensive watering of large land areas. In addition, proposed revisions to General Plan LOS standards would not introduce new residential, commercial, or other land uses that would increase existing water consumption within the City. While transportation improvements would, in some cases, require removal of

ornamental landscaping, replacement landscaping and irrigation would be installed, emphasizing use of drought-tolerant vegetation. Any new landscaped areas required for transportation improvements associated with G revisions to General Plan LOS standards would also be provided with drought-tolerant landscaping. Overall, the amount of new landscaped areas within the City would be small and not require new or expanded water supplies.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

c) Would the proposed project result in a determination by the wastewater treatment provider that serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments?

Program EIR Finding: Less than Significant

Baylands development permitted by GP-1-18 would result in a substantial increase in the generation of wastewater. Until an onsite recycled water plant is in full operation producing water for onsite irrigation purposes, all wastewater flows would be discharged to the existing Bayshore Sanitary District (BSD) wastewater collection system and sent to the SFPUC for treatment and discharge to San Francisco Bay. As part of the required Specific Plan for the Baylands, a preliminary infrastructure plan would be prepared to identify how wastewater infrastructure, including treatment capacity, would be provided and how construction of such infrastructure would be phased and financed. Such a preliminary infrastructure plan would be subject to review and approval by the City. Thus, the Program EIR determined that wastewater flows from Baylands development would be properly treated and disposed of through facilities that comply with RWQCB wastewater treatment requirements and impacts would be less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Transportation improvements associated with revisions to General Plan LOS standards would not introduce new residential, commercial, or other land uses capable of generating wastewater.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

d) Would the proposed project generate solid waste in excess of State or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals?

Program EIR Finding: Less than Significant

Construction. Buildout of the Baylands is anticipated to occur over a 20-year period and would generate a substantial amount of solid waste such as wood, metal, concrete, bricks, drywall/gypsum/sheetrock, carpet, and dirt/fill during construction. GP-1-18 would generate 20,414 to 21,343 tons of solid waste over the construction period, which is approximately 19 to 23 percent less than the 26,381 tons that was analyzed in the EIR. Chapter 15.75 of the Brisbane Municipal Code sets forth requirements for solid waste diversion and recycling and requires that construction and demolition debris be diverted from going to a landfill by using recycling, reuse, and diversion programs that development permitted by GP-1-18 would be required to meet.

The combined remaining capacity of the local area landfills is 200,492,708 cubic yards. Solid waste disposed of during Baylands construction would represent approximately 0.01 percent of this remaining capacity. There would be no limitation on disposal of construction waste from the Baylands since local landfills that would accept this kind of waste have an estimated closure date of 2077 or earlier.

Operations. The Program EIR determined there is remaining landfill capacity through 2077. GP-1-18 would result in generation of 87,460 to 91,460 pounds of solid waste daily, which the Program EIR determined represents a very small portion of remaining landfill capacity when taking into account implementation of programs required by Chapter 8.32 of the Brisbane Municipal Code for recycling, recovery, and participation in programs to reduce the quantity of waste sent to landfills. The City Council found that existing landfills would have adequate capacity to accept all Baylands-related waste, and impacts would be less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Construction Impacts. The City will apply the recycling and reuse requirements of Municipal Code Chapter 15.75 to transportation improvements associated with proposed revisions to General Plan LOS standards and require that 50 percent of construction and demolition debris be either recycled or reused to reduce landfill disposal. Compliance with these recycling and reuse requirements would ensure consistency with State and local waste diversion standards. As demonstrated in the Brisbane Baylands Program EIR, compliance with Municipal Code Chapter 15.75 would also ensure that construction activities would not exceed the capacity of local solid waste infrastructure or impair attainment of solid waste diversion goals.

Operations Impacts. Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard,

along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not introduce new residential, commercial, or other land uses capable of generating solid waste.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

e) Would the proposed project comply with federal, state, and local management and reduction statutes or regulations related to solid waste?

Program EIR Finding: Less than Significant

Baylands development would generate a substantial amount of solid waste, with a temporary waste stream generated during construction and a permanent waste stream generated from the new developed land uses after construction is complete. Because disposal of Baylands demolition and construction-generated solid waste in a landfill must comply with Section 15.75 of the Brisbane Municipal Code and operation of uses within the Baylands would be required to participate in the City's ongoing waste diversion programs, the program EIR concluded that impacts would be less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

As noted above, construction projects associated with proposed revisions to General Plan LOS Standards will comply with Municipal Code Chapter 15.75. The city will also ensure that construction projects also comply with any other applicable federal, state, and local solid waste management and diversion requirements. Transportation improvements associated with revisions to General Plan LOS standards would not introduce new residential, commercial, or other land uses capable of generating solid waste.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

References

City of Brisbane, 1993 *City of Brisbane 1993 General Plan Environmental Impact Report Volume 1: Environmental Setting, December 1993.* Palo Alto, California, prepared by Thomas Reid Associates, 1993.

City of Brisbane, *Brisbane Baylands Final Program Environmental Impact Report (State Clearinghouse #2006022136)*, July 2018.

U.S. Green Building Council (USGBC), *New Construction and Major Renovation Reference Guide, October 2007*, Version 2.2, 2007.

A.20 WILDFIRE

Issues:	*Would proposed General Plan Amendment GP-1-19 require major revisions to the Brisbane Baylands EIR due to new or substantially more severe significant impacts as the result of:* (1) *Proposed Revisions to General Plan LOS Standards?*	(2) *Changed Circumstances?*	(3) *New Information of Substantial Importance?*	(4) *No New or Substantially More Severe Significant Impacts*
If located in or near state responsibility areas or lands classified as very high fire hazard severity zones, would the project:				
a) Substantially impair an adopted emergency response plan or emergency evacuation plan?	☐	☐	☒	☐
b) Due to slope, prevailing winds, and other factors, exacerbate wildfire risks, and thereby expose project occupants to pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire?	☐	☐	☐	☒
c) Require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines or other utilities) that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment?	☐	☐	☐	☒
d) Expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes?	☐	☐	☐	☒

a) Would the proposed project substantially impair an adopted emergency response plan or emergency evacuation plan?

Program EIR Finding: Less than Significant

The Program EIR determined that City review of the required Specific Plan and site-specific development and emergency response requirements are sufficient to ensure that the potential significant health and safety effects associated with possible impairment or implementation of

any emergency response or evacuation plans would be less than significant. By reducing overall development intensity within the Baylands, the City Council found that impacts associated with GP-1-18 would remain less than significant.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Modifications to existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would occur in an urban setting that has been developed with urban uses in the past and does not adjoin any wildlands that are at risk for wildfires.

In addition, transportation improvements associated with revisions to General Plan LOS standards would facilitate implementation of emergency response and energy evacuation plans by minimizing congestion and providing alternatives to vehicular travel to facilitate evacuation in an emergency situation.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

b) Due to slope, prevailing winds, and other factors, would the proposed project exacerbate wildfire risks, and thereby expose project occupants to pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire?

Program EIR Finding: None

Because CEQA Guidelines Appendix G was modified to include this threshold as of January 2019, this specific threshold was not specifically addressed in the Program EIR.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

The Bayshore Boulevard corridor and Geneva Avenue extension traverse urban and suburban settings that are not generally subject to wildland fires. Transportation improvements associated with proposed revisions to General Plan LOS standards would not extend the City's transportation system to areas where woodland, shrub, or grassland vegetative communities might present a wildland fire hazard. Proposed revisions to General Plan LOS standards would not, therefore, directly or indirectly cause a significant risk of loss, injury or death involving wildland fires.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

c) Would the proposed project require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines or other utilities) that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment?

Program EIR Finding: None

Because CEQA Guidelines Appendix G was modified to include this threshold as of January 2019, this specific threshold was not specifically addressed in the Program EIR.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

The Bayshore Boulevard and Geneva Avenue extension corridors traverse urban and suburban settings that are not generally subject to wildland fires. Modification of existing intersection configurations, location and timing of traffic signals, spacing of intersections, and roadway geometrics along Bayshore Boulevard, along with provision of transit, bicycle, and pedestrian improvements within the Bayshore Boulevard corridor and along the Geneva Avenue extension would not extend the City's transportation system to areas where woodland, shrub, or grassland vegetative communities might present a wildland fire hazard. Proposed revisions to General Plan LOS standards would not, therefore, require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines or other utilities) that may exacerbate fire risk.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

d) Would the proposed project expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes?

Program EIR Finding: None

Because CEQA Guidelines Appendix G was modified to include this threshold as of January 2019, this specific threshold was not specifically addressed in the Program EIR.

Impacts Associated with Revising Brisbane's Roadway Level of Service (LOS) Standards

Proposed revisions to General Plan LOS standards would not extend the City's transportation system to new areas where woodland, shrub, or grassland vegetative communities might present a wildland fire hazard, nor would these revisions introduce any new habitable structures within the City. Thus, people or structures would not be exposed to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes as the result of the proposed project.

Conclusion: No new significant impacts would result from proposed revisions to General Plan LOS standards.

BLANK