Attachment G.1

Redlined

CHAPTER II (Excerpts)

THE PLANNING AREA

Physical Setting

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THE PLANNING AREA

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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 General Plan study area depicted in Figure II-A is made up of those lands which will be influenced by the updated General Plan and General Plan policies. The southern and western limit of the planning area is the ridgeline of San Bruno Mountain, which also contains the extreme upper slopes of the watersheds that define the planning 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 constrain the development on lower slopes and valleys.

In Figure II-A the hatched area shows unincorporated lands; the cross-hatched area shows lands that are not within City boundaries but are within the City's Sphere of Influence. Brisbane's Sphere of Influence is determined by San Mateo County's Local Agency Formation Commission (LAFCO), which is made up of elected County and City officials and a public member. A Sphere of influence boundary designates the ultimate service area of a city or a special district.

For the General Plan analysis, the planning area has been divided into 14~~3~~ subareas, which are shown in Figure II-A. The subareas are:

- Sierra Point~~,~~
- Southeast Bayshore~~,~~
- Southwest Bayshore~~,~~ ~~the~~
- Brisbane Acres~~,~~
- Central Brisbane~~,~~
- Owl and Buckeye Canyons~~,~~
- ~~the~~ Quarry~~,~~
- Crocker Park~~,~~ ~~the~~
- Northeast Ridge~~,~~
- Northwest Bayshore~~,~~
- Guadalupe Hills
- Northeast Bayshore~~,~~
- ~~the~~ Baylands ~~and the~~
- Beatty Subarea.

Sierra Point

Across Highway 101 at the southern extreme of the City is Sierra Point, a peninsula with a 102 acre office park in Brisbane and a 30 acre municipal marina, which were constructed in the 1980s

The Quarry property contains 144.5 acres that lie within the boundaries of the HCP and also within a State Designated Mineral Resources Area, Eighty acres are within the active mining area, while 60 acres are open space and habitat lands.

Activities that have been allowed under a San Mateo County Surface Mining Permit include blasting, drilling and excavating of rock, crushing and sorting of rock materials and the production of asphalt. The Quarry currently crushes and recycles previously used asphalt and concrete building materials. This activity is currently being considered in conjunction with the mining permit renewal application before the County of San Mateo. Rock production is estimated at about 600,000 tons per year with remaining rock resources estimated at about 5.8 million tons as of January 1992. It is estimated that approximately 240,000 tons of recycled materials are currently stored on the site for processing.

The Quarry maintains three sediment ponds inside the quarry work area that collect runoff from the upper quarry slopes and discharge into the GVMID storm drain system. Whether all runoff is channeled into the existing quarry sediment ponds or into the GVMID system is currently being evaluated in the Mining Permit EIR.

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.

Quarrying operations 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.[4] Exposed rock faces appear as man-made stair-stepped slopes visible from the surrounding areas. Attempts to revegetate the scarred slopes of the Quarry are currently under way.

Crocker Park

Crocker Park, a ~~355~~365-acre business park, is located northwest of Central Brisbane. It was d~~D~~eveloped ~~during~~ 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. ~~The~~ Crocker Park contains various warehousing~~,~~, research and development, distribution, service, manufacturing and offices uses.

A ~~recent~~ survey prior to the 1994 General Plan identified 163 businesses operating within 70 buildings and regularly employing approximately 3,800 people within the Park. These businesses provide a substantial portion of the City's income. For fiscal years 1984-1990, 54% of the City's sales taxes and nearly one-third of all General Fund revenues came from Crocker Park. However, in the past three years, as leases have expired, key businesses have left Crocker Park and City revenues have declined.

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. ~~There is no direct street access between~~

~~Crocker Park and Central Brisbane, although a connection is planned via improvement of Quarry Road, and an emergency access route has been secured. Bus service within the Park is limited, and no sidewalks or bus shelters are provided. The streets in Crocker Park are privately owned and in need of repairs. Streets are to be upgraded and dedicated to the City as a condition of the Northeast Ridge development.~~ Most of the ~~r~~Railroad spurs~~, which are no longer used,~~ 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 GVMID water distribution system. ~~A study is currently underway to evaluate whether additional water storage capacity is needed to meet contemporary fire protection standards.~~ 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.(5)

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.

The 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. The plan calls for 97 single-family detached units, 268 townhouses, and 214 condominiums built as stacked flats.

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. Grading for the project is currently underway on a large portion of the property, and construction of the units is estimated to be completed within the next five or six years. At the present time, no infrastructure is in place.

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. Some planting has been done in connection with grading activities to curb erosion. 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 7 Mile House. The Martin Substation includes a mix of PG&E power transmission facilities as well as offices, warehouse and service buidings, 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.

~~This subarea contains both vacant and developed properties adjacent to Bayshore Boulevard north of Guadalupe Canyon Parkway. Directly beyond the Northeast Ridge are the undeveloped mountainside properties owned by Southwest Diversified, Inc., Peking Handicraft, Inc., and the Albert Levinson Trust. They fall within the boundaries of the HCP and contain habitat for rare plants and rare and endangered Mission blue and callippe silverspot butterflies. San Francisco Water Department lines run through the undeveloped portion of the subarea, and steep slopes are found in the upper elevations.~~

~~Farther north along Bayshore Boulevard, as the terrain flattens, are properties owned by the Albert Levinson Trust and Pacific Gas and Electric Company. The northern Levinson property is a wetland marsh fed by drainage from the Bayshore Basin (comprised of the Northwest Bayshore subarea and portions of Daly City in the vicinity).~~ At the southern edge of this subarea is the wetland marsh and s~~S~~torm waters ~~from the Basin~~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).

The PG&E property ~~contains a substation and~~ has potential for pre-historic resources.

Soils ~~in the wetland marsh and~~ on the PG&E properties have been contaminated by materials generated by a gas~~s~~ification plant ~~that operated on the PG&E parcel~~. A remediation plan ~~is~~ was ~~currently~~ under way under the regulatory authority of the Department of Toxic Substances Control (DTSC) at the time of the writing of the General Plan in 1994. More information on subsurface contamination may be found through the DTSC. DTSC has ongoing authority over the operations and monitoring of remediation activities.

~~The sloped portions of the subarea contain soils subject to slippage and a high to very high rate of erosion, and much of these portions present a moderate to high risk of seismically induced landslides and for wildfires. Particularly i~~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 potential 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 south edge of the Levinson parcel, have been contaminated by materials generated by a gasification plant that operated on the PG&E parcel. More information on subsurface contamination 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 1994 General Plan background studies identified traffic created 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.

Northeast Bayshore

Attachment G. 2

Redlined

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

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(Note: Index to be updated following Planning Commission recommendation on text and removal of redlined text.)

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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 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. Map I is the Land Use Map for the 1994 Brisbane General Plan. As described in the section on Land Use Alternatives, the uses that were chosen for the Land Use Map are those that the community considers most beneficial to its welfare. The land use policies and programs that describe these uses establish how the designations on the map express themselves in the day-to-day environment. 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.

This Land Use chapter begins with a look at the history of the land use and subdivision patterns in the planning area. It goes on to describe the alternative land use scenarios considered in the environmental analysis for the General Plan. The chapter closes with the General Plan's land use policies.

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 the 1890s 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 Tuntex. The land had featured a number of substantial industrial structures only a few of which remain, including the Roundhouse, one of the few of its kind still standing.

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 comer 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 Norcal/Sanitary Fill Company 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 called the Northeast Bayshore 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.

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, the Koll Center Office Park and the Brisbane Marina were constructed during the 1980s on a peninsula of engineered landfill that was begun by the San Francisco Scavenger Companies in the mid 1960s and completed by 1972.

In 1989, a multi-phased residential project, including open space for conserved habitat, was approved for the Northeast Ridge of San Bruno Mountain. Preliminary grading began in 1992, but no structures have been built. Also 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 1994 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 underwent a gradual process of subdivision between 1981 and 1987, which resulted in the current pattern 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. The area is subject to a development agreement.

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 for three parcels of at least 20,000 sq. ft. have been recorded, adding to the eight parcels for which maps were recorded prior to 1980. The rest of the lands in the subarea remain unrecorded to this day.

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.

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.

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

Crocker Park. Most of t~~T~~he 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. The Technology Park, north of Guadalupe Canyon Parkway, was moved from the Northwest Bayshore subarea to Crocker Park in 2017. 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 divides 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. ~~Since 1980, regulations have not included a minimum lot size for most of the subarea, anticipating that any subdivision would be part of an approved planned development.~~ The subarea is built out with the PG&E Martin substation and 7 Mile House properties.

Guadalupe Hills. The Guadalupe Hill subarea was part of the Northwest Bayshore subarea until 2017, 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.

Northeast Bayshore. The Northeast Bayshore subarea was subdivided in 1969 as the Brisbane Industrial Park. Its lot sizes ranged from 0.23 to 5.663 acres, although subsequent consolidations of ownership have increased the average building site size. A 10,000 sq. ft. minimum lot size requirement has been in effect since at least 1969.

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 Tuntex Properties Inc. (Brisbane). There are small parcels in other ownerships scattered about the subarea, ranging from approximately 5,000 sq. ft. to 230,000 sq. ft. in size. Most of the subarea has a minimum site area requirement to be established by specific plan per regulations adopted in 1991.

The Beatty Subarea. 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. Within this subarea, minimum site area is established by specific plan per regulations adopted in 1991.

V.2 THE 1994 GENERAL PLAN LAND USE MAP AND LAND USE DESIGNATIONS

The 1994 General Plan Land Use Map

Map I, the land use map for the 1994 General Plan, 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 13 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. A portion of Central Brisbane is designated NCRO in the 1994 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 ~~is~~are designated SCRO ~~in the 1994 General Plan~~. The Guadalupe Hills also ~~Also see the~~ has a Planned Development designation~~s~~, 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.

(NOTE: THE LAND USE MAP ON THE FOLLOWING PAGE IS TO BE REPLACED. SEE THE RESOLUTION FOR THE REVISED VERSION.)

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 1994 General Plan.

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

The following subareas contain designated aquatic areas:

~~Northeast~~ 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: Sierra Point, Costanos and Firth Canyons
Northeast Ridge: Conserved Habitat
Owl and Buckeye Canyons: Ecological Preserve
~~Northwest Bayshore: Conserved Habitat (to be mapped with specific plan)~~
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 ~~in the 1994 General Plan~~:

~~Northwest Bayshore~~Guadalupe Hills: Planned Development-Subregional Commercial/Retail/Office
The Baylands: Planned Development - Trade Commercial
The Quarry: Planned Development - Trade Commercial

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: Community Park, 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

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 1994 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

For the Northeast Ridge, a planned residential development, the density represents an average of the 97 single family residential units, 214 condominiums and 268 townhouses approved on 93 acres.

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 1994 General Plan Crocker Park, Northeast Bayshore and Southeast Bayshore are designated TC. Also see Planned Development designations.

Figure V-A illustrates the land use designations in the 1980 General Plan as amended in 1991. Figure V-B illustrates the general location of existing land uses at the time of the preparation of the 1994 General Plan.

Overview

The 1994 General Plan changes several of the land use designations from the 1980 General Plan to be more comprehensive as well as more expressive of their intent. In many instances the uses described in these designations remain essentially unchanged from the prior plan.

Comparing the land use designations in the 1980 General Plan as amended and the 1994 General Plan, the following subareas experience no change in the following land use designations:

Brisbane Acres	Residential 0-2 units/acre
Central Brisbane 15 - 30 units/acre	Residential 2 1/2 - 14 units/acre
Owl and Buckeye Canyons	Open Space

Although new land use designations are given to the following subareas, these designations represent essentially no change in general use from the 1980 Plan:

Central Brisbane Retail/Office, Open Space	Neighborhood Commercial/
Southeast Bayshore	Trade Commercial
Southwest Bayshore Commercial/Retail/Office, Open Space	Subregional
Northeast Bayshore	Trade Commercial
Beatty	Heavy Commercial, Bayfront
Sierra Point Office, Bayfront	Sierra Point/Commercial/Retail
Northeast Ridge	Residential: 6.23 units per acre

New land use designations and/or uses have been given to the following subareas:

Crocker Park	Trade Commercial
Northwest Bayshore	Commercial/Public Utilities

Guadalupe Hills	Planned Development - Subregional Commercial/Retail/Office, Marsh, Open Space (to be mapped at a later time)
The Baylands	Planned Development - Trade Commercial, Lagoon, Bayfront
The Quarry	Planned Development - Trade Commercial, Open Space

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 5. 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 1994 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 1994 General Plan is listed in Table 5. 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.

Based on the direction provided by Brisbane citizens through the community surveys described in Chapter 1, existing building intensity standards were retained for most of the subareas of the City. For ~~subareas 1, 2, 3, 5, 8, 11 and 13~~all of the subareas, except the Baylands, Quarry and Guadalupe Hills, in Table 5 following, the floor area ratios represent what is permitted under the regulations and Development Agreements in place at the time of preparation of the 1994 General Plan.

The Baylands, Quarry and Guadalupe Hills Subareas ~~s 7, 10 and 12~~ 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 5 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 5 and further described below:

Policy 11: **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 5 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 5 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 330b for further direction addressing the design of buildings and building groups in the Baylands.

V.4 LAND USE ALTERNATIVES

A number of land use alternatives were considered in choosing the land use designations shown in Map I, the 1994 General Plan land use map for each of the 13 subareas that comprise the planning area for the City's General Plan. These alternatives, which were the subject of environmental analysis in the General Plan EIR, were established by means of the following process:

The range of land use alternatives of interest to the community were identified by means of a series of communications with Brisbane voters and businesses through public participation in surveys and workshops. Perspectives on appropriate land uses were obtained first through a mail survey of registered voters that took place in April 1992 and then at "Have Your Say Day" in May 1992. For several subareas, where consensus on land use was not clear from the information already received, an interview survey administered in February 1993 provided the opportunity to ask each respondent for an opinion on a number of land use options. For each potential use, the respondent was asked to indicate whether he/she would "tend to support" or "tend to oppose" it and to identify the uses that would be the first and second priority for these lands. The data from the interviews, mail surveys and workshop records were then used to establish the land use alternatives to be analyzed for environmental impacts according to the following methodology: All land uses supported by 60% or more of the respondents to the voter interview survey were included in Alternative ; all land uses supported by 50-60% of the respondents to the voter survey were included in Alternative 11; and all land uses supported by 40-50% of the respondents to the voter survey, and for which substantial interest was exhibited in the mail survey and at "Have Your Say Day," were included in Alternative III. When any major land use contained diverse components, these were identified in the respective alternative.

Table 4 illustrates the range of alternatives by subarea that were considered by the City. Subareas that were already developed or where conditions have remained essentially unchanged have retained land use designations and uses that are the same as or similar to those in the prior General Plan.

For four subareas a broad range of alternatives were considered.

Crocker Park

The 1980 General Plan land use designation for this subarea was Industrial. Specific policies were not established and the types of uses anticipated under an Industrial designation were not identified in the Plan, but references are made in the text to "light industrial" and "warehousing and distribution centers." The assumption was that light industrial uses would be generally beneficial and provide revenues to the City.

Crocker Park was annexed to the City in July 1983 and proved to be a generator of revenues. However, the source is sales tax rather than property tax and is commonly associated with a distribution point as a "point of sale" rather than resulting from a manufacturing activity.

The Background Report on Crocker Park (LEA-3) identified the following types of land uses operating within the Park in March 1992: 38% warehousing, storage, transportation, distribution; 20% contractors, construction trades, repair and maintenance services; 14% professional, administrative, headquarters offices; 10% manufacturing.

Both the business and voter surveys conducted in preparation for the General Plan update identified an interest in a greater mix of uses in Crocker Park than currently exists, especially uses that could provide services to the residents and businesses in Brisbane, including retail

sales, personal services, factory outlets, restaurants and health clubs. Although there are structures on all but one of the parcels in Crocker Park, the alternatives analysis focused on encouraging a mixture that includes a greater number of retail, commercial, and manufacturing uses in the subarea.

The new land use designation for the district, *Trade Commercial*, provides for a greater mix of uses, especially retail uses, restaurants, commercial recreation and personal services. Manufacturing and research and development uses, which have the potential to generate industrial impacts in terms of noise and hazardous materials, could be permitted in the zoning district as conditional uses.

Northwest Bayshore

The Northwest Bayshore subarea is composed of several large parcels. Four were designated Commercial/Retail/Office in the 1980 General Plan. The fifth parcel, which contains a PG&E substation, was designated Industrial. Portions of each of these parcels fall within the jurisdiction of the San Bruno Mountain Area Habitat Conservation Plan.

There was not much policy direction for the Northwest Bayshore subarea in the 1980 General Plan. Under the general heading "Industrial and Commercial," policy #3 referred to the area as follows: "Undeveloped lands west of the Southern Pacific Switch yard (Franciscan Heights) should be developed for retail and office uses." In the subarea descriptions the land was called "Northwest Industrial" and was included with the Southern Pacific Railroad yards. The text raised an issue of "the possibility of establishing a non-contiguous residential neighborhood away from Central Brisbane" in terms of "creating new and extended service requirements and in changing the traditional pattern of a compact, contiguous residential community." It also stated that public sentiment at that time favored a "revenue-producing development."

The parcel at the corner of Bayshore Boulevard and Guadalupe Canyon Parkway was considered as a part of the Northeast Ridge Development application. Under the 1982 Specific Plan, the following uses were given as permitted there: professional offices, restaurants, coffee shops, financial services, health or fitness clubs or spas and special dwelling groups, such as senior citizen housing.

The alternatives considered for this largely vacant subarea were based on the following combinations of open space and specific urban land uses, which were identified as desirable by voters in recent surveys (open space in all alternatives would consist primarily, but not exclusively, of lands under the jurisdiction of the Habitat Conservation Plan):

Alternative I
Retail Commercial
Restaurants
Marsh/Open Space

Alternative II
Commercial Recreation (includes riding stables)

Single-Family Housing
Marsh/Open Space

Alternative III
Research & Development/Storage & Distribution
Marsh/Open Space

After consideration of available data, information in the General Plan EIR and public testimony, it was determined that all the uses considered in the alternatives would be retained for this subarea under the *Planned Development - Subregional Commercial/Retail/Office* land use designation, except that residential uses would only be appropriate as a component of a mixed-use project, when combined with or accessory to retail, office or other non-residential uses.

The Baylands

The 1980 General Plan was amended in May 1991 to remove the land use designation Industrial from this subarea. The Industrial designation was a major factor in the largely vacant Baylands becoming a targeted location for hazardous waste collection and treatment facilities in the County Hazardous Waste Management Plan. The Baylands Amendment established a Commercial Mixed-Use land use designation for the subarea and listed the following uses as potentially appropriate if approved following a specific plan and environmental analysis: retail sales, offices, residential uses, bulk sales, open space, recreational facilities, statuary, public and quasi-public facilities, services and utilities, commercial services, hotels, research and development, and educational institutions.

The density/intensity of the area was represented in terms of the maximum impact of a combination of factors, including trip generation, water use, wastewater generation and stormwater flow. However, since the actual holding capacity of the land was unknown, a specific plan and environmental review was required before any development project could be considered.

Under all the alternatives considered for the largely vacant Baylands subarea, the existing Commercial Mixed-Use designation was renamed *Planned Development-Trade Commercial* and various mixtures of specific uses identified in recent voter and business surveys were considered. The following alternative land use scenarios were considered for future development of the Baylands:

Alternative I
Small Stores & Shops
Offices
Bulk Sales
LagoonlBayfront Recreational Facilities
(no golf course)
Statuary
Public & Semi-Public Facilities

Commercial Services
Educational Institutions
like *UCSF*
administrative offices
research laboratories
supply storage & distribution
medical treatment facilities
bookstores
Biotechnology Center
high-tech. manufacturing
Restaurants

Alternative II
Medium Size Shopping Center
Offices
Bulk Sales
Lagoon/Bayfront Recreational Facilities
golf course
Statuary
Public & Semi-Public Facilities
Commercial Services
Hotels/Resorts
Research & Development
Educational Institutions
like *UCSF*
administrative offices
research laboratories
supply storage & distribution
medical treatment facilities
bookstores
Biotechnology Center
high-tech. manufacturing
Restaurants

Alternative III
Major Shopping Center
Offices
Bulk Sales
Lagoon/Bayfront
Recreational Facilities
golf course
Statuary
Public & Semi-Public Facilities
Commercial Services
Hotels/Resorts
Research & Development

Educational Institutions
like UCSF
administrative offices
research laboratories
supply storage & distribution
medical treatment facilities
bookstores
Biotechnology Center
high-tech. manufacturing
Restaurants

After consideration of available data, information in the General Plan EIR and public testimony, it was determined that all uses considered in the alternatives would be retained under the *Planned Development-Trade Commercial* land use designation and that the uses would be further refined as the zoning districts are formulated and specific plans are submitted for the Baylands.

Leaving alternatives for further analysis does not mean approval at this time or in the future. Much more extensive analysis and environmental review will be undertaken before any specific uses are even considered for approval or disapproval. All of that will be conducted in conjunction with an open and public process.

The Quarry

The 1980 General Plan did not provide policies for the Quarry except in regard to rerouting truck traffic away from Old County Road. The 1980 General Plan map included just a part of the Quarry lands, which was designated as Open Space with adjacent Owl and Buckeye Canyons. In 1990, American Rock and Asphalt entered into a Quarry Property Agreement with the City that provided for the Quarry to file a series of development applications, including one for annexation to the City, that would, if approved, result in the development of some urban use and some dedication of Open Space after the cessation of quarrying activities. The County of San Mateo is currently considering applications for a new mining permit and reclamation plan for the property. An EIR is underway for that project. Another EIR will be necessary in conjunction with applications made to the City.

The Quarry Property Agreement proposes a future use on the site similar to an extension of Crocker Park and the dedication of the unmined lands as Open Space. A substantial amount of environmental review will be necessary in conjunction with the evaluation of the applications filed under the Quarry Property Agreement. In addition, based on the decrease in the level of quarrying activity in recent months, it does not seem likely that during the ten year planning period the active quarry site will reach the configuration required prior to the development of urban uses. In light of the foregoing, it should be emphasized that the General Plan land use alternatives are broad general designations.

The following alternatives were considered for the Quarry and reflect combinations of Open Space and urban land uses identified as desirable in voter surveys and at "Have Your Say Day":

Alternative I
Health Care Facilities
Educational Facilities
Open Space

Alternative II
Commercial Recreation
Open Space

Alternative III
Trade Commercial
Research & Development
Single Family Housing
Open Space

After consideration of available data, information in the General Plan EIR and public testimony, it was determined that the following mix of uses would guide the development of zoning district regulations 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

and that single-family housing should not be included in any zoning district 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 11.1 **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.**

TABLE 4
LAND USE DESIGNATIONS - ALTERNATIVES CONSIDERED BY SUBAREA

SUBAREA	1980 GENERAL, PLAN AS AMENDED	1994 PLAN ALTERNATIVE I	1994 PLAN ALTERNATIVE II	1994 PLAN ALTERNATIVE III
1. Sierra Point	Commercial/Retail/Office Open Space	Sierra Point Commercial/Retail/Office Bayfront	Sierra Point Commercial/Retail/Office Bayfront	Sierra Point Commercial/Retail/Office Bayfront
2. Southeast Bayshore	Industrial	Trade Commercial	Trade Commercial	Trade Commercial
3. Southwest Bayshore	Commercial/Retail/Office	Subregional Commercial/Retail/Office Open Space	Subregional Commercial/Retail/Office Open Space	Subregional Commercial/Retail/Office Open Space
4. Brisbane Acres	Residential 0-2 du/acre	Residential 0-2 du/acre	Residential 0-2 du/acre	Residential 0-2 du/acre
:ntral Brisbane	Residential 2 1/2 - 14 & 15 - 30 du/acre Commercial/Retail/Office	Residential 2 1/2 - 14 & 15 - 30 du/acre Neighborhood Commercial/Retail/Office Open Space	Residential 2 1/2 - 14 & 15 - 30 du/acre Neighborhood Commercial/Retail/Office Open Space	Residential 2 1/2 - 14 & 15 - 30 du/acre Neighborhood Commercial/Retail/Office Open Space
6. Owl and Buckeye	Open Space	Open Space	Open Space	Open Space

TABLE 4: LAND USE DESIGNATIONS - ALTERNATIVES CONSIDERED BY SUBAREA
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7. Quarry	Open Space	Planned Development - Health Care Facilities Educational Facilities Open Space	Planned Development - Commercial Recreation Open Space	Planned Development - Trade Commercial Research and Development Single-Family Housing Open Space
8. Crocker Park	Industrial	Trade Commercial	Trade Commercial	Trade Commercial
9. Northeast Ridge	Residential - 0-S du/acre	Residential 6.23 du/acre Open Space	Residential 6.23 du/acre Open Space	Residential 6.23 du/acre Open Space
10. Northwest Bayshore	Commercial/Retail/Office Industrial	Planned Development - Retail Commercial Restaurants Marsh/Open Space	Planned Development - Commercial Recreation Single-family housing Marsh/Open Space	Planned Development - Research & Development/ Storage & Distribution Marsh/Open Space
ortheast Bayshore	Industrial	Trade Commercial	Trade Commercial	Trade Commercial
12. Baylands	Mixed Use Commercial	Planned Development - Trade Commercial* Lagoon Bayfront	Planned Development - Trade Commercial* Lagoon Bayfront	Planned Development - Trade Commercial* Lagoon Bayfront
13. Beatty	Heavy Commercial	Heavy Commercial Bayfront	Heavy Commercial Bayfront	Heavy Commercial Bayfront

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* See page 73 for detail of uses.

TABLE 5
1994 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
1. 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
	n Space	0	0	100°/a
6. Owl and Buckeye Canons	p n Space	0	0	100%
7. The Quarry	Planned Development - Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	25% minimum
	Open Space	0	0	100%

TABLE 5: 1994 GENERAL PLAN: LAND USE DESIGNATIONS AND DENSITY/INTENSITY BY SUBAREA
Page 2

8. Crocker Park	Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	Per Zoning Requirements***
9. Northeast Ridge	Residential	13.95 ppa	6 .23 units/acre*	Per Development Plans
	Open Space	0	0	100%a
10. Northwest Bayshore	Commercial/Public Utilities	1.66 - 3.22 E/1,000	2.8 FAR	Per Zoning Requirements
10. ~~Northwest Bayshore~~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 Bayshore	Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	Per Zoning Requirements
12. Baylands	Planned Development - Trade Commercial	1.23 - 3.22 E/1,000	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%

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13. 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.
* 97 single family, 268 townhouses and 214 stacked flats approved by Resolution #89-63, Nov. 6, 1989.
** See Policy 11, page 69.

*** Minimum open space/open area in Crocker Park is per zoning requirements, except the Technology Park north of Guadalupe Canyon Parkway is also part of the San Bruno Mountain Habitat Conservation Plan (HCP) and future site modifications are to be evaluated for consistency with the HCP.

V.5 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 12 **Establish a mix of land uses that best serves the needs of the community.**

Program 12a: 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 13 **Integrate physical, social, environmental and financial elements of the community for the benefit of current and future residents.**

Policy 14 **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 15 **Adopt development standards which protect and enhance the quality of life in Brisbane.**

Program 15a: 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 15.1 **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 16 **Acknowledge the mountain setting and the proximity to the Bay as central factors in forming the physical character of the City.**

Program 16a: 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 17 **Preserve the ridgelines and hilltops in their open state.**

Program 17a: Prohibit land use changes that would result in development that would break the natural ridgeline.

Program 17b: 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 18 **Respect the topography of the Mountain in design and construction.**

Program 18a: In conjunction with land use development applications, encourage options that minimize grading and transformation of the landform and fit comfortably with the topography.

Policy 19 **In the context of respecting private property rights, make every effort to preserve and enhance public views of the Mountain and the Bay.**

Program 19a: Identify and map vistas and view corridors of community-wide value to be preserved and enhanced.

Program 19b: 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 19c: 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 20 **Retain diversity of development and individual expression in residential and commercial development, especially in Central Brisbane.**

Program 20a: Review the R and C-2 District regulations to ascertain if amendments would help preserve the diversity of existing development.

Program 20b: 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 21 **Respect Brisbane's vernacular architectural heritage.**

Policy 22 **Provide clear performance standards in the Municipal Code for the physical character of all land use developments on private property.**

Program 22a: 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 22b: 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 22c: 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 22d 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 22e: 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 22f: 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 22g: Amend the Zoning Ordinance to prohibit tall smokestacks and industrial towers.

Program 22h: Amend the Zoning Ordinance to require that large parking lots be broken up by landscaped areas and parkway strips.

Policy 23 **Encourage the maintenance and upgrading of structures and sites that have played important roles in the City's history.**

Program 23a: Provide courtesy inspections of *historic structures and sites to advise owners of needed corrections and repairs.*

Program 23b: Provide information to owners of historic structures regarding State tax incentives for rehabilitation.

Program 23c: Seek official designation of historical structures and sites and pursue all means of ensuring their permanent preservation.

Policy 24 **Encourage the maintenance and upgrading of residential and nonresidential structures to improve safety and appearance.**

Program 24a: Prevent blight and deterioration by providing public information and enforcing health and safety codes.

Program 24b: 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 25 **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 25a: Establish the Central Brisbane subarea as the "town center" and the hub of civic activities.

Program 25b: As outer areas develop, assure connections and compatibility with the existing community.

Policy 26 **Locate and design commercial recreational facilities and services so as to encourage use by a broad spectrum of Brisbane residents and businesses.**

Program 26x: Consider access for vehicles, bicycles and pedestrians in conjunction with the siting of commercial services and recreational facilities.

Program 26b: Require all commercial services and public facilities to he accessible to persons with disabilities in accordance with State and Federal regulations.

Policy 27 **Provide centrally located public facilities for public services and community events so as to maximize use by Brisbane residents and businesses.**

Program 27a: As a part of the City's Capital Improvement Planning, consider the need far and appropriate location of public facilities, such as a City Hall, Community Center, Recreation Center and Police Station.

Program 27b: Improve the Old County Road site as a central gathering point for community events.

Program 27c: Continue to maintain and upgrade the Community Center.

Program 27d: In coordination with the School District, continue shared community use of District facilities

Program 27e: 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 5.1 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 28 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 28.1 Preserve open areas at the perimeter of the City to maintain Brisbane as separate and distinct from nearby communities.

Policy 29 **Retain sufficient open areas between structures to meet safety requirements, protect privacy and provide opportunities for landscaping.**

Program 29a: Review the setback, lot coverage and landscape requirements in the Zoning Ordinance to assure adequate open areas in the development pattern.

Program 29b: 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 29c: In all multi-structure development proposals, consider the pattern of open areas as an integral part of the development concept.

TABLE 5.1

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

Program 30a: 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 31 **Combine the benefits of open areas with the establishment of safety buffers and conservation areas.**

Program 31a: Consider a setback requirement to achieve separation from areas of wildland fire hazard.

Program 31b: Consider hillside development standards that retain steep slopes as open areas.

Policy 32 **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 32a: 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 32b: 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 32c: Underground utilities in conjunction with all new development.

Program 32d: If economically feasible, underground utilities in conjunction with street reconstruction.

Policy 33 **Keep open areas and opportunities for landscaping along arterial and collector streets by establishing setbacks from the right-of-way.**

Program 33a: 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 34 **In conjunction with safety improvements to existing streets, retain the historic character of the City to the greatest extent feasible.**

Program 34a: 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 35 **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 35a: Require landscaping along all major arterial streets.

Program 35b: Construct landscaped medians where appropriate in arterial streets.

Program 35c: Use drought resistant, water-conserving non-invasive plant materials that reflect local character.

Program 35d: Continue to implement a street tree planting and management program and improve it as appropriate.

Program 35e: Improve the program for street and directional signs

Program 35f: Prohibit new commercial billboard sites and seek to remove those currently in place.

Program 35g: 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 35h: Consider funding methods, such as landscape assessment districts, to install and maintain improvements within rights-of-way.

Program 35i: Work with appropriate State and County agencies, private organizations, service clubs and property owners to maintain an attractive appearance of major thoroughfares

Program 35j: 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 35k: Discourage wind channelization when approving new streets.

Subdivision Pattern

Policy 36 **Establish subdivision standards that acknowledge the constraints of topography and the ability to serve parcels with infrastructure to City standards.**

Program 36a: Develop a list with supporting documentation of these constraints, including fiscal, geophysical, ecological, etc.

Policy 37 **On an ongoing basis, bring unrecorded subdivisions into compliance with the Subdivision Map Act and City standards.**

Program 37a: Require that unrecorded lots be surveyed and a parcel map recorded before permitting new improvements to be constructed or existing improvements intensified on the property.

FOOTNOTES

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

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

Attachment G.3

Redlined

CHAPTER XII

POLICIES AND PROGRAMS BY SUBAREA

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Southwest Bayshore
Brisbane Acres
Central Brisbane
Owl and Buckeye Canyons
The Quarry
Crocker Park
Northeast Ridge
Northwest Bayshore
Guadalupe Hills
Northeast Bayshore
Baylands
Beatty Subarea

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CHAPTER XII

POLICIES AND PROGRAMS BY SUBAREA

The following policies and programs apply to the 13 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.

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(NOTE: ONLY THE NORTHWEST BAYSHORE AND GUADALUPE HILLS SUBAREAS ARE SHOWN.)

XII.10 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 322 **Remediate lands in accordance with plans approved by the Department of Toxic Substance Control, the Water Quality Control Board and other responsible agencies.**

Policy 323 **Consider requiring noise insulation in all new construction.**

XII.10 ~~NORTHWEST BAYSHORE~~GUADALUPE HILLS

Land Use

Policy ~~310~~GH.1 **Adopt one or more Specific Plans and accompanying environmental documents (such as negative declaration, mitigated negative declaration or**

environmental impact report) ~~impact reports~~ prior to any development of the subarea.

Policy ~~310.1~~GH.14 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 ~~310.2~~GH.15 Locate development so as to have a 'greenbelt' separation from Daly City.

Policy ~~311~~GH.16 Address or establish ~~design~~ criteria through the Specific Plan the following: ~~to enhance~~

- Ceompatibility with the natural setting;
- View impacts;
- Open areas and open space (ie: setabacks, habitat, etc.); a minimum of 25 percent of the land area shall be dedicated to Open Space;
- The 2001 Open Space Plan (or subsequent editions);
- Site specific biological conditions (trees, rare or endangered plants and animals, etc.);
- Geotechnical and slope stability considerations;
- Height of structures;
- Grading and exposed retaining walls;
- Design styles or building form;
- Landscaping;
- Traffic and Transportation
- Parking;
- Stormwater management;
- Utilities; and
- Procedures for permitting specific buildings.

Policy ~~312~~GH.17 Minimize grading in producing building pads. Terrace development with the slope.

Policy ~~313~~GH.18 Consider the concept of live-work residential development. (Note: Discussion item.)

Transportation and Circulation

Policy ~~314~~GH.19 Investigate the possibility of shared access and streets between the parcels to minimize grading and the number of entrances from Bayshore Boulevard.

Policy ~~315~~GH.20 Consider methods of landscape screening to separate development from Bayshore Boulevard~~, including transit-oriented design~~. Discourage high soundwalls.

Open Space/Conservation

Policy ~~316~~GH.21 Require the improvement of drainage and correction of hillside erosion and flooding on Bayshore Boulevard.

Policy ~~317~~GH.22 Preserve the marsh as a wetland and natural drainage basin.

Policy ~~318~~GH.23 Preserve ~~conserved~~ habitat in accordance with the Habitat Conservation Plan.

Policy ~~319~~GH.24 Preserve canyons and water courses.

Policy ~~319.1~~GH.25 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 ~~320~~GH.26 Require landscape plans to consider the impacts on the habitat and the marsh in terms of plant materials and irrigation programs.

Program ~~320a~~GH.26.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:

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.

Community Health and Safety

Policy ~~321~~GH.27 Avoid locating structures under or near transmission lines.

Policy ~~322~~GH.28 Remediate lands in accordance with plans approved by the Department of Toxic Substance Control, the Water Quality Control Board and other responsible agencies.

Policy ~~323~~GH.29 Consider requiring noise insulation in all new construction.