City of Brisbane
Planning Commission

TO: Planning Commission For the Meeting of November 4, 2015

FROM: John Swiecki, Community Development Director

SUBJECT: Brisbane Baylands Public Hearing #6 – Aesthetics, Land Use and Planning Policy, Population and Housing, Alternatives

Background:

Tonight's public hearing is the sixth scheduled public hearing for the Brisbane Baylands, and will focus on addressing issues related to aesthetics, land use and planning policy, population and housing, and alternatives. Considerations that the Planning Commission might want to take into account when making their recommendations to the City Council pertaining to environmental considerations, land use, and future development of the Baylands will also be discussed. Future hearings will continue to focus on the environmental resource topics included in the Brisbane Baylands EIR

Although this evening's hearing focuses on aesthetics, land use and planning policy, population and housing, and alternatives, it is important to understand that the EIR and pending planning applications are the subject of each public hearing, including tonight. This approach recognizes that planning and environmental issues are intertwined and that each of the issues being focused on in the public hearings is relevant to the EIR as well as to the land use planning recommendations the Planning Commission is tasked with making.

Specifically, tonight's public hearing will focus on:

- Providing the public and Commission with a summary of the conclusions and mitigation measures set forth in the Brisbane Baylands Final EIR related to the topics under discussion;
- Identifying major issues that were raised in public and agency comments on the Draft EIR;
- Providing some context regarding the implications of these issues on the larger planning and land use considerations that are before the Planning Commission as it considers its future recommendations to the City Council; and
- Providing the public with the opportunity to provide input regarding the discussion of aesthetics, land use and planning policy, population and housing, and alternatives issues in the EIR, and how these issues should be taken into consideration by the Planning Commission as part of its ultimate planning recommendation at the close of the public hearing process.

Discussion:

Aesthetics

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

Existing Conditions

Views from the viewpoints analyzed in the EIR are identified in Attachment 1. The Baylands existing visual character is in significant contrast to the nearby open space and natural setting of San Francisco Bay and San Bruno Mountain, as well as the nearby developed communities of Brisbane, San Francisco, and Daly City. Existing scenic resources located within the Baylands include Icehouse Hill, Visitacion Creek, Brisbane Lagoon, and the historic Roundhouse building.

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

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

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

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

Potential Impacts

The EIR evaluates impacts on scenic vistas, which are defined as public viewing opportunities that provide panoramic views of important visual features, including views of San Francisco Bay and San Bruno Mountain. The level of significance for each scenario was determined by assessing the extent to which proposed new development would block public views of the Bay and San Bruno Mountain from representative viewpoints. A total of 12 viewpoints were analyzed in the EIR, all of which are publicly accessible, and all but two of which (Viewpoints 4 and 9) depict scenic vistas.

Scenic Vistas

New development under the DSP scenario would block views of important visual features from 10 of the 12 viewpoints analyzed in the EIR. Overall, development under the DSP scenario would substantially block visibility of the Bay and San Bruno Mountain such that the aesthetic value of the views from publicly accessible viewpoints would be significantly diminished. The DSP-V scenario would result in somewhat greater impacts than the DSP scenario due to the addition of a large-scale arena up to 150 feet in height and a theater up to 125 feet in height.

Development under the CPP/CPP-V scenarios would be visible from each of the 10 viewpoints representing scenic vistas, but would not result in a substantial loss of views of the San Bruno Mountain ridgeline or the Bay as seen from north, east, or south of the Baylands. The proposed research and development buildings, which would be built to a maximum height of 80 feet and set back from the eastern boundary of the Baylands, would block a small portion of the Bay shoreline visibility as seen from viewpoints to the west and northwest; however, other scenic resources, including the Bay, Bayview Park, Candlestick Point, and John McLaren Park and the high-rise buildings in the San Francisco financial district, still would be visible from these viewpoints. Under the CPP/CPP-V scenarios, the extension of the San Francisco Bay Trail would bisect the eastern portion of the Baylands and would permit some new development in areas east of that extension, potentially obstructing views of the Bay from the trail.

Community Character

Determinations about aesthetics and community character are inherently subjective. The EIR therefore recognizes that any assessment of whether a change from existing conditions would be comparatively better (substantially improved) or worse (substantially degraded) is subject to personal tastes. As a result, the EIR assumes that well-designed and well-landscaped urban development that is substantially *different* from the surrounding area would not necessarily represent an *adverse* change (i.e., resulting in substantial degradation). Moreover, while proposed Baylands development would not *directly* affect the visual character of its surroundings, poorly designed buildings or development within the Baylands could detract from nearby existing, relatively well-designed built or natural environments.

Proposed Baylands development would be substantially more intense than existing development onsite, and would involve buildings that are much taller, larger, and densely spaced than existing buildings within Central Brisbane and nearby portions of Daly City and San Francisco. Proposed development within the Baylands would also be denser than at Sierra Point.

The EIR states that new development pursuant to a specific plan, as required by the Brisbane General Plan, could be considered an aesthetic improvement over the existing visual character of the Baylands. The establishment of permanent open space and additional parklands within areas now devoted to soil stockpiling, as well as adaptive reuse of deteriorating historic structures as part of redevelopment of the former railyard area, are likely to be considered an aesthetic improvement over existing visual conditions. Visual improvements would, however, only occur with development that is well-designed, well-landscaped, and compatible in scale with its surroundings. However, the result of proposed development under the four development scenarios would be an adverse effect due to the visual incompatibilities between proposed Baylands development and its surroundings.

Nighttime Lighting and Daytime Glare

The addition of nighttime lighting over as broad an area as the Baylands, which is currently largely dark at night, would affect the nighttime views across the Bay and toward downtown San Francisco city lights from residential areas north, west, and south of the Baylands by placing a large-scale source of light in the foreground of those views. To the extent that nighttime lighting would not be fully shielded and directed downward, views of stars in the nighttime sky could be affected. The entertainment venues of the DSP-V scenario (sports arena, concert theater, and multiple-screen cinema) would create additional nighttime lighting. Light spillage from Baylands development would also affect surrounding sensitive uses, including the Little Hollywood neighborhood and proposed residential areas in the DSP/DSP-V scenarios. Additionally, proposed recreational facilities could increase ambient nighttime lighting if nighttime use is permitted.

Light spillage from nighttime lighting of development within the Baylands into habitat areas would have a negative effect on nocturnal species. Introducing artificial nighttime lighting into habitat

areas can disrupt animals' mating behaviors, sleep, and predation, as well as an animal's movements. Migrating birds can be disoriented by artificial light, making them vulnerable to collision.

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

Recommended Mitigation Measures

Mitigation Measures 4.A-1a and 4.A-1b require development within 350 feet of the US Highway 101 to be designed to avoid blockage of views of the Bay shoreline, including a height limitation of 80 feet for buildings within 350 feet of US Highway 101.

Although there are differences that could occur under the DSP/DSP-V and CPP/CPP-V scenarios, Mitigation Measure 4.A-3 sets forth design guidelines to address the design elements that contribute to the overall visual character and continuity of the Baylands. These guidelines address:

- Development intensity, setbacks, and building heights
- Building design
- Landscaping and open space
- Signage and parking
- Screening of outdoor storage areas (e.g., refuse bins) and mechanical equipment (e.g., air conditioning units

Mitigation Measure 4.A-4a sets forth specific guidelines that address lighting of the night sky and reducing the nighttime lighting effects. Measures addressing lighting impacts on biological habitats include Mitigation Measure 4.C-4b to minimize the effect of night lighting on wetland habitats and Mitigation Measure 4.C-4d, which requires the design of any building taller than 100 feet to identify lighting related measures to minimize the effects of the building's lighting on birds.

Mitigation Measure 4.A-4b requires that all building exteriors within the Baylands be composed of non-reflective materials. Any reflective materials on building exteriors that have a light reflectivity factor greater than 30 percent would be required to be positioned so as to not reflect daytime glare onto the 101 freeway or onto existing residential communities in Brisbane and Visitacion Valley.

Major Issues Addressed in the Final EIR

Location and Number of Viewpoints Analyzed in the Visual Simulations

Several comments on the Draft EIR requested that additional viewpoints be included in the visual simulations.

The purpose of the visual simulations is to illustrate the extent to which proposed Baylands development would have an adverse effect on scenic vistas. The model developed for the visual simulation analyses demonstrates an overall worst-case potential for view obstruction of scenic vistas from representative public viewpoints given applicable development requirements, such as maximum total amount of allowable building area, allowable maximum building heights, setbacks, and amount of proposed development.

The analysis of visual/aesthetic impacts of the four proposed scenarios addressed 12 existing public viewpoints of the Baylands site, including vantage points both close to the Baylands, as well as more distant vantage points from San Francisco and Daly City, including vantage points that would simulate views of the Baylands from San Francisco Bay. These public viewpoints also include locations suggested by the public input during the EIR scoping process.

The viewpoints used in the visual simulations were taken at various distances from the Baylands, and are presented in Attachment 1. Viewpoints 4, 5, 8, 9, and 10 are located in close proximity to the Baylands, while viewpoints 1, 2, 3, 6, and 7 represent longer distance views at higher elevations. Comparisons between viewpoints 1 & 4, 5 & 6, 7 & 8, and 10 & 11 illustrate the differences in view blockage and the perceived size of buildings between closer-in and longer distance views. Together, the visual simulations provide an analysis of changes in views of the Baylands from a reasonable range of direction and distances form the Baylands, as well as various ground elevations such that additional viewpoints are not needed to determine the significance of impacts.

Planning Considerations

The overall intensity of proposed Baylands development is substantially greater than the development intensity anticipated by the Brisbane General Plan, as well as substantially greater than the existing Brisbane community and areas surrounding the Baylands.

Approval of a specific plan consistent with aesthetics- and community character-related provisions of the Brisbane General Plan, along with implementation of the City's Design Review process, would guide site-specific development and site-specific building designs. The City's Design Review process also considers the integration of buildings into their surroundings. Overall, EIR mitigation measures in combination with established regulatory review and permitting processes would provide for compatible and quality development to occur within the Baylands.

Site-specific development consistent with approved design guidelines and landscape plans, and the City's Design Review process, would ensure that the substantially *different* development types and

intensities of Baylands development would not be visually *adverse*. As part of the City's Design Review process, the Planning Commission must make findings that include a determination that the orientation and location of buildings, structures, open spaces and other features integrate well with each other and maintain a compatible relationship to adjacent development.

In its review of proposed Baylands development and the proposed Brisbane Baylands Specific Plan for the DSP and DSP-V scenarios, the Planning Commission should consider whether proposed development intensities and design guidelines would be effective in achieving compatible (although not necessarily similar) development within the Baylands as compared to the surrounding community.

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

Land Use and Planning Policy

Brisbane's adopted General Plan is the City's lead planning document. As described in state General Plan Guidelines, the General Plan serves as the "constitution" for development and management of land use within the community. Any development scenario or alternative selected for the Baylands, as well as any specific plan within the Baylands must be consistent with the City's General Plan.

Existing Conditions

The Baylands Project Site is comprised primarily of the Brisbane Baylands (Baylands) Subarea identified in the City's General Plan. A portion of the Northeast Bayshore Subarea is also within the Project Site. The CPP/CPP-V scenarios include the Recology site, the Brisbane portion of which is within the Beatty Subarea. The Brisbane General Plan land use designations include:

- Baylands Subarea - *Planned Development-Trade Commercial*. Appropriate land uses within this designation are described in the General Plan as:

  "Mix of commercial uses including warehouses, distribution facilities, offices, retail uses, restaurants, commercial recreation, personal services, as well as light industrial, research and development, and uses of a similar character."

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

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

  Appropriate uses within this designation are limited to open space and recreation.

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

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

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

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

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

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

While the General Plan sets a maximum development intensity for individual development sites within the Baylands, it does not establish an overall maximum development intensity for the entire Baylands site. Rather, the General Plan states that the maximum overall development intensity for the Baylands is to be "well below" the maximum allowed for individual sites within the Baylands. As stated in the General Plan, development intensity for the Baylands "was represented in terms of the maximum impact of a combination of factors, including trip generation, water use, wastewater generation and stormwater flow. However, since the actual holding capacity of the land was unknown, a specific plan and environmental review was required before any development project could be considered." Thus, the City's General Plan currently requires preparation of a specific plan to determine the holding capacity (maximum development intensity) of the Baylands.

As a guide, the EIR for the 1994 General Plan estimated buildout of the Baylands as:

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

Potential Impacts

Draft EIR Table 4.I-1 sets forth a comprehensive evaluation of the consistency of the proposed development scenarios with the City's General Plan. An inconsistency with a General Plan policy is not necessarily considered to be an impact under CEQA; only those inconsistencies that result in physical effects on the environment are considered "impacts" under CEQA. **The evaluations contained in Draft EIR Table 4.I-1 related to consistency with policies that do not result in physical impacts represent factors that the City will consider in its planning review.**

Key inconsistencies with the General Plan identified in Draft EIR Table 4.I-1 include:

- Proposed overall development intensity for all proposed development scenarios is greater than that provided for in the General Plan.
- Proposed residential development in the DSP/DSP-V scenarios is inconsistent with the General Plan's prohibition on residential development within the Baylands.

- Generation of traffic would exceed General Plan level of service standards under all scenarios[1].
- Each development scenario falls short of the parks standards of the National Recreation and Parks Association (18.5 acres per 1,000 population)[2].
- The proposed specific plan for the DSP/DSP-V scenarios does not provide a "phasing schedule of development to limit the adverse effects of too rapid growth." While the proposed Specific Plan includes a general discussion of infrastructure phasing, it does not tie the rate of land development to the availability of needed public services and facilities.
- While the specific plan for the DSP/DSP-V scenarios provides conceptual designs for the proposed Geneva Avenue extension and related freeway interchange improvements to demonstrate their engineering design feasibility, cost estimates and a financial demonstration of feasibility were not provided.
- The land use description set forth in the General Plan for the Beatty Subarea is oriented toward large-scale low intensity uses, such as lumber and home improvement stores, and business park uses to serve as a buffer to the Recology site, rather than the commercial retail and office uses proposed in the DSP/DSP-V and CPP scenarios. The proposed expansion of the Recology facility under the CPP-V scenario would also be inconsistent with current land use policies.

Recommended Mitigation Measures

Mitigation Measure 4.I-1 requires that each of the inconsistencies identified in Table 4.I-1 be resolved prior to selection of a Concept Plan or approval of a Specific Plan for development within the Baylands through either modification(s) to the Concept Plan or Specific Plan or amendments to the Brisbane General Plan. Available methods of resolving General Plan inconsistencies are discussed under Planning Considerations, below.

Major Issues Addressed in the Final EIR

Land Use Compatibility in Relation to Specific Locations

Several comments requested analysis of impacts of proposed Baylands development on specific geographic locations, while additional comments expressed concerns regarding the compatibility between proposed Baylands development and surrounding land uses including Visitacion Valley (Little Hollywood, Executive Park, and the future Schlage Lock development) and the Kinder Morgan Tank Farm.

"Land use compatibility" speaks to the extent to which nearby land uses can function harmoniously and thereby minimize impacts on each other. Issues of land use compatibility are considered during CEQA review in relation to specific environmental impacts so that Lead Agencies can identify and

[1] As stated in the October 13 staff report and public hearing regarding traffic impacts, Brisbane's adopted level of service standards would be exceeded in several locations due to development within San Francisco Daly City, and other areas, even in the absence of any future development within the Baylands.

[2] As stated in the October 29 staff report and public hearing regarding provision of parkland, the state's Quimby Act and the City's Municipal Code set requirements for park land provision at a lower ratio. The Brisbane Municipal Code presently requires dedication of 3.0 acres of park land per 1,000 population.

mitigate a project's impacts on nearby land uses. While "land use compatibility" is not a specific CEQA threshold of significance, and is therefore typically addressed as part of the planning review of a project, CEQA requires that the surrounding land uses be considered when evaluating environmental impacts related to a proposed project. "Land use compatibility" is thus a planning concept that is informed largely by analysis of various environmental.

The Baylands EIR is organized, as are nearly all CEQA documents, by environmental resources and issues, rather than by the geographic location where environmental effects would be experienced. Therefore, whether or not development of the Baylands would be "compatible" with various adjacent land uses is addressed in the EIR in its analysis of environmental effects. Resource areas that are addressed in the EIR that contribute to land use compatibility include:

- **Aesthetics and Visual Resources** – impacts on scenic vistas, including views of San Francisco Bay and San Bruno Mountain. Also addressed are changes in community character within the Baylands and their effect on the surrounding community.
- **Air Quality** – impacts from criteria pollutants emitted during construction and operation of proposed Baylands development and their effects on nearby sensitive receptors, as well as impacts of toxic air contaminants on sensitive receptors within and adjacent to the Baylands. Uses that negatively affect nearby sensitive populations or uses that introduce sensitive populations in a manner that could restrict operations of existing uses (e.g., placing a senior housing facility near an active airport) due to air pollutant emissions or odors would be considered to be incompatible.
- **Hazards and Hazardous Materials** – impacts involving development of the Baylands that could result in hazards to the offsite public from onsite remediation activities and use of hazardous materials during site construction and operation. Incompatible uses would include uses involving:
  - placement of sensitive populations or large concentrations of people near large-scale emitters of toxic air contaminants; or
  - placement of uses such that the use, storage, or transportation of hazardous materials would constitute an unacceptable risk to nearby uses.
- **Surface Water Hydrology and Water Quality** – impacts related to flooding, drainage, or water quality conditions. Development that would create or exacerbate flooding, drainage, or water quality problems on nearby lands would be considered to be incompatible.
- **Land Use** – impacts involving the consistency of proposed development with existing planning policy. Placement of uses adjacent or in proximity to each other without adequate buffer areas or contrary to General Plan policy or zoning ordinance requirements would be considered to be a land use incompatibility.
- **Noise and Vibration** – temporary or permanent ambient noise levels that could adversely affect surrounding uses due to construction and operation of the proposed development. Nearby uses are considered to be incompatible if the noise levels generated by either use would exceed the applicable noise standards of the other use.
- **Traffic and Circulation** – impacts related to circulation and access. Placement of uses that would block or hinder normal or emergency access to an adjacent or proximate use would be considered to be incompatible.

Final EIR Master Response 19 sets forth a discussion of land use compatibility by providing a summary of Baylands-related impacts as they might affect the Visitacion Valley area (including Little Hollywood, Executive Park, and the Schlage Lock site). The existing residential uses within Visitacion Valley were analyzed in the EIR as sensitive receptors in relation to aesthetics and visual resources; air quality; hazardous materials; surface water hydrology and water quality (flooding); land use; noise; and traffic.

Final EIR Master Response 19 also sets forth a discussion of land use compatibility by providing a provides a summary of environmental issues addressed in the EIR in relation to the Kinder Morgan Tank Farm. This analysis was provided in response to comments that focused on potential threats to public safety from the Tank Farm, such as soil and groundwater contamination and danger of explosion, as well as the compatibility of proposed development within the Baylands in relation to those hazards. The concerns raised in these comments and the discussion in Master Response 19 involve impacts of existing environmental conditions on proposed Baylands development, and address the safety of placing proposed Baylands development adjacent to the Tank Farm.

Master Response 20 addressing the compatibility of the proposed Recology expansion in the CPP-V scenario in relation to residential areas within Visitation Valley to the north and northwest, as well as in relation to proposed land uses within the Baylands adjacent to the Recology facilities under the DSP and DSP-V scenarios. Because CEQA addresses changes in the physical environment that would result from a proposed project, the EIR addresses potential impact related to Recology's operations only in relation to its proposed expansion under the CPP-V scenario.

Planning Considerations

The various methods available to the City for resolving identified General Plan inconsistencies of the proposed concept plan scenarios and specific plan for the DSP/DSP-V scenarios include the following:

- ***Overall Project Site Development Intensity*** – The Planning Commission should consider providing clear maximum development intensity standards within the General Plan, including development intensity standards for buildout of the Baylands, Northeast Bayshore, and Beatty Subareas. (DSP, DSP-V, CPP, and CPP-V scenarios)

  Once a clear General Plan maximum development intensity standard is specified, proposed Baylands development would be required to adhere to that maximum development intensity standard.

- ***Policy 38.1* (*roadway level of service standards*)** – The Planning Commission could recommend that the Brisbane General Plan recognize that current roadway level of service standards will be exceeded due to future development in other cities even if no development within the Baylands or Brisbane occurs. Thus, the Planning Commission could recommend:

  - Modifying General Plan roadway level of service standards to accommodate an appropriate level of Baylands development as determined by the City; or

- Modifying its General Plan roadway level of service standards to function as General Plan objectives and require development projects to implement all feasible mitigation measures at intersections where standards are not met.

Maintaining existing General Plan level of service standards would eventually cause all development within Brisbane to be inconsistent with Policy 38.1 due to traffic generated outside the City.

- ***Policy 87 and Policy 95* (*parks standards*)** – The Planning Commission has several options in relation to provision of parks.
  - Recommend that any permitted residential development be required to provide park land in accordance with General Plan standards, resulting in an increase in proposed park land in the DSP and DSP-V scenarios from 44.5 to 182.9 acres[3]; or
  - Recommend that General Plan standards for the provision of parks be recognized as aspirational, and that the review of proposed Baylands residential development determine an appropriate amount of park land to be provided up to the amount recommended by the National Recreation and Parks Association (18.5 acres per 1,000 population). This would result in an *increase* in proposed parkland in the DSP and DSP-V scenarios of up to 60.9 acres of park land.
  - Recommend that that General Plan standards for the provision of parks be recognized as aspirational, and that the review of proposed Baylands development, whether residential or non-residential, determine an appropriate amount of park land to be provided. Depending on the amount of park land determined to be appropriate (including a methodology as to the appropriate amount of park land in relation to employment-generating uses), this could result in an increase in proposed park land in all scenarios.
- ***Policy 330.1* (*prohibition of housing within the Baylands*)** – Options to address proposed residential development that is inconsistent with General Plan Policy 330.1 include a recommendation to:
  - Maintain the General Plan prohibition and not allow residential development within the Baylands; or
  - Modify the General Plan to provide for some level of residential development within the Baylands.
- ***Policy 337* (*phasing schedule for Baylands development*)** – The Planning Commission could recommend that:
  - The General Plan be modified to include public services and facilities performance standards/concurrency requirements for the Baylands; or
  - The Specific Plan proposed for the DSP/DSP-V scenarios be modified to include an infrastructure phasing program that ties the rate of Baylands land development to the availability of needed public services and facilities.

[3] A total of 122 acres of park land are proposed in the DSP/DSP-V scenarios.

- ***Policy 340.1* (*demonstrate feasibility of the Geneva Avenue extension and provide cost estimates with the first specific plan for the Baylands*)** – The Planning Commission could recommend that:
    - The proposed specific plan for the DSP/DSP-V scenarios be modified to include preliminary cost estimates for the Geneva Avenue extension along with a demonstration of its engineering and financial feasibility;
    - General Plan Policy 340.1 be modified to call for demonstration of the engineering feasibility of the extension only, along with establishment of the infrastructure phasing program required by General Plan Policy 337.
- **Policy 374 (Beatty Subarea Land Use)** – If the mix of land uses proposed within the Beatty Subarea is inconsistent with current land use policy, the Planning Commission could recommend that:
    - Policy 374 be revised to provide for the mix of land uses it recommends to be most appropriate; or
    - The existing policy be retained, and require recommended land uses to comply with the current policy.

Population and Housing

Population and housing conditions frequently involve economic and social issues, which are not considered to be significant effects on the environment under CEQA. Thus, the analysis of population and housing impacts contained in the EIR addresses the precursors of physical changes that would result from proposed Baylands development. The increases in population and employment that would result from such development would be physically manifested in the form of residential dwelling units (DSP/DSP-V scenarios) and commercial, office, and other types of development, resulting in the construction and operational impacts addressed throughout the EIR.

Existing Conditions

Plan Bay Area provides housing and employment projections for the San Francisco Bay Area, as well as counties, cities, and priority development areas (PDAs).[4] In contrast to previous trends where new development primarily occurred on raw rural lands, *Plan Bay Area* directs development to infill areas, known as "Priority Development Areas" (PDAs) . The Baylands is located within the San Francisco/San Mateo Bi-County Priority Development Area (PDA), which includes the San Francisco neighborhoods of Visitacion Valley, Little Hollywood, Executive Park, Sunnydale, the former industrial Schlage Lock site, and the Brisbane Baylands.

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

[4] PDAs are areas where future growth within the Bay Area is intended to be concentrated. Within PDAs, "new development will support the day-to-day needs of residents and workers in a pedestrian-friendly environment served by transit."

PLAN BAY AREA EMPLOYMENT AND HOUSEHOLD PROJECTIONS

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

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

Source: ABAG, 2015

Potential Impacts

Proposed Baylands development would create 15,500 to 17,500 new jobs which greatly exceeds *Plan Bay Area* projections, which indicate an increase of 500 jobs within the Baylands and an increase of 890 jobs within the City of Brisbane as a whole through 2040. The 15,500 to 17,500 new jobs that would result from proposed Baylands development are more than the 10,990 total growth in employment projected through 2040 for the area encompassing both the San Francisco/San Mateo Bi-County and Bayview/Hunters Point/Candlestick Point PDAs.

The DSP/DSP-V scenarios propose construction of 4,434 housing units, which represents a population of approximately 9,900. This is substantially more than projected number of dwelling units projected for the City of Brisbane through 2040 (250). Housing proposed in the DSP/DSP-V scenarios represents 33.5 percent of the total housing growth projected through 2040 for the area encompassing both the San Francisco/San Mateo Bi-County and Bayview/Hunters Point/ Candlestick Point PDAs.

The impact of exceeding housing and employment projections is manifested in the Baylands' significant unavoidable traffic and air quality impacts.

Recommended Mitigation Measures

Because no feasible measures could be applied to any of the proposed development scenarios to bring Baylands buildout more into line with *Plan Bay Area* projections for Brisbane other than increasing projections for the San Francisco/San Mateo Bi-County PDA within Brisbane or substantially reducing buildout of the Baylands, each of the scenarios would induce substantial population and employment growth in excess of regional projections, which is considered to be a significant unavoidable impact.

Major Issues Addressed in the EIR

Regional Growth Projections

As discussed in previous staff reports and Planning Commission Baylands hearings, the relative balance between the number of jobs and amount of housing in a given area affects vehicle miles traveled, associated emissions of air pollutants and greenhouse gases (GHGs), and energy consumption related to vehicular travel. In general, improving the overall connectivity between jobs and housing tends to decrease the average distance traveled between home and work, resulting in decreased air and greenhouse emissions and decreased vehicular energy consumption. In areas with higher development intensities, the ability to travel by transit, bicycle, and pedestrian modes is also increased, resulting in decreased traffic congestion, along with future reductions in air pollutant and GHG emission and energy consumption[5]. Thus, the San Francisco Bay Area's primary planning program aimed at reducing traffic congestion, energy consumption, and emissions of air pollutants and GHGs revolves around improving connections between jobs and housing balance within the Bay Area's subregions.

The methodology used for housing and employment projections by ABAG and the MTC in *Plan Bay Area* is based on the fundamental land use concept of directing more future development to "areas that are or will be walkable and bikable and close to public transit, jobs, schools, shopping, parks, recreation and other amenities." The growth projections contained in *Plan Bay Area* are based on the Plan's vision of communities where "transit, jobs, schools, services and recreation are conveniently located near people's homes." *Plan Bay Area* states that its projections involve three growth distribution factors:

- Greater levels of growth were directed to places with high levels of transit service.
- Housing growth was directed to locations expected to result in the lowest greenhouse gas emissions as measured in "vehicle miles traveled" derived from MTC's Regional Travel Demand Model.

[5] As reported in the 2010 Census, a total of 6% of Brisbane residents in the work force stated they either walk or bicycle to work.

- Linking housing growth more closely to job centers, housing distribution was adjusted by an employment factor for each area, based on projected total 2040 employment for each jurisdiction.

It should be noted that *Plan Bay Area* projections for the Baylands assumed extending the status quo into the future. This assumption recognized the uncertain future land use status of the Baylands and the City's ongoing planning process, and was provided for the City of Brisbane to retain broad discretion over future land use within the Baylands. The site was originally designated as part of the PDA due to site attributes such as its urban infill location and proximity to transit which make it suitable for substantial future development.

Planning Considerations

While regional growth projections and improving linkages between employment and housing areas provides insight into regional strategies to achieve Bay Area transportation, air quality management, and GHG reduction goals, the City of Brisbane retains land use authority within its municipal boundaries. It will be up to the City of Brisbane to determine how future development of the Baylands fits within the context of regional goals.

Alternatives

The basic purpose of an EIR's discussion of alternatives is to suggest ways that the project objectives might be achieved at less environmental cost. Section 15126.6(a) of State CEQA Guidelines indicates how alternatives to a proposed project are to be addressed in an EIR:

> "An EIR shall describe a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives. An EIR need not consider every conceivable alternative to a project. Rather it must consider a reasonable range of potentially feasible alternatives that will foster informed decision making and public participation. An EIR is not required to consider alternatives which are infeasible. The lead agency is responsible for selection of a range of project alternatives for examination and must publicly disclose its reasoning for selecting those alternatives. There is no ironclad rule governing the nature or scope of the alternatives to be discussed other than the rule of reason."

When selecting alternatives for an EIR, the lead agency's task is to identify a range of alternatives that will satisfy basic project objectives while reducing significant impacts. Alternatives that are not at least "potentially feasible" are excluded at this stage because there is no point in studying alternatives that cannot be implemented or that will not succeed. "Feasible" is defined in CEQA as "capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors." (Pub. Res. Code Section 21061.1.) CEQA Guidelines add the term "legal" to the list of factors to take into account. (CEQA Guidelines Section 15364.) Among the factors that may be taken into account when addressing the feasibility of alternatives are site suitability, economic viability, availability of infrastructure,

general plan consistency, other plans or regulatory limitations, jurisdictional boundaries, and whether the proponent can reasonably acquire control or otherwise have access to the alternative site. (CEQA Guidelines Section 15126(f)(1).) The alternatives discussed in an EIR also must be reasonable alternatives, selected to foster informed decision-making. An EIR need not consider an alternative whose effect cannot reasonably be ascertained or whose implementation is remote and speculative, because unrealistic alternatives do not contribute to a useful analysis. (CEQA Guidelines Section 15126.6(f)(3).)

CEQA Guidelines Section 15126.6(e) further requires that an EIR evaluate an alternative that describes what would reasonably be expected to occur on the property in the foreseeable future if the Project Site development were not approved, based on current plans and consistent with available infrastructure and community services. This is considered to be the "No Project Alternative."

Alternatives Considered in the EIR

No Project-No Build Alternative

The No Project-No Build Alternative assumes that existing conditions would continue. None of the Baylands development components would be approved, and there would be no further development within the Baylands, including infrastructure. Existing, uses within the Baylands would continue. Since no future development is contemplated by this alternative, it would not include site remediation. The Geneva Avenue extension would not be part of Baylands development, but could be constructed by others as a regional transportation improvement identified in the Bi-County Transportation Study independently of any action taken by the City in relation to proposed Baylands development.

No Project-General Plan Buildout Alternative

This alternative assumes that none of the proposed Concept Plans are selected, the proposed Specific Plan is not approved, and that buildout of the Baylands would occur pursuant to the existing adopted provisions of the Brisbane General Plan. Existing uses within the Northeast Bayshore and Beatty Subareas would continue, but not be expanded, and new development would be limited to the Baylands Subarea. Allowable uses under the existing *Planned Development-Trade Commercial* designation include retail sales, offices, bulk sales, open space, recreational facilities, statuary, public and quasi-public facilities, services and utilities, commercial services, hotels, warehousing, research and development, educational institutions, and lagoon/bayfront.

Buildout for the Baylands is described in the General Plan in terms of the maximum impact of development, particularly traffic impacts. As a result, a specific development intensity for buildout of the Baylands is not described in the General Plan, but is described in the EIR prepared for the General Plan. The General Plan EIR identifies near-term (10 years) development within the Baylands subarea to consist of a total of 650,000 square feet of new commercial development. The General Plan EIR calculated buildout of the Baylands Subarea by defining the range of square footage of development that "could be accommodated without producing more traffic than could reasonably be mitigated to within the City's level-of-service standard (LOS D) as being in the range

of between one million square feet of a high trip generating land use, such as certain types of retail, up to 4.2 million square feet of a low trip-generating land use such as warehouse. The actual trip generation and corresponding allowable square footage of development would lie somewhere between the hypothetical 'high' and 'low' and would reflect a mix of land use on the Project Site, as reflected in all three of the hypothetical long-term land use alternatives."

For purposes of EIR alternatives, a mix of currently permitted commercial and office uses with a total trip generation equivalent to the range of development described in the General Plan EIR was estimated to be:

- ***Baylands Subarea:*** 56,505 square feet of existing retail development
  600,000 square feet of new retail development
  400,000 square feet of new office development
  189,331 square feet of existing industrial development (Lazzari fuel building and existing lumberyards being relocated)
  200,000 square feet of new laboratory and industrial development
  1,056,505 total square feet of commercial/office development
  389,331 total square feet of industrial development
  1,445,836 total square feet of total development[6]
- ***Beatty Subarea:*** Retention of the existing 259,000 square foot Recology facility
- ***Northeast Bayshore Subarea:*** Retention of existing industrial development, identified in the General Plan EIR as 326,616 square feet of industrial development

Implementation of the No Project-General Plan Buildout Alternative would require preparation of a Concept Plan and approval of one or more specific plans for the Baylands Subarea. To facilitate development pursuant to this alternative, remediation of the Baylands would be required, as would securing a firm water supply for onsite development. Thus, this alternative includes the site remediation and proposed water transfer agreement. Since Baylands development under the No Build-General Plan Amendment alternative would be far less intense than proposed under any of the four Project Site development scenarios, development of an onsite recycled water plant would not occur as part of this alternative. However, because the General Plan calls for the Geneva Avenue extension, it is assumed to occur.

Renewable Energy Generation

The Renewable Energy Generation Alternative is based on a proposal by the Committee for Renewable Energy for the Baylands (CREBL) to develop utility-scale renewable energy generation at the Baylands. CREBL's goal for this alternative was to not only offset the energy demand for development of the entire Baylands, but also to produce additional electricity for consumption by Brisbane homes, businesses, and City-owned facilities. Land uses under the Renewable Energy Generation Alternative would include 170 acres of alternative energy uses consisting of a large

[6] This buildout has a trip generation equivalent to the 1.0 million square feet of retail use and 4.2 million square feet of industrial use described in the General Plan EIR as the basis for determining General Plan buildout.

photovoltaic (PV) solar farm, small vertical-axis wind turbines, wind turbines placed within development, and rooftop PV solar panels; 654,900 square feet of research and development facilities on 59 acres; and 173,800 square feet of retail/entertainment uses on 26 acres. Others uses within the Baylands would include a new water treatment plant (seven acres) and relocated industrial uses (three acres). The remainder of the Project Site would be devoted to open space/public uses. The Recology expansion, relocation of the existing lumberyard, Geneva Avenue extension, site remediation, and approval of the proposed water supply agreement would also occur as part of this alternative. The portion of the 2,400 acre-feet of water supply contemplated for Project Site development use in the proposed water transfer agreement would be reduced to accommodate the actual water demand associated with this alternative (approximately 300 acre feet); the 400 acre-feet of water to be used for citywide purposes would be remain in its entirety. The recycled water plant would likely not be developed under this alternative. Overall, this alternative would reduce or avoid significant traffic, air quality, greenhouse gas (GHG), noise, public services, and population/housing impacts, and develop a project that would be consistent with the development intensity contemplated by the General Plan and its EIR, while meeting most objectives.

Reduced Intensity Non-Residential Alternative

The Reduced Intensity Non-Residential Alternative incorporates a mix of non-residential land uses similar to that proposed under the CPP-V scenario, but with a reduced development intensity. Like the CPP-V scenario, this alternative includes expansion of the Recology facility, as well as an area to be dedicated to renewable resource uses. The Reduced Intensity Non-Residential Alternative would reduce or avoid significant aesthetics and visual resources, traffic, air quality, public services, and population/housing impacts. It proposes more development intensity that is contemplated by the General Plan and its EIR, but would meet most of the environmental, social equity, and economic objectives set forth in the EIR.

Site remediation would occur as part of this alternative, as would the Geneva Avenue extension. The relocation of the existing lumberyards, Geneva Avenue extension, and proposed water supply agreement are also part of this alternative, which would allow approximately five million square feet of development and 25 acres of renewable energy generation at buildout**.** The 2,400 acre-feet of water supply contemplated in the proposed water transfer agreement would be reduced by approximately 28 percent (to 1,440 acre-feet) to accommodate the actual water demand associated with this alternative, while retaining the full 400 acre-feet of water to be used for citywide purposes. The recycled water plant would be developed under this alternative.

Reduced Intensity Mixed Use Alternative

This alternative incorporates a mix of uses similar to the DSP scenario, but at a reduced development intensity. This alternative also assumes that site remediation would be undertaken, the existing lumberyard relocated, and that the proposed water transfer agreement would be approved. The Geneva Avenue extension would also be developed. The 2,400 acre-feet of water supply contemplated in the proposed water transfer agreement would be reduced by approximately 46 percent (to 1,080 acre-feet) to accommodate the actual water demand associated with this alternative (680 acre-feet), while the full 400 acre-feet of water to be used for citywide purposes

would be retained. The recycled water plant would be developed. Overall, this alternative would reduce or avoid significant traffic, air quality, GHG, noise, public services, and population/housing impacts (although not to the same degree as other alternatives), and meet most of the environmental, social equity, and economic objectives set forth in the EIR.

Environmentally Superior Alternative

CEQA requires that an EIR identify an environmentally superior alternative. In the case of the Baylands, the No Project-No Build Alternative would not be environmentally superior since it allows existing site contamination to remain without remediation. The No Project-General Plan Buildout would be environmentally superior since it provides for future development of the site as envisioned in the General Plan, reduces or avoids many of the significant effects of proposed Baylands development, provides for remediation of Baylands contamination and Title 27 landfill closure, provides a firm water supply to support Baylands development as well as 400 acre-feet of firm supply to facilitate citywide buildout of the General Plan, and meets most of the basic objectives described in the EIR.

Because the No Project Alternative is identified was determined to be the environmentally superior alternative, the EIR was required to identify an environmentally superior alternative from among the other alternatives per CEQA Guidelines Section 15126.6(e)(2). Of the other alternatives evaluated in the EIR, the Renewable Energy Generation Alternative would be the environmentally superior alternative since it is consistent with the Brisbane General Plan, involves minimal impacts compared to other alternatives, avoids the significant air quality, population and housing, and public services effects of Baylands development scenarios and meets key project objectives as described in the EIR.

Planning Considerations

The purpose for consideration of alternatives in an EIR under CEQA is to explore ways in which a proposed project can be modified to eliminate or reduce the significant unavoidable impacts of proposed development to less than significant levels. CEQA requires that an EIR identify a reasonable range of potentially feasible alternatives aimed at reducing the identified significant effects of a proposed project while meeting its basic objectives. Thus, the Baylands EIR did not address a comprehensive listing of possible development concepts for the Baylands, but focused on the ways in which changes to development intensity and mix of proposed land uses could be used to reduce the significant environmental effects of proposed Baylands development.

The evaluation of alternatives in the EIR determined that even substantial reductions in development intensity would reduce but not eliminate significant traffic impacts, and that such reductions in intensity could be used to avoid the significant air quality, population and housing, and public services effects of Baylands development scenarios.

As discussed in the EIR and at previous Planning Commission public hearings, the alternative of including a High Speed Rail maintenance yard within the Baylands was rejected from further study in the EIR because it does not meet CEQA's requirements for alternatives analysis. As detailed in

the Final EIR, there is insufficient information about the yard to undertake the environmental analysis required by CEQA, even at the level of detail required for an alternatives analysis. While a 2010 study undertaken by the California High Speed Rail Authority identifies the Baylands as a potential site for a rail maintenance yard, the Authority's November 20, 2012 response to the 2012 Baylands Notice of Preparation stated that as part of its 2012 Revised Business Plan, the Authority "has changed the basic assumptions for High-Speed Train (HST) construction and operation," reducing the fleet size to be stored on the Peninsula by more than half, thereby reducing the required storage yard size and footprint. Thus, the size of facility and level of onsite operations that might occur should the Baylands ultimately be selected for a rail maintenance yard by the Authority was unknown and would necessarily be speculative, as would any subsequent analysis. It should also be noted that the Authority's official September 17, 2013 comment letter on the Draft EIR states, "we appreciate the acknowledgement and discussion of the California High-Speed Rail Authority's (Authority's) potential maintenance and storage facility in Chapter 6…," and did not request that any further analysis of a potential high speed rail yard within the Baylands be included in the EIR.

A High-Speed Rail maintenance yard alternative would not meet the basic project objectives set forth in the Final EIR, nor does the City have sufficient information to determine whether a High-Speed Rail maintenance yard would avoid or substantially lessen any of the project's significant effects, both of which are requirements for inclusion in an EIR alternatives analysis. Furthermore, while Brisbane has jurisdiction over land uses approved within the Baylands, and is the lead agency for CEQA review of all development proposed for the Baylands that is under its jurisdiction, it does not have land use jurisdiction over the California High-Speed Rail Authority or its maintenance facilities. For this reason, even if the City wished to consider High-Speed Rail facilities as an alternative in the EIR, it could not legally approve these facilities as they are under the jurisdiction of another public agency. Because the fundamental purpose of an alternatives analysis is to identify ways in which project objectives can feasibly be attained while reducing environmental impacts, CEQA does not require the analysis of alternatives that cannot be approved.

The Planning Commission has the discretion to recommend any of the scenarios or alternatives addressed in the EIR, or to recommend any combination of these scenarios or alternatives. The Planning Commission also has the discretion to recommend new development concepts, including uses for the Baylands that were not specifically addressed in the alternatives evaluated in the EIR. Should the Planning Commission recommend a land use concept that is different from the scenarios or alternatives addressed in the EIR, an evaluation will be undertaken to determine the extent to which the EIR would address impacts of the land use concept the Planning Commission wishes to recommend.

Next Steps:

Following this hearing, the Planning Commission will continue its series of public hearings:

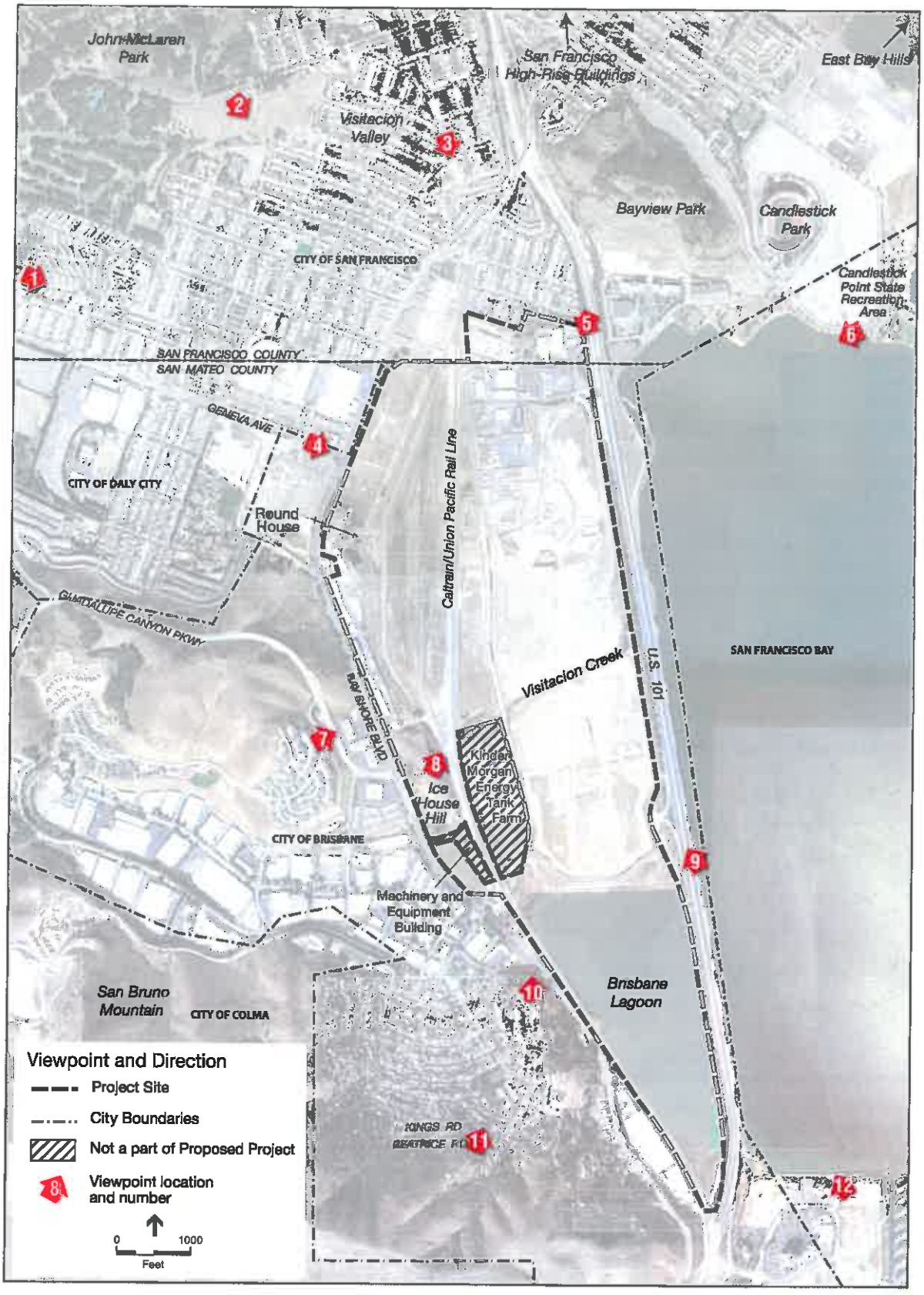
November 12, 2015: Transportation and Circulation (continued)

November 16, 2015: Applicant and Community Group Presentations

Attachments

1. Visual Simulations

Attachment 1



SOURCE: Dyett & Bhatia; ESA

Brisbane Baylands . 206069

Figure 4.A-1
Viewpoint Locations

TABLE 4.A-1
VIEWPOINTS

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

Existing View

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

DSP/DSP-V

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

CPP/CPP-V

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

TABLE 4.A-1 (Continued)
VIEWPOINTS

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

Existing View

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

DSP/DSP-V

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

CPP/CPP-V

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

TABLE 4.A-1 (Continued)
VIEWPOINTS

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

Existing View

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

DSP/DSP-V

Potantial high-rise building (up to 90 feet to160 feet) along tha eastern boundary of the Project Site would block a substantial portion of the view of the Bay and its shoreline. The view to San Bruno Mountain would be preserved. The Project Site could be viewad as a solid mass of buildings

CPP/CPP-V

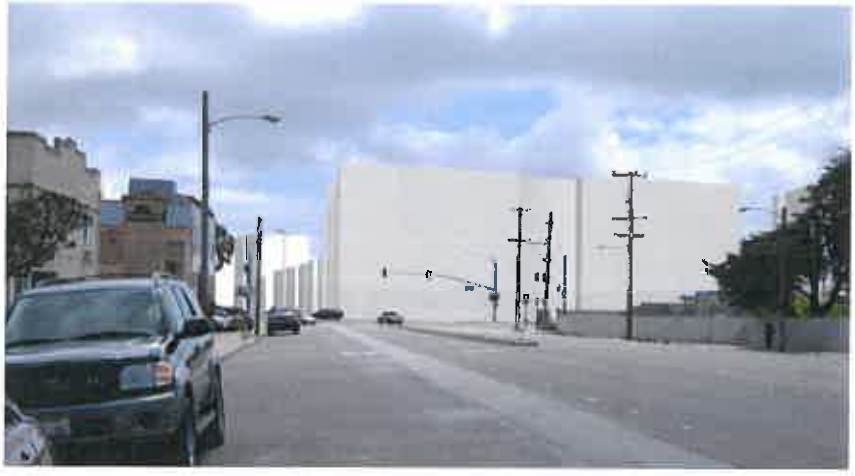
Due to an 80-foot haight limit, new R&D buildings located along the Project Site's aastern boundary would not impede tha view of the Bay, shoreline, or San Bruno Mountain. With lass building area (compared to the DSP/DSP-V), open araas between buildings could ba seen.

TABLE 4.A-1 (Continued)
VIEWPOINTS

Viewpoint 4: Geneva Avenue at Talbert Street, facing east

Existing View

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



DSP/DSP-V

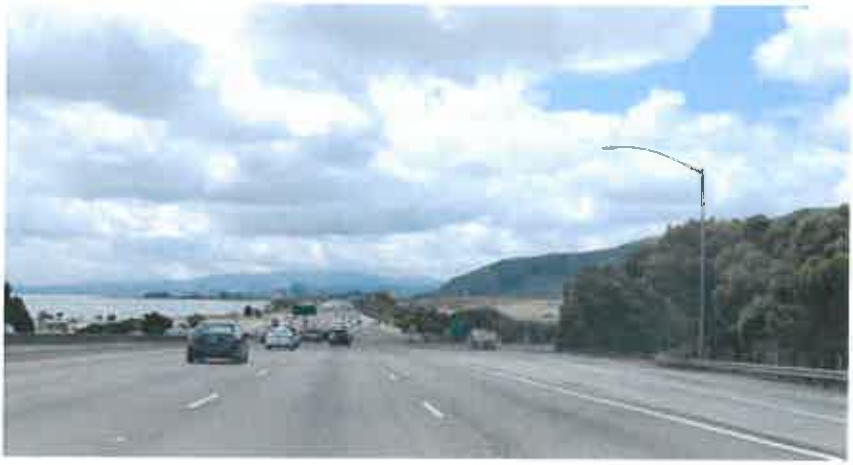
At buildout, views into the Project Site would change to include views of tall buildings (shown at approximately 125 feet in height) along the planned Geneva Avenue extension and Bayshore Bouleverd. Loss of distant views would occur, but the new buildings would not block views of scenic vistas.

CPP/CPP-V

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

TABLE 4.A-1 (Continued)
VIEWPOINTS

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

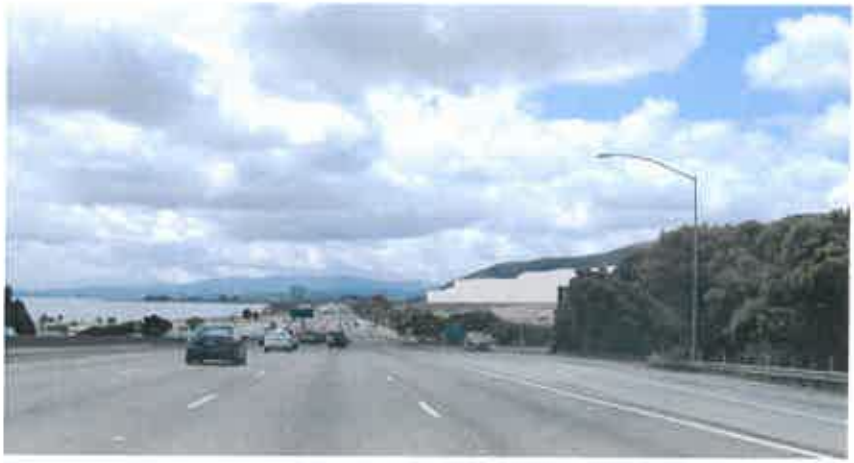


Existing View

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

DSP/DSP-V

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



CPP/CPP-V

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

TABLE 4.A-1 (Continued)
VIEWPOINTS

Viewpoint 6: Candlestick Point State Recreation Area, facing southwest

Existing View

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

DSP/DSP-V

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

CPP/CPP-V

Taller buildings along Geneva Avenue (up to 160 feet in height) would partially block views of residential areas on the lower part of the hills. Views of R&D buildings (mid-rise buildings shown at the left side of the photo) would be limited to 60 feet in height. Views of San Bruno Mountain would ba maintained.

TABLE 4.A-1 (Continued)
VIEWPOINTS

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

Existing View

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

DSP/DSP-V

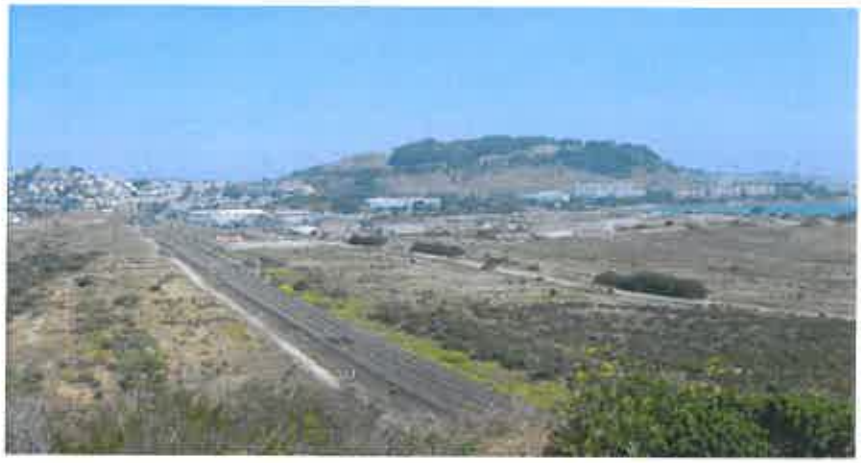
New buildings, including the high-rise building at the eastern edge of the Project Site, would break uninterrupted views of the Bay and its shoreline. Bayview Park and Candlestick Point would remain visible from this viewpoint.

CPP/CPP-V

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

TABLE 4.A-1 (Continued)
VIEWPOINTS

Viewpoint 8: Icehouse Hill, facing northeast



Existing View

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

DSP/DSP-V

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

CPP/CPP-V

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

TABLE 4.A-1 (Continued)
VIEWPOINTS

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

Existing View

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

DSP/DSP-V

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

CPP/CPP-V

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

TABLE 4.A-1 (Continued)
VIEWPOINTS

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

Existing View

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

DSP/DSP-V

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

CPP/CPP-V

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

TABLE 4.A-1 (Continued)
VIEWPOINTS

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

Existing View

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

DSP/DSP-V

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

CPP/CPP-V

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

TABLE 4.A-1 (Continued)
VIEWPOINTS

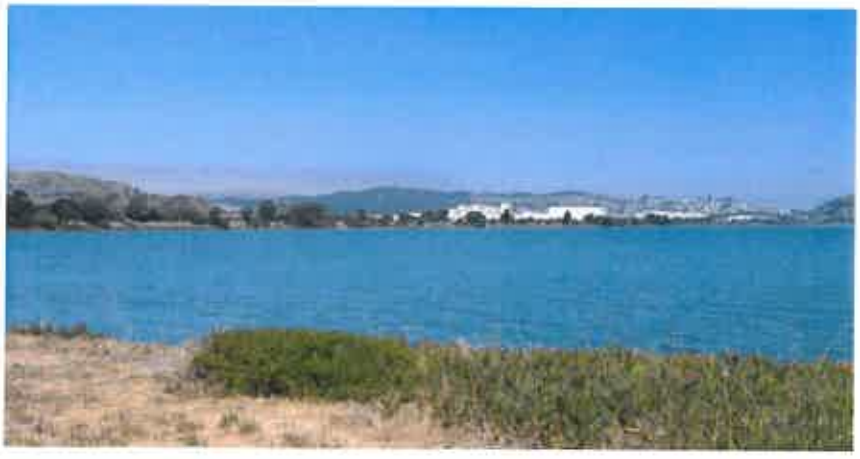
Viewpoint 12: Bay Trail at Sierra Point, facing west

Existing View

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

DSP/DSP-V

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



CPP/CPP-V

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