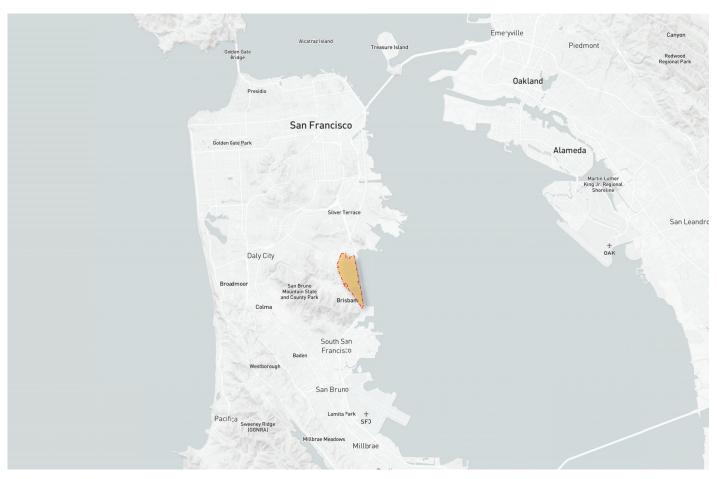


O1 INTRODUCTION

# 01 | INTRODUCTION



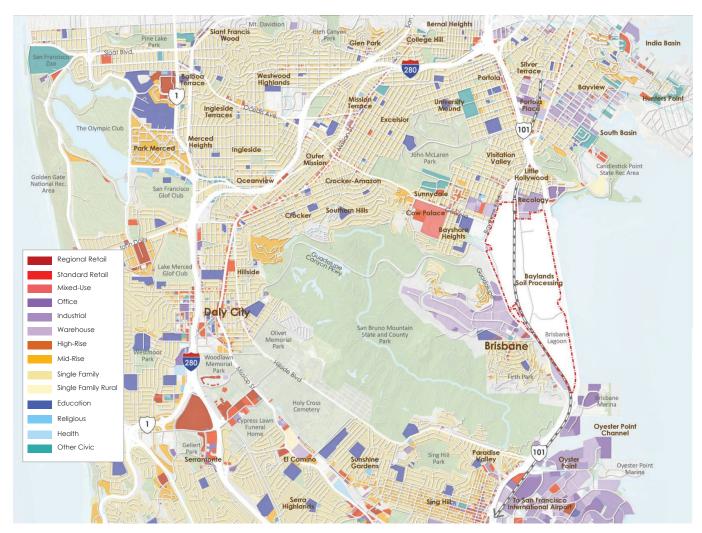
**FIGURE 1.1 LOCATION MAP** 

## 1.1 SPECIFIC PLAN AREA REGIONAL **LOCATION & CONTEXT**

The Baylands Specific Plan Area is located approximately midway between San Francisco's central business district and its international airport, as illustrated in Figure 1.1. The Baylands is one of the largest undeveloped tracts of urban land on the western San Francisco Bay Peninsula. The site is well served by different regional transportation systems. U.S. Highway 101 is a major north-south freeway that provides direct access to The Baylands from interchanges at Harney Way, Beatty Avenue and Sierra Point Parkway. The Caltrain commuter rail and the Union Pacific freight lines both pass through the center of the Specific Plan Area,

serving existing businesses in The Baylands. MUNI T-Third Street Light Rail Transit (LRT) and the implementation of the planned BRT along Geneva Avenue also serve The Specific Plan Area and ultimately connect The Baylands to Hunter's Point, Candlestick Point and Balboa Park BART station.

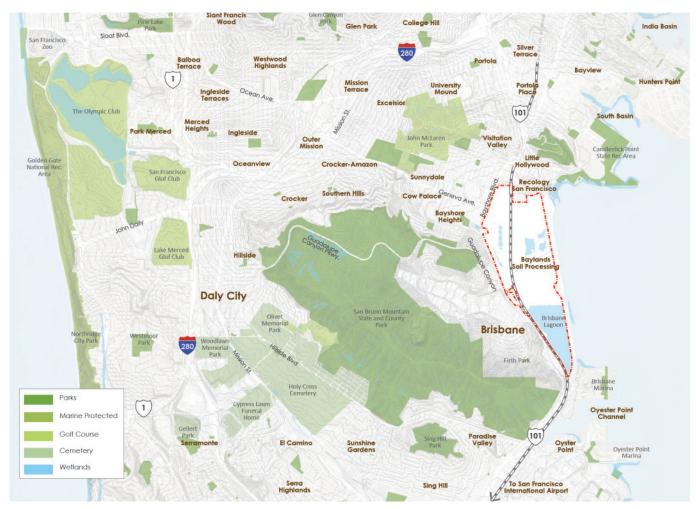
Within the City of Brisbane, The Baylands is bounded by commercial and industrial development to the west, Central Brisbane to the southwest, the Sierra Point business park, municipal marina to the southeast, and the Recology waste collection to the north. Low intensity commercial development and manufacturing uses border The Baylands to the northwest and immediately to the north across the San Francisco County line. The Baylands is bordered



**FIGURE 1.2 CONTEXT LAND USE** 

by The Baylands North project (formerly known as the Schlage Lock Site). Office parks, residential development, and the former San Francisco 49er's Candlestick Park are located to the northeast of the Specific Plan Area. Just north of Candlestick Point is the proposed Hunter's Point Redevelopment project, which is transforming the former shipyard into a mixed-use area with housing, businesses, and a green technology incubator. The entire east side of The Baylands site is bounded by U.S. Highway 101 and the San Francisco Bay.

Several regional and local parks, including San Bruno Mountain State and County Park, Candlestick Point State Recreation Area and McLaren Park are within a short walking or driving distance of The Baylands. Existing segments of the Bay Trail are located along Sierra Point Parkway and along Harney Way, with a connecting segment planned between the northern edge of Brisbane Lagoon and Beatty Avenue.



**FIGURE 1.3 CONTEXT OPEN SPACE** 



Brisbane Lagoon and San Bruno Mountains



Image from San Bruno Mountains

## 1.2 SPECIFIC PLAN AREA CHARACTER & EXISTING CONDITIONS

#### 1.2.1 HISTORICAL BACKGROUND

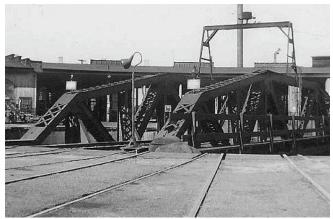
The Baylands site has played several roles throughout the Brisbane community's history. Prior to the settlement of Visitacion and Guadalupe Valleys, the area now known as The Baylands was part of San Francisco Bay. Located at the outfall of the Guadalupe Valley and the Visitacion Valley watersheds, The Baylands was a combination of wetlands, estuary fringe and open water that fulfilled important habitat and hydrological functions within the broader ecosystem of the Bay.

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

When the Brisbane area was first settled, the road that is now Bayshore Boulevard generally followed the historic Bay shoreline, moving over and around the ridges, such as Icehouse Hill, that protruded into the Bay. Construction of the Bayshore Cutoff by the railroad between 1904 and 1907 marked the beginning of a process that redefined the Bay shoreline, moving it eastward, thus creating The Baylands uplands. As the railroad causeway crossed the inlet at Visitacion Valley, it provided the eastern limit for filling the estuary's wetlands with rubble from the 1906 earthquake, thus blocking natural stormwater flows through the area. Subsequently, this filled area west of Historic image of Brisbane Railyard the causeway became the main railyard for freight train activity going in and out of San Francisco until operations ceased in 1960.

Filling of the Bay did not stop with the railyards. As early as 1932, San Francisco began using the area east of the tracks as a municipal sanitary landfill. Development of the Bayshore Freeway (U.S. Highway 101) in the mid-1950s established the current edge to the Bay and of bay fill. After the landfill operation stopped in 1967, a cover of soil was been placed over the landfill material, meeting the closure requirements at the time. Except for more recent activities related to soil recycling, industrial, fleet parking, retail and filling operations, the area remains largely unchanged since the landfill closure in the late 1960s. The Baylands was annexed into the City of Brisbane in 1962, shortly after the City's 1961 incorporation.

Existing uses on The Baylands include soil recycling and filing operations. The site is largely vacant, but currently houses a range of industrial uses along Bayshore Ave and the Mission Blue Nursery farther to the south. On the East Side, the Golden State Lumber Yard maintains operation and Recology has a storage area for some of its equipment. A listing of the existing properties and tenants can be found in Appendix C: Tenant Roster.



Historic image of Brisbane Railyard



Historic Bayshore Boulevard



FIGURE 1.4 EXISTING CONDITIONS

#### 1.2.2 SITE EXISTING CONDITIONS

Consistent with its historic and recent uses. The Baylands has an industrial character with low visual quality that is a significant contrast to its highly scenic setting of the San Francisco Bay and San Bruno Mountain. Existing development adjacent to the Specific Plan Area is reflective of the area's industrial character and low visual quality. The former Southern Pacific rail yard and railroad tracks used by Caltrain commuter and Union Pacific freight trains travel north and south through the Specific Plan Area. The Kinder Morgan Energy Partners, L.P. fuel storage facility occupies a parcel on the southwest part of The Baylands, and it creates a negative visual element from within The Baylands as well as from Central Brisbane and other nearby areas.

Physically, The Baylands is largely undeveloped, comprising mainly of disturbed areas that were formerly part of the San Francisco sanitary landfill. Since the landfill's closure in 1967, the area has been used as a repository for fill materials from construction sites in the region and for recycling of sand, dirt, gravel, and other construction materials. Over time, these activities, which are authorized under a permit from the City of Brisbane, have resulted in variable topography, with elevations that are on average 40 to 50 feet above the surrounding grades.

These elevated grades not only provide an effective cap on the former landfill site, but also allow for dramatic views out from portions of The Baylands in all directions. These views include the San Francisco Bay to the east, Visitacion Valley and McLaren Park to the northwest, San Bruno Mountain and Central Brisbane to the west and southwest, and Brisbane Lagoon to the south.

The ongoing movement of fill material into and recycled materials out from The Baylands has generally prevented the establishment of any significant vegetation. One key feature that remains despite the fill operations is the drainage channel that runs east-west through the center of the Specific Plan Area. The drainage channel, which carries runoff from the Visitacion Creek watershed west of the site to the Bay, supports a narrow strip of wetlands and riparian vegetation, and is held in easement by the City of Brisbane.

#### 1.3 PURPOSE OF PLAN

The Baylands Specific Plan implements the General Plan as amended through voter-approved Measure JJ and identifies authorized land uses and other requirements for development of The Baylands. The Measure JJ General Plan amendments are provided in GP-1-18, which added Baylands Mixed Use (BMU) provisions to the General Plan.

While the Specific Plan addresses the 641.8-acre site of The Baylands Subarea of the General Plan, no development is proposed in the 121.8 acres of the Guadalupe Pass and the Brisbane Lagoon. Though not part of the Specific Plan Area, this Specific Plan acknowledges and responds to the 33.1 acres of Caltrain/JPB tracks easement, the 5.5 acres of the Golden State Lumber, and 3.6 acres of the Recology properties. The majority of the Specific Plan Area is owned by Sunguest and managed by BDI. For information on site ownership refer to Figure 1.9 Land Ownership and for a full site tenant list, refer to Appendix C: Tenant Roster.

The Specific Plan provides a comprehensive land use program for The Baylands along with goals, policies and development standards to guide future public and private actions relating to The Baylands development. These policies and standards also guide the creation of a publicly accessible open space system within The Baylands. The Specific Plan identifies necessary infrastructure and circulation improvements to accommodate proposed growth and a strategy for ensuring proper implementation. The Specific Plan ensures that proposed development is coordinated and occurs in an orderly manner and has been adequately planned.

This Specific Plan furthers the goals and policies of the General Plan by incorporating its identified principles into the Specific Plan vision and framework. Following requirements and conservation direction of the General Plan, the Specific Plan provides significant areas of permanently protected open space that are focused upon Icehouse Hill and The Baylands' sensitive wetland habitats. These sensitive habitats include Visitacion Creek and the Brisbane Lagoon, which are within the overall development area boundaries, but are separately preserved and enhanced. In keeping with the General Plan's provision for open space, these proposed parks serve to protect fragile

habitats, create new habitats, and provide opportunities for educational programs and passive recreation. To strengthen community facilities and thereby community interaction, numerous recreation uses are proposed including passive and active programs.

The Specific Plan concentrates development in the northern portion of The Baylands to allow Central Brisbane and its natural setting to retain the geographically distinct nature and identity that is a goal of the General Plan. To maintain views of the San Bruno Mountain and the Bay, development is aligned to create view corridors within The Baylands. A range of land uses are proposed in the Specific Plan, including a range of residential units, mixeduse densities, flexible office space in a variety of formats, and public and semi-public uses. Detailed development standards and controls are included to ensure high-quality developments and to promote compact, walkable districts. As part of General Plan subarea policies, The Baylands is also required to meet environmental sustainability standards, including a stormwater infrastructure that integrates with The Baylands existing hydrology and newly created network of wetlands. Keeping with the General Plan's objectives for economic development, the commercial uses must generate tax revenue and job opportunities for local residents in balance with the natural environment.

To connect The Baylands with the rest of Brisbane, the Specific Plan proposes a transportation system that, in keeping with the General Plan, is designed to comprehensively serve pedestrians, bicyclists, and transit riders to reflect and support adjacent land uses. To serve vehicular circulation, the Specific Plan also adopts the traffic standards and incorporates roadway improvements outlined in the General Plan.

The Specific Plan details all utilities and services needed by the future development, and thereby addresses public health and welfare objectives of the General Plan. As part of permitted development, the contamination of the Specific Plan Area is addressed as required by the General Plan and in accordance with City, County and State regulating bodies, for the site to be safely accessible to City residents, workers and visitors.



FIGURE 1.5 BAYLANDS SPECIFIC PLAN AREA SITE



FIGURE 1.6 GP-1-18 BOUNDARY RELATIONSHIP

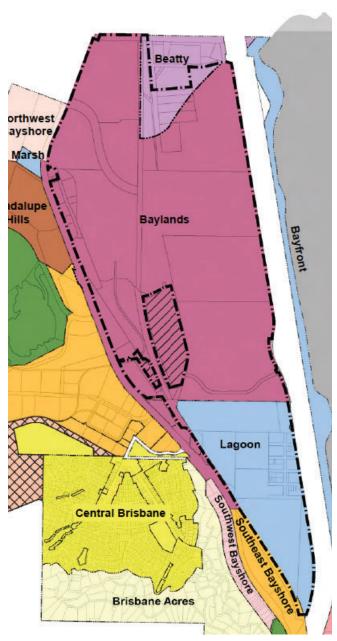


FIGURE 1.7 BRISBANE GENERAL PLAN

# 1.4 GENERAL PLAN BAYLANDS MIXED **USE/MEASURE JJ CONSISTENCY**

The various elements of the Specific Plan address the requirements of the General Plan Baylands Provisions as shown in Table 1.1.

In general, the General Plan Baylands Provisions require:

"a transit-oriented variety of residential, employmentand revenue-generating uses; natural resource management; and public and semi- public facilities. A range of 1800-2200 dwelling units (the upper range of which shall not exceed all units permitted under the State density bonus or other law providing for affordable housing), up to 6.5 million square feet of new commercial development, with an additional 500,000 square feet of hotel development shall be permitted. Non- residential development shall be distributed both to the west and to the east of the rail line. Residential uses shall be permitted only in the northwest quadrant of the site bounded by

Bayshore Boulevard on the west, the City and County of San Francisco on the north, the Caltrain rail line on the east, and the line of Main Street (extended) on the south as shown on the General Plan Land Use Diagram."

Development standards and controls included in this Specific Plan serve as zoning requirements for implementing the development program<sup>1</sup> under a revised Plan Development zoning designation (refer to Chapter 09 Implementation for details). The following table provides a summary of the Specific Plan mechanisms of compliance and consistency with General Plan Baylands Provisions. Additional detail contained in various chapters and sections of the Specific Plan regarding each provision is referenced in the Table 1.1.

<sup>1</sup> Development Program is defined in Chapter 02 Land Use Program and Definitions, Section 2.3



Aerial of Baylands Specific Plan Area and San Bruno Mountains

	General Plan Baylands Provisions		Compliance summary	Location in Specific Plan
3. Development within The Baylands Subarea shall be subject to the City's approval of a single specific plan for the entirety of The Baylands Subarea and a development agreement that is consistent with General Plan policies, incorporates all applicable EIR mitigation measures, and is consistent with the following standards:			This single Specific Plan has been completed for The Baylands Subarea. The Development Agreement is adopted by separate Ordinance and will be completed as required by GP-1-18 as part of the review and approval process for the Specific Plan.	
A.	The single Specific Plan and development agreement subject to City review and approval referenced above shall include:			
	i)	Detailed plans for Title 27 compliant closure of the landfill and Remedial Action Plans for OU-1 and OU-2 that have been approved by all appropriate regulatory agencies, which include, but shall not be limited to, Cal Recycle, the San Mateo County Environmental Health Department, the California Department of Toxic Substances Control (DTSC), the California Regional Water Quality Control Board	Remedial action plans (RAPs) have been completed and were approved for OU- 1 (hereafter referenced as OU-SM) and OU-2. The lead environmental oversight agency for OU-SM is DTSC, and the lead for OU-2 is the San Francisco Bay Regional Water Quality Control Board (SFRWQCB). Remedial Design Implementation Plans (RDIPS) are currently being prepared for review and approval by the DTSC and SFRWQCB. The RDIPs will be completed in late 2022 and will be provided to the city of Brisbane for review concurrent with DTSC/SFRWQCB reviews. The Landfill Closure Plan prepared in compliance with Title 27 was submitted to the SFRWQCB, CalRecycle, and the San Mateo County Environmental Health in December 2021 and is expected to be approved by these agencies in mid 2022. The Landfill Closure Plan for the landfill protects human health and the environment by the required implementation of specific grading and remediation activities.	Remedial Action Plans (RAPS-SM &OU-2); Landfill Closure Plan.
	ii)	A specific schedule establishing the time frames by which (i) the landfill must be closed in full compliance with Title 27 and (ii) the remediation of OU-1 and OU-2 must be completed	Tentative schedules for completing remediation of OU-SM and OU-2 are presented in the approved RAPs. The projected completion date for OU-SM is mid 2027 and OU-2 is mid-2026. These schedules will be updated in the RDIP documents and detailed schedules for the implementation of each remediation element will be provided in that document. A schedule for completion of the landfill closure was provided in the Landfill Closure Plan, which identified that the schedule for completing the Landfill Closure is within 10 years of approval of the Closure Plan.	Remedial Action Plans (RAPS-SM &OU-2); Landfill Closure Plan.

	General Plan Baylands Provisions	Compliance summary	Location in Specific Plan
	iii) Specific means by which the City may enforce the applicant's adherence to the schedule for closure and remediation and speci consequences, e.g., monetary penalties, suspension of building permits, etc., that the City may imp on the applicant for failing to adher the schedule.	binding mechanisms to compel the applicant's adherence to closure and remediation scopes and schedules. The Development Agreement with the City will include City	Chapter 09 Implementation, Section 9.3; Remedial Action Plans (RAPS- SM &OU-2)
В.	A reliable water supply approved by the C of Brisbane to support proposed uses wit The Baylands shall be secured prior to sit development.	hin (MOU) with the Contra Costa Water District (CCWD). The	Chapter 07 Infrastructure, Section 7.5.3
C.	All residential development shall be design and remediated to accommodate ground level residential uses and ground level residential-supportive uses such as dayor parks, schools, playgrounds, and medical facilities.	and Water Board, provide for these at-grade conditions and uses. (Note, residential land use is prohibited for the	Remedial Action Plans (RAPS-SM &OU-2); Chapter 03, Section 3.5
D.	Each increment of development shall be provided with appropriate transportation related and other infrastructure, facilities and site amenities as determined by the City. Such transportation related and other infrastructure, facilities, and site amenities (e.g., parks, open space preservation, has enhancement) shall be provided at the developer's cost.	assessed, mitigated and provided in a timely manner. The identified infrastructure requirements are based upon the land use program and urban design standards. The	Chapter 00 Executive Summary, Section 0.5; Chapter 02 land Use Program and Definitions, Section 2.3 Land Use Program; Chapter 05 Conservation and Open Space, Section 5.3.4; Chapter 06 Circulation, Section 6.2 Circulation Goals; Chapter 08 Public Facilities; Chapter 09 Implementation, Section 9.3; Infrastructure Report

### TABLE 1.1 GENERAL PLAN BAYLANDS PROVISIONS COMPLIANCE

General Plan Baylands Provisions		Compliance summary	Location in Specific Plan
E.	The Baylands development shall be revenue positive to the City on an annual basis where all City costs (e.g., annual operating costs, maintenance and replacement of equipment, facilities, infrastructure, cultural resource and habitat protection and management etc.) are exceeded by Project generated revenues to the City (e.g., to the City's General Fund, enterprise funds, special funds, etc.) during all phases of development and upon final buildout.	A Draft Fiscal Impact Analysis confirms that the Specific Plan meets this requirement. Implementation of the Specific Plan is also subject to the financing plan requirements, including evidence of ongoing fiscal benefit to the City.	The Draft Fiscal Impact Analysis is provided under separate cover.
F.	Sufficient assurances for the satisfactory ongoing performance of site remediation and site development (e.g. site monitoring, performance bonds, environmental insurance) shall be provided as determined by the City.	The OU-SM and OU-2 RAPs and Landfill Closure Plan approvals include performance and schedule milestones that will be monitored and enforced by the DTSC and SFRWQCB, with input from the city. The process will also include public notice, review, and comment opportunities at major remediation project milestones. The remediation project and Landfill Closure will not be determined completed until a final public review and comment period is held by the DTSC and SFRWQCB. Once the remedy is completely, the landfill closed, and the project goes into long term operation, maintenance, and monitoring mode, the DTSC and SFRWQCB will require the applicant to enter into an Operation and Maintenance Agreement for OU-SM and OU-2, and post closure waste discharge requirements for the landfill, which will require that the applicant post financial assurances to implement the O&M Plans. The O&M Plans, which will be approved as part of the RDIPs and Landfill Closure Plan, will specify monitoring, inspection, and reporting requirements as well as protocol to maintain the remedy components (e.g., landfill final cover, leachate management system, landfill gas collection and control system, etc.). The City is among the reviewing agencies for the RDIPs, Landfill closure plan, and O&M Agreement approvals.	Remedial Action Plans (RAPS-SM &OU-2); Landfill Closure Plan.
G.	The required specific plan for The Baylands shall include a sustainability program for new development consistent with the principles of the Sustainability Framework for the Brisbane Baylands, Final Report accepted by the City Council on November 5, 2015. The Baylands development shall be designed so as to be energy neutral on an ongoing basis.	The sustainability program is included in Chapter 04 Sustainability Framework. Energy neutrality is achieved from a net zero electricity program to assure that the project generates and stores electricity on site in an amount equivalent to the electricity supply needed for the new development structures.  The sustainability program is included in Chapter 04 Sustainability Framework. Energy neutrality is achieved through a combination of on-site and off-site renewable energy resources supplied through Peninsula Clean Energy.	Chapter 04 Sustainability Framework (all sections), Section 4.2 covers Zero Carbon Buildings

## TABLE 1.1 GENERAL PLAN BAYLANDS PROVISIONS COMPLIANCE

	General Plan Baylands Provisions	Compliance summary	Location in Specific Plan
H.	Key habitat areas, including Icehouse Hill and Brisbane Lagoon and adjacent habitat as identified in the 2001 City Open Space Master Plan shall be preserved, enhanced, and protected.	Icehouse Hill and Lagoon Habitat will be preserved, enhanced, and protected, which includes conservation, revegetation, invasive species management, and measures to reduce negative impacts such as stormwater and erosion control, fencing, signage, and the creation of Visitacion Creek wetland and upland buffers.  Preservation, enhancement, and protection are also described throughout Chapter 05 Conservation and Open Space.	Chapter 05 Section 5.3.3 Biotic/Habitat Zones, 5.3.4 Open Space Protection, Restoration, and Enhancement, 5.3.5.4 Ecological Greenspaces. Refer also to the Wetland Mitigation Plan, Butterfly Protection Plan, Marsh Protection Plan and Adaptive Management Plan.
I.	The historic Roundhouse shall be protected and preserved. The required specific plan shall ensure rehabilitation of the Roundhouse for adaptive reuse at the developer's cost.	The Specific Plan includes the preservation and rehabilitation of the historic Roundhouse building. The specific details of the rehabilitation activities will be addressed in the Development Agreement.	Chapter 03 Development Standards and Controls, Section 3.5.2; Chapter 05, Section 5.3.5.3
J.	Development shall be designed to protect uses from the 100-year flood, including 100 years of Projected sea level rise as determined based on regulatory standards or guidelines in effect at the time of Project construction, with the reference to guidelines and sea level rise projections approved by the Director of Public Works/City Engineer based on context specific considerations of risk tolerance and adaptive capacity.	As described in Chapter 07 Infrastructure, the project will protect uses from the 100-year flood, including end of century (2100) sea level rise estimates as defined by the State of California Sea-Level Rise Guidance, 2018 Update published by the Ocean Protection Council and California Natural Resources Agency, and determined based on regulatory standards or guidelines in effect at the time of project construction, with the reference to guidelines and sea level rise projections approved by the Director of Public Works/City Engineer based on context-specific considerations of risk tolerance and adaptive capacity. Chapter 07 Infrastructure, Section 7.3.6 establishes the grading criteria for the development parcels, historical structures, open space areas, wetlands, and proposed on-site streets to maintain minimum protection against end of century (2100) sea level rise as described in Section 7.2.4.	Chapter 07 Infrastructure, Sections 7.3.4, 7.3.5, and 7.3.6
K.	Prior to the issuance of a grading permit to export soil or move soil from the existing landfill area for incorporation in a remediation or grading plan, the soil shall be tested in a manner approved by the City.	Most soil will be re-used on site in OU-SM and OU-2 as described in the RAPs. A soil import plan (including testing specifications) for soil to be relocated from the landfill area and placed in OU-SM and OU-2 is included in the forthcoming RDIPs for OU-SM and OU-2.	Remedial Action Plans (RAPS-SM &OU-2)

#### 1.5 LAND OWNERSHIP

Shown in Figure 1.9, adjacent parcels, which are not part of the Specific Plan Area include the Kinder Morgan Tank Farm (the "Tank Farm") owned by Kinder Morgan Energy Partners, the Machinery & Equipment building parcel, the City of Brisbane Corporation Yard, the former rail access south of Icehouse Hill, the Golden State Lumber property and the Recology parcel, and the Caltrain Park and Ride parcel. These parcels are not part of the Specific Plan and are likely to maintain their current operations for the foreseeable future.

Sunquest is the owner of a major portion of the Brisbane Lagoon, totaling approximately 75 acres or 55% (refer to Figure 1.9, Land Ownership). Sunguest's upland and Lagoon properties are non-contiguous, separated by a 600-foot-wide strip of Lagoon property owned by the California State Lands Commission (Guadalupe Pass). The submerged and some adjacent lands in the Lagoon area have a variety of owners; however, no development under the Specific Plan is included on these open space and submerged lands."

The City of Brisbane owns a right-of-way for Lagoon Way, crossing the southern end of the Specific Plan Area from the 101 Sierra Point Parkway freeway off-ramp to Tunnel Avenue. The City also owns rights-of-way for Industrial Way and a portion of Tunnel Avenue. These City-owned rightsof-ways are not under ownership of Sunquest but are included in the Specific Plan Area. The Bayshore Sanitary District holds a 60-foot-wide "access/roadway easement" that follows Tunnel Avenue south of the Sierra Point Lumber site and then veers west to access the pump station. The Union Pacific Railroad holds a 30-foot-wide "railroad easement" parallel and west of Tunnel Avenue. Caltrain operates on a 100-foot "main line railroad easement", under ownership by the Peninsula Corridor Joint Powers Board (PCJPB). Several utilities easements are located under Tunnel Avenue and the Caltrain/JPB rail corridor. Additionally, communication easements travel southward along the western boundary of the Specific Plan Area south of the Kinder Morgan Tank Farm, and two 10-foot pipeline easements extend eastward from the southern base of the

Tank Farm to the eastern edge of the Specific Plan Area. Finally, a drainage easement follows the existing drainage channel, and a waterline easement crosses The Baylands and terminates at the Tank Farm.

A number of existing City-owned rights-of-ways are not under ownership of Sunguest, but are included in the Specific Plan Area. This includes in particular Industrial Way, an access road at the western boundary of the Specific Plan Area at the intersection of Main Street and Bayshore Blvd. Additionally, the Mission Blue Nursery operates at the south end of The Baylands, which will be redeveloped as community fields. The nursery will be relocated to a publicly accessible site on the south side of Icehouse Hill.



FIGURE 1.8 LAND OWNERSHIP

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