





02

LAND USE PROGRAM AND DEFINITIONS

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2.1 PURPOSE

The Land Use Program and design for the Specific Plan Area is based on the opportunities and constraints of the key natural and historical site features. The program is also influenced by The Baylands surrounding context and neighborhoods, while responding to market conditions and economic indicators. Inclusion of residential uses within the Specific Plan results in development of transit-oriented housing units that respond to regional demand and local needs. The program also allows The Baylands to develop with a complementary mix of uses that creates active destinations, sustainable patterns of living, and public spaces.

This chapter establishes Land Use goals and their consistency with the General Plan, and provides components of the Land Use Program. Additionally, the chapter provides definitions of each Land Use category and Allowable Uses within each category.

2.2 LAND USE GOALS AND CONSISTENCY

The following Land Use goals address the requirements of the Brisbane General Plan. The items referenced here relate to the Land Use Program section of the Specific Plan. Other elements are covered in detail in subsequent chapters.

GOAL 2.2.1: PROVIDE A PROPER FRAMEWORK TO ACCOMMODATE THE DEVELOPMENT REQUIREMENTS OF THE SPECIFIC PLAN

This goal addresses the following General Plan requirements:

- *“The Baylands Subarea provides for a transit-oriented variety of residential, employment-and revenue-generating uses; natural resource management; and public and semi- public facilities. A range of 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” (Amendment No. GP-1-18).

The Land Use Program supplies structure to accommodate the residential and commercial components expressed in the General Plan. Strategic distribution of these development components in the Land Use Program creates a variety of active destinations, diverse set of neighborhoods and a wide range of employment opportunities.



Diverse Human Scale Environments

GOAL 2.2.2: PRESERVE AND ENHANCE THE SITE’S NATURAL RESOURCES AND HISTORIC FEATURES WITHIN A SYSTEM OF PERMANENT OPEN SPACE.

This goal addresses the following General Plan requirements:

- “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.” (Amendment No. GP-1-18, 3H)
- “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.” (Amendment No. GP-1-18, 3I).

- “Brisbane will be a place where economic development... sees sustainable growth as dependent on preservation and replenishment of natural resources...” (General Plan, Pg. 46)
- “The City of Brisbane will... incorporate and reflect the natural environment as an integral part of land use...” (General Plan, Pg. 54)
- “The City of Brisbane will be a place... where open space lands have been set aside to protect the natural environment; where outdoor areas provide recreational open space and education opportunities; [and] where open space and natural areas provide respite to both residents and businesses...” (General Plan, Pg. 110)

The land reserved for open space incorporates a hierarchy of urban parks, active greens and a comprehensive restorative open space network. The open space plan also provides direct links to adjoining parks and trail systems surrounding The Baylands. Key areas of the open space network are set aside for protection, enhancement, habitat restoration and reintroduction of native species. Refer to Chapters 04 Sustainability Framework and 05 Conservation and Open Space for more detailed description of the open space system and environmental preservation strategies.



Wetland Habitat

GOAL 2.2.3: ENSURE THAT PROPER INFRASTRUCTURE AND SERVICES ARE PROVIDED IN A TIMELY MANNER TO EVERY AREA OF THE BAYLANDS

This goal addresses the following General Plan requirements:

- *Each increment of development shall be provided with appropriate transportation related and other infrastructure, facilities, and site amenities as determined by the City. Such transportation related and other infrastructure, facilities, and site amenities (e.g., parks, open space preservation, habitat enhancement) shall be provided at the developer’s cost.” (Amendment No. GP-1-18, 3D)*
- *“The City of Brisbane will... design infrastructure and public facilities to be efficient, cost-effective and to contribute to the cohesion and character of the community.” (General Plan, Pg. 54)*

The Specific Plan considers all the land use, circulation and infrastructure demands of the new community and ensures that all these components and their needs are properly assessed. Identified infrastructure requirements are based upon the Land Use Program described in this chapter and development standards included in Chapter 03 Development Standards and Controls. The provision and phasing of infrastructure will occur through public improvement plans and documents to be submitted as part of development proposals (refer to Chapter 09 Implementation for details). This approach ensures that the impacts on City infrastructure systems—sewer, water, drainage, and circulation—that are produced by the development of The Baylands are largely on site.



Transportation Network

GOAL 2.2.4: DEVELOP A COMMUNITY THAT DEMONSTRATES STATE OF THE ART SUSTAINABILITY WHILE REINFORCING A SENSE OF PLACE AND IDENTITY

This goal addresses the following General Plan requirements:

- *“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.” (Amendment No. GP-1-18, 3G)*
- *“The City of Brisbane...will remain a place independent and distinct...” (General Plan, Pg. 38).*

Having served as a landfill and heavy industrial area for decades, the Specific Plan establishes a new identity for The Baylands by planning its conversion into a dynamic and productive mixed-use area that will serve as a model for transit-oriented development and sustainability. Through the Land Use program, the Specific Plan ensures that areas of the site are reserved for sustainable infrastructure and habitat conservation. Additionally, the Specific Plan establishes strategies for most buildings in The Baylands to achieve the LEED Green Building Ranking and zero carbon design (refer to Chapter 04 Sustainability Framework for details).



Complete Street, including transit, bikeway and wide sidewalks

2.3 LAND USE PROGRAM

The Land Use Program combines a variety of uses to create a complete community. It incorporates a mix of residential and commercial uses, ranging from high to low densities. These uses integrate a wide range of building types that are appropriate for development of The Baylands. The Land Use Program also accounts for open space uses, sustainable infrastructure and supportive amenities for The Baylands community. Through incorporation of all these land uses, the program successfully accommodates 2,200 dwellings, 6.5 million square feet of commercial development and 500,000 square feet of hotels.

This residential and commercial development is strategically distributed throughout the developable portion of the 641.8 acres of the total area of The Baylands. This includes 494 acres of developable land, which is composed of 157 acres reserved for parks, open space, water detention, treatment areas and other permitted structures. An additional 26 acres are designated as Sea Level Rise (SLR) adaptation area to accommodate future sea-level-rise. Authorized uses in the Open Space areas are listed in Table 2.2 and described in Chapter 5 Conservation and Open Space. The Brisbane Lagoon adds another 121.8 acres, which include 29.6 acres controlled by the California State Land Commission (see Table 2.1 for more details).

The 641.8-acre total area of The Baylands is divided by the Caltrain/JPB rail corridor into two large parcels: the West Side Mixed - Use area and the East Side - Campus Commercial area. In the West Side, the Specific Plan places higher density mixed-use development in the north, taking advantage of the existing transit resources. The density steps down as development extends southward and, as stipulated by the General Plan, residential development is not present south of Main Street. South of Main Street, the Specific Plan includes a mid-density commercial use for a campus-like development that extends south to Icehouse Hill. In the East Side, The Baylands consists of low density commercial parcels, between Geneva Avenue and Visitacion Creek Park. Adjacent to the Caltrain/JPB rail corridor and south of Visitacion Creek Park, the East Side is composed of infrastructure parcels reserved for sustainability and energy renewal uses.

For southern sections of both the West and East Sides, the primary focus is on open space and recreational uses. These areas provide natural restoration and ecological treatments that preserve and enhance existing environments, such as Visitacion Creek, Brisbane Lagoon and Icehouse Hill.

Figure 2.1 and Table 2.1 show detailed distribution of the Specific Plan Land Use Program throughout The Baylands.





FIGURE 2.1 LAND USE PLAN

Land Use Category	Acres	Dwelling Units	Commercial Development (FT ²)
West			
Residential	52.8	2,200	
Commercial	48.8		4,000,000
Hotel			500,000
Open Space	59.4		
Amenities Area	2.6		
Roadway Rights-of-Way	37.4		
Sub - Total	201.0	2,200	4,500,000¹
East			
Residential	0.0		
Commercial	81.9		2,500,000
Open Space	97.6		
Sustainable Infrastructure	87.2		
Roadway Rights-of-Way	26.3		
Sub - Total	293.0		2,500,000
TOTAL LAND AREA	494.0		
Brisbane Lagoon	121.8		
Existing land area to be affected by daily Sea Level Rise	26.0		
TOTAL SPECIFIC PLAN AREA	641.8	2,200	7,000,000²

TABLE 2.1 LAND USE & DEVELOPMENT PROGRAM

¹ A maximum of 500,000 sf² of hospitality is included as per the General Plan.

² Ibid.

2.4 DEFINITIONS OF LAND USE CATEGORIES

The following list describes Land Use Categories shown in Figure 2.1 Land Use Plan. Each category has an allowable range of uses and a unique set of permissible Building Types (see Chapter 03 Development Standards and Controls, Table 3.8 for more details). These individual building types have a set of design standards and controls defined in Chapter 03 Development Standards and Controls, Section 3.6.

2.4.1 RESIDENTIAL LAND USE DESIGNATIONS

LOW DENSITY RESIDENTIAL ALLOWS A MIX OF THE FOLLOWING BUILDING TYPES:

Duplex/Single Family units have a maximum height of 50 feet. They are freestanding or paired units, with an allowed 4th story deck and penthouse space that must not exceed half the size of the 3rd story. These units have individual at-grade garages and they are only permitted in Low Density Residential land use designations.

Townhome units have a maximum height of 50 feet. Townhomes have varying lot widths and depths, with an allowed 4th story deck and penthouse space that must not exceed half the size of the 3rd story. These units have individual at-grade garages and they are permitted in Low Density, Mid Density and High Density Residential land use designations.

Multi-Family Low includes buildings with a maximum height of 50 feet and with no more than 22 units per building. These may be designed as townhome units over single story flats or stacked townhomes, with an allowed 4th story deck and penthouse space that must not exceed half the size of the 3rd story. Parking is to be provided below grade. This building type is only permitted within Low Density Residential areas.

Accessory Uses include uses and buildings normally incidental and accessory to a principal use.

MID DENSITY RESIDENTIAL ALLOWS A MIX OF THE FOLLOWING BUILDING TYPES:

Multi-Family Mid includes buildings with a maximum height of 110 feet. This building type is generally located along Sunnydale Avenue and Geneva Avenue. Parking is proposed to be provided in a single level below grade. This product type is proposed to have active ground floor retail and active pedestrian environments at specified locations (see Chapter 03 Development Standards and Controls, Figure 3.12 for more details). Multi-Family Mid buildings are allowed in Mid and High Density Residential land use designations

Townhome units are included as described previously.

Accessory Uses are included as described previously.

HIGH DENSITY RESIDENTIAL ALLOWS OF A MIX OF THE FOLLOWING BUILDING TYPES:

Multi-Family High includes buildings with a maximum height of 270 feet. This type is located along west of the Caltrain/JPB rail corridor and their structured parking is accessed from Frontage Road. Multi-Family High buildings may have ground floor retail and active pedestrian environments at specified locations (see Chapter 03 Development Standards and Controls, Figure 3.12 for more details). This type of building is limited to the High Density Residential land use designation.

Multi-Family Mid buildings are included as described previously.

Townhome units are included as described previously.

Accessory Uses are included as described previously.

2.4.2 COMMERCIAL LAND USE DESIGNATIONS

LOW DENSITY COMMERCIAL ALLOWS A MIX OF THE FOLLOWING BUILDING TYPES:

Campus Low-Rise buildings have a maximum height of 100 feet. Designed primarily for office use, these buildings may also provide ground floor retail and public services uses. Parking is comprised of at-grade lots or above grade parking structures.

Accessory Uses are included as described previously.

MID DENSITY COMMERCIAL ALLOWS A MIX OF THE FOLLOWING BUILDING TYPES:

Campus Low-Rise buildings as described previously.

Campus Mid-Rise buildings have a maximum height of 150 feet, providing for a range of commercial uses, such as, R&D, laboratory and general office. Designed primarily for laboratory and office use, these buildings may also have active ground floor retail and public services uses (see Chapter 03, Development Standards and Controls, Figure 3.12 for more details). Campus Mid-Rise buildings are proposed to face open space areas in a campus-like setting. Parking structures or podiums for these buildings are accessed via Frontage Road and Campus Parkway.

Accessory Uses are included as described previously.

HIGH DENSITY COMMERCIAL ALLOWS OF A MIX OF THE FOLLOWING BUILDING TYPES:

Transit-Oriented Development Commercial buildings have a maximum height of 260 feet in height. This type is located near the Bayshore Caltrain Station Plaza and is designed to have a variety of commercial uses. Designed primarily for office use, these buildings may also have active ground floor retail and public services uses (see Chapter 03 Development Standards and Controls, Figure 3.12 for more details). Parking structures or podiums for these buildings are accessed primarily via Frontage Road.

Hospitality buildings have a maximum height of 240 feet, providing spaces appropriate for a hotel operations and other commercial uses. This building type is intended for use around the Bayshore Caltrain Transit Plaza. Parking structures or podiums for these buildings are accessed primarily via Frontage Road. These buildings comprise the 500,000 square feet of hotel use in The Baylands.

Accessory Uses are included as described previously.

2.4.3 OTHER LAND USE DESIGNATIONS

AMENITIES AREA

Amenity buildings have a maximum height of 60 feet and are intended to be used for indoor and outdoor gathering spaces, recreation, fitness, food and beverage, and clubhouse use. Residential Amenities, provided for

the exclusive use of residents and guests of residents of a building for recreation or social purposes, are not considered part of the 6.5 million square feet of commercial development.

Accessory Uses are included as described previously.

OPEN SPACE

Open Space lands include a variety of parks, playgrounds, trails, wetlands, habitat, water quality, accessory uses serving one or more public recreation, conservation, and other sustainability infrastructure. A total of 157 acres (approximately 32%) are designated as Open Space lands, which exceeds the 25% (123.5 acres) of open space required for the 494-acre developable site. The Open Space also allows for up to 27 acres of recreational, public, semi-public, and other compatible uses. Cultural, public, semi-public facilities and accessory use buildings necessary to support operation and maintenance of Open Space are not included in the 6.5 million square feet of commercial development. An additional 26 acres are included in the Open Space area to accommodate for land that will be affected by Sea Level Rise (SLR) projected in the year 2100. This land is not counted towards the Open Space requirement for the site.

Accessory Uses are included as described previously.

SUSTAINABLE INFRASTRUCTURE

Sustainable Infrastructure areas provide space for renewable energy generation facilities, battery energy storage, and other developing technologies. These areas also include different water treatment facilities for the project and other infrastructure uses. Buildings needed to support operations of Sustainable Infrastructure areas are not considered part of the 6.5 million square feet of commercial development.

Accessory Uses are included as described previously.

2.5 ALLOWABLE LAND USES

The Allowable Land Uses in Table 2.2 are intended to reflect overall community design and to establish a clear regulatory framework for approving future development in The Baylands. Land uses in The Baylands are guided by use regulations of this Specific Plan.

Table 2.2 indicates the allowable use for each Specific Plan Land Use Category as shown in Figure 2.1 Land Use Plan. Regulations for each specific allowable use are identified by the letters “P,” “C,” and “PG.” “P” identifies permitted uses; “C” identifies uses upon which conditions may be imposed, and “PG” refers to uses that may be permitted on the ground floor only. Interim land uses are allowed prior to build-out of the Specific Plan Area

or redevelopment of parcels with uses identified as “P,” “C,” or “PG”. Use classifications not listed in Table 2.2 are generally prohibited, as are uses that are addressed with “-” rather than an aforementioned code. Appendix A includes definitions for all use classifications. For all use permit processes and requirements, refer to Chapter 09 Implementation.

To allow for possible omissions or introduction of new land uses over time, uses that are not identified as “Allowable”, but which are consistent with Specific Plan goals and development character, may be considered as conditional uses. Such uses are regulated in the same manner as existing use classification into which the new use is integrated.

USES		RESIDENTIAL			COMMERCIAL			OTHER		
Key:		High Density Residential	Mid Density Residential	Low Density Residential	High Density Commercial	Mid Density Commercial	Low Density Commercial	Open Space	Amenities Area	Sustainable Infrastructure
P	Permitted Use									
C	Conditional Use									
PG	Permitted as Ground Floor Use									
--	Not Permitted									

Public & Semi Public Uses

Clubs, Club Houses or lodges	P	P	PG	P	P	P		P	-
Cultural institutions	PG	PG	-	-	-	-	P	P	-
Day care	P	P	PG	P	P	P	-	P	-
Educational research & development	-	-	-	P	P	P	-	-	-
Exhibition / Convention center	-	-	-	P	P	P	-	-	-
Government office & Public facilities	-	-	-	P	P	P	-	P	-
Parks & recreation	-	-	-	-	-	-	P	P	
Police Firing Range	-	-	-	-	P	P	-	-	P
School	-	-	-	P	P	P	-	P	-

Residential Uses

Duplex/Single Family	-	-	P	-	-	-	-	-	-
Multi-Family High	P	-	-	-	-	-	-	-	-
Multi-Family Low	P	P	P	-	-	-	-	-	-
Multi-Family Mid	P	P		-	-	-	-	-	-
Residential Amenities	-	-	-	-	-	-	-	P	-
Residential Flex-Space	-	-	PG	-	-	-	-	-	-
Townhome	P	P	P	-	-	-	-	-	-

(Uses similar to the uses listed above, but not specifically referenced, are also authorized uses)

TABLE 2.2 ALLOWABLE USES

USES			RESIDENTIAL			COMMERCIAL			OTHER		
Key:			High Density Residential	Mid Density Residential	Low Density Residential	High Density Commercial	Mid Density Commercial	Low Density Commercial	Open Space	Amenities Area	Sustainable Infrastructure
P	Permitted Use										
C	Conditional Use										
PG	Permitted as Ground Floor Use										
-	Not Permitted										

Commercial Uses

Active Ground Floor Uses	PG	PG	PG	PG	PG	-	-	PG	-	
Alcoholic beverage sales	C	C	C	P	P	P	-	C	-	
Animal services	PG	PG	PG	P	P	P		P	-	
Automobile / vehicle sales & services	-	-	-	-	C	C	-	-	-	
Banks & other financial institutions (including ATMs)	PG	PG	-	P	P	P	-	P	-	
Business Services	PG	PG	PG	P	P	P	-	-	-	
Convenience Stores	PG	PG	-	P	P	P	-	P	-	
Eating & drinking establishments										
- Full service	PG	PG	-	P	P	P		P		
- Limited service	PG	PG	PG	P	P	P		P	-	
- With live entertainment	C	C	-	C	C	C		P	-	
- With outdoor seating	PG	PG	-	P	P	P		P	-	
Food & beverage sales	PG	PG	PG	P	P	P	-	P	-	
Hardware Store	PG	PG	-	P	P	P	-	-	-	
Hospitality	-	-	-	P	-	-	-	-	-	
Laboratory, commercial	-	-	-	P	P	P	-	-	-	
Life Science	-	-	-	P	P	P	-	-	-	
Light Manufacture or Maker's Space	PG	PG	PG	P	P	P	-	-	-	
Maintenance & repair services	PG	PG	PG	P	P	P	-	-	-	
Offices	PG	PG	PG	P	P	P	-	-	-	
Parking Structure	P	-	-	P	P	P	-	-	-	
Personal instructional services	PG	PG	PG	P	P	P	-	-	-	
Personal services	PG	PG	PG	P	P	P	-	P	-	
Plant Nursery	-	-	-	-	-	-	P	-	-	
Recreation & entertainment	C	C	-	P	P	P	-	P	-	
Retail sales	PG	PG	PG	P	P	P	-	P	-	
Theater	-	-	-	P	P	-	-	P	-	
Research & development	-	-	-	P	P	P	-	-	-	

(Uses similar to the uses listed above, but not specifically referenced, are also authorized uses)

TABLE 2.2 ALLOWABLE USES (CONT.)

USES			RESIDENTIAL			COMMERCIAL			OTHER		
Key:			High Density Residential	Mid Density Residential	Low Density Residential	High Density Commercial	Mid Density Commercial	Low Density Commercial	Open Space	Amenities Area	Sustainable Infrastructure
P	Permitted Use										
C	Conditional Use										
PG	Permitted as Ground Floor Use										
--	Not Permitted										

Transportation, Utilities and Infrastructure

Accessory Use	P	P	P	P	P	P	P	P	P	P
Energy storage	P	P	P	P	P	P	P	-	P	P
Car barns	P	P	-	P	P	P	P	-	P	P
Commercial parking	-	-	-	P	P	P	P	-	P	P
Commercial EV charging station	P	P	P	P	P	P	P	P	P	P
Communications facilities	P	-	-	P	P	P	P	-	-	P
Ground-mounted Photovoltaic Array	-	-	-	-	-	-	P	-	-	P
Renewable Energy Generation										
- Geothermal	-	-	-	-	-	-	-	-	-	P
- Solar	P	P	P	P	P	P	P	P	P	P
Transmission towers	-	-	-	C	C	C	C	-	-	P
Transportation Mobility Hub	P	P	P	P	P	P	P	P	P	P
Transportation passenger terminals	-	-	-	C	C	C	C		-	P
Sewer Lift Station	P	P	P	P	P	P	P	P	-	P
Stormwater Detention	-	-	-	-	-	-	-	P	-	-
Water Storage Tank	-	-	-	-	-	-	-	-	-	P
Wastewater Treatment/Recycling	-	-	-	-	-	-	-	-	-	P

(Uses similar to the uses listed above, but not specifically referenced, are also authorized uses)

TABLE 2.2 ALLOWABLE USES (CONT.)

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