Appendix 2

Draft Specific Plan

BAYHILL SPECIFIC PLAN

Bayhill Specific Plan

City of San Bruno

JANUARY 2021

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BAYHILL SPECIFIC PLAN

1.

Introduction

1.1 Planning Area, Project Area, and Context

1.2 Vision and Guiding Principles

1.3 Related Plans

1.4 Planning Process

1.5 Plan Organization

1 Introduction

Bayhill Office Park, established in the mid-1970s, is now San Bruno's premier employment hub. It is located south of San Francisco near the San Francisco Airport, and within close proximity to I-280, I-380, and Caltrain and BART stations. Bayhill is home to major regional and national tenants and property owners, including YouTube, Walmart.com, and The Police Credit Union. The Bayhill Shopping Center, located in the southwestern corner of Bayhill, is a busy neighborhood commercial center that provides shops and services to local residents and employees. A Marriott Courtyard Hotel is located in the northeast corner of the Plan Area.

In 2017, the City embarked on preparing the Bayhill Specific Plan to ensure cohesive long-range planning for the area. The plan was developed in the context of YouTube's desire to expand its campus in San Bruno. YouTube has been headquartered in San Bruno since 2007 and the City wished to ensure that YouTube's plans for campus expansion are integrated into an attractive setting that benefits all Bayhill's property owners and the broader San Bruno community. The resulting Specific Plan establishes a new policy and regulatory framework for guiding private and public development within the Bayhill Specific Plan Planning Area over the next 20 years.

The Specific Plan envisions the integration of new and infill development into a sustainable, successful and accessible area that features an enhanced public realm. It establishes land use and development policies for the Planning Area, sets design standards and guidelines that will shape the public realm, and establishes transportation and infrastructure improvements that will improve ease of use and functionality. Implementation of the Bayhill Specific Plan will strengthen this key area of San Bruno and the city as a whole.

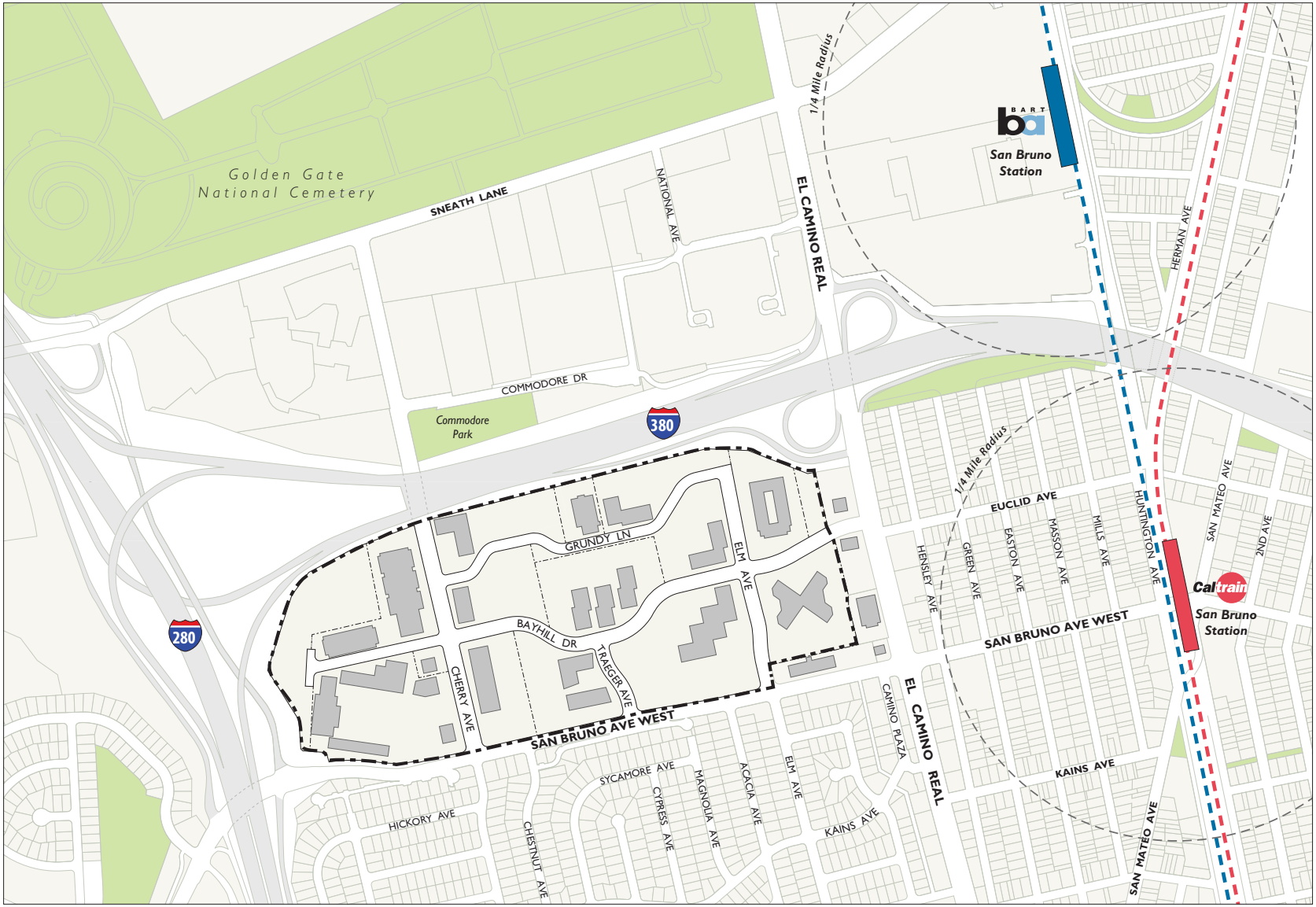
This chapter includes background information that provides context for the Bayhill Specific Plan. It describes the purpose and objectives of the Bayhill Specific Plan, existing conditions in the Planning Area, the Bayhill Specific Plan's relationship to other City plans, the planning process, community outreach and the resulting vision, and an overview of the Bayhill Specific Plan's organization.

1.1 Planning Area, Project Area, and Context

San Bruno is located in northern San Mateo County just west of the San Francisco International Airport (SFO). The Planning Area enjoys exceptional regional automobile and transit access. It is within a half-mile of Downtown San Bruno, City Hall, the San Bruno Caltrain and BART stations, and the Tanforan shopping center. **Figure 1-1** illustrates the Planning Area's location within the City of San Bruno.

The Planning Area is approximately 92.2 acres in size. It covers the area commonly referred to as the Bayhill Office Park, as well as the Bayhill Shopping Center. As shown in **Figure 1-2**, the Planning Area is bounded by Interstate 280 to the west, Interstate 380 to the north, properties fronting El Camino Real to the east, and San Bruno Avenue West to the south. Four properties that front on El Camino Real and one that fronts on San Bruno Avenue West abut the Planning Area and are located within the City's adopted Transit Corridors Specific Plan area.

Figure 1-1: Location



Project Site

BART

Caltrain

Figure 1-2: Planning Area

Planning Area

Existing Building Footprint

0 250 500 750 1000
FEET

1.2 Vision and Guiding Principles

A Draft Vision Statement and Guiding Principles Document was prepared based on the feedback received during initial community visioning and outreach conducted in the Summer and Fall of 2017. The Draft Vision Statement and Guiding Principles describe how the Planning Area should look, feel, and function in the future. Together with feedback received from the City Council and Planning Commission, this document was used to help develop the Specific Plan. A summary of the Key Guiding Principles is provided below:

1. Promote a Vibrant and Mixed-Use Walkable District.
2. Enhance the Public Realm & Promote Quality Design.
3. Improve Multimodal Mobility.
4. Foster Housing Development.
5. Integrate Bayhill with the Greater San Bruno Community.
6. Incorporate Amenities.
7. Ensure Net Positive Fiscal Impact.
8. Promote Optimal Long-Term Development Patterns.

Additionally, the Bayhill Specific Plan implements these Guiding Principles and Policies from the San Bruno General Plan:

LUD-G: Infill in the Bayhill Office Park with new professional offices, and hotel uses.

LUD-51: Promote construction of professional and administrative offices on existing surface parking lots in Bayhill Office Park.

LUD-52: Allow ancillary commercial uses—such as cafes, health clubs, dry cleaners, sundries, etc.—in Bayhill Office Park, to serve employee needs.

LUD-53: Require new office development in Bayhill Office Park to provide alternative transportation, such as shuttles to the BART and Caltrain stations, preferential carpool parking, bicycle storage facilities, and bus shelters.

1.3 Related Plans

The Bayhill Specific Plan will function in the context of the plans, policies, and regulations described below.

San Bruno Plans and Programs

SAN BRUNO GENERAL PLAN

Specific plans are tools for the implementation of general plans, and thus need to be consistent. Specific plans expand upon general plans to provide more detailed direction for a specific geographic area. The San Bruno General Plan 2025, adopted in 2009, establishes a vision and action plan for the city's long-term development. The Bayhill Specific Plan outlines new land use designations, urban design and environmental protection policies, as well as transportation and infrastructure improvements for the Plan Area. Amendments to the General Plan to ensure consistency between the documents are summarized in Chapter 7, *Implementation*.

ZONING ORDINANCE

The San Bruno Zoning Ordinance designates zoning requirements and regulations for land uses. The Planning Area contains C General Commercial, C-O Community Office, and P-D Planned Development zoning districts. The majority of the Planning Area is occupied by Planned Development districts. Each Planned Development district has its own development standards set by the City Council. The Bayhill Specific Plan establishes new Zoning Districts and regulations as described in Chapter 2, *Land Use*.

ORDINANCE 1284

Ordinance 1284 is described in detail in Chapter 2, *Land Use*.

TRANSIT CORRIDORS PLAN

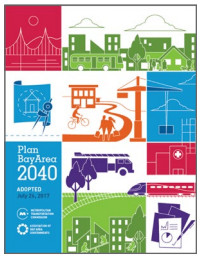
The San Bruno Transit Corridors Plan, adopted in 2013, incorporates properties along El Camino Real and San Bruno Avenue that border the Bayhill Specific Plan Area. The Transit Corridors Plan is also a Specific Plan. It lays out a vision and policies, design guidelines and development standards for future development within the Transit Corridors Plan Area. In 2014, Measure N was approved by voters which allowed for increased building heights throughout the Transit Corridors Plan area. It also allows for increased density for certain residential opportunity site parcels and above-ground multi-story parking structures. In keeping with the policies of the General Plan, the Transit Corridors Plan encourages mixed-use residential and commercial and single-use residential development within the El Camino Real Corridor, with ground-floor retail required at primary intersections such as the El Camino Real and San Bruno Avenue West intersection.

WALK 'N BIKE PLAN

The principal objective of the San Bruno's 2016 Walk 'n Bike Plan is to make walking and biking in San Bruno safer and more appealing as both transportation and recreation. The Walk 'n Bike Plan proposes a variety of pedestrian and cycling improvement projects within and adjacent to the Planning Area. The integration of Walk n' Bike Plan guidance into the Bayhill Specific Plan is included in Chapter 4, *Access and Connectivity*.

Regional Plans

PLAN BAY AREA 2040 (ADOPTED 2017)



Plan Bay Area is the blueprint for integrating long-range regional transportation, land use, and open space throughout the nine-county San Francisco Bay Area. It is prepared by the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) and is updated every four years. As part of Plan Bay Area, cities have voluntarily identified Priority Development Areas (PDAs) as desirable locations to target projected housing and job growth. The entirety of the Planning Area is within a PDA, as shown on **Figure 1-3**. PDAs are

eligible to receive regional grant funds for land use planning and certain transportation projects.

In addition, Plan Bay Area identifies Transit Priority Areas, which are defined as areas within one half mile of a major transit stop such as an existing or planned rail station or bus routes with headways of 15 minutes or better during morning and evening peak periods. Under Senate Bill 743, a Transit Priority Area project that meets all of the following criteria is granted a California Environmental Quality Act (CEQA) exemption: it is a residential, employment center, or mixed-use project; it is located within a transit priority area; the project is consistent with a specific plan for which an environmental impact report was certified; and it is consistent with an adopted sustainable communities strategy or alternative planning strategy. The eastern part of the Planning Area, generally the land east of Elm Avenue, is located within a Transit Priority Area, as shown in **Figure 1-3**.

PLAN POLICY IMPLEMENTATION AND THE SPECIFIC PLAN EIR

An Environmental Impact Report (EIR) was prepared for the Specific Plan in 2020. In accordance with the California Environmental Quality Act (CEQA), the EIR identifies mitigation measures that are required to reduce the potentially significant environmental impacts of implementing the Plan to the extent feasible. To further ensure that the EIR mitigation measures are implemented, they have been incorporated, in summary form, as policies in the Plan and identified by an asterisk (*). In implementing those policies, it is essential to review the Bayhill Specific Plan and Phase I Development Mitigation Monitoring and Reporting Program (MMRP) which contains additional detailed requirements beyond the summary policy statements in the Plan.

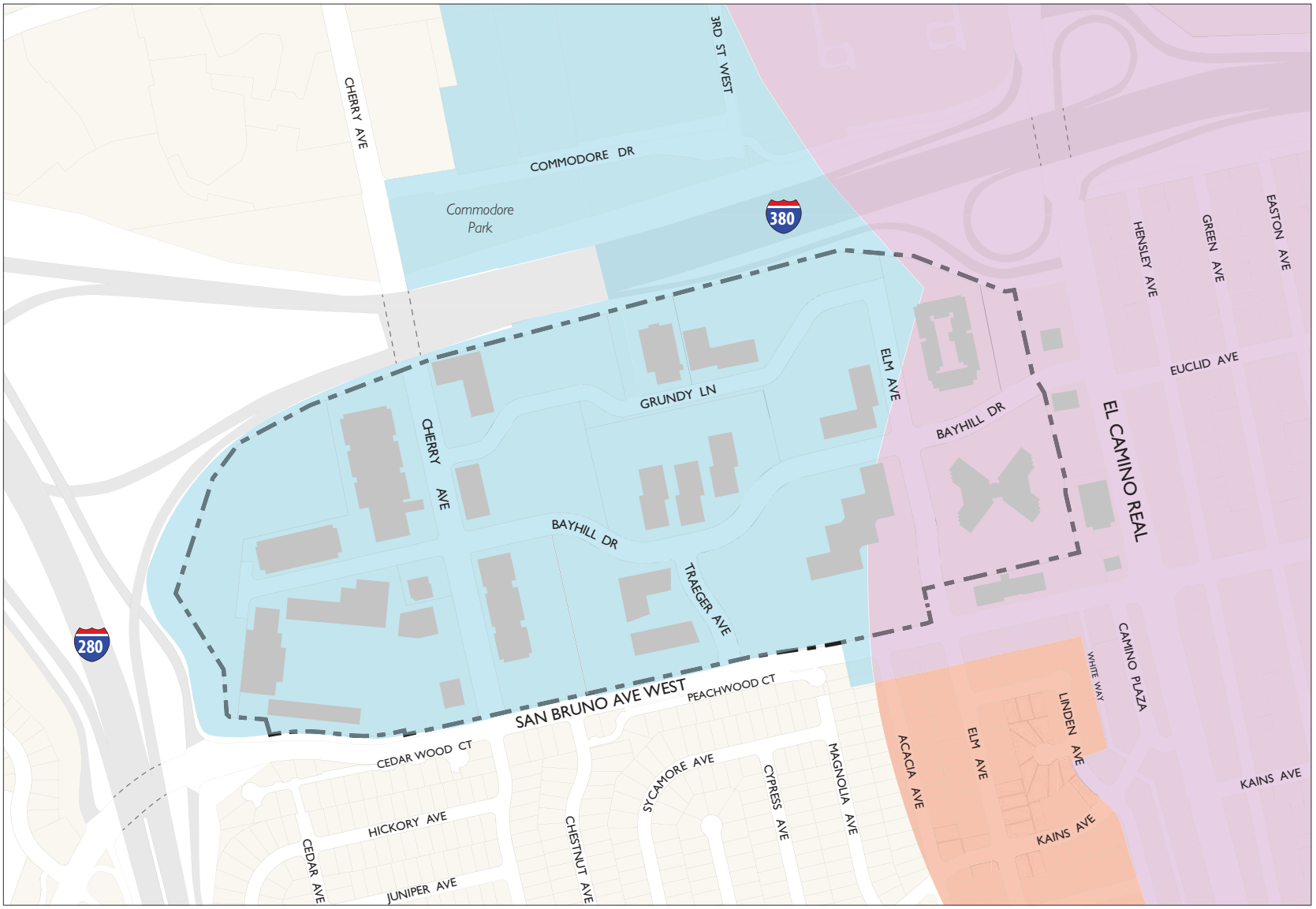
The EIR presents a program-level analysis of buildout under the Specific Plan and a project-level analysis of the proposed Phase I Development, a specific development project within the Plan area for which the City received a development application. While the Phase I Development would be part of the overall Specific Plan buildout, the project-level impacts of the Phase I Development are presented separately in the EIR, and the impacts are different in some cases. For some environmental topics, the EIR determined that full buildout under the Specific Plan would result in potentially significant environmental impacts that require mitigation. As noted above, the policies implementing these mitigation measures are noted in the plan with an asterisk. For some of these environmental topics, however, the impacts of the Phase I Development would be less than significant and do not require mitigation. Accordingly, the mitigation measures assigned to these Specific Plan buildout impacts, and the Plan Policies implementing these mitigations measures, are not applicable to the Phase I Development. These policies are denoted with parentheses around the asterisk ((*)) to indicate that they are not applicable to the Phase I Development.

COMPREHENSIVE AIRPORT LAND USE COMPATIBILITY PLAN

The Comprehensive Airport Land Use Compatibility Plan for the Environs of the San Francisco International Airport (ALUCP), prepared by the City/County Association of Governments of San Mateo County, is a State-mandated land use plan that addresses the compatibility of airport operations with surrounding land uses in local jurisdictions. The Bayhill Specific Plan is written to be consistent with this plan. New Development in the Bayhill Specific Plan will also be consistent with this plan.

Chapter 6, *Environmental Quality* identifies the Safety Compatibility Zones and Community Noise Equivalent Level (CNEL) Noise Contours for which land use compatibility criteria are established. The City/County Association of Governments of San Mateo County (C/CAG) is the designated Airport Land Use Commission for San Mateo County, and is required to review the plans, regulations, and other actions of local agencies and airport operators. C/CAG has conferred the operational, day-to-day issues related to the state mandated Airport Land Use Planning process and the ALUCP to the San Mateo County Airport Land Use Committee, which advises and recommends actions to C/CAG regarding the updating of the ALUCPs, and other land use compatibility issues affecting the three airports in the County.

Figure 1-3: Plan Bay Area Transit Priority Area Boundaries



Source: RTP 2013

Planning Area

Plan Bay Area Priority Development Area (PDA) Only

Plan Bay Area Transit Priority Area (TPA) Only

PDA and TPA

0 250 500 750 1000
FEET

1.4 Planning Process

The City Council adopted a resolution authorizing the City Manager to execute a contract for the preparation of the Bayhill Specific Plan on May 23, 2017. Shortly after this date, in June of 2017, the City began the planning process for the Bayhill Specific Plan. The planning process evolved through visioning to defining alternative plans through a combination of background studies, alternatives analyses, and community and stakeholder outreach and input.

The first phase of the planning process involved analyzing the regulatory framework and existing physical conditions of the Planning Area. This analysis was summarized in an Existing Conditions Report published on the City of San Bruno's website in the fall of 2017. Concurrently, the City conducted community, decision-maker and property owner outreach to discuss priorities for the Planning Area. Community feedback from the first planning phase resulted in a draft "Vision and Guiding Principles" for the Bayhill Specific Plan Planning Area.

In the second phase, four alternative land use scenarios were developed to reflect the Vision and Guiding Principles: Alternative 1 – Central Spine, Alternative 2 – Bayhill Square, Alternative 3 – Cherry Plaza, and Alternative 4 – Greenway Connection. The Alternatives were designed to explore different ways in which land uses could be distributed in the Planning Area, and to provide a range of choices that allowed for an evaluation of the impacts associated with the different land use allocations. An additional round of outreach was conducted, including an online survey, a public workshop, and meetings with property owners to present and solicit feedback on the land use scenarios and their respective impacts to the San Bruno community and Bayhill stakeholders.

The third phase involved the presentation of the four Alternatives and community feedback on the Alternatives to the San Bruno Planning Commission and City Council in October 2018. In December 2018, the Council was asked to deliberate on and select a Preferred Alternative for the purposes of environmental analysis in the Environmental Impact Report (EIR). Based on direction from City Council to study the environmental impacts of the Alternative with the greatest development envelope, Alternative 4 (Greenway Connection), served as the basis for the EIR Project. The Council indicated their support for pursuing several other policies at this meeting, including incorporating housing overlays that would permit housing in several locations where it is not currently allowed, and incorporating pedestrian connections, bike lanes, and publicly accessible, privately owned linear park/open space elements in the Specific Plan. An update on the Bayhill Specific Plan was provided to the Council in July 2019.

The fourth phase involved preparing a draft Bayhill Specific Plan, including implementation and financing strategies, and a Draft EIR to analyze the impacts of implementing the Bayhill Specific Plan. The draft Bayhill Specific Plan and Draft EIR were released for public review in the Fall of 2020.

Outreach

Each step in the process was designed to allow the City to learn from residents, property owners, decision-makers, and other members of the community, as well as to allow the public to provide feedback and ideas regarding the development of this key district. The public participation program included:

- A Visioning Workshop;
- Stakeholder Interviews
- Two Property Owner Forums;
- An Alternatives Workshop;
- An online Survey; and
- Planning Commission and City Council Study Sessions.

A project website on the City of San Bruno's Community and Economic Development Department's web page contains the project documents described above and a summary of the Specific Plan process.

1.5 Plan Organization

The following chapters of this Bayhill Specific Plan present policies and recommendations for implementation intended to guide the development of the Planning Area. The document is organized as follows:

Chapter 1: Introduction describes the background and context for the Plan, its purpose, objectives, and relationship to other City plans, the planning process and community vision, and the Plan's organization.

Chapter 2: Land Use describes existing land uses and the proposed land use framework for the Planning Area and potential buildout of the Bayhill Specific Plan.

Chapter 3: Urban Design and Public Realm details the urban design and public realm framework.

Chapter 4: Access and Connectivity describes the Planning Area's proposed vehicular, pedestrian, bicycle and transit circulation networks and respective connectivity and access improvements.

Chapter 5: Infrastructure, Public Facilities and Services discusses proposed improvements related to infrastructure and services meant to serve new development, including water distribution, wastewater, stormwater, and public services.

Chapter 6: Environmental Quality addresses groundwater quality and environmental and man-made hazards that may affect health and safety within the Planning Area, such as noise, flooding, geology and seismicity, archaeology and air quality, and policies to reduce the plan area's impact on greenhouse gases.

Chapter 7: Implementation discusses implementation and financing strategies for public improvements, as well as identifying implementation actions and corresponding responsible agencies, timelines, phasing, and costs. Community benefits and General Plan and Zoning Ordinance amendments are also discussed in this chapter.

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BAYHILL SPECIFIC PLAN

2.

Land Use

2.1 2019 Land Use

2.2 Land Uses in the Plan Area Vicinity

2.3 2019 Property Ownership

2.4 Land Use Regulatory Framework

2.5 Land Use Policies

2 Land Use

The Bayhill Specific Plan will guide land use and development within the Plan Area over the next 20-years. The Specific Plan is intended to accommodate and regulate the intensification of office uses while permitting residential development in locations that are compatible with Bayhill's role as a major employment center. The Specific Plan also allows for expansion of retail/commercial and hotel land uses.

2.1 2019 Land Use

The Bayhill Specific Plan Area is approximately 92.2 acres in area, encompassing the Bayhill Office Park, Bayhill Shopping Center, and Marriott Courtyard Hotel. Most of the office properties were developed in the 1970s and early 1980s, with buildings typically side-by-side with surface parking lots. The Bayhill Shopping Center was constructed in the early 1970s, and the Marriott Courtyard in 1986. Both have surface parking lots. The 901 Cherry Avenue office building was completed with structured parking in 1997. The Police Credit Union Building at 1250 Grundy Lane, completed in 2019, has two levels of subgrade parking.

Office is the major land use, as indicated by the Existing Land Use Map, **Figure 2-1**, and **Table 2-1**, below. At the start of Specific Plan preparation in 2019, office accounted for 56.2 acres or 61 percent of the Plan Area.

Retail and commercial land use at the Bayhill Shopping Center accounted for 10.2 acres, or 11.1 percent, of the Plan Area. Vacant land made up 6.4 acres, or approximately 6.9 percent of the Plan Area, comprised of a single hillside parcel on Bayhill Drive west of 901 Cherry Avenue. The Marriott Courtyard was the only hotel use. It occupied 4.3 acres, or 4.7 percent of the Plan Area, located along Bayhill Drive in the easterly portion the Plan Area.

In 2019, the Plan Area contained approximately 1.8 million square feet of development, of which approximately 1.6 million square feet was office space. The median Floor Area Ratio (FAR)[1] of the Plan Area was slightly lower than 0.5, typical for an older sub-urban office park with surface parking. An exception is the six-story building at 850 Cherry Avenue, which has a FAR of 1.86. This building was originally developed by the United States Postal Service and was exempt from local zoning regulations. Building coverage in the Plan Area was correspondingly low, averaging 18 percent, with the remaining 82 percent surface parking, site landscaping, and roadways.

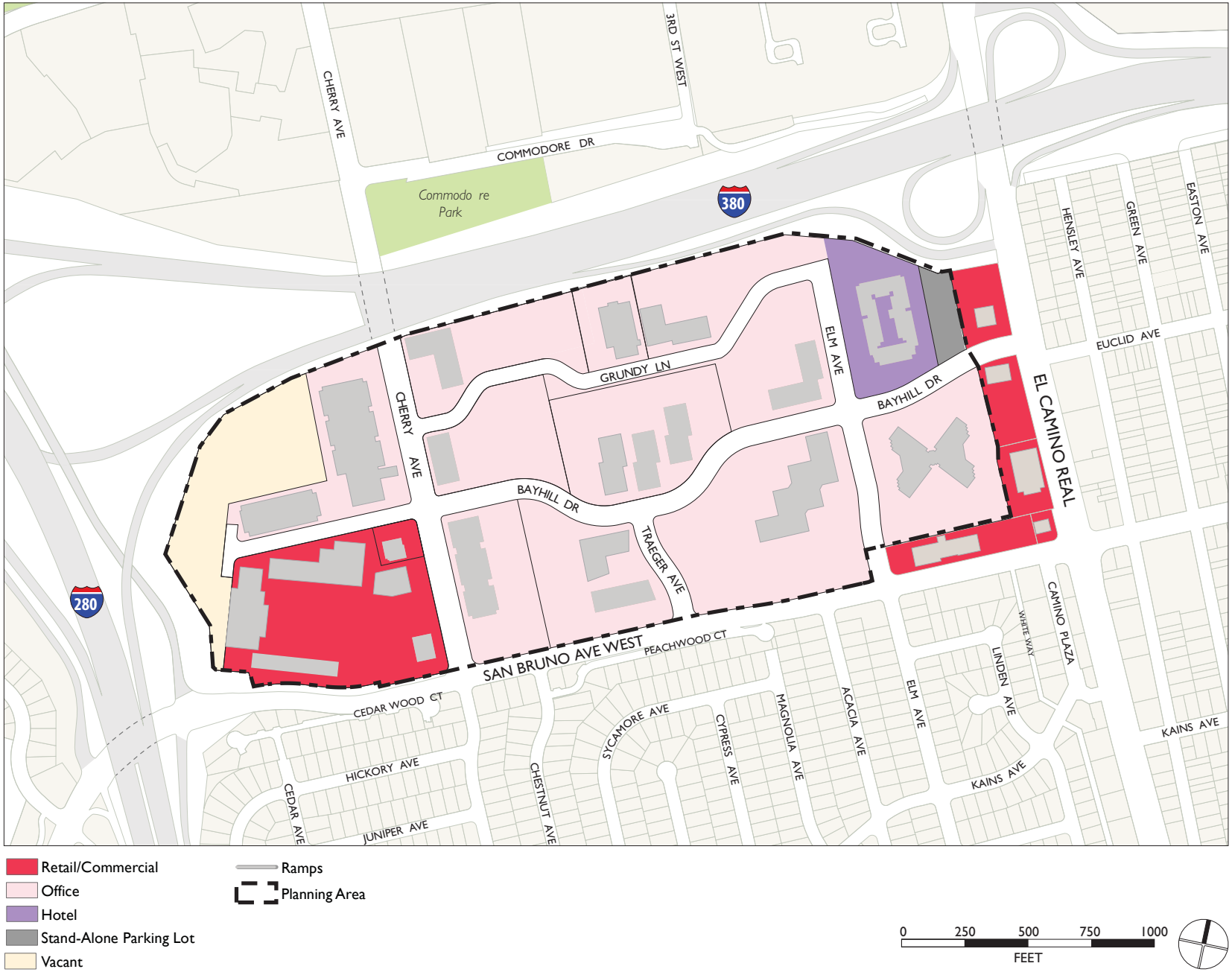
Table 2-1: Summary of Existing 2019 Land Uses

Existing Land Use Categories	Acres	Percent of Total
Office	56.2	61.0%
Retail / Commercial	10.2	11.1%
Vacant	6.4	6.9%
Hotel	4.3	4.7%
Stand Alone Surface Parking Lot	0.9	1.0%
Streets/Rights-of Way	14.2	15.4%
Total	**92.2**	**100%**

Note: Numbers may not add due to rounding.

1 Floor area ratio (FAR): a ratio of building area to lot or parcel area; e.g., a 5000 square foot building on a 10,000 square foot lot would have a FAR of 0.5.

Figure 2-1: Existing Land Use



2.2 Land Uses in the Plan Area Vicinity

The Plan Area is bounded by Interstate 380 to the north, San Bruno Avenue West to the south, properties fronting El Camino Real to the east, and Interstate 280 to the west. North of the Plan Area, and separated by the I-380 freeway, is Commodore Park and a higher-density residential neighborhood. Northeast across El Camino Real are the Shops at Tanforan, a regional retail shopping center, the San Bruno BART station, light industrial uses that include a mix of auto-body shops, and single family homes. The San Bruno BART Station and San Bruno Caltrain Station both are in close proximity, approximately a half-mile northeast and a third-mile east, respectively. Directly east of El Camino Real is a mixed-residential neighborhood of homes and apartments.

South of San Bruno Avenue and west of El Camino Real is a large single-family residential area. Single-family homes are located across from the Plan Area along San Bruno Avenue west of Acacia Avenue. East of Acacia Avenue on San Bruno Avenue, a mix of small-scale retail, office, and automotive uses extends to El Camino Real. Two blocks south of the Plan Area along El Camino Real is the San Bruno Civic Center with the City Hall, the Public Library, and the Central Fire Station. The El Camino Real itself is characterized by a variety of auto-oriented and neighborhood retail uses. Less than a half-mile to the southeast is San Mateo Avenue, the city's Downtown main street.

2.3 2020 Property Ownership

The Plan Area contains sixteen individual properties, as indicated by **Figure 2-2.** YouTube[2] owns ten of the thirteen Bayhill Office Park properties, with approximately 1.1 million square feet of existing office space. YouTube purchased the former Gap Inc. properties at 901 Cherry Avenue and the adjacent, vacant site (Assessor Parcel No. 020-012-160) parcel in 2019. A Development Agreement with the City for this vacant parcel, which is described below, expires in February 2021, unless extended.

The Bayhill Shopping Center area includes two properties, 851 and 899 Cherry Avenue, both owned by the Bayhill Shopping Center. Marriott Courtyard, owned by Colony Capital, Inc., occupies a single hotel property at 1050 Bayhill Drive. The property located at 850 Elm Avenue is owned by Walmart Stores Inc. (Walmart.com), the property located at 801-851 Traeger Avenue is owned by Bayhill Office Partners LLC, and the property located at 1250 Grundy Lane is owned by The Police Credit Union.

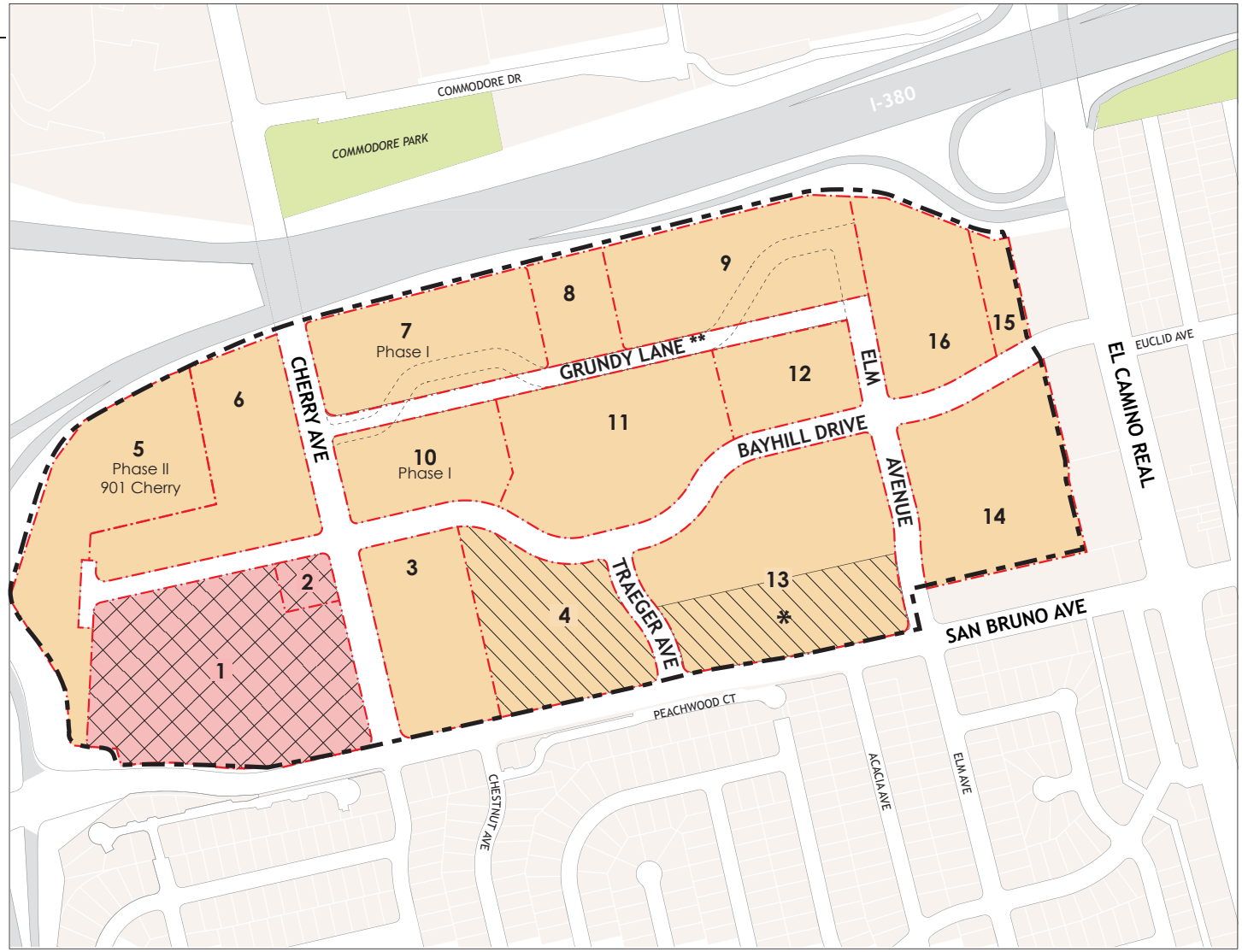
To accommodate long-term employment growth, YouTube proposed a phased redevelopment plan for the land it owns to increase its office space and create a more attractive and efficient campus like environment. The phasing plan proposed has five phases, with Phase 1 consisting of demolition of the buildings at 1150-1250 Bayhill Drive and construction of 440,000 square feet of new office space, within the existing surface parking lots located at 900 and 1000 Cherry Avenue. The Specific Plan was undertaken as a result of YouTube's request for the City to accommodate its future expansion.

2 For the purposes of this Specific Plan, YouTube refers to Google LLC and any affiliated companies.

Figure 2-2: Plan Area Parcels

PLAN AREA PARCELS:

1 851 Cherry Ave
2 899 Cherry Ave
3 850 Cherry Ave
4 801-851 Traeger Ave
5 APN 020-012-160
6 901 Cherry Ave
7 1000 Cherry Ave
8 1250 Grundy Ln
9 1100 Grundy Ln
10 900 Cherry Ave
11 1150-1250 Bayhill Dr
12 950 Elm Ave
13 1111 Bayhill Dr
14 999-1001 Bayhill Dr
15 999 Bayhill Dr
16 1050 Bayhill Dr



Bayhill Regional Office

Bayhill Neighborhood Center Commercial

Bayhill Residential Overlay

Bayhill Mixed-Use Overlay

Specific Plan Area Boundary

* 2.1 acre civic use fronting San Bruno Avenue may be located within this block

** Grundy Lane and parcels 7, 9, 10, 11, and 12 are shown in the new street alignment and parcel configuration proposed in the YouTube Phase 1 subdivision map.

0 250 500 750 1000
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2.4 Land Use Regulatory Framework

General Plan

The San Bruno General Plan 2025, adopted in 2009, establishes a vision for the city's long-term development. The General Plan contains goals and policies to encourage balanced development that conserves and revitalizes established neighborhoods and commercial areas, while promoting mixed use and transit-supportive developments adjacent to transit stations. The land use classifications and development standards that are relevant to the Planning Area are described below.

As is shown in **Figure 2-3**, the San Bruno General Plan prescribes two land use classifications in Bayhill: Regional Office and Neighborhood Commercial.

GENERAL PLAN LAND USE CLASSIFICATIONS

Regional Office (FAR 1.5): The Regional Office land use classification accommodates administrative, professional, and medical offices located in a campus-style setting or office park. Small convenience retail uses, personal services, and eating and drinking establishments are permitted as ancillary uses. Regional Office allows 1.5 base maximum FAR, with potential additional discretionary 0.5 FAR incentive for projects that provide transportation demand measures and urban design amenities. Residential uses are not included in this classification.

Neighborhood Commercial (FAR 1.2): The Neighborhood Commercial land use classification permits convenience and retail commercial uses, including grocery and drug stores, eating and drinking establishments, personal and business services, professional and medical offices, financial, insurance, and real estate offices, and auto repair and services. Neighborhood Commercial allows 1.2 maximum FAR. Residential is conditionally permitted on upper floors as part of mixed development with commercial use, subject to combined maximum FAR limits.

2019 Zoning

The San Bruno Zoning Ordinance controls development through the establishment of zoning districts and accompanying regulations for permitted and conditional uses and standards for development, such as height, bulk, setback, and lot coverage. Zoning districts in the Project Site include Community Office (C-O), General Commercial (C), and Planned Development (P-D); see **Figure 2-4**.

The majority of the Project Area is zoned P-D, which is meant to support a mix of uses, building intensity, or design that will produce an environment and land uses superior to that which would result from the usual zoning regulations. The development standards for P-D zoning are not specified with the City's Zoning Ordinance. Instead, land uses in a P-D district must be designated on a development plan and approved by the Planning Commission and City Council as part of Individual P-D Development Plan Zoning Ordinances. These Individual P-D Development Plan Zoning Ordinances establish lot coverage, minimum building sites, maximum building heights, minimum site widths, and setbacks.

There is no additional development currently permitted for the developed sites currently zoned P-D. The City Council has to take legislative action to approve an Individual P-D Development Plan Zoning Ordinances to permit any new development on these properties.

The most significant undeveloped site under the PD zoning is APN 020-012-160, at the west end of Bayhill Drive, owned by YouTube. There is an existing Development Agreement with the City for this site, described below, which does allow 287,000 square feet of new development under the terms of the Development Agreement before February 2021, unless extended.

Three parcels were classified Community Office (C-O) zoning, and one small parcel as General Commercial (C) zoning.

Figure 2-3: Existing 2020 General Plan Land Use Designations

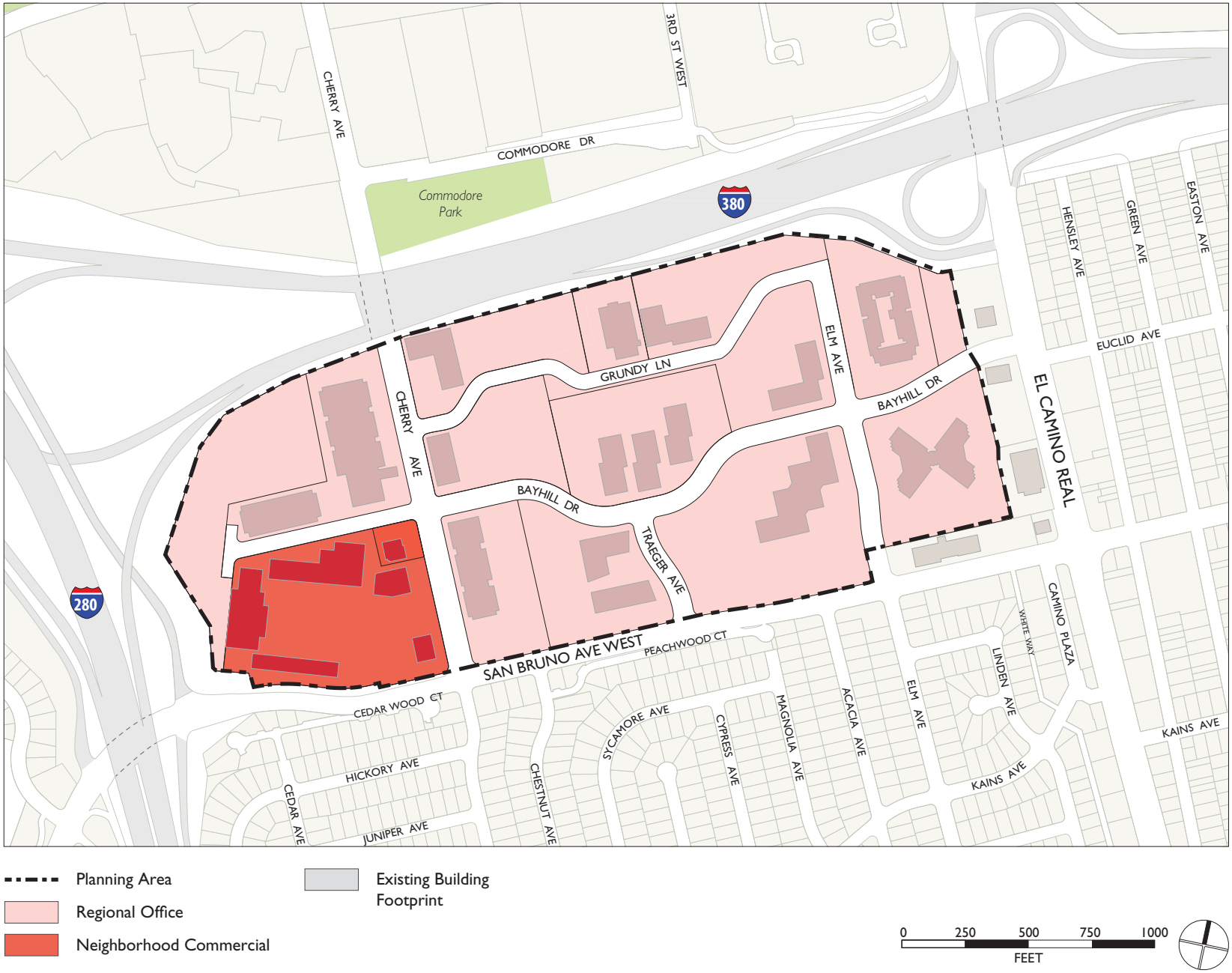
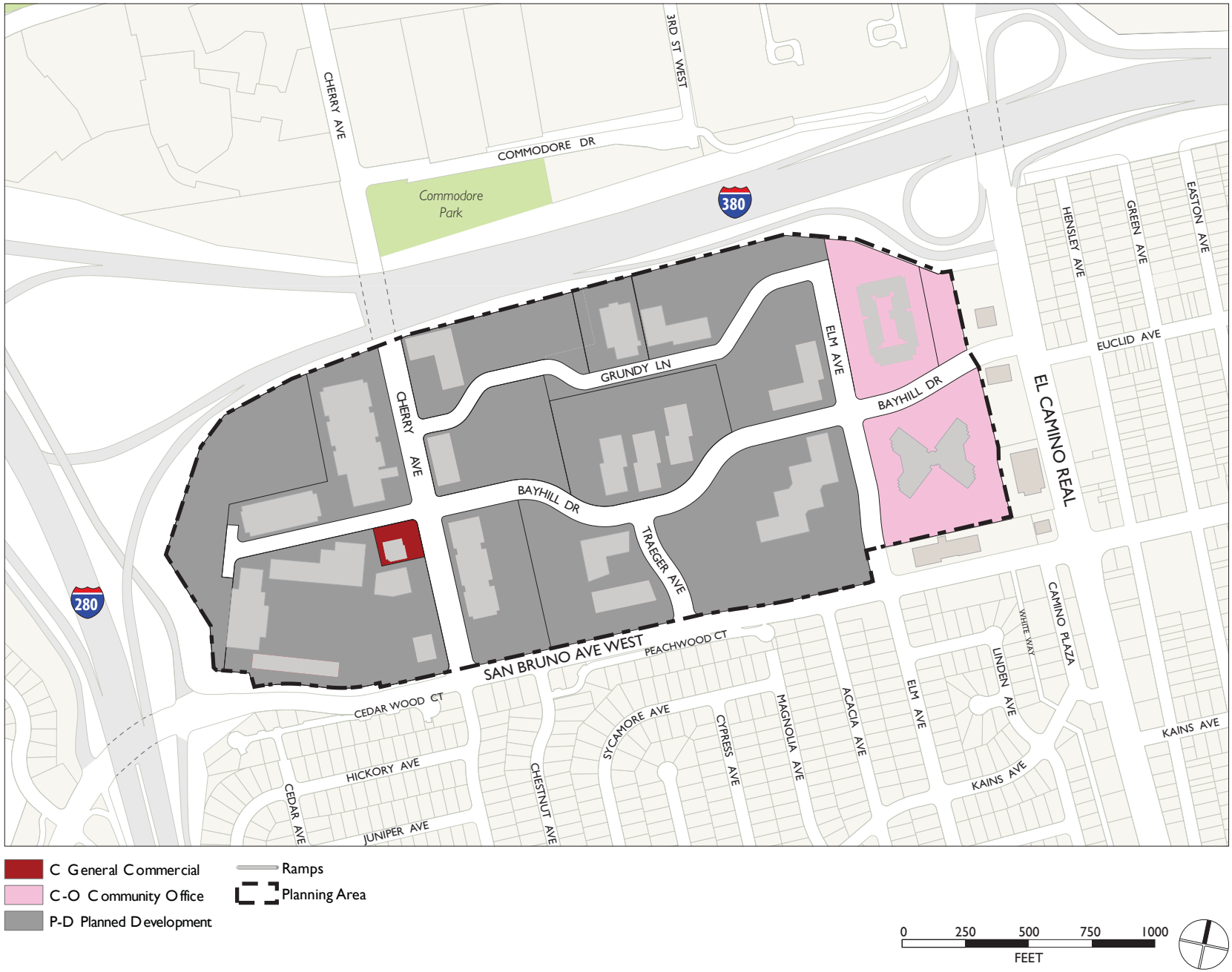


Figure 2-4: Existing Zoning Districts



Ordinance 1284

Initiative Ordinance 1284, which imposed height and density limits in the City, was adopted by the City Council in June 1977. In accordance with Section 12.26.020 of the San Bruno Municipal Code, permits and land use approvals cannot be issued to allow construction of the following types of buildings in locations where these regulations apply, unless approved by a majority of voters at a regular or special election. The sections that currently apply to this Specific Plan prohibit:

- Buildings or other structures exceeding 50 feet in height;
- Buildings or other structures exceeding three stories in height;
- Multi-story parking structures.

Two structures within the Planning Area do not conform to this limit, one of which, 900 Cherry Avenue, was constructed prior to Ordinance 1284 going into effect, and the other a federally-owned United States Post Office building, was exempt from local zoning and development regulations.

With the exception of APN 020-012-160, the vacant hillside parcel at the end of Bayhill Drive, additional development in the Plan Area involves either replacing existing surface parking lots with new buildings that have underground parking, or demolition of existing buildings and parking lots and complete site redevelopment with new underground parking.

San Francisco Public Utilities Commission

The San Francisco Public Utilities Commission (SFPUC) maintains several easements within the Specific Plan Area for their water system. The San Andreas Pipelines No. 2 and 3 are located in a 45-foot wide easement that extends through Parcel 5 (APN 020-012-160) and a small portion of Parcel 6 (901 Cherry Avenue) on the west side of the Plan Area. The Sunset Supply Line and Crystal Springs Pipeline No. 2 are located in two side by side 40-foot wide easements aligned with west side of the Elm Avenue rights of way (ROW), extending across the Bayhill Drive ROW and through Parcel 9 (1100 Grundy Lane) in the east portion of the Plan Area; see **Figure 2-5**, SFPUC Easements Map.

SFPUC has policies for its rights of way that may pertain to the San Bruno easements, depending on the language in the grant of the easements. SFPUC policies that may apply relate to land use and structures, recreational use, utilities, vegetation, and water efficiency within its ROW. Construction of structures on the SFPUC ROW is generally prohibited, with prohibitions on structures or improvements that require excavation, bored footings, or concrete pads that are greater than six inches deep. No structures may be placed directly on top of a pipeline or within 20 feet of the edge of a pipeline. Typically, no utilities may be installed in the ROW running parallel to the SFPUC's pipelines; utilities may run perpendicular to pipelines with SFPUC approval. Large trees may not be planted within SFPUC ROW.

New construction anticipated in the Specific Plan Area includes below-grade tunnels between parking garages and above-grade pedestrian bridges between regional office buildings, as well as the new underground garages and the office buildings themselves, street improvements, and site and street landscaping. Depending on the location and type of construction relative to existing SFPUC rights of-way, SFPUC review and approval of development plans may be required.

Specific Plan Land Use Framework

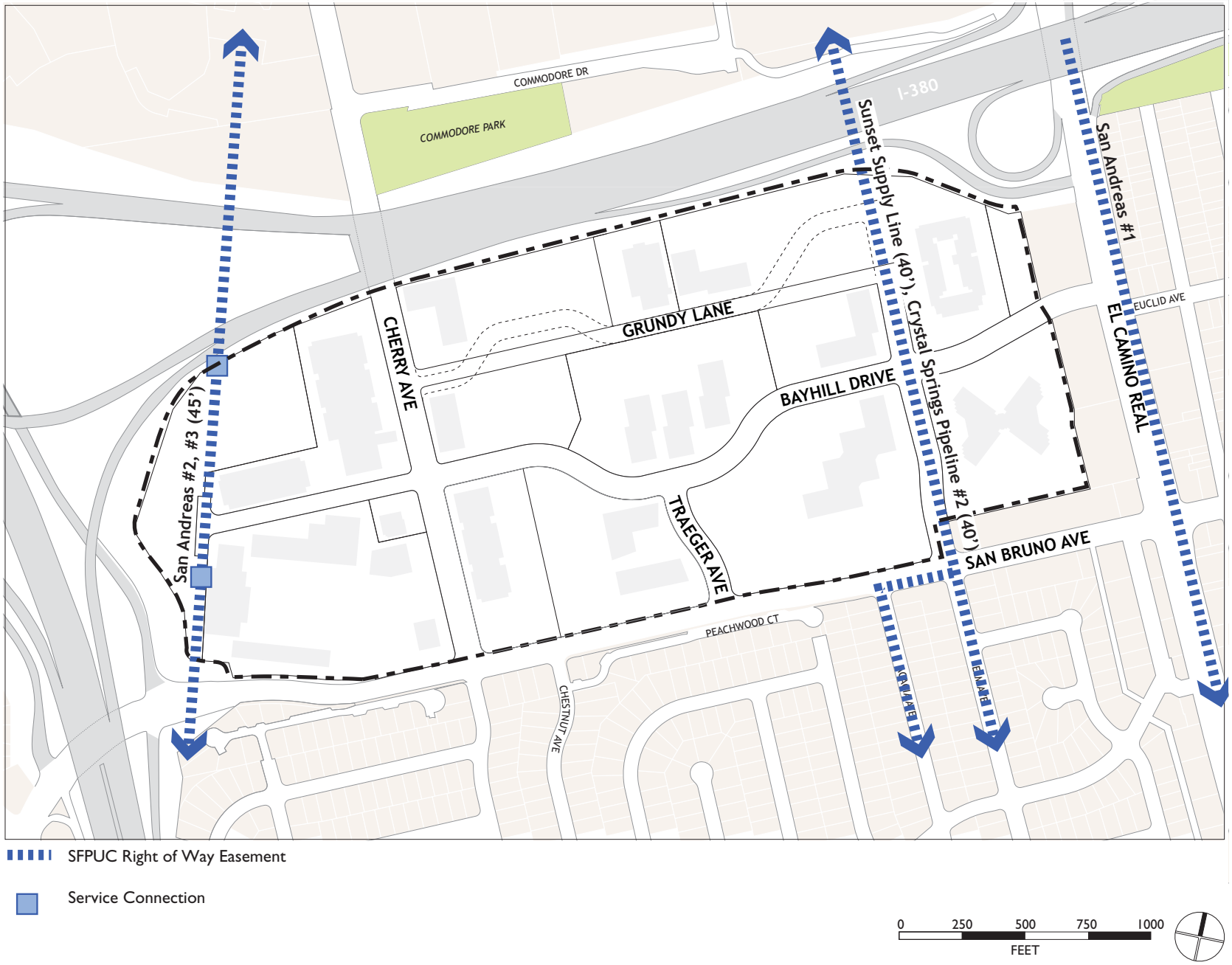
REGIONAL OFFICE DEVELOPMENT

The Specific Plan Area is San Bruno's premier office district, well-located mid-way between San Francisco and Silicon Valley and close in proximity to San Francisco International Airport. The General Plan calls for its role as an employment center to continue with intensification of existing office uses. Given excellent access to regional transportation and transit facilities, and land values in San Bruno and the surrounding region, the Specific Plan assumes that Bayhill can and should be redeveloped with new office buildings that have underground parking.

Key factors supporting an increase the amount of office use in the Plan Area are:

- YouTube has an aggressive Transportation Demand Management (TDM) program (i.e., programs that reduce the number of employees using single occupancy vehicles), and other employers support shuttles and other efforts to reduce single occupancy vehicle use.

Figure 2-5: SFPUC Easements



- Proximity to Caltrain and BART stations indicates that future occupants of office buildings in Bayhill can implement successful TDM programs.
- Bayhill is a developed office park and can be updated and improved to provide economic revitalization.
- Strong interest on the part of YouTube to further develop their sites by constructing new buildings with underground parking.

The Specific Plan EIR evaluated the impacts of 2.46 million square feet of additional office development. Plan policies specifically allocate 2.25 million square feet for regional office development and allocate square feet to other uses, per **Table 2-2**, that stay below the 2.46 million square feet of additional office development cap, or its equivalent in other land uses, established as the maximum development envelope in the Specific Plan EIR.

Specific Plan policies in Chapter 3, *Urban Design and Public Realm* promote development of larger scale, regional office/headquarters facilities, including land area for coordinated public realm improvements and multimodal access facilities. The Plan's policies require that parcels intended for regional office use are maintained as large parcels, and that new buildings relate to one another to create a coherent overall workplace environment.

INCLUSION OF HOUSING

Housing demand in the City of San Bruno is anticipated to remain strong over the time frame of the Specific Plan. To address the region's ongoing need for additional housing, the Specific Plan establishes two housing overlay designations in appropriate locations in which land owners have the option of developing housing. These designations, described below, allow up to 573 dwelling units as indicated by **Table 2-2**.

LAND USE DESIGNATIONS

The Specific Plan establishes four Land Use designations as shown in **Figure 2-6**, Land Use Designations, two of which are overlay designations. The designations establish where particular land uses are permitted within the Plan Area and where associated development standards and design guidelines apply. Overlay designations permit residential in addition to the uses permitted by the underlying land use designations, with supplemental standards and guidelines applied to address residential use. Permitted land uses for each designation are summarized below; a full listing of permitted and conditional uses is provided in the implementing Zoning Ordinance.

Bayhill Regional Office (BRO) — Bayhill Regional Office permits regional administrative and professional offices and hotels in a contemporary campus-style setting. Retail sales and services, personal services, business services, and restaurants, are permitted as ancillary uses.

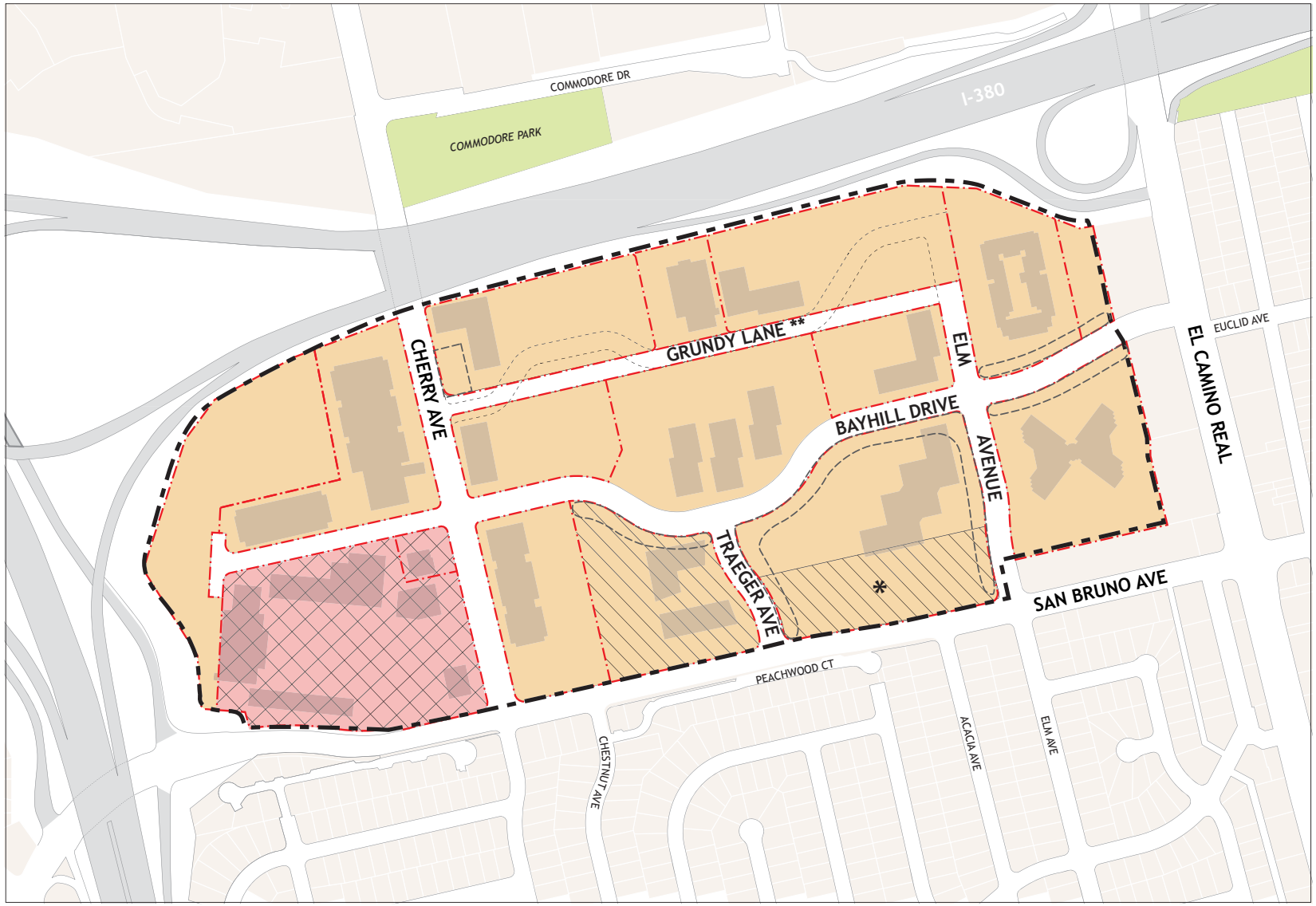
Bayhill Neighborhood Commercial (BNC) – Bayhill Neighborhood Commercial permits convenience and retail commercial uses including retail sales and services, restaurants, personal services, business services, health and exercise clubs, and offices.

Bayhill Mixed Use Overlay (BMU) — The Bayhill Shopping Center provides neighborhood-serving commercial goods and services to nearby residents as well as the Plan Area's many office workers. Retaining and expanding retail shopping and other services is an important goal of the Plan. The site's large surface parking area provides an opportunity for intensification of commercial use and the addition of housing.

The Mixed-Use Overlay allows for residential development provided the current amount of commercial use on the site is not reduced. Housing may be developed in standalone buildings or above commercial space in a mixed-use building. A total of 210 units could be developed throughout the Bayhill Shopping Center and the adjacent property located at 899 Cherry Avenue.

Bayhill Residential Overlay (BR) — The Residential Overlay provides for residential development on two properties (801-851 Traeger Avenue & 1111 Bayhill Drive) along the San Bruno Avenue frontage within Bayhill Regional Office (BRO) designation as shown on **Figure 2-6**. Housing may be provided combined with office uses permitted under the base BRO designation or as a standalone use, replacing office buildings existing as of 2019. Up to 363 housing units are allowed. The amount of office square footage allowed on these sites is reduced when housing is built, as described in the Land Use Policies.

Figure 2-6: Land Use Designations



Bayhill Regional Office

Bayhill Neighborhood Center Commercial

Bayhill Residential Overlay

Bayhill Mixed-Use Overlay

Specific Plan Area Boundary

Existing Building Footprint

* 2.1 acre civic use fronting San Bruno Avenue may be located within this block

** Grundy Lane and parcels 7, 9, 10, 11, and 12 are shown in the new street alignment and parcel configuration proposed in the YouTube Phase 1 subdivision map.

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HOTEL USE

The Plan Area's proximity to San Francisco International Airport, major employers, and regional transportation and transit facilities indicate hotel demand in the local area is likely to be strong. Hotels support regional office development and provide transient occupancy tax revenues that benefit the City of San Bruno. The Plan encourages expansion of the hotel at 1050 Bayhill Drive (the Marriott Courtyard site), and the Plan's implementing zoning allows hotel as a conditional use anywhere within the Specific Plan Area.

CIVIC USE

The city has indicated an interest in building a new public library and will need other civic facilities in the future. The Specific Plan designates an area of 2.1 acres on San Bruno Avenue between Elm and Traeger Avenues for a potential civic use, such as a library. The site is on the edge of the Plan Area, partially separated from the remainder of the site by topography and near residential areas to the south. While a civic use would be permitted by this Plan, development is dependent on the City obtaining funding to purchase the land or otherwise obtaining the land as a community benefit.

OPEN SPACE / GREENWAYS

One of the key features of the Specific Plan is the creation of Greenways – linear open spaces accessible to the public – along portions of Bayhill Drive, Traeger Avenue, and Elm Avenue, important gateway streets to and through the Plan Area from the surrounding community. Greenways will be attractive, landscaped walking areas for San Bruno residents and visitors, as well as Plan Area workers. They will be designed to be publicly accessible and inviting, wider than typical front building setback areas, and distinct from adjacent private development. They will incorporate expansive landscaping as well as expanded public realm walkways, benches, lighting and/or other amenities as described in more detail in Chapter 3, *Urban Design and Public Realm*.

CHANGES TO ORDINANCE 1284 NECESSITATE SPECIFIC PLAN AMENDMENT

Ordinance 1284 limits building heights in the Plan Area to three stories and fifty feet as described earlier in this Chapter. The Specific Plan does not call for change in Ordinance 1284. However, the City Council requested that the Bayhill Specific Plan Environmental Impact Report (EIR) evaluate the impacts of changing Plan Area building heights to five stories and 70 feet, consistent with the heights approved by voters for the adjacent Transit Corridors Plan Area, in order to increase the amount and potential feasibility of housing and hotel development. The square footage of office development is not increased in this alternative. This alternative was evaluated in the Bayhill Specific Plan Environmental Impact Report (EIR).

Should Ordinance 1284 be modified, amendments would be needed to the Specific Plan and the Zoning Ordinance to include additional design and development standards for five-story buildings. These amendments would be needed to guide creation of more intensive high-quality residential and hotel development, and to ensure that office development provides additional ground-level open space and landscaping.

REALIGNMENT OF GRUNDY LANE

The Plan proposes realignment of Grundy Lane to achieve a more regular parcel configuration and allow for more direct and enhanced pedestrian, bicycle and vehicular access to proposed buildings. As part of this realignment, several parcels on Grundy Lane and Elm Avenue north of Grundy will be reconfigured.

PRIVATE MULTI-MODAL TRANSPORTATION HUB

YouTube currently operates a private bus/shuttle fleet for its employees. YouTube plans to occupy the majority of new Bayhill office development, and the company proposes to establish an off-street facility to load and unload employees from their private fleet without vehicle queueing on adjacent streets. The Specific Plan Policies mandate the inclusion of this private multi-modal transportation hub. This facility is expected to accommodate demand for the initial phases of YouTube office development and will be evaluated over time to determine if additional off-street facilities or an expansion of the proposed facility is needed to keep the majority of expected shuttle/bus traffic off public streets. The proposed multi-modal transportation hub may also serve as a through-block private pedestrian way that encourages Plan Area pedestrian circulation with ample space for pedestrian walks, waiting, and bicycle parking areas.

PLAN AREA RESILIENCY

Owners, occupancy, and types of tenants change over the life of office parks and office buildings. It is important for the long term economic health of the Plan Area and the City of San Bruno that development occur in a way that can accommodate changes over

time – i.e., be resilient. New development will be designed so that buildings and sites are flexible enough to attract and accommodate different tenants and minimize the expensive construction, greenhouse gas, and other impacts associated with additional rounds of redevelopment.

DEVELOPMENT ALLOCATION

On **Table 2-2**, Potential Development Allocation, the Specific Plan allocates 2,245,000 million square feet of additional regional office space and up to 573 dwelling units on a parcel-by-parcel basis according to the following criteria:

- *Existing development and the likelihood of replacement given the age and condition of existing buildings;*
- *Ability to provide additional underground parking to support increased square footage in accordance with the underground parking requirements of Ordinance 1284;*
- *YouTube plans for development of its Plan Area properties;*
- *Potential land available on parcels designated for Greenway open space;*
- *Proximity to existing residential areas to the south and transit facilities east of the Plan Area; and,*
- *Consistency with the total square footage in the development envelope analyzed in the Bayhill Specific Plan EIR.*

Figure 2-2, Plan Area Parcels, illustrates the **Table 2-2** parcel numbering.

According to the criteria above, some parcels are not recommended for redevelopment more intensive than what already exists on-site. However, to allow for small additions during the life of the Specific Plan, these parcels are allocated 5,000 square feet for small-scale building renovation/additions. For office uses, this could include amenities such as an add-on cafeteria or meeting space. As shown on **Table 2-2**, parcels receiving the 5,000 square foot allocation are Parcels 3, 6, and 8 (the Walmart tower, former Gap building, and The Police Credit Union), and Parcel 16 (1050 Bayhill Drive), the current Marriott Courtyard hotel. Bayhill Shopping Center Parcels 1 and 2 (851 and 899 Cherry Avenue) together are also allocated 5,000 square feet of additional development.

A Development Agreement applies to vacant hillside Parcel 5 (APN 020-012-160), adjacent to 901 Cherry Avenue. The parcel's Planned Development zoning and the Development Agreement authorize approximately 287,000 square feet of office space to be developed, consistent with approved entitlements. The property owner has the right to develop the project as approved under this Development Agreement until it expires in February 2021, unless an extension is approved. In its policies, the Specific Plan also allocates a total of 287,000 square feet of office space for this parcel. Policies of the Specific Plan would not apply should development proceed consistent with the Development Agreement. Should development occur after the Development Agreement expires, development of this parcel will be governed by this Specific Plan. In the fall of 2020, the applicant was moving forward with the submittal of building permits to develop this parcel.

Regional Office Equivalents — Up to 2,459,847 sq. ft. of additional regional office development is evaluated in the EIR, as noted above. The Specific Plan does not allocate all of this square footage to regional office development. As indicated on **Table 2-2**, a total of 2,245,400 sq. ft. is allocated to office use.

Some additional square footage is allocated to retail and hotel uses, which have greater per-square-foot environmental impacts than regional office use. The Plan establishes per-square-foot equivalency ratios for retail and hotel uses that equate the impacts of retail and hotel uses to regional office use in order to stay within the envelope of impacts identified by the EIR as indicated on **Table 2-4**. Using these equivalencies, retail and hotel uses are permitted less square footage than would be allowed for regional office. The actual total amount of new square footage, including additional retail and hotel square feet allocated by the Plan is 2,435,747 square feet (see **Table 2-2**).

Unallocated Square Footage — As indicated by **Table 2-2**, 180,618 square feet is unallocated to specific parcels and may be allocated among hotel, retail, and/or office uses for expansion in the future. Hotel and retail uses are the priority, and allocation would be on a first-come, first-serve basis. The amount of development actually permitted for hotel and retail would be in the form of "regional office equivalents" established by the Plan and described above.

Table 2-2: Potential Development Allocation

Parcel Number	Address(es)	Specific Plan Parcel Size (sq. ft.)	Existing Development (sq. ft.)	Planned Land Use Designation	Potential Net New Development* (sq. ft.)	Potential Total Development (sq. ft.)	Potential Residential Overlay (Units)
Bayhill Shopping Center							
1	851 Cherry Ave**	432,420	117,843	BNC / BMU	5,000	126,846	210
2	899 Cherry Ave**	26,396	4,003	BNC / BMU			
Subtotal		*458,816*	*121,846*		*5,000*	*126,846*	*210*
Office Development							
Bayhill General							
3	850 Cherry Ave	145,708	270,980	BRO	5,000	275,980	
4	801-851 Traeger Ave (*)	264,366	134,712	BRO / BR	125,000	259,712	205
8	1250 Grundy Ln	75,233	67,586	BRO	5,000	72,586	
Subtotal		*485,307*	*473,278*		*135,000*	*608,278*	*205*
YouTube							
5	APN 020-012-160***	290,545	0	BRO	287,000	287,000	
6	901 Cherry Ave	240,277	195,000	BRO	5,000	200,000	
7	1000 Cherry Ave	213,626	94,465	BRO	248,000	342,465	
9	1100 Grundy Ln	271,353	101,123	BRO	328,877	430,000	
10	900 Cherry Ave	151,869	102,252	BRO	192,000	294,252	
11	1150-1250 Bayhill Dr	283,070	138,524	BRO	301,476	440,000	
12	950 Elm Ave	117,852	106,099	BRO	52,568	158,667	
13	1111 Bayhill Dr****(*)	426,711	206,137	BRO / BR	363,863	570,000	158
14	999-1001 Bayhill Dr	263,835	140,969	BRO	290,735	431,704	
15	APN 020-011-370	37,873	0	BRO	40,510	40,510	
Subtotal		*2,297,011*	*1,084,569*		*2,110,029*	*3,194,598*	*158*
Total Office		**2,782,318**	**1,557,847**		**2,245,029**	**3,802,876**	**2,245,029**

Parcel Number	Address(es)	Specific Plan Parcel Size (sq. ft.)	Existing Development (sq. ft.)	Planned Land Use Designation	Potential Net New Development* (sq. ft.)	Potential Total Development (sq. ft.)	Potential Residential Overlay (Units)
Total Residential							**573**
Hotel Development							
16	1050 Bayhill Dr	196,978	79,152	BRO	5,000	84,152	
Subtotal		*196,978*	*79,152*		*5,000*	*84,152*	-
Total Planned		**3,438,112**	**1,758,845**		**2,255,029**	**4,013,874**	
Unallocated *****					**180,718**		
Total		**3,438,112**	**1,758,845**		**2,435,747**	**4,013,874**	**573**

Planned Land Use Designations:

BRO - Bayhill Regional Office

BNC - Bayhill Neighborhood Center Commercial

BR - Bayhill Residential Overlay

BMU - Bayhill Mixed-Use Overlay

Notes:

* 2,459,847 sq. ft. of additional office development is evaluated in the EIR Preferred Alternative. The Specific Plan allocates some of this square footage to uses that have greater per-square-foot impacts than office development, per equivalency ratios established by the Plan. This reduces the total square footage allocated to less than 2,459,847 sq. ft.

** Allocations of commercial and residential development may be applied to either parcel, consistent with the land use and urban design policies of the Specific Plan.

*** Allocation per existing development agreement. If this development proceeds, the Specific Plan allocation for the property will be reduced by the sq. ft. amount of the development.

**** 2.1 acre civic use fronting San Bruno Avenue may be located within this block

***** May be allocated to hotel, retail, or office consistent with Plan policies. Real square footage may be less than this number due to equvalency ratios.

(*) Office allocations for Parcels 4 and 13 would need to be be reduced to allow residential development.

Source: City of San Bruno, YouTube, 2020.

Residential Allocation — Up to 210 of the 573 residential dwelling units allowed are allocated to Parcels 1 and 2 to encourage mixed-used redevelopment at the Bayhill Shopping Center (851 and 899 Cherry Avenue), provided the existing amount of commercial space is not reduced. Up to 363 units are allocated to Parcels 4 and 13 (801-851 Traeger and 1111 Bayhill), for development of a residential frontage along San Bruno Avenue that complements neighborhoods to the south and the Transit Corridor Plan area to the east. Should land area be dedicated to residential development on these parcels, the amount of office development square footage allocated to these parcels would be reduced as shown in **Table 2-4**.

New Development and Community Benefits Funding — As noted above, the amount of development allowed prior to preparation of the Specific Plan was determined by the existing zoning. With the amount of additional development allowed in the Plan Area increased substantially by the Specific Plan, the Plan requires that new office and/or residential development in excess of that allowed by the zoning prior to adoption of the Specific Plan provide funding for community benefits. Chapter 7, *Implementation*, provides background on community benefits and policies to require community benefit funding.

Transfer of Development Square Footage — Parcels within the Specific Plan Area vary in size, configuration, and relation to the proposed Greenways. Over the 20-year time frame of the plan, there may need to be adjustments to the allocation of office square footage to address particular site constraints or the needs of future tenants. To provide flexibility to implement Specific Plan policies and address future tenant needs, the Plan allows up to 20% of the permitted maximum development square footage for any particular parcel to be transferred to another parcel, provided both parcels have the same owner.

While these transfers may serve private development objectives, they must also result in a public benefit, such as increasing the amount of publicly accessible open space, or facilitating construction of housing or civic facilities. Development on transferring and receiving parcels with the same ownership shall be subject to a review process that the City will establish in the future, and all applicable Specific Plan policies and Zoning development standards and design guidelines will apply, including a maximum 2.0 FAR for the receiving development parcel.

While transfer of development square footage between parcels in the same ownership is the anticipated use of this policy, the Specific Plan allows the City Council to approve transfer of development square footage between two different owners when the City Council finds that this transfer would result in a public benefit that would be difficult to achieve without this transfer.

Phasing of Development — Development is likely to occur over a number of years. The phasing of new buildings and parking facilities will depend upon market conditions and program needs at the time of development, and the Specific Plan allows applicants to accommodate a sequence of development that ensures the efficient functioning of Bayhill buildings and facilities consistent with the policies of the Specific Plan. Because the timing of development is uncertain, it is important to ensure that all sites modified during a given phase of development be in a finished state when a phase of development is complete, including landscaping, parking, and/or other interim site improvements, and that segments of the Greenway be completed as new development proceeds.

2.5 Land Use Policies*

2-1: Maintain the Bayhill Plan Area as a Premier Regional Office Location. The Bayhill Specific Plan allows for a denser, more pedestrian-oriented workplace area that supports larger scale, regional office/ headquarters facilities. Minimum parcel sizes, land area for public realm improvements and multi-modal access facilities, and new buildings that relate to one another are required to create a coherent overall workplace environment that supports larger scale, regional office/headquarters facilities. These requirements are established in the Land Use and Urban Design Policies and in the Specific Plan's implementing zoning ordinance.

2-2: Allocate New Development According to Land Use Objectives and Site Feasibility. Development is allocated on a parcel-by-parcel basis, per **Table 2-2**, to support significant increases in Bayhill's regional office and hotel space, and to allow new housing development. Individual parcels are allocated amounts of development according to site conditions and other factors as described in the Specific Plan, consistent with the overall amount of development evaluated by the Bayhill Specific Plan EIR. The maximum FAR of any individual parcel shall be 2.0.

2-3: Development of Parcel APN 020-012-160. The vacant Parcel APN No. 020-012-160 (Parcel 5) adjacent to 901 Cherry is allocated 287,000 square feet of office development on **Table 2-2**. If development has not proceeded consistent with that parcel's Development Agreement (DA), the Bayhill Specific Plan policies and regulations and Bayhill Regional Office (BRO) zoning shall apply. If development under the DA does proceed, the Specific Plan allocation for the property shall be reduced by the amount of development that was constructed under the DA.

2-4: Bayhill Specific Plan Land Use Designations. Four new land use designations and implementing zoning districts are established for the Plan Area: Bayhill Regional Office (BRO), Bayhill Neighborhood Center Commercial (BNC), Bayhill Residential Overlay (BR), and Bayhill Mixed-Use Overlay (BMU). The boundary of the designations is shown on the Land Use Designations, **Figure 2-6**.

2-5: Provide for Additional Regional Office Use. The Bayhill Regional Office (BRO) designation is established to allow additional regional office development allocated by parcel per **Table 2-2**.

2-6: Preserve Retail, Eating and Drinking and Service Commercial Uses at the Bayhill Shopping Center. The Bayhill Neighborhood Center Commercial (BNC) designation is established. The existing amount of neighborhood- serving retail, restaurant, and service commercial development, 121,846 square feet, shall not be reduced as part of any site redevelopment. Expansion of retail uses is permitted, as shown on **Table 2-2**.

2-7: Support Mixed Use Development at the Bayhill Shopping Center. The Bayhill Mixed-Use Overlay (BMU) designation is established to allow the transformation of the Bayhill Shopping Center site into a mixed-use district, adding housing to neighborhood-serving retail, restaurant, and service uses. The Bayhill Mixed-Use Overlay district allows up to a maximum of 210 dwelling units, as shown on **Table 2-2**. The current square footage of neighborhood commercial uses may not be reduced, as required by **Policy 2-6**. Housing may be provided in standalone or mixed-use buildings; however, along Cherry Avenue, housing above commercial spaces is required.

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* Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan.

(*) Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan except Phase I Development.

2-8: Allow Housing Development along San Bruno Avenue. The Bayhill Residential Overlay (BR) designation is established to allow for residential uses along San Bruno Avenue on the entire site at 801-851 Traeger Avenue and on 3.95 acres of the 1111 Bayhill Drive site, Parcels 4 and 13 on **Figure 2-2**. The BR Designation allows for up to 363 dwelling units. As indicated by **Table 2-2**, a maximum of 205 units are allowed for 801-851 Traeger and a maximum of 158 units are allowed for 1111 Bayhill. When residential square footage is developed on these parcels, the Office Development square footage permitted on these parcels shall be reduced using the conversion factors listed in **Table 2-3**.

Table 2-3: Reduction Of Regional Office Allocation For Residential Land Use

	Reduction of Office Allocation per Dwelling Unit
Residential - 801-851 Traeger	1,267 sq. ft.
Residential - 1111 Bayhill	1,454 sq. ft.

Source: Dyett & Bhatia, ICF, 2019

2-9: Create a Residential Frontage along San Bruno Avenue. New residential development along San Bruno Avenue in the Residential Overlay shall be in the form of standalone buildings that are residential-only – separate in terms of siting and program from any on-site office buildings. Residential development shall be oriented to face San Bruno Avenue, as well as Traeger and/or Elm Avenues as appropriate, and feature front porches, stoops, and other features that complement single family residences to the south and create a transition to Bayhill's office development.

2-10: Enable Expansion of Hotel Land Uses. Hotel is a permitted land use throughout the Plan Area, and new and/or expanded hotel use(s) are encouraged on properties east of Elm Avenue. To support the provision of additional hotel rooms, additional hotel square footage is allowed at 1050 Bayhill Drive as shown on **Table 2-2** and is a priority for the use of unallocated square footage as described in **Policy 2-11**.

2-11: Prioritize Expansion of Hotel and Retail Land Uses. The unallocated 180,618 square feet of regional office development per **Table 2-2** shall be allocated on a first come, first served basis, with priority given to retail and hotel expansion when feasible. The City shall use the "Regional Office Equivalents" listed in **Table 2-4** to convert the amount of unallocated square feet of regional office development to hotel and retail square footage. Regional office land uses shall also be permitted to use this unallocated square footage, but with a lower priority than hotel and retail uses.

Table 2-4: Regional Office Development Equivalents For Non-Residential Land Uses

	Conversion Factor per Sq. Ft. of Regional Office*	Equivalent per 1,000 sq. ft. Regional Office
Professional Services Office	1.00	1,000 sq. ft.
Retail Commercial	0.19	190 sq. ft.
Hotel	0.64	640 sq. ft.**
Civic Use	1.00	1,000 sq. ft.

Notes:

* Equivalent factors maintain development within the EIR analysis envelope based on quantitative analysis of: 1) Operational traffic, 2) Operational water, wastewater, and solid waste, 3) Operational criteria air/GHG pollutants, and 4) Operational roadway noise.

** Hotel rooms are assumed to average 595 sq. ft. Therefore 1,000 sq. ft. of office development is equivalent to 1.08 hotel rooms (640/595 = 1.08).

Source: ICF, 2019

2-12: Allow a Community-Oriented Civic Use in the Plan Area. A civic facility occupying up to 2.1 acres is established as a permitted use for 1111 Bayhill Drive, fronting San Bruno Avenue. If a civic use is developed, the amount of office and/or residential development allocated to the site shall be reduced consistent with this Specific Plan.

2-13: Incorporate Greenway Open Space as a Central Element of the Plan. Greenway open space areas are required along portions of the public street-facing frontages of Bayhill Drive, Traeger Avenue, and Elm Avenue as shown on **Figure 3-1**, Public Realm Concept in Chapter 3, *Urban Design and Public Realm*. These greenway open spaces, which provide an expanded public realm, shall be located on private land but are publicly-accessible and sufficient in dimension for both workers and community members to enjoy as described in the Policies and Design Guidelines in Chapter 3, *Urban Design and Public Realm*.

2-14: Allow Transfer of Office Development. Up to 20% of the permitted maximum office square footage for any particular parcel in the Bayhill Regional Office designated area as shown in **Table 2-2** may be transferred from one parcel to another parcel, provided both parcels are under the same ownership, the receiving parcel does not exceed FAR 2.0, and the applicant can demonstrate to the satisfaction of the City that the proposed transfer would achieve a significant community benefit, such as open space accessible to the public, a civic use, or facilitation of new housing development. The City Council can make an exception and allow transfer of development square footage between parcels with two different owners. City Council review of transfer of development square footage between parcels with different owners will include an analysis of the specific community benefit(s) (e.g. additional open space accessible to the public, facilitation of housing development, a civic use) that this transfer facilitates that are unlikely to be achieved without this transfer. The receiving parcel cannot exceed FAR 2.0.

2-15: Ensure Flexibility and Resiliency. Buildings and site improvements must be designed to be flexible enough to accommodate potential changes in ownership and changing economic, environmental and social conditions. This includes changes in occupancy, as well as modifications needed to adapt to changes in energy supply and other unforeseen circumstances. Highly-customized or branded building and site designs are discouraged in favor of facilities that can be used by a variety of types of enterprises, and can be modified as needed over time. If the City approves a development project with shared facilities that cross property lines or are shared across adjacent properties, such as above or below grade pedestrian or vehicle connections, the City shall ensure through conditions of approval that these facilities can be modified or removed as needed in the future to accommodate property(s) ownership changes.

2-16: Ensure Self Sufficient Development Phases. Individual phases of development shall be functionally and aesthetically self-sufficient when completed, and allow for efficient occupancy and functioning of remaining Specific Plan Area buildings, parking facilities, and infrastructure.

2-17: Require Interim Site Improvements. All sites modified during a given phase of development shall be in a finished state when a phase of development is complete. Remaining vacant land areas should be improved with landscaping, parking, and/or other interim site improvements. Completion of Greenway segments is required as new development proceeds.

2-18: Create a Private Multi-Modal Transportation Hub. An off-street multi-modal transportation hub shall be established to accommodate private bus/shuttle loading and unloading without impacting city streets, and shall be expanded as needed to accommodate each phase of development through to buildout.

2-19: Ensure SFPUC-Related Development Review. Project applicants for new development shall submit conceptual design plans for work within or adjacent to SFPUC easements, including construction methods for protecting SFPUC water transmission pipelines, to the SFPUC for review and consent to the extent required under applicable SFPUC authority.

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BAYHILL SPECIFIC PLAN

3.

Urban Design & Public Realm

3.1 Existing Conditions (2019)

3.2 Urban Design Framework

3.3 Urban Design Policies

3.4 Urban Design Guidelines

3 Urban Design & Public Realm

This Chapter focuses on the quality of streets as public spaces, and their role in creating an attractive, interconnected public realm that encourages walking and bicycling. Urban design policies require new development to provide enhanced pedestrian walkways, bike lanes, street trees, and pedestrian-oriented lighting. They require that publicly-accessible Greenway open spaces be created as a defining element of the Specific Plan Area. They promote new buildings that respect streets as public spaces, with the flexibility to serve users and the city of San Bruno well over the long term and add to the quality, attractiveness, and long-term economic value of the Bayhill Office Park for both businesses and the community.

3.1 Existing Conditions (2019)

General Character of Development

Most of the Plan Area was developed in the 1970s, and streets and buildings reflect the suburban, auto-oriented character of development at the time. Stand-alone buildings are surrounded by large parking lots with poor relationships to neighboring parcels or buildings. Landscaping is focused on screening and shading the considerable expanses of surface parking. Landscaped building setback and parking lot areas are the only current amenities in the Plan Area. Sidewalks are relatively narrow, typically eight feet wide, though in some locations they are six feet or less, with minimal shading. A monolithic concrete curb, gutter and sidewalk configuration is typical, with pedestrians directly adjacent to roadways and passing traffic.

Buildings

Most buildings are concrete and glass, with "blocky" forms typical of 1970s and 1980s commercial building design. Heights range from one-story retail buildings in the Bayhill Shopping Center, to six story buildings at 900 and 850 Cherry Avenue. Most buildings are three stories, consistent with the three-story/50-foot height limit established in 1977 by City Ordinance 1284. Office building footprints average approximately 40,000 square feet in area. Building coverage is approximately 18 percent, with the remaining area surface parking, landscaped building and parking lot setback areas, and roadways.

Reflecting the highly auto-oriented nature of Bayhill, most Plan Area buildings are oriented to adjacent parking lots rather than adjacent streets, which tends to impede and discourage pedestrian traffic. Some buildings are parallel to streets, some perpendicular, and some at other angles. Buildings are generally setback 20 to 30 feet from adjacent sidewalks, though as close as 7 feet in limited locations in the Bayhill Shopping Center. The location and orientation of buildings can have a strong effect on the character of the public realm. Buildings define the boundaries of the street space, and those with land uses that generate high levels of activity and street facing building entrances can encourage walking and social activity.

Boundaries and Topography

The Plan Area is approximately 3,000 feet from east to west, and 1,300 feet from north to south. It rises approximately 100 feet, from elevation 50 at the east end of Bayhill Drive to elevation 160 on the west, with the adjacent wooded hillside rising to 200 feet at Interstate 280. Views from upper Plan Area streets and buildings include San Bruno Mountain to the north and San Francisco Bay and Mount Diablo to the east.

Surrounding roadways separate the Plan Area from the adjacent portions of the City. Interstate 380 borders the Plan Area on the north and Interstate 280 borders it on the west. To the east, El Camino Real is a six-lane roadway with minimal pedestrian or bicycle amenities or street crossing opportunities. On the south, San Bruno Avenue West is a four-lane arterial with a similar lack of pedestrian- and bicycle-related facilities. None of the Plan Area's gateway intersections contain facilities to encourage pedestrian or bicycle access. The lack of pedestrian and bicycle connections to nearby destinations, particularly transit facilities and commercial areas, is an important challenge to address so the Plan Area can accommodate an expanded working population and potential residents without significant traffic and greenhouse gas impacts.

Most (existing) Plan Area buildings are oriented to adjacent parking lots rather than adjacent streets.

Streets and Streetscapes

Plan Area streets have different roles in terms of circulation and the public realm. Bayhill Drive, Grundy Lane, and Traeger Avenue are internal streets that do not facilitate through-traffic. Cherry Avenue and Elm Avenue extend to and through the interior of the Plan Area from adjacent portions of the city. San Bruno Avenue is a Plan Area boundary and a major crosstown link between I-280 and US 101, providing direct access to the San Bruno Caltrain Station and indirect access to San Francisco International Airport via McDonnell Road. The physical characteristics of Plan Area streets in 2019 are described in Chapter 4, *Access & Connectivity.*

None of the Plan Area streets provide consistent street trees or curbside planting to buffer pedestrians from passing traffic. There are no street furnishings, such as benches, trash receptacles, or bus shelters. Pedestrian-scale light fixtures are provided along the frontage of 850 Cherry Avenue. Otherwise, lighting is auto-oriented, with mast-arm light fixtures approximately 230 feet to 300 feet apart in a staggered, offset pattern. A lack of curbside street trees, pedestrian-oriented lighting, and other amenities limits the appeal of walking within the Plan Area and to and from BART, Caltrain, Downtown, and other local destinations.

3.2 Urban Design Framework

Enhanced Pedestrian Environment

Under the policies of this Specific Plan, the large parking lots that line most Plan Area streets will be replaced over time by new office buildings with underground parking, making walking and biking a much more attractive experience. This Chapter contains policies and guidelines to ensure that the design of new on-site landscaping and buildings also contribute to an enhanced pedestrian environment along every Plan Area street as depicted in **Figure 3-1**, Public Realm Concept Map. New development within the Specific Plan Area will improve the pedestrian environment, with continuous curbside street trees, pedestrian-oriented lighting, curbside planting, replaced sidewalks, improved street crossings and, in some locations, additional street crossings.

Specific improvements planned for each street in the Specific Plan Area are somewhat different. For example, improvements planned along Bayhill Drive focus on creating a park-like greenway, with substantial building setbacks and landscape plantings. Improvements planned along Cherry Avenue adjacent to Bayhill Shopping Center would accommodate potential mixed-use development, with first floor commercial space, widened sidewalks and other hardscape amenities. The frontage of San Bruno Avenue would be improved to complement the residential neighborhood frontages to the south.

Greenways

The Specific Plan features greenways: continuous, linear, publicly accessible and useable open spaces on private land as a defining urban design element. As depicted in **Figure 3-1**, Public Realm Concept Map, these Greenways are planned to extend:

- The north side of Bayhill Drive along the frontage of 1150-1250 Bayhill Drive and the parcels to the east,
- The south side of Bayhill Drive along the frontage of 801-851 Traeger Avenue and the parcels to the east,
- The east side of Traeger Avenue, and
- The west side of Elm Avenue.

Each of these greenways is located along important gateway streets to and through the Plan Area. The Greenways are intended to be attractive walking and sitting areas for San Bruno residents and visitors, accessible and inviting to the public, and distinct from adjacent private development. They will incorporate expansive landscaped areas as well as public sidewalks, benches, lighting and/or other amenities as appropriate. In various locations, Greenways will be expanded and/or configured to accommodate larger publicly useable spaces, with a variety of types of seating, turf areas, special site lighting, and an artistic feature or other unique design elements that helps create a memorable public place. **Figure3-2b** illustrates a possible greenway design. Greenways will be privately-owned and maintained and publicly-accessible.

Figure 3-1: Public Realm Concept Map

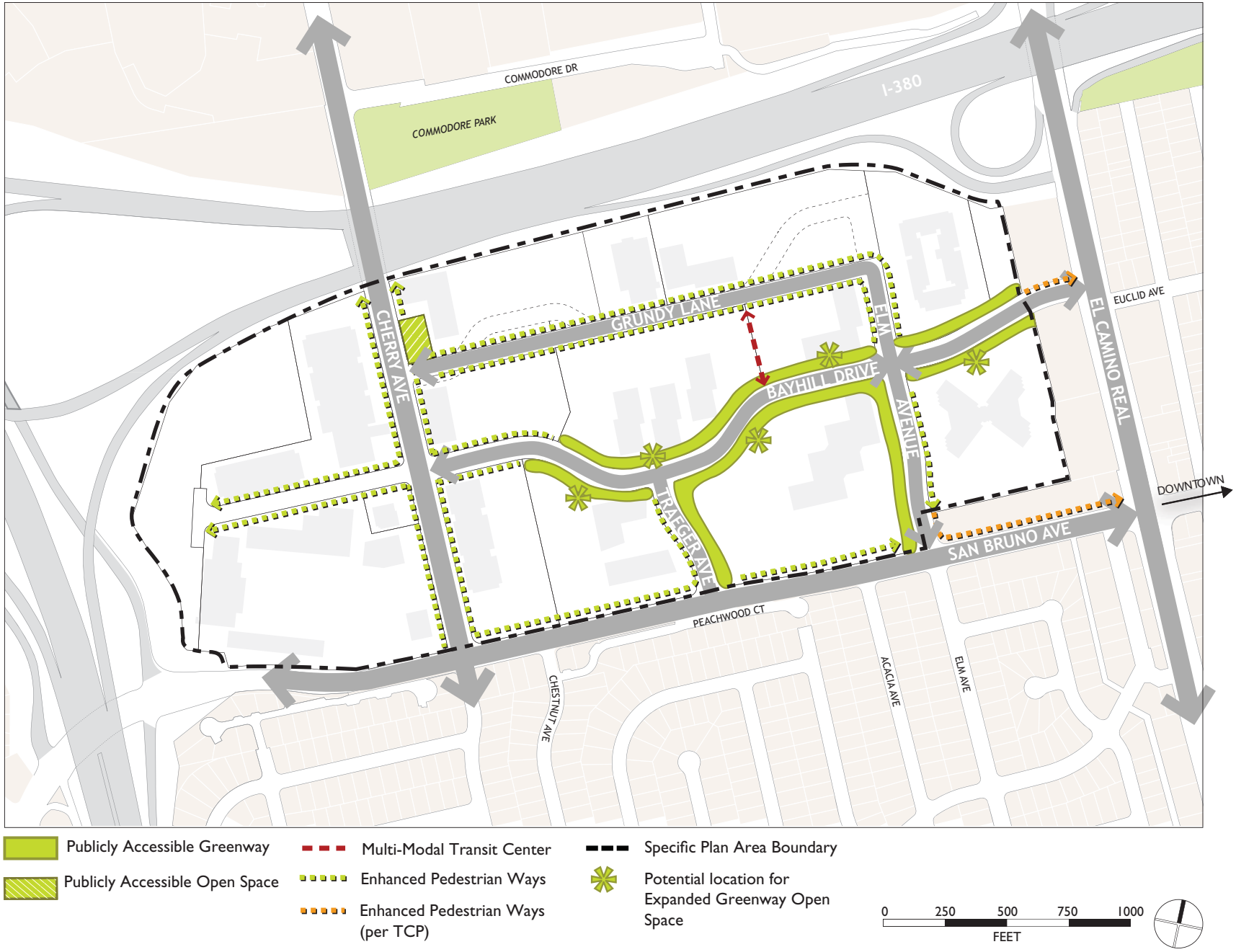


Figure 3-2a: Bayhill Drive Existing Condition

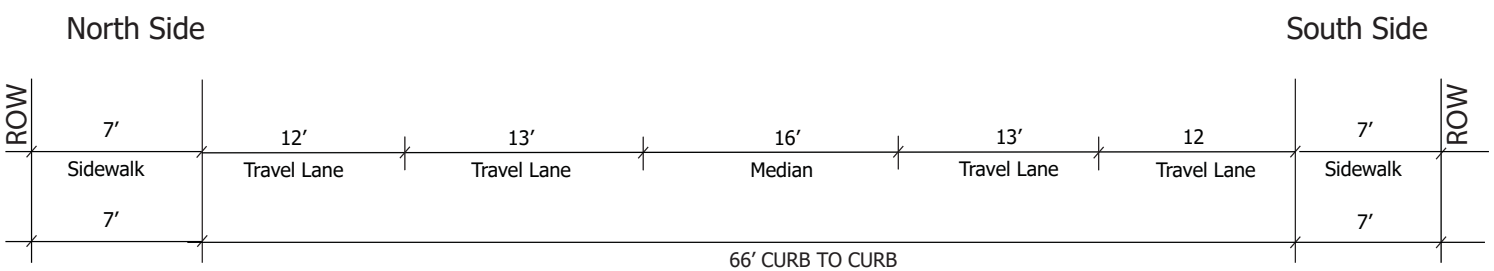


Figure 3-2b: Bayhill Drive Greenway

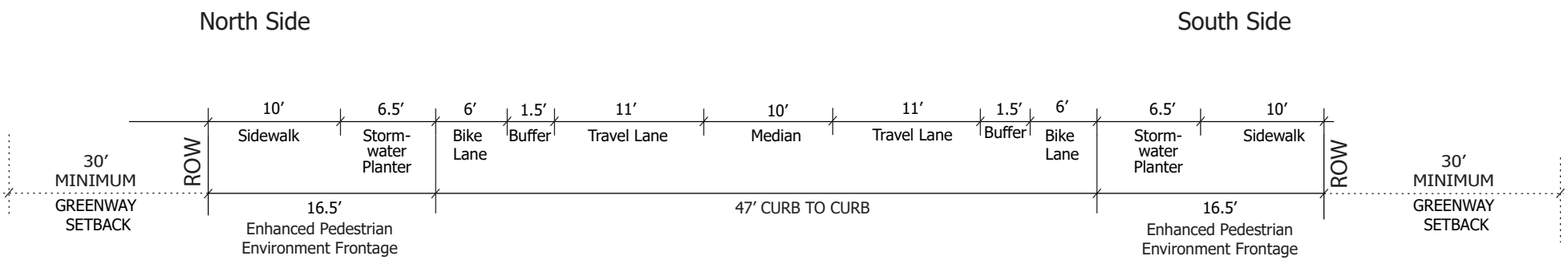


Figure 3-3: Enhanced Pedestrian Environment Illustrations

Regional office street improvements

Mixed use street improvements

Residential street improvements

Public and Private Open Spaces

The Specific Plan promotes a variety of open space types. Some are publicly-accessible, such as the Greenways, enhanced pedestrian environment street frontages, and the plaza at the corner of Cherry Avenue and Grundy Lane as shown on **Figure 3-1**, Public Realm Concept. Others, such as internal building courtyards and/or terraces, are private. The Specific Plan reconciles objectives for a lively, pedestrian-oriented workplace district with significant security concerns by allowing secured private spaces and through-building ways to link to public sidewalks, Greenways and other public spaces as part of a network of attractive pedestrian circulation routes.

The Plan requires that a publicly accessible Cherry Avenue Plaza be established at the northeast corner of Cherry Avenue and Grundy Avenue. It is envisioned as a local gathering spot, part of a chain of destinations along Cherry Avenue that include Bayhill Shopping Center and Commodore Park, linking existing neighborhood areas to the north and south of the Plan Area. Cherry Avenue Plaza will be a privately-owned publicly-accessible open space (POPO).

Specific Plan **Policy 3-2 (k)** requires replacing any trees lost due to new construction at a minimum ratio of one new tree for every one tree lost. This will improve the general appearance of public and private open spaces, supporting a green, natural-appearing overall landscape character. It will also maintain the habitat value of the area for birds, and provide for carbon sequestration to meet state goals for climate neutrality.

Building Orientation and Design

Increasing the amount of development in the Plan Area within the envelope of Ordinance 1284's current three-story/50-foot height limit will create a Plan Area that is significantly more densely-built at the ground level than it is today. Building floor areas, lot coverages, and overall building mass will increase. While replacement of existing surface parking lots is an urban design benefit, the bulk and massing of new buildings and their relationship to one another are important Specific Plan concerns.

To create the enhanced pedestrian environment and provide the green, natural character of development that are important Plan goals, new buildings will provide architectural interest as well as significant frontage landscaping. Offsets and breaks in building facades are required to reduce the visual impact of long building frontages, and street-facing building entrances and courtyards, transparent first floor spaces, and amenities such as benches for public use, are encouraged to enliven street frontages. Front setback requirements are based on square footage of landscape area and allow for variations in the setback distance from adjacent public sidewalks. Frontage landscaping, particularly for areas above sub-surface parking garages areas, will be designed and planted to appear part of the natural landscape.

Up to four private-access pedestrian bridges over public streets may be permitted to connect buildings owned by a single entity. The locations that YouTube has proposed for bridges are shown on **Figure 3-5**, Proposed Pedestrian Bridge Locations. The City will review and decide on these bridges on a case-by-case basis to ensure that they are carefully designed to be attractive and to minimize conflicts with Specific Plan policies to create an enhanced pedestrian street-level environment. Such bridges are ideally removable to allow for changes in occupancy and internal use programs over time and for the maintenance and replacement of belowground infrastructure, such as the SFPUC water pipeline along Elm Avenue.

Hotel Development

The Specific Plan allows for additional square footage to be allocated to the existing Marriott Courtyard hotel parcel in the hope the hotel will be redeveloped and expanded as described in Chapter 2, *Land Use*. For there to be a substantial increase in the size of the existing hotel within the City's three-story height limit, the existing surface-parked facility would need to be redeveloped with underground parking.

Urban design concerns that building floor area, lot coverage, and overall building mass would increase significantly are addressed by the plan. A new hotel building(s) will provide architectural interest as well as significant frontage landscaping, consistent with its gateway location within the Plan Area. An attractive main entrance would be provided along Bayhill Drive. Terraces, balconies, and other features are encouraged to enliven frontages along both Bayhill and Elm. Frontage landscaping, particularly for areas above subsurface parking garages areas, will be designed and planted to appear part of the natural site landscaping as required along other frontages within the Specific Plan Area.

Residential Development along San Bruno Avenue

San Bruno Avenue is a boundary between the Plan Area and single family residential neighborhood areas extending south, as well as a major link between the Plan Area, Downtown, and the San Bruno Caltrain Station. The adjacent Transit Corridor Plan area designates the San Bruno Avenue frontage for residential/commercial mixed-use transit-oriented development east to the San Bruno Caltrain Station and north and south along the El Camino Real corridor. Given this context and the demand for housing, the Specific Plan allows for residential development along the San Bruno Avenue frontage.

Residential buildings could be developed either in combination with existing office buildings and parking areas, or as part of complete site redevelopment. In either case, if developed, new residential buildings will face San Bruno Avenue with attractive architectural forms to complement single-family homes across the street. Front porches, stoops, balconies, terraces, and other features are encouraged to enliven the frontage, and bike lanes, a curbside planting strip, street trees, widened sidewalk, and landscaped setbacks will be provided to make San Bruno Avenue more attractive to walk, bike and live along.

Civic Use on San Bruno Avenue

The Specific Plan offers the City of San Bruno an opportunity to pursue development of a civic use on San Bruno Avenue between Traeger Drive and Elm Avenue. A new public library is one type of facility that is possible, though the City could consider

others based on community needs. Regardless of the actual type of facility, a new civic use must be attractive and present an open, accessible, public character along San Bruno Avenue. Should development of a civic use proceed, a pedestrian-actuated crossing signal with pavement markings should be considered at Acacia Avenue to encourage pedestrian access from the residential neighborhood to the south as described in Chapter 4, *Access and Connectivity.*

A new civic facility could be developed in combination with existing office buildings and parking areas, or as part of site redevelopment including new office and residential development. If the facility is developed independently of complete site redevelopment, the site plan and architectural design will support complementary additional development on the site.

Mixed-Use at Bayhill Shopping Center

Mixed-use development at the shopping center is envisioned as pedestrian-oriented, with active ground-floor uses, public gathering spaces, and bicycle- and pedestrian-oriented amenities. The Specific Plan allows for either horizontal or vertical mixed-use. Horizontal mixed uses are standalone residential and commercial buildings, while vertical mixed use are buildings with residential units above first floor commercial space. Whichever type of development occurs on the majority of the site, the Plan encourages vertical mixed uses along Cherry Avenue to be completed first to implement the Plan's priority for creating pedestrian-oriented streets. First floor commercial spaces will create a "main street" frontage along Cherry, with attractive storefronts, display windows, and sidewalk café spaces as illustrated on **Figure 3-4b**: Building Design Guidelines.

Retails uses will need underground parking in addition to surface parking to accommodate residential development, consistent with parking standards and Plan requirements to preserve the existing amount of commercial development. It is likely that phased partial or complete site redevelopment would be necessary. If that occurs, the Plan encourages reconfiguration of new commercial buildings to be more pedestrian-oriented, configured to face internal streets and ways, rather than facing a single large parking lot as the Shopping Center does today.

Urban Design and Ordinance 1284

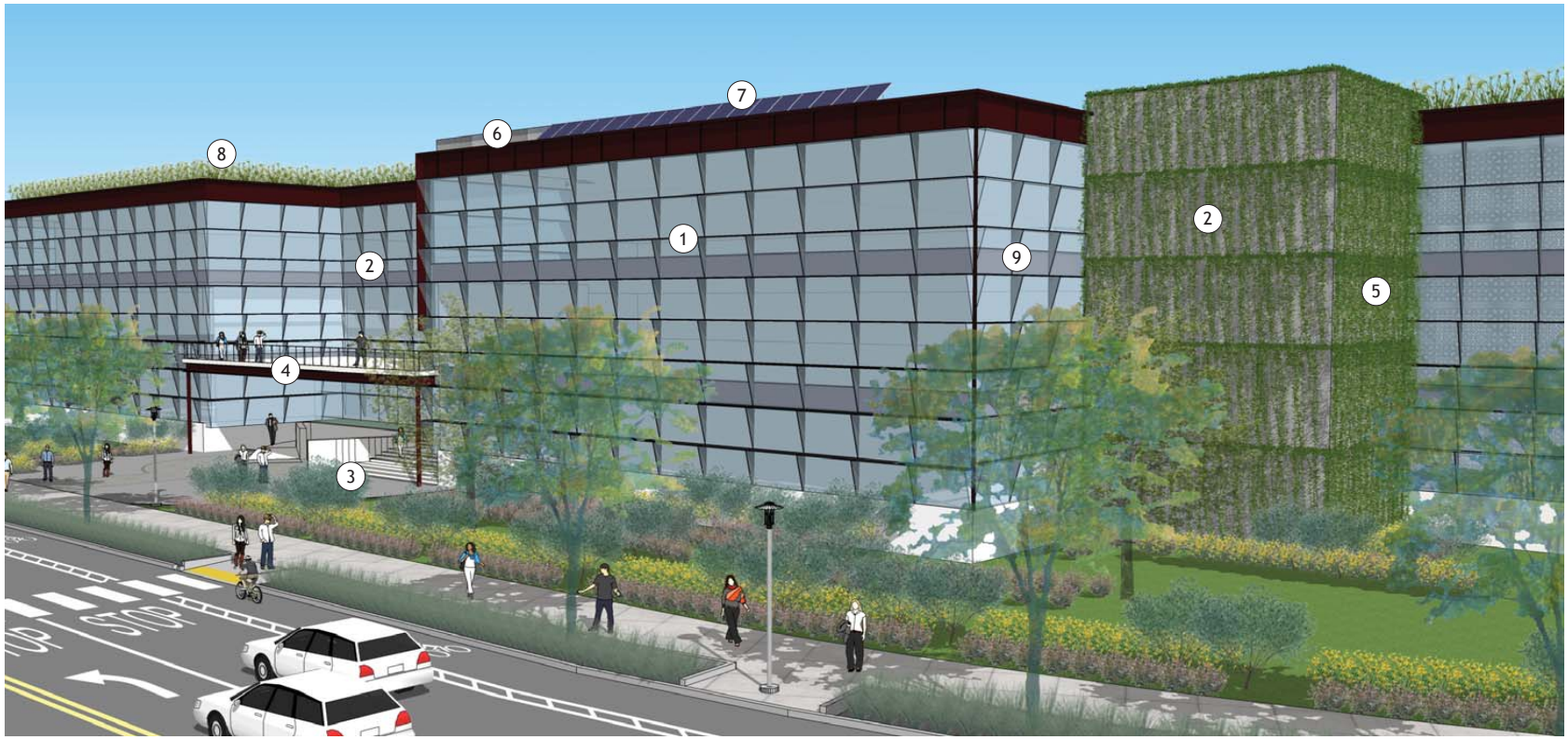
Ordinance 1284, adopted in 1977, requires approval by voters of construction of any building or structure exceeding three (3) stories or fifty (50) feet in height, construction of any above-ground multi-story parking structure, and/or construction of housing exceeding the City's maximum permitted residential density. Ordinance 1284 effectively compresses buildings in the Plan Area into larger floor areas and greater lot coverages than comparable square-foot buildings would typically have with a higher height limit.

Plan policies ensure that the densely-built environment that results is consistent with objectives for an attractive, pedestrian-oriented scale of development and public realm. For office development in particular, building forms, architectural features, and dense frontage landscaping will be designed to reduce the visual impact of long building frontages adjacent to streets and pedestrian spaces. Site landscaping will also be used to soften the appearance of extensive underground parking garages and relatively narrow property line setbacks and spaces between buildings. If an amendment to Ordinance 1284 to allow five story, 70 foot tall buildings is approved by voters (similar to what is permitted within portions of the Transit Corridors Plan), amendments to the Specific Plan and the Zoning Code would be needed to create new development standards and design guidelines for taller buildings, including an increase in required ground-level open space and landscaping requirements for regional office development.

Wayfinding and Signage

The City Municipal Code Chapter on Signs provides regulations for design and placement of signs on private property. Wayfinding and directional signage in the public realm has also become important as the City focuses on improving pedestrian and bicycle circulation city-wide. The Walk 'n Bike Plan (2016) contains a recommendation to "design and install wayfinding signage to help pedestrians and cyclists find their way, especially between the Caltrain and BART stations, the downtown, San Bruno Towne Center, The Shops at Tanforan, Bayhill Office Park and Bayhill Shopping Center. "Wayfinding signage and any related features will be designed and installed by the City; funding is addressed in Chapter 7, *Implementation*.

Figure 3-4a: Building Design Guidelines - Regional Office Development



KEY GUIDELINES

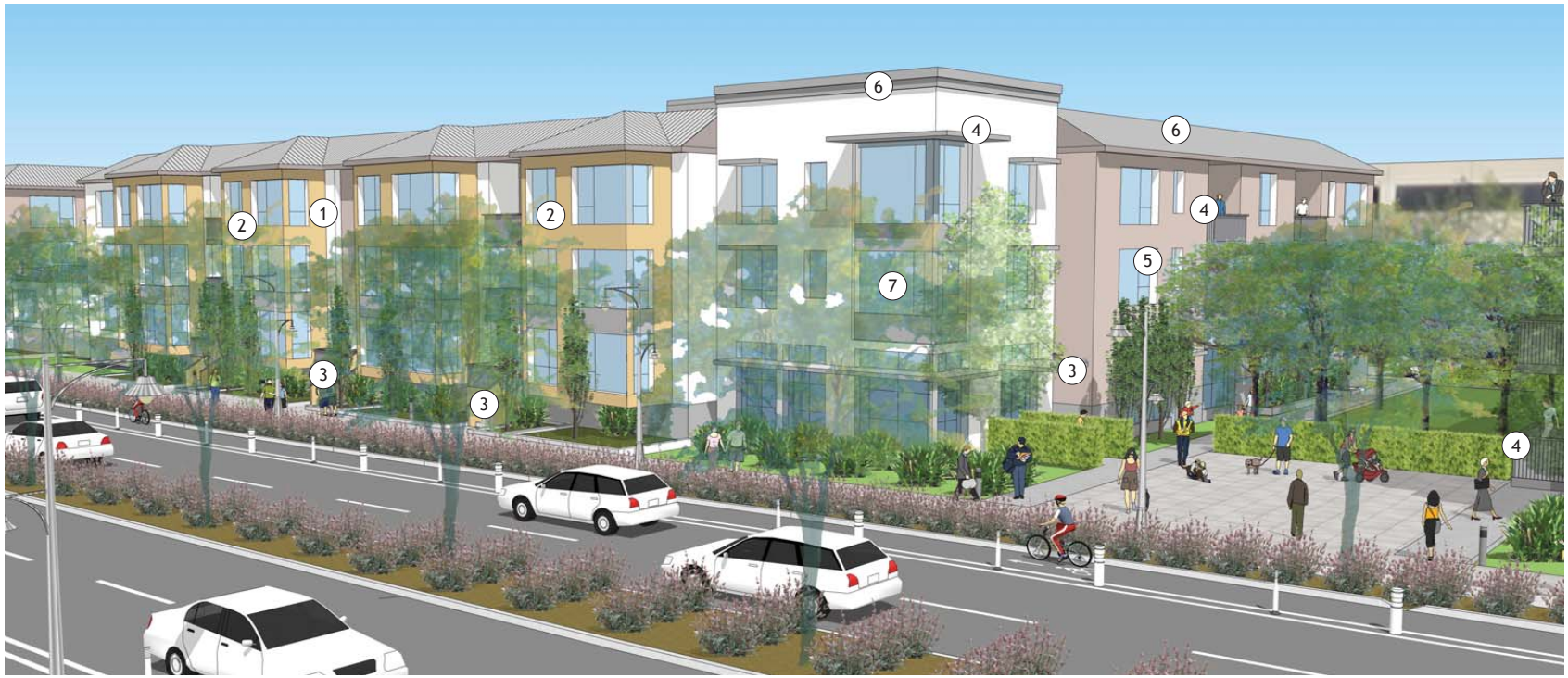
1) Buildings parallel right-of-way to frame street as public space
2) Facade/mass recessed, projected, notched or otherwise modified to create pedestrain scale along street
3) Main entrances attractive, highly-visible, and scaled to street frontages
4) Projections including balconies, cornices, fascia panels, and cantilevered slabs should be light-weight and unobtrusive in appearance
5) All sides materials and finishes compatible with front facade visible from streets, parking areas and/or adjacent buildings
6) Rooftop screening for mecahnical equipment, exit stairs and other elements consistent with the building materials and heights
7) Solar panels to supplement grid electricity
8) Cool and Green roofs to reflect sunlight, reduce heat gain, and capture rainwater for reuse/runoff reduction
9) Mullion and Muntins to create multi-pane windows for human scale and interest

Figure 3-4b: Building Design Guidelines - Mixed Use Development on Cherry Avenue of Bayhill Shopping Center

KEY GUIDELINES

1) Buildings parallel right-of-way to frame street as public space
2) Facade/mass recessed, projected, notched or otherwise modified to create pedestrain scale along street
3) Main entrances attractive, highly-visible, and scaled to street frontages
4) Projections including balconies, cornices, fascia panels, and cantilevered slabs should be light-weight and unobtrusive in appearance
5) Transparent storefront windows allow pedestrians to see into shops and other businesses
6) Storefront base of durable, damage-resistant ornamental material
7) Distinctive corner building with active ground floor use
8) All sides materials and finishes compatible with front facade visible from streets, parking areas and/or adjacent buildings

Figure 3-4c: Building Design Guidelines - Residential Development along San Bruno Avenue



KEY GUIDELINES

1) Buildings parallel right-of-way to frame street as public space
2) Facade/mass recessed, projected, notched or otherwise modified to create pedestrain scale along street
3) Individual entries for first floor units reduce building bulk and can project into setback area
4) Projections including balconies, cornices, fascia panels, and cantile vered slabs should be light-weight and unobtrusive in appearance
5) All sides materials and finishes compatible with front facade visible from streets, parking areas and/or adjacent buildings
6) Rooftop screening for mecahnical equipment, exit stairs and other elements consistent with the building materials and heights
7) Variations in window and facade design include color, materials to add interest to pedestrian environment

Figure 3-5: Proposed Pedestrian Bridge Locations

Pedestrian Bridge Location

0 250 500 750 1000
FEET

3.3 Urban Design Policies*

The Specific Plan's Urban Design Policies are essential for achieving the urban design vision for Bayhill. The Plan also contains Urban Design Guidelines for building design and landscape design that are discretionary yet strongly recommended. Together, the policies and guidelines serve as criteria for design review by City staff, the Architectural Review Committee, Planning Commission, and City Council.

PUBLIC REALM

3-1: Create a Strong Public Realm. New investment and development in the Plan Area shall create a strong public realm of attractive pedestrian-oriented streetscapes, building designs, and publicly-accessible open spaces for relaxation and gathering.

3-2: Provide Enhanced Pedestrian Environment Street Improvements and Landscaping. Street trees, lighting, landscaping, and other amenities shall be provided by new development along their entire street frontages to create attractive, pedestrian-oriented streets throughout the Specific Plan Area; see illustrations in Appendix A, **Figures A-1** through **A-30**.

According to Policy 3-1, new investment and development in the Plan Area shall create a strong public realm of attractive pedestrian-oriented streetscapes, building designs, and publicly-accessible open spaces for relaxation and gathering.

* Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan.

(*) Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan except Phase I Development.

a. **Curbside Planting Strip** – Enhanced pedestrian environment street frontage improvements shall include curbside planting strip to buffer sidewalks from adjacent roadways, accommodate canopy street trees, and collect and filter roadway runoff.

b. **Curbside Street Trees** – Enhanced pedestrian environment street frontage improvements shall include broad-canopy street trees in the curbside planting strip that are primarily deciduous to provide seasonal shade and buffer pedestrians from passing traffic.

c. **Median Street Trees and Landscaping** – New canopy street trees and surface plantings shall be provided in medians to complement curbside and planting strip landscaping.

Policy 3-2 requires enhanced pedestrian environment street frontage improvements, including a curbside planting strip to buffer sidewalks from adjacent roadways, accommodate canopy street trees, and collect and filter roadway runoff.

d. **Pedestrian Oriented Lighting** – Enhanced pedestrian environment street frontage improvements shall include pedestrian-oriented lighting along all street frontages to replace or augment the highway-type street lights located along Plan Area frontages.

e. **Streetscape Character** – Street trees and streetlights shall be arranged in an orderly manner with a generally regular spacing. Tree wells, sidewalk paving surfaces, and bordering planter areas shall have a "green" natural appearance.

f. **Stormwater Management** – Curbside biofiltration at grade planters, pervious paving, and other stormwater management elements shall be incorporated into enhanced pedestrian environment street frontage improvements to capture and filter stormwater runoff. These elements are described in more detail in Chapter 5, *Infrastructure Improvements.*

g. **Complementary and Natural-Appearing Frontage Landscaping** – Landscaping on private property adjacent to public-use streets and ways shall support the green, natural-appearing landscape character envisioned for the Specific Plan Area, and complement public realm street improvements.

h. **Tree Form** – Trees similar in form and complementary to curbside street trees shall be planted along private property frontages to frame public sidewalks as public spaces and to create a unified appearance along public streets.

i. **Natural Appearance Above Garages** – Raised planters shall be minimized, particularly in front building setback and Greenway areas so that the area above the underground garages appears natural. Raised planters look man made. Areas above the parking garage should appear to be natural earth, not man made and artificial. Mounding is allowed for tree planting.

j. **Specimen Trees** – Special specimen trees notable for flowering and/or habit shall be located at special, high-visibility locations.

k. **Tree Replacement** – Any trees removed over the course of development will be replaced at a minimum 1:1 ratio.

3-3: Require Naturalistic Site Grading and Earthwork. Site grading shall create a naturalistic appearance, without dramatic terracing, berming, and other obvious earthwork approaches. Mounding earth shall be used only to accommodate differentials between first floor building elevations and adjacent sidewalk grades,

and to accommodate trees and other planting above underground parking garages.

3-4: Establish Publicly-Accessible Greenways. Continuous, privately-owned and maintained, publicly-accessible Greenway open spaces shall be provided by new development along Bayhill Drive, Traeger Avenue, and Elm Avenue, per the Public Realm Concept, **Figure 3-1**, and as illustrated by **Figure 3-2b**. Greenways shall be developed within an expanded, continuous area located along the public street that is between 30 and 60 feet wide, sufficient in width for employees and community members to use and enjoy, and to establish a distinct appearance from adjacent private development site. Developers are encouraged to provide greenways that are larger than 30 feet wherever possible.

a. **Amenities** – shall be provided within Greenway areas, including benches, area lighting, trash receptacles, ornamental landscape materials, drinking fountains, and/or artistic features.

b. **Expanded Greenway Open Space** – A minimum of three locations within the Greenway along Bayhill Drive shall include an expanded Greenway Open Space where the Greenway is expanded from 30 feet to 60 feet in width and 60 feet in length, and improved as publicly-accessible open space, with seating, turf area, site lighting, and a special feature that provides a focus and identity. Amenities and materials should be the same as those provided along the rest of the Greenway so that the area appears contiguous, integral, and publicly-accessible. Developers are encouraged to provide expanded Greenway areas that are larger than 60 by 60. An expanded greenway open space shall be considered when new office development is proposed next to the greenway areas along Bayhill Drive.

c. **Greenway Access Easements** – Greenway segments shall be completed on development parcels as parcel development proceeds. Property owners shall be required to record agreements allowing public access to these areas.

d. **Greenway Segments** – Completed segments shall be provided when new development on a parcel equals or exceeds ½ the total permitted amount of development for that parcel, allowing for use of existing buildings and parking areas until new building construction is undertaken.

e. **Greenway Modifications** – Once installed, modifications to the amenities or design of Greenway areas shall be subject to the review and approval of the City.

3-5: Create Accessible Cherry Avenue Plaza. A publicly-accessible, privately-maintained plaza shall be provided by the property owner as part of new development at 1000 Cherry Avenue. The plaza shall provide a community open space area, with improvements to include adequate lighting, irrigation systems, hardscape area and landscaping.

a. **Amenities** – Shall be provided to encourage use and enhance the comfort, aesthetics, and usability of the space, including but not limited to, trees and other landscaping, seating, shade structures, drinking fountains, and/or artistic features.

b. **Location and Accessibility** – The plaza shall be located on the northeast corner of Cherry Avenue and Grundy Lane. At minimum, it shall be accessible to the public during normal business hours as defined by the City. Direct at-grade access and visibility from adjacent streets is required and fencing not permitted adjacent to sidewalk.

c. **Area and Dimensions** – The minimum area of the plaza shall be 0.275 acres, the minimum dimensions 80 feet by 150 feet.

d. **Plaza Access Easement** – The Property owner shall record agreements allowing public access to the Cherry Avenue Plaza.

e. **Plaza Modifications** – Once installed, modifications to the amenities or design of the plaza shall be subject to the review and approval of the City.

3-6: Promote Pedestrian-Oriented Development at Bayhill Shopping Center. Horizontal and vertical mixed-use both shall be allowed at the shopping center site. However, vertical mixed-use with commercial use on the ground floor is required along Cherry Avenue and is recommended as the first phase development. If major site redevelopment is undertaken new commercial buildings shall be configured to be pedestrian-oriented and to face internal streets and ways rather than large parking area(s).

3-7: Implement Urban Design-Supportive Roadway Improvements. Lane modifications, bike ways, improved pedestrian crossings

and other roadway improvements shall be implemented to improve the attractiveness, safety and connectivity of pedestrian, bicycle, and transit to and within the Bayhill Plan Area and to complement the creation of an enhanced pedestrian environment. These improvements shall be implemented as new development takes place and/or as public funding becomes available. Modifications to roadway widths and alignments are detailed in Chapter 4, *Access & Connectivity*.

3-8: Provide an Attractive Private Multi-Modal Transit Hub. **Figure 3-1**, Public Realm Concept Map, shows the location of the Multi-Modal Transit Hub. The Private Transit Hub shall include walkways, weather shelters, seating, lighting, and other amenities consistent with the Enhanced Pedestrian Environment street frontages.

3-9: Minimize the Visual Impact of Pedestrian Bridges. Up to four private access pedestrian bridges over public streets are permitted. The proposed locations are shown on **Figure 3-5**, Proposed Pedestrian Bridge Locations. They shall be designed to be as visually unobtrusive as possible. Bridges shall be relatively narrow – no wider than 20 feet with a minimum of 18 feet of vertical clearance – to minimize the visual impact and shadowing on sidewalks below, and materials shall be lightweight in appearance, with slender metal support members and railings, glass side/railing panels, and/or other approaches as feasible. Bridges shall be removable to allow for changes in occupancy and internal use programs over time to the maximum feasible extent.

3-10: Integrate a Civic Use. The design of any new civic use along San Bruno Avenue shall be attractive and present an open, accessible public character. The site plan and architectural design should support complementary additional new development along San Bruno Avenue as feasible. Safe pedestrian access at Acacia Avenue should be provided as described in Chapter 4, *Access and Connectivity*.

SITE DESIGN

3-11: Maintain a Green, Landscaped Character. The Plan Area's hillside setting shall be complemented with street trees, curbside and on-site planting, stormwater management features, and other landscape elements that soften the impact of the increased level of development and enhance the area's existing green, landscaped character.

3-12: Promote an Attractive On-Site Private Pedestrian Circulation Network. A network of attractive on-site pedestrian circulation routes shall be established throughout the Plan Area, linking public sidewalks, on-site walking paths, and through-building ways.

a. **On-Site Private Walkways** – shall be provided to connect through blocks and link interior building spaces to adjacent public sidewalks.

b. **Width and Framing** – Clearly defined, attractively landscaped and lighted and wide pedestrian ways and open spaces should be provided. These spaces should be framed and/or bordered by buildings and plant materials. Exterior at-grade pedestrian spaces, such as sidewalks and their adjacent landscaping, should be a minimum 15 feet in width; 20 feet is recommended.

c. **Common Elements** – Pedestrian ways and open spaces should incorporate common and/or complementary design elements. Paving patterns and/or materials, plant species, lighting fixtures and arrangements, and furnishings should recur to strengthen Plan Area image and identity.

d. **Focus** – Pedestrian ways and spaces should be aligned to have a functional and/or aesthetic visual focus or destination, such as a building entrance, landmark/amenity, sitting area, transit stop, or street crossing.

3-13: Configure Outdoor Use Areas to Reduce the Effect of Traffic Noise. Outdoor use areas for sensitive land uses and publicly accessible open space shall be designed to reduce the exposure to traffic noise, either by locating them farther from nearby roadways, particularly I-280 and I-380, or by

orienting buildings and other shielding features to reduce noise.

a. **Sound Diffusion and Masking** – Screen plantings of evergreen trees shall be encouraged adjacent to freeways, and adjacent to publicly-accessible spaces as appropriate. White noise-generating features and other design techniques to mask traffic noise shall be encouraged for active public spaces.

3-14: Require Native and Drought Tolerant Plants. Native and/or drought tolerant plants shall be used for landscaping. See Landscape and Planting Design Guidelines.

3-15: Install Gateway Landscape Improvements. Landscaping at highly-visible, public-facing intersections at Cherry Avenue, San Bruno Avenue, and Traeger Avenue shall feature special planting approaches to create attractive gateways to the Plan Area and complement wayfinding signage.

3-16: Establish a Comprehensive Approach to Wayfinding and Signage. The City shall design and install wayfinding and signage for connections to transit and bicycle and pedestrian accessibility that supports TDM efforts and enhance the overall image of the Bayhill Specific Plan Area.

3-17: Ensure Outdoor Lighting is Designed to Reduce Light Pollution and Glare. Outdoor lighting, including exterior mounted building lighting, shall be designed to minimize night sky light pollution, glare, and light spillage onto adjacent buildings and properties. Lighting shall comply with Title 24 and CalGreen lighting requirements for non-residential occupancies, and Dark Sky Initiative elements as applicable. Fixtures shall be shielded and exterior-rated IP65 or better, with dimming controls if available.

BUILDING DESIGN

3-18: Orient Buildings to Streets and Publicly-Accessible Spaces. New buildings shall contribute to a strong and lively public realm along Bayhill's streets with attractive facades and main building entrances. Buildings shall be sited parallel to streets to frame them as public spaces and to accommodate views of the hills and toward the bay.

a. **Main Building Entrances** – and/or building courtyard entrances shall be located on street frontages, highly-visible and attractive to encourage pedestrian activity.

b. **First Floor Elevation** – First floors shall be close in elevation to adjacent public sidewalks.

c. **Relationship to Open Spaces** – Buildings and open spaces should be linked physically and visually to provide an integrated open space environment. Security fencing, if needed, shall be designed to maintain visibility between public and private spaces.

d. **Corner Buildings** – Corner buildings shall have corner entrances and/or attractive architectural features to highlight intersections as public spaces.

3-19: Compose Building Form and Massing. New buildings shall not have a bulky, box-like appearance. Architectural design shall compose massing to express site context, accenting main building entrances, building corners, adjacent intersections, the Greenway and/or other open spaces.

3-20: Employ Complementary Building Forms and Materials. Buildings shall exhibit variety in architectural design and materials, yet relate to one another and the surrounding building context. Policies for all buildings are listed below. See the Building Design Guidelines which provide additional direction regarding architectural design and materials.

a. **Building Base** – Buildings shall provide human scale and visual interest at the pedestrian level. Attractive, high-quality first floor cladding materials shall be employed.

b. **Complementary Building Forms** – New buildings shall be complementary to one another in terms of overall form, and massing, fenestration, and rooflines, and other major architectural elements. New buildings shall be complementary in form to surrounding buildings, with variety in architectural design and materials.

c. **Surface Relief** – Building façades shall exhibit a strong three-dimensional quality with recessed wall surfaces, projecting window bays, sunshades, canopies, and other elements, particularly along highly-visible frontages and important pedestrian routes.

d. **Outward Views** – Upper floors and usable rooftop areas, loggias, terraces, and other architectural features should be designed to take advantage of Bayhill's geographic setting

and views of the hills, bay, and other local features.

e. **Primary/Main Building Entrances** – Primary entrances should be prominent and scaled to the street and/or open space they face, and protected from the elements with a recess, canopy, or projected mass above. Entrances should generally be glazed for transparency to and from the outdoors, and where required access ramps should be integrated into the overall design.

f. **Blank Walls** – Blank, windowless walls shall not be located along street frontages. If blank walls are essential to internal building functions they should be designed with recesses, special surface material(s), and/or landscape approaches such as green walls to make them more attractive.

g. **Lighting** – Interior lighting shall be designed to direct, and/or shield light fixtures to prevent night sky light pollution, glare and light spillage onto adjacent buildings and properties.

3-21: Require Different Building Types to Enhance the Public Realm as Appropriate. Building design policies apply to all new buildings. However, each of the major building types associated with the Plan's permitted land uses have somewhat different functional requirements, and therefore shall support creation of an attractive public realm in different ways; see **Figure 3-3**, Building Design Illustrations.

a. **Regional Office Buildings** – shall include offsets and breaks to reduce the visual impact of long building frontages, with street-facing building entrances, entrance courts, and transparent first floor spaces that enliven street frontages.

b. **Commercial/Retail Buildings** – shall contain ground-floor storefronts with transparent windows that allow pedestrians to see into shops, offices and eateries, and ornamental building materials along adjacent sidewalks.

c. **Residential Buildings** – shall provide architectural elements to complement single-family homes in nearby neighborhood areas. Front porches, stoops, balconies, terraces, and other features shall enliven frontages and encourage pedestrian activity.

d. **Hotel Buildings** – shall incorporate attractive, street-facing main entrances and terraces, balconies, and other external building features.

3-22: Create an Attractive Gateway with New Hotel Development. A new hotel building(s) shall provide architectural interest as well as significant frontage landscaping, consistent with its gateway location on Bayhill Drive. An attractive street-facing main entrance should be provided, and terraces, balconies, and/or other features are encouraged to enliven frontages along Bayhill and Elm Avenue.

3-23: Create an Attractive Roofscape. Roofs shall be integrated with façade composition to create a coherent overall building character, and designed to reflect the primary building entrance and other important program elements. Enclosures shall be used to screen rooftop mechanical equipment, and shall be designed as attractive architectural forms that add visual interest when viewed from a distance and from nearby buildings.

3-24: Use Building Design Guidelines. The Specific Plan does not prescribe particular architectural styles. However, building design and materials are important Specific Plan concerns, and in addition to the Plan's Urban Design policies the Plan includes Building Design Guidelines that shall be used to ensure high quality buildings that enhance the public realm; see Building Design Guidelines.

3-25: Promote Environmental Sustainability in Building Design. Environmental sustainability shall be supported by energy efficiency in operations, recycled materials, and flexible building floor plans and other approaches that accommodate changes in occupancy over time to maximize long-term building re-use and minimize greenhouse gas emissions. See Chapter 7, *Environmental Quality*, Policy 7-16, regarding other related requirements.

a. **Solar Panels** – Solar panels and other green energy features shall be integrated with architectural designs.

b. **Natural Light and Ventilation** – Buildings shall be designed to incorporate natural light and ventilation to reduce energy use. Windows should be operable to the extent possible to allow natural ventilation and potentially eliminate the need for mechanical ventilation.

If mechanical systems are necessary, energy-efficient and low emission heating, ventilation and air conditioning (HVAC) systems shall be used.

c. **Cool/Green Roofs and Walls** – Cool roofs and walls to reflect sunlight, and/or green roofs and walls to reduce heat gain and capture stormwater, are encouraged to maintain and regulate internal building temperatures and reduce heat island effects.

d. **Sustainable Building Materials** – such as recycled materials, sustainably harvested wood, rapidly renewable resources, panels made from paper flakes, locally-obtained stone and rock, bamboo, and non-toxic low-VOC (volatile organic compound) glues and paints are encouraged to be incorporated into new buildings.

e. **Cooling and Heating** – Natural cooling and passive solar heating shall be encouraged in building placement and orientation. Where possible, building windows and balconies shall be oriented facing east, west, and south to maximize solar access. All-electric space and water heating shall be required in all new construction.

3-26: Minimize Light and Glare from Buildings. Buildings shall incorporate non-reflective materials to minimize glare, and interior lighting that is shielded and/or diffused to minimize visibility of light sources from outside. Anti-reflective glass is required for office, commercial, and other building types that incorporate large expanses of glazing.

3-27: Require Building Design that Reduces Noise Intrusion. Buildings shall be designed to reduce freeway- and airport-related noise intrusion into interior building spaces, particularly those containing noise-sensitive land uses such as residential, lodging, and daycare facilities. Approaches include but are not limited to noise-insulating walls, windows, and doors, and locating bedrooms and other noise-sensitive rooms away from noise sources.

3.4 Urban Design Guidelines

a. **Site Design** – Less noise-sensitive building types shall be encouraged to shield more noise-sensitive types. Noise-diffusing evergreen tree plantings shall be encouraged along freeway frontages.

In addition to conforming to Building Design Policies, building design should reflect the following Urban Design Guidelines.

DG-1: Regional Office Buildings – in the Bayhill Regional Office (BRO) designated land use area should incorporate:

a. **Varied Building Massing** – No more than 50 percent of the length of a building façade should be continuous without a change in massing.

b. **Architectural Projections** – including balconies, cornices, fascia panels, and cantilevered roof slabs, that are light-weight and relatively unobtrusive in appearance.

c. **Architectural Windows** – with mullions to create a multi-pane pattern for human scale and interest.

d. **All Sides Design** – with quality architectural elements and materials on all building facades.

DG-2: Hotel Buildings – in the Bayhill Regional Office (BRO) designated land use area should adhere to Regional Office Building design guidelines.

DG-3: Commercial/Retail Buildings – in the Bayhill Neighborhood Center Commercial (BNC) designated land use area should incorporate:

a. **Transparent Storefront Windows** – that allow pedestrians to see into shops, offices and eateries. Opaque, reflective, or dark tinted glass is discouraged.

b. **Storefront Base** – below storefront windows of durable, damage-resistant ornamental materials such as precast concrete, brick, stone masonry, and/or commercial grade ceramic.

c. **Distinctive Corner Buildings** – with ground-floor retail uses.

d. **Special Elements** – such as adding windows groupings, bays, loggias, awnings/canopies, and varying cornices and rooflines.

e. **Varying Materials and Colors** – should be used to enhance storefront base, window trim, entries, projecting window bays, etc.

f. **All Sides Design** – with quality architectural elements and materials on all building sides. Blank walls should be limited to 12 ft. maximum length, and improved with surface detailing, materials, green walls and/or other features to improve appearance.

DG-4: Residential Buildings in the Bayhill Residential Overlay (BR) and Bayhill Mixed Use (BMU) – designated land use areas should incorporate:

a. **Individual Front Entries** – to provide first floor units with street level access along adjacent streets to reduce building bulk and enliven the street frontage.

b. **Building Mass** – reduced and articulated with architectural details, changes in materials and colors, and other similar elements, including:

   – changes in wall planes and projecting or recessed architectural elements;

   – architectural elements and details such as adding notches, grouping windows, loggias and dormers, varying cornices and rooflines;

   – secondary materials and colors to enhance key components of a building façade; e.g. window trim, entries, projecting bay windows, etc.

c. **Rooflines** – and cornice details designed in a three-dimensional manner.

d. **Variation in Window Design** – color, materials, and architectural elements to add interest to the pedestrian environment.

e. **Balconies** – with transparent or semi-transparent railings to enhance natural lighting and maximize "eyes on the street."

f. **Architectural Elements** – such as cornices, lintels, sills, balconies, awnings, porches and stoops to enhance building façades. Frame south- or southwest-facing windows with protruding vertical or horizontal shading devices such as lintels, sills and awnings to provide adequate protection from glare.

g. **All Sides Design** – with quality architectural elements and materials on all building facades.

DG-5: Building Materials – the guidelines below are intended for all building types.

a. **Wall Surfaces** – Materials and material colors should combine to form a cohesive image for all Specific Plan Area buildings, while allowing for variety within overall building design and composition.

Materials Recommended:

- Natural Stone
- Terra Cotta Tile
- Cast-in-Place Concrete
- Pre-Cast Concrete Panels
- Glass Fiber Reinforced Concrete (GFRC)
- Brick
- Glass Curtain Wall
- Metal Panels
- Ceramic Tile
- Channel Glass
- Wood (residential only, shingles and/or clapboard)
- Cement Plaster

Materials Not Recommended:

- Reflective Glass
- Exterior insulation finishing system (EIFS)
- Wood or T-150 Siding

b. **Windows** – are an important element of composition and an indicator of building quality. A variety of window and opening types are anticipated.

- *Composition* – All windows within a building, large or small, should be complementary in operating type, proportions, and detailing. Unifying architectural elements such as common sill or header lines should be employed.
- *Framing and Window Inset* – Sills and trim should be used to frame openings. Glass should be inset a minimum of 3 inches from exterior wall and/or frame surface to add relief.
- *Mullions and Muntins* – Mullions and muntins are recommended to create multi-pane windows that provide a human scale and interest. Multi-pane patterns should be appropriate to the scale of the window opening and the overall building design.
- *Glazing* – If tinted, glazing should be kept light.

c. **Roofs** – Buildings can have flat or shaped roofs, solid or perforated eaves, or a simply detailed parapet.

- *Materials* – Roofs materials should be non-reflective and light in color to minimize heat island effects. Green roofs are encouraged to help with stormwater management as well as minimize heat island effects.
- *Rooftop Terraces* – should be considered to provide accessible private open space for employees, visitors, and residents.
- *Solar Panels* – should be integrated with and/or complement the form of the building.

LANDSCAPE DESIGN GUIDELINES

In addition to conforming to Public Realm and Site Design Policies, landscape design should reflect the following guidelines.

DG-6: Street Trees – Street trees are an indicator of publicly accessible space, as well as a source of shade and green. Trees with canopy summer shade characteristics are strongly recommended. In general, a consistent species should be used along the length of a street.

a. **Tree Wells** – Trees should be planted in curbside planting strips with a minimum horizontal dimension of 4 feet; 6 ft. recommended. Within or adjacent to paving, expanded subsurface areas should be created to facilitate root growth; e.g. trenches, structural soil, soil cells, and other approaches. Tree grates should be provided in areas where sidewalks are located curbside to accommodate curbside parking.

b. **Size** – Trees should be minimum 36-inch box/3" caliper at time of planting.

c. **Spacing** – Trees should be located at an average 20 ft. on-center, unless site-specific conditions necessitate a different spacing.

DG-7: Relationship of Street Trees, Street Lights and Parking – Trees, lights, and curbside parking, where it is provided, should be designed together to create an orderly appearance and minimize conflicts. Trees and lights should be located between parking stalls and car door swing areas. Street lights should be centered between trees to maximize light distribution, with tall-growing canopy trees used to ensure that branching is higher than light sources.

DG-8: Paving Materials – In general, a maximum of two materials should be combined in a single application:

a. **Stone** – such as slate or granite

b. **Brick Pavers**

c. **Concrete Unit Pavers**

d. **Poured-in-Place Concrete** – All concrete walks should be tinted to reduce glare. Recommended enhancements include special scoring patterns, and ornamental insets, such as tile.

e. **Other Surfaces** – As deemed appropriate by the City for a given application.

DG-9: General Landscape – Plants should be selected and placed to reflect both ornamental and functional characteristics, and to require low to medium levels of irrigation depending upon their function.

a. **Deciduous Trees** – should be the predominant large plant material used. They should be used as street trees, located adjacent to buildings and within parking areas to provide shade in summer and allow sun in winter. Species should not have surface roots that could cause pavement damage, and have relatively low litter and/or other maintenance issues.

b. **Evergreen Shrubs and Trees** – should be used for screening along rear property lines, around mechanical appurtenances, and to obscure grillwork and fencing associated with subsurface and/or freestanding parking garages.

c. **Flowering Shrubs and Specimen Trees** – should be used adjacent to pedestrian ways and open space areas, as a frame for building entrances, stairs, and walks, and at high-visibility locations along the Greenway.

d. **Flowers with Annual or Seasonal Color** – are recommended to highlight special locations, such as courtyards and building entrances.

e. **Irrigation Systems** – Mechanical irrigation should be provided for all planted areas. Drip systems and recycled water should be used wherever feasible.

f. **Non-Invasive Plant Species** – should be used in all site landscaping.

g. **Planted Turf** – should be used sparingly, only for leisure activity areas.

h. **Security Fencing** – Security fencing, if needed, will be designed to maintain visibility between public and private spaces. Picket, rail, or grid panels are recommended; solid panels and walls are not recommended.

DG-10: Surface Parking Lots – should be designed as an integral feature of the overall development plan.

a. **Grid Tree Arrangement** – In general, trees should be distributed evenly throughout parking lots to provide shade and enhance appearance as seen from adjacent streets and buildings. A regularly spaced grid of trees is recommended to provide even distribution.

b. **Other Landscape Approaches** – May be considered. These could utilize trellises, screen walls, and/or arbors with vines, hedges, wind rows, or other elements.

DG-11: Recommended Plants – The plants below are consistent with Specific Plan guidelines. Other plants are permitted, however, and final plant palettes may vary according to availability and site design objectives. Plants within the Greenway, setback, and courtyard areas should be selected for hardiness, beauty, and support of regional habitat, including pollinators and bird species.

Additional plant species that may be considered are contained in the Bay-Friendly Landscape Guidelines and the UC Davis Water Use Classification of Landscape Species List (WUCOLS) of low- and moderate water-using plants, provided they are consistent with Specific Plan policies and guidelines for location and application.

a. **Street, Greenway Promenade, and Surface Parking Lot Trees** – These trees are recommended for their seasonal shade, habitat value and attractive foliage. Final tree selection(s) should be made for upright growth characteristics, growth speed to maturity, drought tolerance, shading, and availability.

- Oregon Maple, *Acer macrophyllum*
- Red Maple, *Acer rubrum* (red fall foliage cultivars)
- Ash, *Fraxinus Americana 'Autumn Purple'*
- Ginkgo, *Ginkgo biloba* (male only)
- Kentucky Coffee Tree, *Gymnocladus diocus*
- Brisbane Box, *Lophostemon confertus*
- Tupelo, *Nyssa sylvatica*
- London Plane Tree, *Platanus acerfolia*
- Columbia Sycamore, *Platanus acerifolia* 'Columbia'
- California Sycamore, *Platanus racemosa*
- American Elm, *Ulmus Americana* (DED resistant varieties)

b. **Medium-Size and Flowering Trees** – Recommended for locations where canopy shade is not an objective.

- Chinese Pistache, *Pistacia chinensis*
- Flowering Pear, *Pyrus calleryana*
- Crape Myrtle, *Lagerstroemia indica* (Powdery Mildew resistant varieties)
- Western Redbud, *Cercis occidentalis*
- Toyon, *Heteromeles arbutifolia*

c. **Courtyard Shrubs** – Recommended for courtyards and view-only areas, these plants have colorful blossoms, unique foliage, and/or seasonal qualities. Most have habitat value.

- Butterfly Bush, *Buddleja spp.*
- Australian Fuschia, *Correa spp.*
- Coral Bells, *Huechra maicanthra*
- Lantana, *Lantana davivii*
- Lavender, *Lavandula spp.*
- Lion's Tail, *Leonurus spp.*
- Matilija poppy, *Romneya coulteri*
- Sage, *Salvia spp.*

d. **Habitat Plants** – Most have attractive flowers and foliage. These plants are not recommended for use in courtyards.

- Manzanita, *Archtostaphylos spp.*
- California black-flowering sedge, *Carex nudata*
- Oregon grape, *Mahonia aquifolium*
- Monkeyflower, *Mimulus spp.*
- Red-flowering currant, *Ribes sanguineum*
- California wild rose, *Rosa spp.*
- Thimbleberry, *Vaccinium ovatum*

e. **Evergreen/Screen Trees** – These trees and other similar conifers should be used where a dense screen is appropriate.

- Canary Island Pine, *Pinus canariensis*
- Coast Redwood, *Sequoia sempervirens*

f. **Rain Garden/Biofiltration Plants** – On-site percolation of storm water is a Specific Plan objective. Biofiltration and swale plant species should be selected for inundation tolerance, attractiveness, hardiness, and habitat value. Because these plants are selected for inundation tolerance, they require moderate watering in dry months. The following list was adapted from the Bay Area Storm Water Management Agencies Association's list of plant species for infiltration areas.

- Elk clover, *Aralia californica*
- Pipevine, *Aristolochia californica*
- Western spicebush, *Calycanthus occidentalis*
- California black-flowering sedge, *Carex nudata*
- Hazelnut, *Corylus cornuta 'Californica'*
- Umbrella plant, *Darmera peltata*
- California gray rush, *Juncus patens*
- Monkeyflower, *Mimulus spp.*
- Ninebark, *Physocarpus capitatus*
- California polypody, *Polypodium californicum*
- Red-flowering currant, *Ribes sanguineum*
- Salmonberry, *Rubus spectabilis*
- Coneflower, *Rudbeckia californica*

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BAYHILL SPECIFIC PLAN

4.

Access & Connectivity

4.1 Existing Street Network

4.2 Specific Plan Street Network

4.3 Specific Plan Parking Management & Standards

4.4 Specific Plan Transportation Demand Management

4.5 Transportation Policies

4 Access and Connectivity

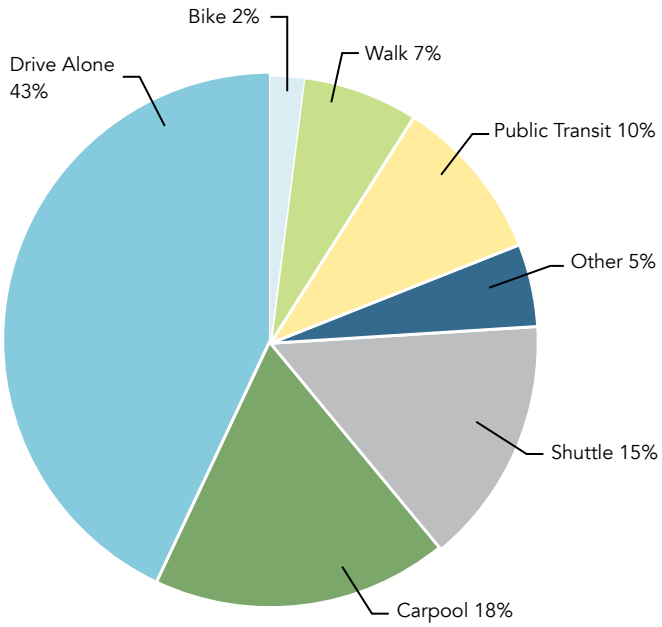
The Planning Area is well-served by regional transportation facilities, including two major freeway arteries (I-280 and I-380), El Camino Real—the Peninsula's major north-south vehicular and transit corridor—and two rail connections, via the San Bruno BART and Caltrain stations, each located within a mile of the Planning Area. El Camino Real, Sneath Lane, and San Bruno Avenue provide access to all local destinations. Pedestrian facilities are located internal and external to the Planning Area. Bicyclists may use the local streets but there are no dedicated bicycle facilities.

The Plan's intensified land uses and expected increase in trips internal to the Planning Area are supported by a circulation system that integrates pedestrian, bicycle, transit, and vehicular modes as described in this chapter. The circulation and access goals in this chapter foster a well-defined and connected network for all modes to get to, from, and through the Planning Area. Access and connectivity topics include vehicle mobility, pedestrian and bicycle networks, transit enhancements, first-mile/last-mile connections, parking, and Transportation Demand Management (TDM).

The Specific Plan seeks to create an inviting pedestrian environment within the Planning Area as well as improved connectivity to the surrounding neighborhoods, Downtown and regional transit stations. Pedestrian connectivity is paired with a bicycle network that is attractive to riders of all ages and abilities, and convenient transit services connecting the Planning Area to local and regional destinations including Caltrain and BART stations. By combining multi-modal design principles with aggressive TDM programs, the Specific Plan strives to reduce vehicle miles traveled (VMT) associated with new project trips.[1] VMT measures the total number of new vehicle trips and the distance of each of those trips and is the best transportation metric available to understand the environmental impact of a new project. The primary strategy to reduce VMT is to shift drive-alone vehicle trips to other modes of travel, including carpool, shuttle, transit, bicycling, and walking. **Figure 4-1** presents a sample mode split that would help achieve the Specific Plan VMT goals. The exact mode split breakdown is flexible but a substantial shift to non-auto modes will be required to achieve Plan goals.

1 A specific VMT/capita threshold of 21.7 VMT per person is discussed in the TDM section and transportation policies below. The threshold is established as 14.3% below the region's average VMT/capita for consistency with the City's selected transportation impact analysis guidance for this Plan.

Figure 4-1: Sample Specific Plan Mode Split



4.1 Existing[2] Street Network

The roadway network is organized around the City's street classification system established in the General Plan and is comprised of arterials, collectors, and local streets. The primary arterial streets—El Camino Real, Sneath Lane, and San Bruno Avenue—connect the Planning Area to adjacent communities and the regional highway network. The secondary collector streets—Cherry Avenue and Bayhill Drive—connect the Planning Area and the local streets to the arterial network and provide pedestrian and bicycle connectivity. The remaining streets within the Planning Area are local streets and provide access to final destinations such as offices, homes, and shops. Each street is described below and **Figure 4-2** is an overview of the regional and local roadway network; existing and proposed figures for individual roadways can be found in **Appendix A**.

Cherry Avenue – Cherry Avenue is a four-lane roadway running north-south through the western half of the Planning Area from San Bruno Avenue West to Sneath Lane. Cherry Avenue serves commercial properties within Bayhill in addition to residential uses both north and south of the Planning Area. On-street parking and loading is permitted on portions of Cherry Avenue. Additionally, Cherry Avenue serves as the center of passenger and commercial loading activity within the Planning Area. Loading activity consists of pick-ups and drop-offs by YouTube and Walmart company shuttles, SamTrans public buses, Transportation Network Companies (TNCs) such as Uber and Lyft, and small commercial trucks. Approximately eight-foot sidewalks exist on both sides of the street and expand into large pedestrian plazas fronting 901 and 850 Cherry Avenue. No bicycle facilities exist on Cherry Avenue. (**Figures A-1, A-3, A-5, A-7, A-9**)

Bayhill Drive – Bayhill Drive is the east-west roadway spine bisecting the Planning Area. The four-lane local road has a landscaped median with trees. Bayhill Drive provides access to El Camino Real, Cherry Avenue, Elm Avenue, and Traeger Avenue. On-street parking is not permitted. There are sidewalks on both sides of the street, but no bicycle facilities. (**Figures A-11, A-13**)

Grundy Lane – Grundy Lane is the northernmost local street within the Planning Area, running east-west for just under a half-mile. Several surface parking lot driveways are accessed from Grundy Lane and on-street parking is permitted along most of the street. There are sidewalks on both sides of the street but no bicycle facilities. (**Figure A-15**)

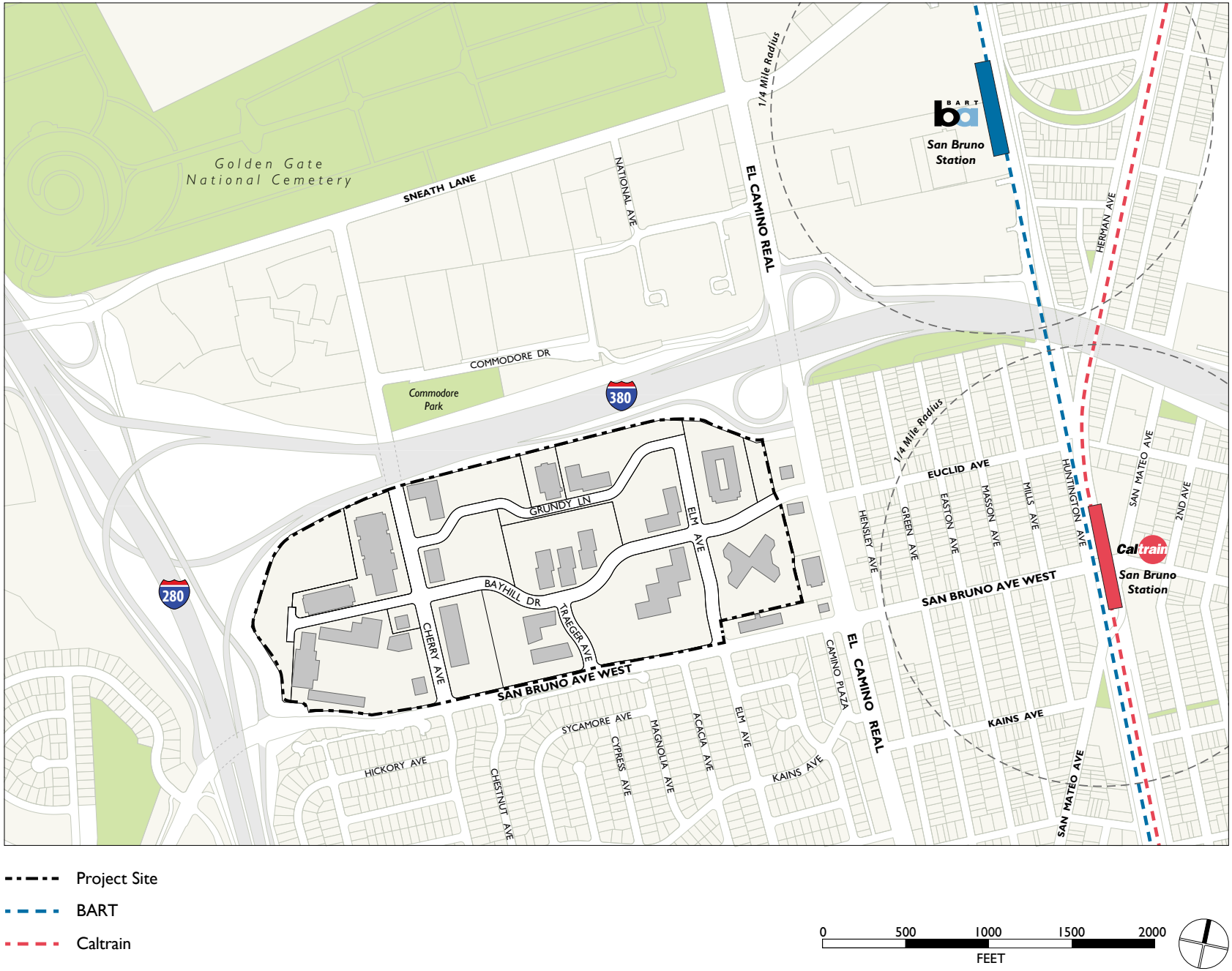
Traeger Avenue – Traeger Avenue serves as a north-south connection between San Bruno Avenue and Bayhill Drive. There are two travel lanes in either direction, one driveway on the east side and two driveways on the west side. On-street parking is not permitted. There are sidewalks on both sides of the street but no bicycle facilities. (**Figures A-17, A-19**)

Elm Avenue – Elm Avenue is the easternmost north-south street within the Planning Area. There are two travel lanes in either direction south of Bayhill Drive and one in each direction north of Bayhill Drive. Elm Avenue curves west to become Grundy Lane near the northeast corner of the Planning Area. On-street parking is not permitted but shuttle loading is permitted on the northwest corner of Elm Avenue and Bayhill Drive. There are sidewalks on both sides of the street but no bicycle facilities. (**Figures A-21, A-13, A-25**)

San Bruno Avenue – San Bruno Avenue is a four-lane roadway that defines the southern boundary of the Planning Area. San Bruno Avenue is a major east-west arterial through the City of San Bruno extending to Skyline Boulevard to the west and the San Francisco International Airport to the east. San Bruno Avenue provides freeway access to both I-280 and US-101, as well as access to the San Bruno Caltrain station less than a half-mile from the Planning Area. Near the Planning Area, on-street parking is not permitted and a planted median divides the roadway. A narrow sidewalk extends along the north and much of the south side of San Bruno Avenue, though multiple gaps exist in the south side sidewalk. There are no bicycle facilities on San Bruno Avenue (**Figures A-23, A-25, A-31, A-5, A-19**)

2 These are existing conditions as of preparation of the Plan in 2018.

Figure 4-2: Regional and Local Roadways



San Bruno Vehicle Level of Service Policies

Roadway and intersection operations are evaluated in terms of "level of service" (LOS), which is a measure of driving conditions and vehicle delay. Levels of service range from A (best) to F (poorest). LOS A, B and C indicate satisfactory conditions where traffic can move relatively freely. LOS D describes conditions where delay is more noticeable. LOS E indicates conditions where traffic volumes are at or close to capacity, resulting in significant delays and average travel speeds that are one-third the uncongested speeds or lower. LOS F characterizes conditions where traffic demand exceeds available capacity, with very slow speeds (stop-and-go), long delays (over a minute) and queuing at signalized intersections.

The City of San Bruno General Plan Transportation Element includes policies to ensure that the City maintains an adequate level of service on its streets. General Plan Policy T-6 and General Plan Figure 4-2 identify 28 intersections at which the LOS Standard is D during the AM and PM peak periods.[3] General Plan Policy T-B requires that an acceptable Level of Service be maintained on all intersections, which the City has determined is no worse than LOS D. As noted above, traffic conditions below LOS D mean significant delay.

A vehicular level of service (LOS) analysis was performed at intersections near the Plan Area for the AM and PM peak periods.[4]

3 Peak period is defined the peak two-hour period of vehicle traffic. In the morning this is typically 7-9AM and in the evening this is typically 4-6PM.

4 Vehicle counts for this analysis were collected in winter 2017 and spring 2018.

Table 4-1: Existing Intersection Vehicular Level of Service

Study Intersection / Freeway Segment	Control	Jurisdiction	Existing AM		Existing PM	
			LOS	Delay	LOS	Delay
1. I-280 Southbound Ramps/ San Bruno Avenue	Signal	Caltrans	C	21	B	15
2. I-280 Northbound Ramps/ San Bruno Avenue	Signal	Caltrans	C	21	C	29
3. Cherry Avenue / San Bruno Avenue	Signal	San Bruno	D	36	D	50
4. Traeger Avenue / San Bruno Avenue	SSSC1	San Bruno	A (B)	1 (16)	A (C)	3 (23)
5. Elm Avenue / San Bruno Avenue	Signal	San Bruno	B	14	B	15
6. El Camino Real / San Bruno Avenue	Signal	Caltrans	D	36	**E**	**56**
7. El Camino Real / Bayhill Drive	Signal	Caltrans	A	4	C	32
8. I-380 Eastbound / El Camino Real	Signal	Caltrans	A	5	B	15
9. I-380 Westbound / El Camino Real	Signal	Caltrans	B	18	**F**	**>80**
10. Cherry Avenue / Bayhill Drive	Signal	San Bruno	C	22	C	25
11. Cherry Avenue / Sneath Lane	Signal	San Bruno	A	8	B	12
12. I-280 Northbound Ramp / Sneath Lane	Signal	Caltrans	B	16	B	19
13. I-280 Southbound Ramp / Sneath Lane	Signal	Caltrans	**E**	**57**	B	18
14. El Camino Real / Tanforan Way / Commodore Drive	Signal	Caltrans	C	21	B	17
15. El Camino Real / Sneath Lane	Signal	Caltrans	C	33	D	47

Notes:

Delay rounded to the nearest second.

1. SSSC = Side Street Stop Controlled. Worst approach is noted in parentheses () for side street stop controlled intersections.

As shown in **Table 4-1**, only the I-280 Southbound Ramp at Sneath Lane exceeds LOS D during the AM peak period. During the PM peak period, two intersections—El Camino Real at San Bruno Avenue and I-380 Westbound Ramps at El Camino Real—exceed LOS D. All other intersections meet City of San Bruno standards.

Pedestrian Facilities

The Planning Area has nearly complete sidewalk coverage on every internal roadway. All sidewalks include pedestrian curb ramps at intersections and crossings; some have been upgraded with ADA accessible features such as directional curb ramps and detectible warning surfaces. Sidewalk pavement is generally in good condition with minimal obstructions. Pedestrian countdown signals are provided adjacent to activity nodes along Cherry Avenue. However, there are limited pedestrian-scale facilities connecting pedestrians between uses on-site. For example, pedestrians must traverse long distances along roadways or cut through surface parking lots to move throughout the Planning Area. There are also connectivity barriers adjacent to the Planning Area. I-380 and I-280 include underpasses at Cherry Avenue and San Bruno Avenue, respectively, but otherwise limit access to the Planning Area from the north and west. Large gaps exist between crosswalks on San Bruno Avenue and El Camino Real. These gaps increase travel distance and time for pedestrians trying to access adjacent residential neighborhoods, retail fronting El Camino Real, and BART, Caltrain, and transit along El Camino Real.

Bicycle Facilities

Bicycle facilities are typically separated into four classes:

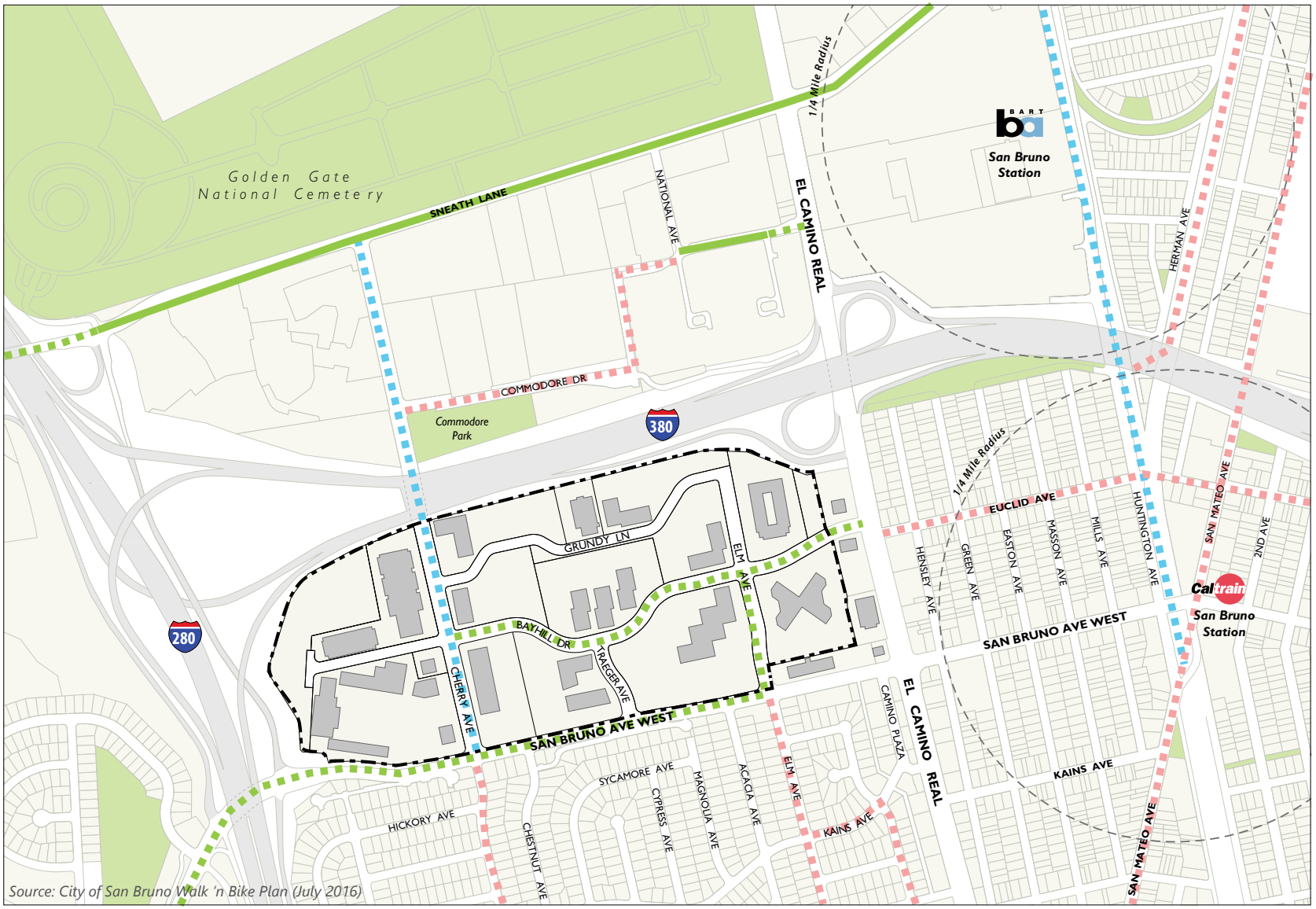
- **Class I (Bicycle Path):** These facilities are located off-street and can serve both bicyclists and pedestrians.
- **Class II (Bicycle Lanes):** These facilities provide a dedicated area for bicyclists within the paved street width through the use of striping and appropriate signage.
- **Class III (Bicycle Routes):** These facilities are installed along streets that do not provide sufficient width for dedicated Class II bicycle lanes. The street is designated as a bicycle route, where bikes and cars share the road through the use of on-street markings and signage, which inform drivers to expect bicyclists.
- **Class IV (Cycletrack/Protected Bicycle Lanes)**: These facilities are for the exclusive use of bicycles and require a vertical element that serves as a barrier separating the bikeway and adjacent vehicular traffic.

Bicycle Class II lanes are provided along Sneath Lane and a short stretch of Commodore Drive north of the Plan Area. Although there are no existing facilities within the Planning Area, a relatively small number of new bicycle facilities could connect the Planning Area to the east-west corridor on Sneath Lane and the north-south corridor on Huntington Avenue. As illustrated in **Figure 4-3**, the City's Walk 'n Bike Plan proposes several new facilities within the Planning Area, many of which are identified to be added as part of the Specific Plan.

Transit Network

SamTrans is the primary regional and local transit provider within San Mateo County, serving all rail stations within the County and major transit transfer points for Santa Clara and San Francisco counties. The San Bruno BART and Caltrain stations are both located less than a mile from the Plan Area. BART provides approximately 15-minute rail service south to SFO and north to San Francisco and the East Bay. Caltrain provides 30-minute to hourly rail service south to San Jose and north to San Francisco. YouTube and Walmart operate private, long-haul commuter shuttles to and from the Planning Area. Walmart, in partnership with Commute.org, BART, and Caltrain, also operates publicly-accessible shuttle service between the Planning Area and the San Bruno BART and Caltrain stations. All shuttle services and a few bus routes stop at Cherry Avenue and Bayhill Drive. For most other routes, however, the nearest stop is on El Camino Real, either at San Bruno Avenue or adjacent to the I-380 eastbound ramps. SamTrans' ECR route, from Daly City BART to the Palo Alto Transit Center, is the most frequent route serving the Planning Area. It runs every 15 minutes on weekdays and every 20 minutes on weekends. Other nearby routes provide local service and operate on 30- to 60-minute headways. The BART, Caltrain, YouTube, and Walmart shuttles only operate on weekdays during business hours.

Figure 4-3: Existing and Walk n' Bike Plan Proposed Bicycle Network



Project Site

Existing Class II Bike Lanes

San Bruno Walk 'n Bike Plan Proposed Facilities

Proposed Class II Bike Lanes

Proposed Class III Bike Routes

Proposed Class IV Separated Bikeway

0 500 1000 1500 2000 FEET

4.2 Specific Plan Street Network

Bayhill's roadway network was designed for vehicle mobility; travel by foot, bike, and transit is less convenient. Under the Specific Plan, all modes would have clear routes to get through and around the Planning Area. This includes continued ease of access for vehicles, with improvements such as signalization of Traeger Avenue at San Bruno Avenue and new parking facilities for all new buildings. Mobility improvements for bicycles, pedestrians, and transit will be achieved by providing designated spaces for these modes on a subset of the internal streets.

Street Network Improvements

The existing (2019) roadway conditions and planned circulation and access improvements are keyed to **Figures 4-4** and **4-5**. Existing (2020) and proposed cross section and plan-view illustrations for each street in the Plan Area are shown in the Appendix A, **Figures A-1** through **A-30**. **Figure 4-6** summarizes the bicycle network improvements which are further described under "Bicycle Improvements" below. Street improvements within the Plan Area will be completed by the developers of adjacent parcels as redevelopment of parcels occurs. Some improvements to intersections and signalization adjacent to and near the Plan Area to meet vehicular Level of Service standards or pedestrian/bicycle safety needs will be undertaken by the City.

In addition to street improvements, the City will consider privately-developed above-ground pedestrian bridges and below-ground pedestrian tunnels between office buildings in order to facilitate internal pedestrian circulation and increase security for employees.

CHERRY AVENUE

South of Bayhill Drive – The Plan proposes to reduce the existing 13-foot plus travel lanes along Cherry Avenue, south of Bayhill Drive, to 11feet and provide a Class II buffered bike lane in both directions. Reducing the lane width will allow the sidewalk to be widened to 14 feet on the west side with a 6-foot stormwater planter. Bicycle box and two-stage bicycle left turn pavement markings will be added at the intersection of San Bruno Avenue and Cherry Avenue (**Figures A-2, A-6, A-8**). Bicycle boxes provide a dedicated space for bicyclists to queue up in front of vehicles at a signalized intersection, thereby increasing visibility of bicyclists and giving them a head start on the green light. Bicycle boxes can also be positioned and signed to enable a two-stage left turn making an "L" through the intersection. First, the bicyclist proceeds straight with traffic and a green box provides them a space to queue ahead of opposing traffic that has a red signal. When the cross street receives a green signal, the bicyclist proceeds straight with traffic.

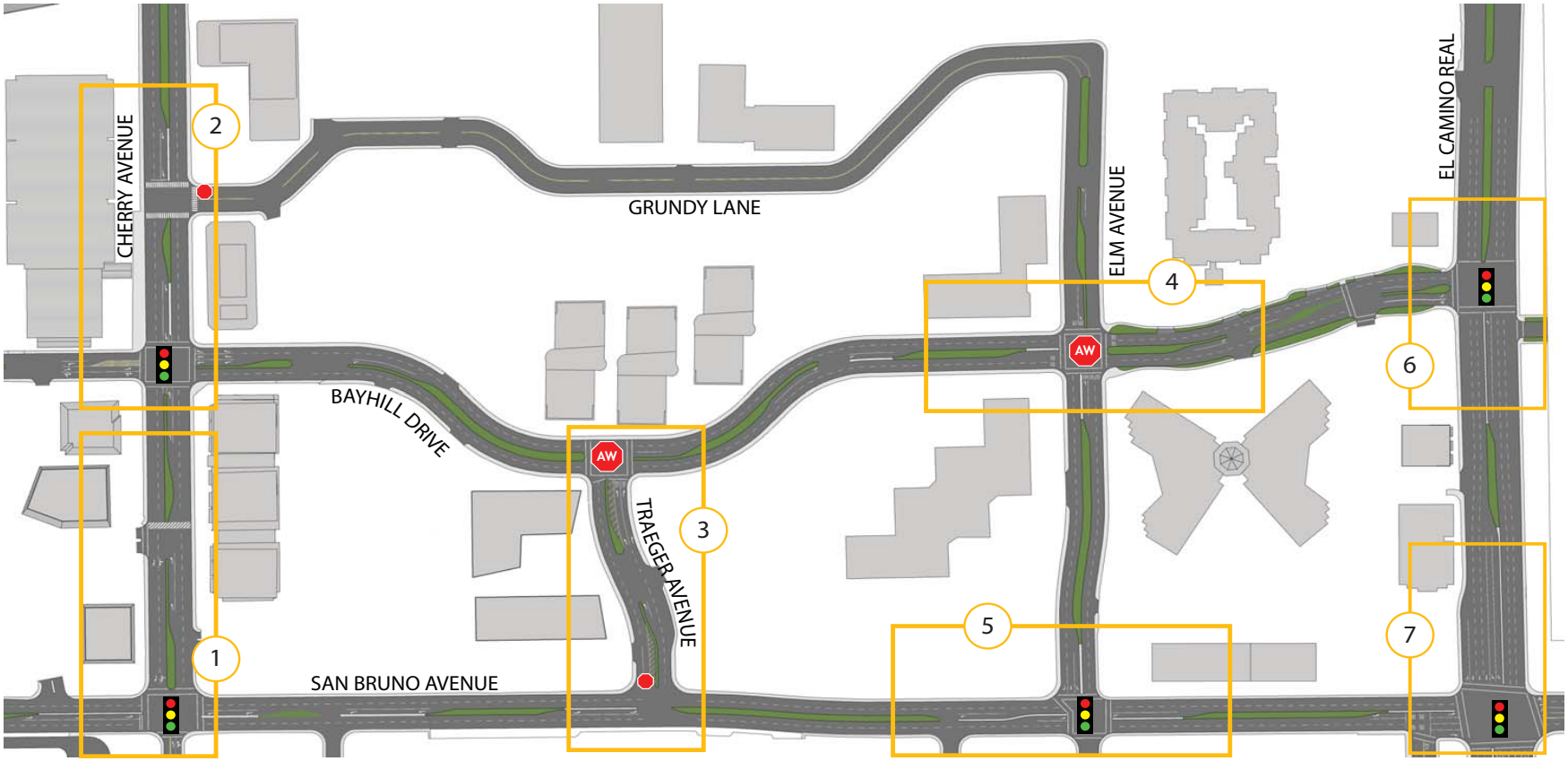
Crosswalks across Cherry Avenue will be improved and pedestrian refuges will be provided on the north leg of the Cherry Avenue/San Bruno Avenue intersection and the Cherry Avenue/Bayhill Shopping Center Driveway intersection.

Intersection corner curb radii will be reduced at strategic locations to reduce vehicle turning speeds. All on-street parking will be removed, but the commercial and bus loading zone on the east side will remain in place. A City-initiated project, expected to be completed in 2021, will reduce the width of the median on Cherry Avenue on the north side of the intersection with San Bruno Avenue in order to add a southbound left turn pocket. The project includes traffic signal modifications and pedestrian improvements consistent with the Specific Plan network improvements. A further improvement needed to meet the City's LOS D standard at the San Bruno intersection with Cherry is a west-bound turn pocket on San Bruno Avenue as discussed further under Vehicle Operations.

Due to the expected increase in pedestrian traffic from office buildings to the restaurants and services in the Bayhill Shopping Center, a stop signal or other type of control device will be necessary at the intersection of Cherry Avenue and the shopping center driveway to help enhance pedestrian safety (not shown on Figures A-6, A-8).

North of Grundy Lane – North of Bayhill Drive, the Plan proposes to reduce the existing 13-foot travel lanes along Cherry Avenue to 12-foot travel lanes with 10-foot left turn pockets. Class III bicycle sharrows—bicycle pavement markings in the vehicle travel lane—will be provided in both directions. The existing median will be widened to accommodate a

Figure 4-4: Street Plan Overview - Existing



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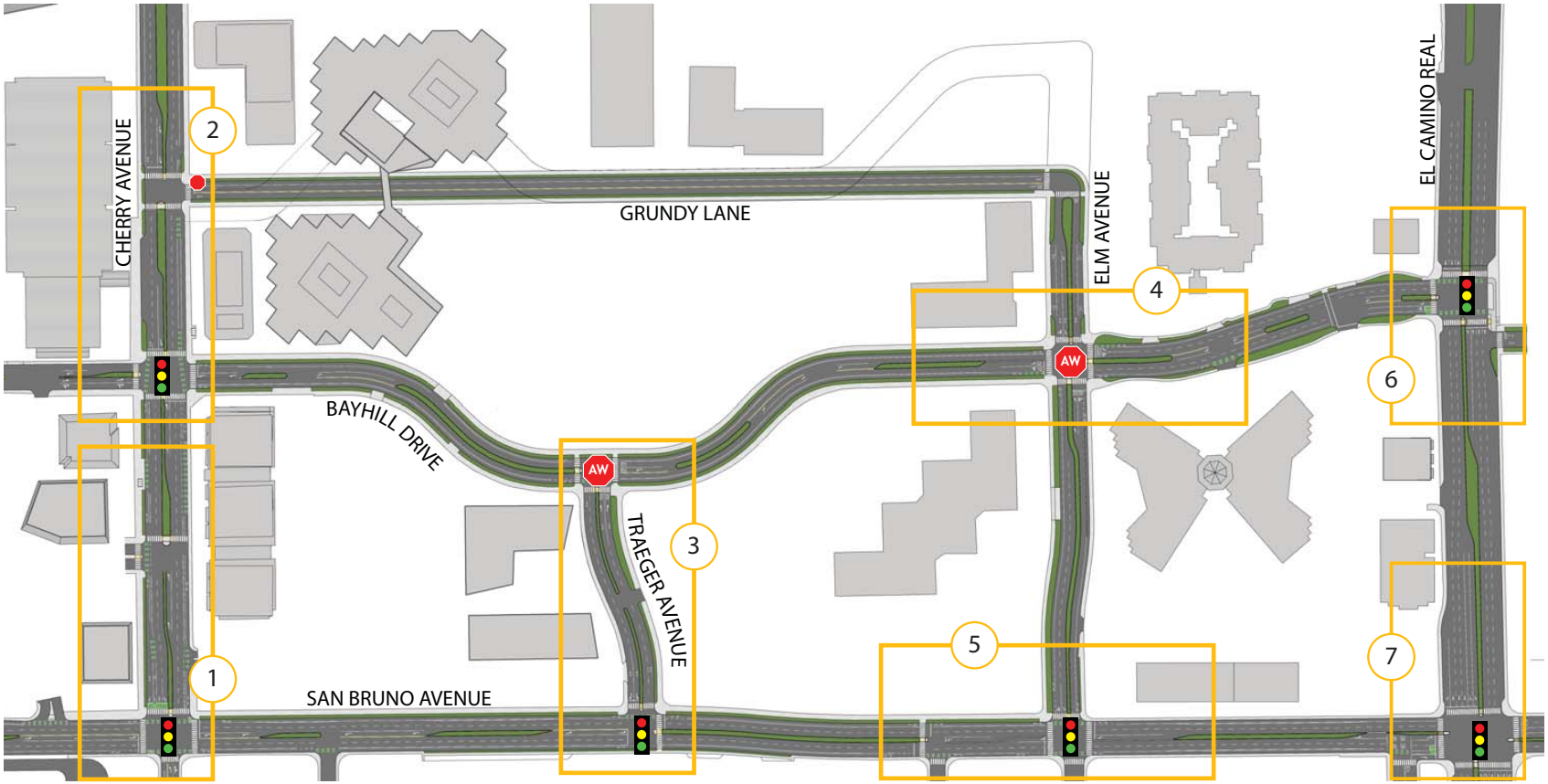
2. Cherry Avenue (North of Bayhill Drive) and Grundy Lane
3. Traeger Avenue
4. Bayhill Drive and Elm Avenue
5. San Bruno Avenue and Elm Avenue
6. El Camino Real and Euclid Avenue/Bayhill Drive
7. El Camino Real and San Bruno Avenue

0' 125' 250' 500'

Figure 4-5: Street Plan Overview - Proposed



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1. Cherry Avenue (South of Bayhill Drive)
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0' 125' 250' 500'

pedestrian refuge at the Cherry Avenue and Grundy Lane intersection, and bulb-outs will be constructed at both intersections to reduce the pedestrian crossing distance. On-street parallel parking and loading will remain on both sides of Cherry Avenue north of Grundy Lane (**Figures A-4, A-10**).

Between Bayhill Drive and Grundy Lane – Between Bayhill Drive and Grundy Lane, the east side curb will be reserved for the existing transit bus stop, and up to 150 feet of loading zone, of which up to 60 feet may be yellow loading zone. The remainder will be white curb loading zone reserved for use by passenger cars which will not be used by shuttle buses. The existing transit stop will be relocated to the south end of the block as a far side stop. Class II bicycle lane will be provided on the east side of Cherry Avenue. On the west side, the shuttle stop will be enhanced with a curb-cut and other shuttle amenities. Bicycle sharrows will be provided on the west side of Cherry Avenue (**Figures A-4, A-10**).

BAYHILL DRIVE

The existing four lane section west of Elm Avenue will be reduced from four travel lanes to two travel lanes with turn pockets at the intersections. This configuration will accommodate Class II bicycle lanes along the full Bayhill Drive corridor and widened sidewalks with stormwater planters. East of Elm Avenue, the Bayhill Drive travel lanes will be reduced from 12 feet to 11 feet with a 10-foot median/left turn pocket. Class II bike lanes will continue to the El Camino Real intersection. (**Figure A-12**)

The Bayhill Drive/Elm Avenue intersection will remain stop controlled but will include additional enhancements, such as high visibility crosswalks, a pedestrian refuge, and reduced corner curb radii. The improvements also include a two-stage crossing option for bicycles to traverse the offset intersection (**Figure A-14**).

GRUNDY LANE

Grundy Lane will be re-constructed in a straight line between Cherry Avenue and Elm Avenue. The reconstructed 16-foot travel lanes along Grundy Lane will be reduced to 13.5 feet in the westbound direction and 12.5 feet in the eastbound direction, with Class III bicycle sharrows provided in both directions. Parallel parking and white curb loading zone, reserved for use by passenger cars only, will be permitted on the north side of the street. The street right of way will include wide sidewalks with stormwater planters (**Figure A-16**).

TRAEGER AVENUE

The existing Traeger Avenue cross-section will be modified to include reduced travel lane widths (11-foot travel lanes) and Class III bicycle sharrows in both directions. Pedestrian enhancements, including a widened 10-foot sidewalk on the east side and high visibility crosswalks, will be provided along Traeger Avenue and at the San Bruno Avenue and Bayhill Drive intersections. As described further under Vehicle Operations, the San Bruno Avenue/ Traeger Avenue intersection will be signalized to enhance pedestrian safety and improve intersection operations. Similar to Cherry Avenue, intersection corner curb radii will be tightened to reduce vehicle turning speeds (**Figures A-18, A-20**).

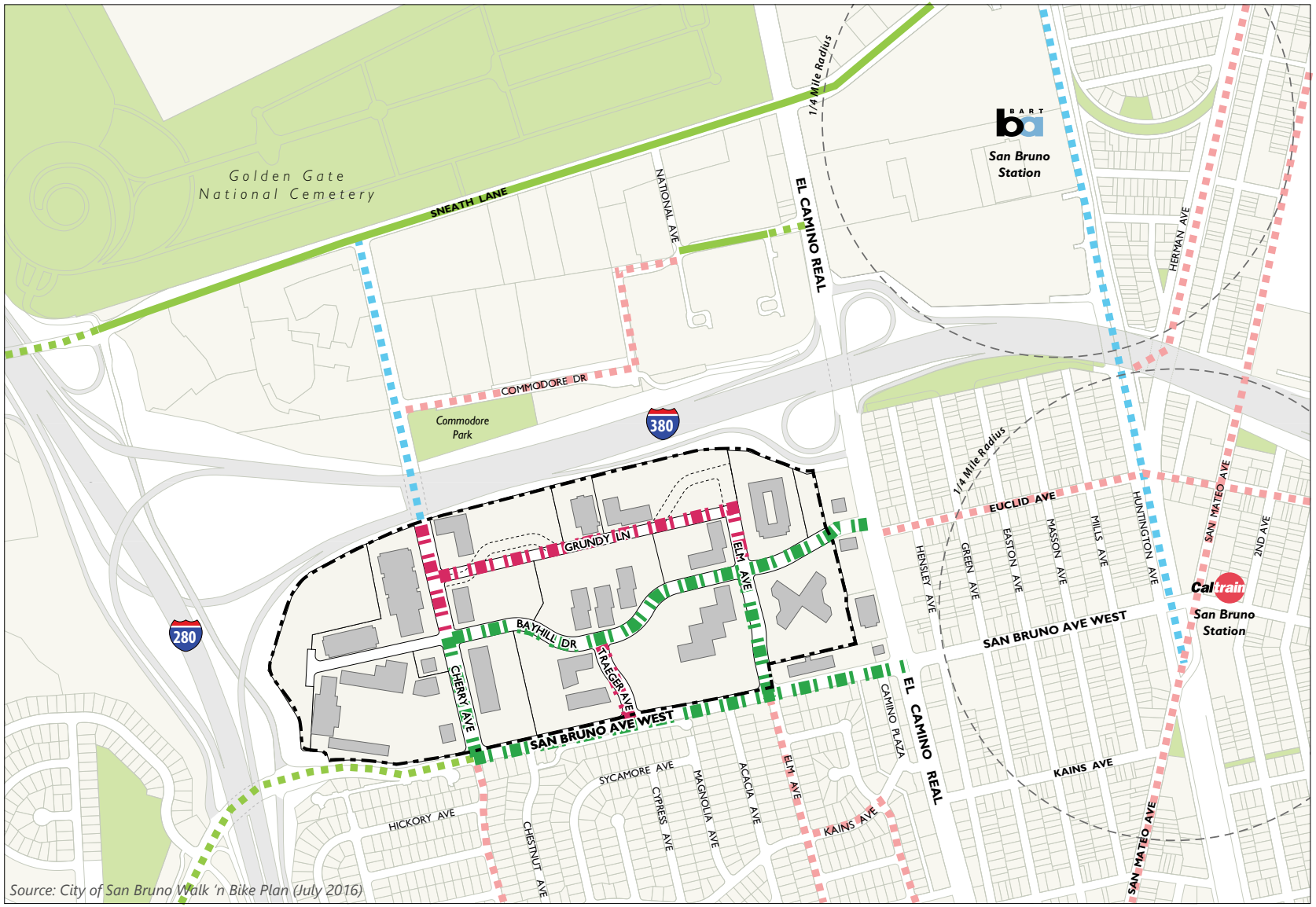
ELM AVENUE

Elm Avenue, north of Bayhill Drive, will be modified to one 11-foot lane in each direction, with a 10-foot left turn pocket at the Bayhill Drive intersection. The sidewalks will be 8 feet at the intersection to accommodate an 8-foot stormwater planter and widened to 10 feet north of the Bayhill Drive intersection. Additionally, the median will be widened and will accommodate a pedestrian refuge at the Bayhill Drive intersection. There are 10-foot shuttle loading zones on either side of Elm Avenue just north of the Bayhill Drive intersection. Elm Avenue, south of Bayhill Drive, will be reduced to one lane in each direction with left turn pockets at the San Bruno Avenue and Bayhill Drive intersections. The westside curb will include a 10-foot stormwater planter. Class II bicycle lanes will be provided between San Bruno Avenue and Bayhill Drive. Class III bicycle sharrows will continue north of Bayhill Drive to connect with the sharrows on Grundy Lane (**Figures A-22, A-26, A-14**).

SAN BRUNO AVENUE

San Bruno Avenue, between El Camino Real and Cherry Avenue, will continue to include four travel lanes with a center median/left turn pocket. The travel lanes will be narrowed to 10-foot and medians will be narrowed to 9 feet to accommodate a Class II bicycle lane with a buffer and vertical soft-post delineators in both directions. Where there are left turn pockets, the bicycle lane buffer will be eliminated on one side to provide 10 feet for the turn lane. In addition, the north side sidewalk will be widened to 10 feet with an additional 6 feet for a stormwater planter. Intersections along San Bruno Avenue will be improved to include high visibility crosswalks, pedestrian refuges, and tightened corner curb radii. Should a civic use be located in the Plan Area on San Bruno Avenue where it is identified as a potential use, access from the neighborhood to

Figure 4-6: Specific Plan Bicycle Network



Project Site

Existing Class II Bike Lanes

Specific Plan Proposed Facilities

Proposed Class II Bike Lanes

Proposed Class III Bike Routes

San Bruno Walk 'n Bike Plan Proposed Facilities

Proposed Class II Bike Lanes

Proposed Class III Bike Routes

Proposed Class IV Separated Bikeway

0 500 1000 1500 2000

FEET

the south should be improved (**Figures A-6, A-8, A-20, A-24, A-26**), A marked pedestrian crossing at Acacia Avenue and sidewalk improvements on the south side of San Bruno Avenue would be necessary to allow for safe pedestrian access.

BICYCLE IMPROVEMENTS

Figure 4-6 summarizes the bicycle network changes included in the Plan. The Plan would add Class III sharrows on the southbound side of Cherry Avenue north of Bayhill Drive, on the northbound side of Cherry Avenue north of Grundy Lane, on all of Grundy Lane, on Traeger Avenue, and on Elm Avenue north of Bayhill Drive. The Plan would also add Class II bike lanes to the southbound side of Cherry Avenue south of Bayhill Drive, to the northbound side of Cherry Avenue south of Grundy Lane to Elm Avenue south of Bayhill Drive, to Bayhill Drive, and to San Bruno Avenue between El Camino Real and Cherry Avenue.

In addition, the City will evaluate the potential to extend designated bike facilities west along San Bruno Avenue from Cherry Avenue to the I-280 overpass[5]. If bike facilities can be extended from Cherry Avenue to the I-280 overpass, the City would then also review extending the designated bike facility to Skyline Boulevard.

5 Changes at the intersection of San Bruno and I-280 require Caltrans approval. The City will need to evaluate the option to implement bicycle route improvements in relation to the potential need for a third westbound through pocket onto I-280 that may be needed to address a projected Level of Service deficiency. Both cannot be accommodated within the available right-of-way.

Specific Plan Vehicle Operations

A vehicular level of service (LOS) analysis was performed at intersections in and near the Plan Area for the AM and PM peak periods assuming full buildout and full occupation of the Specific Plan as of 2040. The analysis assumes that all the Planning Area street network changes are completed as described above and that signal optimizations are implemented as needed over the time frame of the Plan. As shown in **Table 4-2**, three intersections in the AM peak period and four intersections in the PM peak period are projected to exceed the City's standard of LOS D.

In addition to the street network changes already described in the preceding pages and assumed in this analysis, improvement projects have been identified that will allow all but one of the intersections in **Table 4-2** to meet the City's policy to maintain LOS D. These improvements are described in **Table 4-3,** along with the signalization project at Traeger Avenue, which is already reflected in the LOS results on the following page.

Because the need for these improvements is based on projections of future traffic, the City will need to monitor actual traffic conditions over time and adjust the exact project parameters and timing as applications for future phases of development are submitted. All but one of these projects also requires coordination with and approval by Caltrans. Cost estimates for these projects are presented in **Table 7-1**, Implementation, which also describes the City's plan to fund the improvement. Specific Plan policies require that development in the Planning Area pay its fair share toward the cost of implementing all Plan-related improvements.

The intersection at I-280 Southbound Ramp and Sneath Lane is also projected to exceed the City's LOS standard. However, signal timing improvements and lane configuration changes within the existing roadway, while improving future conditions, would not result in an acceptable level of service. This is a freeway off-ramp intersection under the jurisdiction of Caltrans and it is not feasible for the City to implement a large project such as a ramp widening to improve the level of service to an acceptable level.

Transit Network Improvements

The Planning Area is designed to accommodate both public and private shuttle services. All private shuttle loading and unloading activities must take place within zones designated for such activities. There are two on-street shuttle stops within the Planning Area available for public buses and private shuttles. The on-street shuttle stops front 850 Cherry Avenue and 950 Elm Avenue. Each designated on-street loading zone is approximately 50-feet, which can accommodate one 45-foot full-length shuttle or two cutaway shuttles (minibuses with up to 15-passengers) at a time. A third shuttle stop on the east side of Elm Avenue fronting 1050 Bayhill Drive already approved by the City will be 135 feet long and accommodate up to two full-length shuttles or four cutaway shuttle vehicles.

On-street shuttle stops should include pedestrian-scale lighting, shelter structures, seating, signage about routes, and adequate sidewalk width that

Table 4-2: 2040 Specific Plan Intersection Vehicular Level of Service

Study Intersection / Freeway Segment	Control	Jurisdiction	Plan AM		Plan PM	
			LOS	Delay	LOS	Delay
1. I-280 Southbound Ramps / San Bruno Avenue	Signal	Caltrans	C	23	B	15
2. I-280 Northbound Ramps / San Bruno Avenue	Signal	Caltrans	C	25	**F**	**82**
3. Cherry Avenue / San Bruno Avenue	Signal	San Bruno	**E**	**72**	**E**	**76**
4. Traeger Avenue / San Bruno Avenue	Signal	San Bruno	C	26	B	15
5. Elm Avenue / San Bruno Avenue	Signal	San Bruno	C	32	C	24
6. El Camino Real / San Bruno Avenue	Signal	Caltrans	**E**	**55**	**E**	**58**
7. El Camino Real / Bayhill Drive	Signal	Caltrans	A	8	C	34
8. I-380 Eastbound / El Camino Real	Signal	Caltrans	B	13	B	15
9. I-380 Westbound / El Camino Real	Signal	Caltrans	C	30	C	31
10. Cherry Avenue / Bayhill Drive	Signal	San Bruno	D	37	D	38
11. Cherry Avenue / Sneath Lane	Signal	San Bruno	B	12	B	18
12. I-280 Northbound Ramp / Sneath Lane	Signal	Caltrans	C	22	C	24
13. I-280 Southbound Ramp / Sneath Lane	Signal	Caltrans	**E**	**74**	C	30
14. El Camino Real / Tanforan Way / Commodore Drive	Signal	Caltrans	C	23	C	25
15. El Camino Real / Sneath Lane	Signal	Caltrans	D	35	**E**	**57**

Notes:

Delay rounded to the nearest second.

Table 4-3: Level of Service Projects

Location	Description
1. I-280 North-bound Off-Ramp & San Bruno Avenue	Reconfigure the middle approach lane on the I-280 NB off-ramp from a shared through-right-left to a shared through-right-only lane[1] Figure A-28
2. San Bruno Avenue/I-280 North-bound On-ramp	Add third westbound through pocket lane on San Bruno Avenue at I-280 NB On-Ramp[2].
3. San Bruno Avenue & Cherry Avenue	Add a westbound right-turn pocket from San Bruno Avenue onto northbound Cherry Avenue (Figures A-6, A-21)
4. I-280 SB & Sneath Lane	Modify northbound approach to include left-turn pocket, through lane, and free right turn[3]
5. Traeger Avenue/ San Bruno Avenue	Signalize intersection[4]
6. All major signalized intersections within a ¼-mile	Optimize signal splits, cycle lengths and signal interconnects after each subsequent phase of development[5]

Notes:

1. Any changes at this intersection require Caltrans approval.
2. Any changes at this intersection require Caltrans approval. A third westbound through pocket cannot be added if the City wants to extend designated bike facilities from Cherry Avenue to the I-280 overpass. Only one can be implemented within the available right-of-way. Figure A-21 shows a bike lane option.
3. Any changes at this intersection require Caltrans approval.
4. The Traeger Avenue and San Bruno Avenue intersection would exceed the LOS D threshold if left unsignalized; signalizing the intersection would result in improved operations and meet the LOS D threshold
5. Any signal timing changes at Caltrans intersections require Caltrans approval. Routine signal optimization is assumed as a background condition in the 2040 Project LOS analysis. However, because signal optimization requires regular monitoring and changes will be needed in the vicinity of the Plan Area with more frequency than is typical, these improvements and their associated costs are included in the Anticipated Projects List.

can simultaneously accommodate people waiting and people passing through the stop on their way to other destinations. In addition to shuttle stops, there are zones along the curb reserved solely for public buses. These are located on southbound Cherry Avenue between Bayhill Drive and San Bruno Avenue and on northbound Cherry Drive between Bayhill Drive and Grundy Lane.

In addition to these zones, due to an expected significant increase in private shuttles, the Plan calls for shuttle drop off areas to be developed on private land to accommodate shuttles in a safe manner without queuing on public streets. The initial phase of You Tube development will require a private multi-modal transportation hub that can accommodate four 45-foot shuttles simultaneously or approximately 12 to 24 shuttles per hour.[6]

Private multi-modal transportation hubs shall be designed to serve as a through-block shuttle and pedestrian way that facilitates Planning Area pedestrian circulation and provides ample space for walking, waiting, and bicycle parking. As future phases of development are proposed, the need for additional off-street facilities must be determined and then required to be built if the projected employee shuttle or other private transit vehicle loading demand exceeds the available capacity in the Planning Area. To preserve vehicular, bicycle and pedestrian safety in the Planning Area, additional shuttle stops on public streets are discouraged.

6 Assuming a loading time of 10 to 20 minutes for each shuttle.

First/Last-Mile Connections

One of the factors that discourages the use of transit is the distance people must travel to and from the transit station. The distance most transit riders are willing to walk to and from a station is about one-quarter to one-half mile. Beyond that, transit riders will typically prefer or need to find another way to get to their destinations, which can be challenging if the destination is not directly served by transit. Making the connection from home to transit and from transit to a destination is referred to as the "first/last mile connection".

The distance from most of the Planning Area to Caltrain and BART is more than the one-quarter to one-half mile that people are typically willing to walk and is, therefore, a limiting factor in the Planning Area's overall transit accessibility. BART and Caltrain usage are key components in reducing the Planning Area's auto usage rate, but only if there are reliable, comfortable, and efficient connections between the Planning Area and the respective San Bruno stations. Providing regular shuttles to the transit stations from the Planning Area, as currently provided, encourages transit ridership.

In order to encourage bicycle and pedestrian access to the Plan Area, the Plan includes bicycle and pedestrian crossing improvements along El Camino Real. The existing (2020) conditions and proposed improvements at El Camino and Bayhill Drive are shown in **Figures A-27** and **A-28**; the existing condition and proposed improvements at El Camino and San Bruno Avenue are shown in **Figures A-29** and **A-30**.

4.3 Specific Plan Parking Management & Standards

Providing adequate parking for both bikes and cars is important for promoting retail success, reducing time spent circling for parking, and reducing instances of parking encroachment on neighborhood streets. An integrated parking strategy that minimizes the need for constructing excessive parking, meets community and business owner desires for access, and supports the VMT per capita[7] goal of 21.7 miles (see rationale on page 1) is an essential component of the Plan.

As development proceeds, surface lots in the Planning Area will be replaced with parking in private, underground parking garages. Exceptions include retail parking in the shopping center surface lot and on-street parking on Cherry Avenue north of Bayhill Drive and on the north side of Grundy Lane.

The City's parking standards require each individual land use to provide a specified number of vehicle and bicycle parking spaces. Proposed off-street parking standards for the Planning Area follow the guidelines in San Bruno Municipal Code Chapter 12.100 (Off-Street Parking and Loading) and Parking Design Standards Resolution.

7 VMT per capita refers to any trip to and from the plan area by any mode of travel (e.g., autos, transit, walking, bicycle) for any reason, including employment, delivery, visitors, etc.

4.4 Specific Plan Transportation Demand Management

Transportation Demand Management (TDM) refers to policies and strategies that aim to reduce peak period travel demand, particularly for single occupant vehicles. TDM strategies fall into three main categories: built environment factors, services and programs, and education and outreach. The effectiveness of an individual TDM strategy largely hinges upon the particular travel market it is targeting, how time-competitive it is with private auto travel, and the degree to which it makes choosing non-auto travel easy.

YouTube already has a robust TDM programs that include long-haul commuter shuttles, first-mile/last-mile shuttles to BART and Caltrain, bicycle parking, showers, and carshare and Walmart participates in a shuttle program to BART and Caltrans. These programs should be continued where appropriate and can be tied to Specific Plan policies that require TDM programs and monitoring of all new land uses. A list of possible TDM strategies has been curated below based on the Planning Area characteristics and location. Each employer or property manager will be required to select a subset of strategies that are best suited to their employees and business model. Working individually or collectively, the new Bayhill land uses will need to meet a VMT per capita goal of 21.7.

Individual employers and property managers will need to meet the Specific Plan VMT/capita goal and show compliance through annual monitoring. If an employer or property manager is not in compliance, the City of San Bruno will assess penalties at a level agreed within the conditions of approval adopted when a development is approved.

Table 4-4: Bayhill Transportation Demand Strategies

Built Environment Factors	Services and Programs	Education and Outreach
Traffic Calming Features	Transit Subsidy	General Promotion & Advertising
High-Quality Pedestrian Design	Long-Haul Shuttles	Transportation Information Center
High-Quality Bike Connections	First-Mile/Last-Mile Shuttles	TDM Coordinator
Passenger Loading Facilities	Carshare Parking/ Subsidies	Emergency Ride Home
Parking Management	Bicycle Parking/ Amenities	Carpooling
	Bikeshare/Scooter-share	

4.5 Transportation Policies*

STREET NETWORK

4-1: Implement roadway improvements. New development shall install enhanced pedestrian environment frontage and roadway improvements as described below as each phase of development proceeds. Property owners shall maintain all frontage and median improvements installed on and adjacent to their property, including landscape, irrigation, lighting, sidewalk paving, and associated drainage facilities. Required improvements shall be provided along and parallel to the entire frontage of the development parcel(s) and extend out to the centerline of the adjacent roadway(s), except as noted below. Improvements such as reconstruction of medians, pedestrian crossings, and others that require completion to be effective will be completed in their entirety as part of each phase. The exact limits of construction for improvements will be determined by the City based on site conditions and/or other relevant considerations. The proposed dimensions of lanes and other street features are approximate and may change with final design subject to City approval. At the City's discretion, requirements for developments may be reduced based on the scope of the development.

a. **Cherry Avenue** – The roadway will be modified as follows:

South of Bayhill Drive

- 13-foot plus travel lanes along Cherry Avenue, south of Bayhill Drive, to 11 feet
- A Class II buffered bike lane in both directions.
- Sidewalk to be 14 feet on the west side with a 6-foot stormwater planter.
- Bicycle box and two-stage bicycle left turn pavement markings at the intersection of San Bruno Avenue and Cherry Avenue (**Figures A-2, A-6, A-8**).

North of Bayhill Drive

- 11-foot travel lanes with 10-foot left turn pockets.
- Class III bicycle sharrows including bicycle pavement markings in the vehicle travel lane in both directions north of Grundy Lane.
- Median widened to accommodate a pedestrian refuge at the Cherry Avenue and Grundy Lane intersection,
- Bulb-outs at both intersections to reduce the pedestrian crossing distance.
- On-street parallel parking and loading on both sides of Cherry Avenue north of Grundy Lane (**Figures A-4, A-10**).

Between Bayhill and Grundy Lane

- East side curb for existing transit bus stop and up to 150 feet of loading zone, of which up to 60 feet may be yellow loading zone. The remainder will be white curb loading zone reserved for use by passenger cars which will not be used by shuttle buses.
- A Class II bicycle lane on the east side of Cherry Avenue. Bicycle sharrows on the west side of Cherry Avenue
- West side curb enhanced with a curb-cut and other shuttle amenities (**Figures A4, A-10**).

b. **Bayhill Drive** – The roadway will be reduced from four lanes to two lanes west of Elm Avenue to accommodate new striping-buffered bike lanes, widened sidewalks, curbside planters, and pedestrian-oriented lighting as shown in **Figure A-12**). The intersection of Elm and Bayhill will be modified as shown on **Figure A-14**.

c. **Grundy Lane** – The roadway realigned between Cherry Avenue and Elm Avenue. Related improvements include bicycle sharrows, a curbside planting strip/stormwater planters, widened sidewalks, and pedestrian-oriented lighting. Curbside parallel parking along the northern frontage. Because Grundy Lane is being fully realigned, improvements on both sides of the street shall be implemented at the time of realignment by

* Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan.

(*) Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan except Phase I Development.

the developer, as shown in **Figure A-16**.

d. **Traeger Avenue** – The roadway between San Bruno Avenue and Bayhill Drive to include 11-foot travel lanes and Class III bicycle sharrows in both directions. Pedestrian enhancements, including a 10-foot sidewalk on the east side as well as improved pedestrian crossings with high-visibility crosswalks and pedestrian refuges as shown in **Figures A-18, A-20.**

e. **Elm Avenue** – The roadway between San Bruno Avenue and Bayhill Drive to have 11-foot lanes in each direction, with a 10-foot left turn pocket at the Bayhill Drive intersection. The sidewalks to be 8 feet at the intersection to accommodate an 8-foot stormwater planter and widened to 10 feet north of the Bayhill Drive intersection. Additionally, the median to be widened to accommodate a pedestrian refuge at the Bayhill Drive intersection. The roadway reconfigured to include a greenway along the western frontage, as well as improved pedestrian crossings with high-visibility crosswalks and pedestrian refuges. Class II bicycle lanes to be provided between San Bruno Avenue and Bayhill Drive and Class III bicycle sharrows to continue north of Bayhill Drive to connect with the sharrows on Grundy Lane. North of Bayhill Drive, the roadway to have modified median islands extending to the intersection with Grundy Lane where Elm Avenue will terminate (**Figures A-22** and **A-14**).

f. **San Bruno Avenue** – San Bruno Avenue, between El Camino Real and Cherry Avenue, to continue to include four travel lanes with a center running median/left turn pocket. The travel lanes narrowed to 10 feet and medians narrowed to 9 feet to accommodate a Class II bicycle lane with a buffer and vertical delineators, such as soft-post, in both directions. Where there are left turn pockets, the bicycle lane buffer to be eliminated on one side to provide 10 feet for the turn lane. In addition, the north side sidewalk widened to 10 feet with an additional 6 feet for a stormwater planter. Intersections along San Bruno Avenue to be improved to include high visibility crosswalks, pedestrian refuges, and tightened corner curb radii (**Figures A-6, A-8, A-20, A-24, A-26**).

Should a civic use be located in the Plan Area on San Bruno Avenue where it is identified as a potential use, access from the neighborhood to the south should be improved. A marked pedestrian crossing at Acacia Avenue and sidewalk improvements on the south side of San Bruno Avenue would be necessary to allow for safe pedestrian access.

4-2: Dedicate Grundy Lane to City in Fee Title. The Planning Area may also include private streets that are used for a multi-modal center or service streets for deliveries and fire access.

4-3: Ensure that future Specific Plan development pays its fair share of feasible traffic improvements identified below that are required to meet the City's LOS policies or improve pedestrian and bicycle safety. The City will establish a funding mechanism as described in the Implementation Chapter of this Plan to address the improvements identified below. The City will monitor traffic conditions over time and adjust the exact project parameters and determine implementation timing as applications for future phases of development are submitted.

a. **I-280 NB Off-Ramp & San Bruno Avenue** – Reconfigure the middle approach lane on the I-280 NB off-ramp from a shared through-right-left to a shared through-right-only lane (**Figure A-28**)

b. **San Bruno Avenue/ I-280 Northbound On-ramp** – Add third westbound through pocket lane on San Bruno Avenue at I-280 NB Ramp interchange or extend designated bike facilities from Cherry Avenue to I-280 overpass.

c. **San Bruno Avenue and Cherry Avenue** – Add a westbound right-turn pocket.

d. **Cherry Avenue and Bayhill Shopping Center Driveway** – Add stop, signal, or other type of control device to Cherry Avenue with improved pedestrian crossings.

e. **San Bruno Avenue and Acacia Avenue** – Add marked pedestrian crossing across San Bruno Avenue contingent on a civic use being implemented.

f. **I-280 SB and Sneath Lane** – Modify northbound approach to include left-turn pocket, through lane, and free right turn.

g. **Traeger Avenue and San Bruno Avenue** – Signalize intersection (**Figure A-20**)

h. **Gateway Intersection Improvements** – Corner curb bulb-outs, countdown pedestrian signals, median refuges, bikeway markings, and similar pedestrian- and bicyclist-oriented improvements will be installed at Bayhill Drive/El Camino Real and San Bruno Avenue/El Camino Real (**Figures A-28, A-30**)

i. **All major signalized intersections within a fourth-mile** – Optimize signal splits and cycle lengths and signal inter-connect where appropriate after each subsequent phase of development.

PARKING

4-4: Provide appropriate parking supply. Proposed off-street vehicle and bicycle parking and loading supply shall comply with San Bruno Municipal Code Chapter 12.100 (Off-Street Parking and Loading) and Parking Design Standards Resolution. Public parking and curbside loading surveys shall be prepared periodically and prior to each phase of development and the results used to re-evaluate parking supply and configuration.

TRANSIT

4-5: Encourage first-last mile shuttle service. Prepare a first/last mile study for travel between the Planning Area and BART and Caltrain Stations. Encourage TDM programs to support high-frequency, reliable, all-day shuttle to BART and Caltrain stations and Downtown San Bruno; consider consolidating the two existing shuttle services, providing bi-directional service, and reducing headways.

4-6: Enhance transit stops. The City and property owners will cooperate and collaborate to enhance existing transit stop infrastructure concurrent with redevelopment of properties whose street frontage include transit stops. Enhancements could include installation and maintenance of features such as real-time arrival information, shelter, seating, pedestrian scale lighting, landscaping, and trash receptacles in accordance with the transit providers' requirements. Adequate sidewalk width should be provided that can simultaneously accommodate people waiting and people passing through the stop on their way to other destinations. Modifications to the planter strip design to accommodate bus access may be considered as part of transit stop design.

4-7: Contain shuttle activity to designated loading zones. Accommodate the demand for the Planning Area shuttles within the on- and off-street loading zones without queueing on public streets or the need to use Plan Area streets for maneuvering or layovers. As part of the entitlements process, applicants must describe their proposed shuttle operation program including a proposal for the number of unique stop visits at each loading zone in a typical day. Additional off-street facilities shall be added if projected demand is anticipated to exceed available capacity. Private bus and shuttles shall not be parked on public streets.

4-8: Provide first/last-mile wayfinding. Promote travel between the Planning Area and regional transit systems through enhanced wayfinding tailored to each mode of travel.

TRANSPORTATION DEMAND MANAGEMENT

4-9: Enforce the Plan Area VMT per capita of 21.7(*). Require new land use applicants to develop a TDM program that will achieve the Plan's goal of 21.7 VMT per capita. The VMT Cap equates to no more than 43 percent of trips occurring by single-occupancy vehicles (SOV). TDM reduction goals will be applicant-specific and agreed upon as part of the conditions of approval. Plan Area approvals will strive for VMT per capita of 21.7, or alternatively, the single occupant goal of no more than 43%, but acknowledge reasonable limitations on TDM program success due to surrounding transportation and land use context in the near-term. Goals may be less stringent for an initial occupancy period and become more stringent over time, ultimately arriving at the Plan VMT Cap or SOV goal.

A report, documenting the TDM activities undertaken and their results, shall be submitted to the Community and Economic Development Director. Program success will be measured through a combination of VMT measurements and vehicle occupancy surveys, both of which will capture vehicle trips associated solely with net new development. Alternatively, property managers or employers have the option to monitor mode split for their site and report the results in relation to the 43 percent SOV. Either option should account for all vehicle trips (employee, visitor, services, etc.) associated with the site.

Monitoring will be required after a three-year grace period and on an annual basis thereafter. Monitoring will continue until the property manager or employer can demonstrate five consecutive years (or some other monitoring horizon agreed upon in the conditions of approval) of VMT threshold compliance for the newly occupied site. Tenants must contribute their fair share to the cost of the monitoring and reporting activity.

If a property manager or employer do not achieve the selected threshold (the 21.7 VMT per capita threshold or the 43 percent drive-alone goal) in any given year, the property manager or employer must adjust their TDM program and pay a fine assessed on either a per trip basis or based on the amount by which they fail to achieve either the VMT per

Capita or drive-alone threshold. The Community and Economic Development Director or designee shall evaluate the overall effectiveness of all of the TDM activities and may suggest new or modified activities or substitute activities to meet the program's objectives. The Community and Economic Development Director or designee may impose reasonable changes to assure the program's objectives are met.

4-10: Use any penalty fines to reduce VMT(*). Fines will be used to fund City-initiated projects and programs that reduce the VMT rate for the Plan Area such as bike and pedestrian network improvements, first/last mile shuttle services to regional transit stations, and marketing campaigns.

4-11: Require TDM coordinators(*). Require all TDM programs to include a designated TDM coordinator to facilitate programming and monitoring activities. The TDM coordinator will be responsible for collecting annual VMT data for the building(s) and reporting the findings to the City. TDM coordinators could form a Plan Area Transportation Management Association (TMA) if desired to combine monitoring, reporting, and TDM implementation efforts. This is not required for all property managers or employers.

CONSTRUCTION

4-12: Require a Construction Management Plan. Require all new developments to submit a Construction Management Plan (CMP) prior to issuance of a demolition, grading, or building permit, and ongoing throughout demolition, grading and/or construction. The CMP should outline traffic management strategies to reduce, to the extent feasible, traffic congestion, closures on the transportation network including emergency access and emergency response vehicles, the effects of parking demand by construction workers, and other nearby projects that could be simultaneously under construction.

4-13: Provide bicycle and pedestrian detours during construction. Require all contractors to ensure that any pedestrian, bicycle, or transit facility closed or obstructed by construction activity be replaced with a convenient and accessible alternative that replicates as nearly as practicable the most desirable characteristics of the original facility.

BAYHILL SPECIFIC PLAN

5. Infrastructure, Public Facilities & Services

5.1 Water Supply
5.2 Wastewater
5.3 Stormwater
5.4 Dry Utilities
5.5 City Net
5.6 Fire Protection Services
5.7 Police Protection Services
5.8 Schools
5.9 Parks and Recreation
5.10 Library Services
5.11 Infrastructure, Public Facilities and Services Policies

5 Infrastructure, Public Facilities and Services

This chapter describes, analyzes, and establishes policies pertaining to the infrastructure network that supports the Planning Area, including its water supply and distribution system, wastewater system and stormwater system, cable and fiber network, and other utilities. This chapter also discusses and defines policies for public facilities and services such as fire and police protection services, schools, parks and recreation, and library services.

5.1 Water Supply

In 2009, the State instituted the Water Conservation Act of 2009 setting a goal of achieving a 20 percent statewide reduction in urban per capita water use by the year 2020 and directs urban retail water suppliers to establish targets to achieve this reduction. This target is established in the City's Urban Water Management Plan, which includes a water conservation program that seeks to minimize water waste and achieve greater use efficiencies. The City's achievement and maintenance of conservation targets will require continuing monitoring and enforcement. The Bayhill Specific Plan supports conservation of this resource by providing a set of policies intended to promote water conservation practices within the Planning Area.

Potable Water Supply

Potable water to the Planning Area is provided by the City of San Bruno. The City's Public Works Department is responsible for water supply, storage and distribution to meet potable water and fire-flow demands.

The water system has two main supply sources: treated surface water purchased from the San Francisco Public Utilities Commission (SFPUC) and groundwater from local wells owned and operated by the City. These two sources are blended to meet water quality and demand requirements. In December 2014, the City entered into an agreement with the SFPUC, City of Daly City, and California Water Service Company, which allows the agencies to manage water supplies within the South Westside Groundwater Basin and ensures a 20 billion gallon regional dry year groundwater supply.

Water supply planning for the years 2020 to 2040 is addressed in the City's 2015 Urban Water Master Plan (UWMP)[1], which evaluated the City's ability to meet projected demand inclusive of drought years. A Water Supply Assessment (WSA) prepared for the City in 2019[2] concludes that the City's water supplies are sufficient to meet the projected demands of the Planning Area as well as the City's existing and other planned future uses.

Water Distribution System

The Planning Area is currently serviced by a network of distribution pipelines ranging from 6 inches to 14 inches in diameter. The existing water system is shown in **Figure 5-1**.

A Water System Hydraulic Evaluation of the Bayhill Specific Plan prepared in 2019[3] indicates that existing pipelines within the Planning Area will need to be upsized and replaced in order to meet fire-flow requirements and operate within system design velocities. Water distribution improvements include the replacement of an existing 8-inch pipeline in Elm Avenue, the replacement of a section of an existing 10-inch pipeline in Bayhill Drive, and the replacement of an existing 8-inch pipeline in Grundy Lane. The pipeline in Grundy Lane will be replaced with a new 10-inch pipeline following the Grundy Lane realignment. Sections of the pipeline on Bayhill Drive will be upsized to 12 inches over time whenever the water line is replaced in order to meet fire flow pipeline design velocities. Ten new fire hydrants are to be installed. The Bayhill Specific Plan requires the installation of a new 10-inch pipeline in Grundy Lane and Elm Avenue to connect to Bayhill Drive prior to Plan buildout. As other existing pipelines are replaced in the area, they will be evaluated in the City's hydraulic model for consistency with the City's needs and requirements. The proposed water system is shown in **Figure 5-2**.

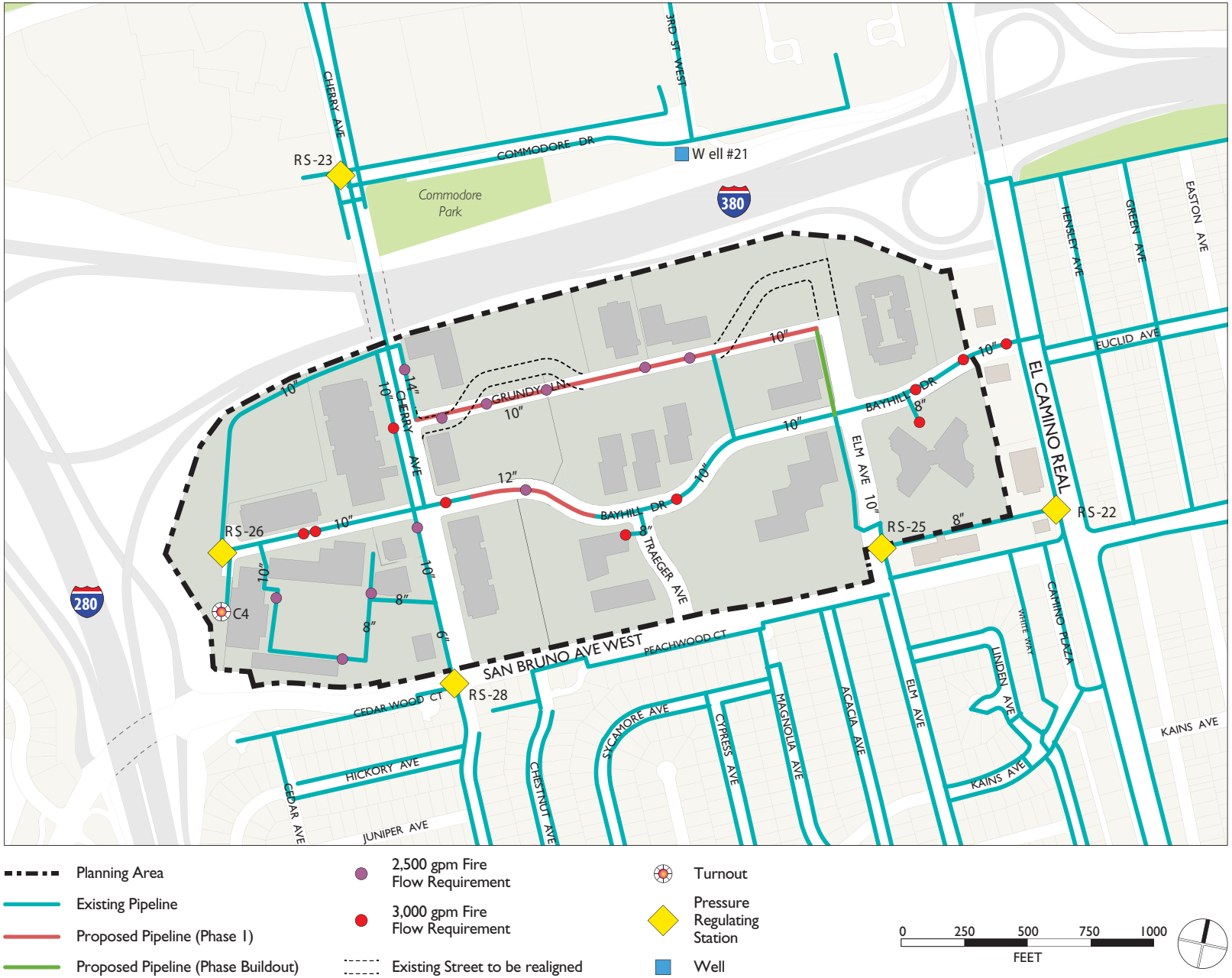
1 West Yost Associates, City of San Bruno 2015 Urban Water Management Plan (2016).
2 West Yost Associates, Bayhill Specific Plan Development Project Water Supply Assessment (2019).
3 West Yost Associates, Technical Memorandum: Water System Hydraulic Evaluation of Bayhill Specific Plan Development (2019).

Figure 5-1: Existing Water System

Planning Area
Zone 1/4
Zone 2
Zone 3/5
Turnout
Pressure Regulating Station

0 250 500 750 1000
FEET

Figure 5-2: Proposed Water System



The SFPUC maintains several easements in and around the Planning Area. The San Andreas Pipelines No. 2 and 3 are located in a 45-foot wide easement along the western edge of the Planning Area. The Sunset Supply Line and Crystal Springs Pipeline No. 2 are located in a 40-foot wide easement along the eastern edge of the Planning Area within the western half of Elm Avenue. A second 40-foot wide easement for water pipelines is located within the eastern half of Elm Avenue, contiguous to the eastern boundary of the 40-foot wide easement for the Sunset Supply Line and Crystal Springs Pipeline No. 2. The northern portion of Elm Avenue located directly to the north of the realigned Grundy Lane is located within the SFPUC pipeline eastern easement. See **Figure 2-5** for the location of these easements.

SFPUC's authority over the easement is set forth in the grant of the easement agreement, but generally the SFPUC prohibits structures on its easements and no utilities may be installed within the rights-of-way running parallel to the SFPUC's pipelines, above or below grade. Other SFPUC regulations generally allow utilities to run perpendicular to the pipelines with its approval, require that landscaping installed within the right-of-way be water-efficient and that water runoff due to over spray, broken irrigation hardware, or other similar conditions be eliminated.[4]

Water Storage

The City's water service area includes eleven pressure zones. The Planning Area falls within Pressure Zone 3/5 and is currently served through two SFPUC turnouts connected to the same SFPUC pipeline. Under normal operating conditions, the turnouts are able to meet the storage capacity needs in Pressure Zone 3/5. However, in the event of an emergency, such as an earthquake, those turnouts may be damaged or otherwise unavailable to meet the City's needs.

The City's 2012 Water System Master Plan (WSMP)[5] identified the need for 1.4 million gallons of water storage capacity in Pressure Zone 3/5 to address emergency water needs. This study did not account for the level of development permitted by the Bayhill Specific Plan. A water system hydraulic evaluation was performed to identify the additional net water storage capacity needed to accommodate potential development under the Bayhill Specific Plan. The evaluation determined that an additional 0.3 million gallons of storage capacity would be needed to serve the Bayhill Specific Plan, bringing the total storage capacity volume to 1.7 million gallons.

The San Bruno Development Impact Fee Nexus Study (DIF Nexus Study)[6], was completed in February 2019 and was the basis for the Citywide Development Impact Fee (DIF) Program. The DIF Program took effect on May 1, 2019 and included the construction of a new above-ground water tank at the Commodore Park, north of the Planning Area and adjacent to I-380. Because the DIF Nexus Study was concluded prior to the Bayhill Specific Plan, it factored the lower storage volume of 1.4 million gallons to match the recommendations of the 2012 WSMP. Increasing the tank size causes the cost of construction to increase. Additionally, the DIF study did not assume the proposed tank would be below grade. To allow for the continued beneficial use of the park area, the tank is proposed to be installed underground which has higher construction costs than those assumed in the DIF study. An estimate of the additional cost of the underground water storage tank and an estimate of the Bayhill Specific Plan share of the increased storage and undergrounding costs are included in **Table 7-1** in Chapter 7, *Implementation*. The tank will be constructed through the City's Capital Improvement Program and funded utilizing a combination of developer impact fees, water rates, and/or issuance of bonds.

4 SFPUC, SFPUC Interim Water Pipeline Right of Way (ROW) Use Policy (2015).

5 West Yost Associates, City of San Bruno Water System Master Plan (2012).

6 Economic & Planning Systems, Inc., San Bruno Development Impact Fee Nexus Study (2019).

5.2 Wastewater

The Planning Area is served by the City's sanitary sewer system via a local system of small diameter (8- to 12-inch inner diameter) sewer pipelines located along Cherry Avenue, Bayhill Drive, and Grundy Lane, and a major (18- to 24-inch inner diameter) trunk sewer pipeline that runs from San Bruno Avenue West along Traeger Avenue, Bayhill Drive, across El Camino Real and I-380, through the Tanforan Mall to Sneath Lane, and then east on Sneath Lane and Tanforan Avenue; see **Figure 5-3**. From there, the wastewater is conveyed to the City of South San Francisco's Shaw Road sewage pump station then to the South San Francisco/San Bruno Water Quality Control Plant (WQCP), which is jointly owned by the two cities but operated by South San Francisco.

The City completed its Sewer Master Plan in 2014[7] and an updated Sewer System Management Plan in 2016[8] and 2019[9]. A Sanitary Sewer Impact Study for Bayhill Specific Plan Area was completed in August 2019 by Woodard & Curran[10]. The study used an updated version of the hydraulic model developed for the 2014 Master Plan to evaluate the potential sanitary sewer capacity impact of the proposed Bayhill Specific Plan. The Sanitary Sewer Impact Study for the Bayhill Specific Plan Area evaluated the system and concluded that there is adequate capacity in the existing on-site and downstream pipelines and no new improvements are needed. However, with the realignment of Grundy Lane, the sewer pipeline will be replaced with a minimum 8-inch inner diameter pipeline. Over time, as wastewater collection pipe replacements and modifications are required, they will need to be modeled in the City's sewer hydraulic model to ensure sufficient capacity.

A small portion of the Planning Area that fronts San Bruno Avenue West east of Traeger Avenue would discharge to a 6-inch sewer in San Bruno Avenue and, via a series of 6-inch pipes, connect to the sewer pipeline at Kains Avenue and El Camino Real, which is separate from the system described above. This was not included in the Sanitary Sewer Impact Study for Bayhill Specific Plan Area and new development in this area is required to have wastewater flows modeled in the City's hydraulic model at time of project proposal. The 2014 Sewer Master Plan indicated that the pipeline on Kains Avenue would need to be upsized to accommodate new development anticipated under the General Plan buildout. City projects were completed in 2014 and 2015 that increased the size of the pipeline on Kains Avenue from 10 to 14 inches and the pipeline is now projected to have sufficient capacity. The need for any additional capacity improvements will be evaluated when the amount and location of new development are better defined.

The system continues east along Kains Avenue, Huntington Avenue, and Angus Avenue to the 7th Avenue trunk pipeline. The wastewater is conveyed to the City of South San Francisco's Shaw Road sewage pump station, from where it is pumped to the WQCP.

Based on the projected additional wastewater flow from the Bayhill Specific Plan, adequate capacity is available at the WQCP; see **Figure 5-4**.

7 RMC, City of San Bruno Sewer Master Plan Final Report (2014).
8 Causey Consulting, Updated Sewer System Management Plan (2016).
9 Causey Consulting, Sewer System Management Plan October 2019 (2019).
10 Woodard & Curran, Technical Memorandum: Sanitary Sewer Impact Study for Bayhill Specific Plan Area (2019).

Figure 5-3: Existing Sanitary Sewer System

Planning Area

Existing Pipe Diameter-

- 8" - 12"
- 14" - 18"
- 20" - 24"

0 250 500 750 1000
FEET

Figure 5-4: Proposed Sanitary Sewer System

Planning Area

Existing Pipe Diameter-

- 8" - 12"
- 14" - 18"
- 20" - 24"

Proposed 8 inch Pipe (inner diameter)

Existing Street to be realigned

0 250 500 750 1000
FEET

5.3 Stormwater

The City owns and operates the storm drainage system which is maintained by the Public Works Department. The system covers six main watersheds that in general flow from west of Interstate 280 eastward to the San Bruno Channel. The Channel outfalls to the San Francisco Bay via a tide gate located north of the San Francisco International Airport. The Planning Area lies within Watershed A, the largest of San Bruno's watersheds with an area of approximately 1,415 acres. Stormwater runoff from Watershed A flows primarily through a 72-inch diameter storm drain pipeline that runs through privately-owned parcels and crosses Grundy Lane, Bayhill Drive, and Elm Avenue; see **Figure 5-5**.

The City completed a Storm Drain Master Plan in 2014[11] with the primary purpose of addressing potential flooding and capacity deficiencies in the existing storm drain system. The Master Plan stated that substantial backwater occurs in the lower reaches of Watershed A, east of El Camino Real, near Highway 101, in part due to backwater in the San Bruno Channel which is tidally influenced. This backwater, when combined with peak storm discharge, causes localized flooding at Angus and Seventh Avenue. Improvements to address the potential for flooding were recommended in the Master Plan as part of a Capital Improvement Program list, although no dedicated funding has yet been made available to implement the plan.

The Master Plan identifies two options for mitigating the capacity deficiency within the storm drain system. The first option is to construct additional pipelines to increase capacity (Pipeline Option), and the second option is to construct a large detention basin near Crestmoor Canyon (Detention Basin Option). This Detention Basin Option has since been determined to be infeasible by the City.

The Pipeline Option consists of the addition of a new parallel 72-inch diameter pipe within the Planning Area, as well as upstream (north) and downstream (east) of the Planning Area. The estimated cost of constructing this additional 72-inch diameter pipe with the Plan Area is included in **Table 7-1** in Chapter 7, *Implementation*. Although not evaluated in the Master Plan, a single larger box culvert or pipe may be a feasible alternative that could be evaluated and considered, rather than the two parallel 72-inch pipes. The existing storm drain easements are insufficient to accommodate two parallel 72-inch pipes or a single larger box culvert or pipe; therefore, existing easements shall be amended or new easements dedicated pursuant to **Policy 5-14** to support the storm drain improvements. The relocation of the existing 72-inch pipeline within the Plan Area is proposed to facilitate YouTube's conceptual development plans, but the relocation is not necessary for mitigating the capacity deficiency within the storm drain system. Should the existing pipeline be relocated to accommodate an applicant's development plans, it will be the responsibility of the developer to relocate the pipe and to provide a sufficient easement for an additional 72-inch pipe or single larger pipe, should it be found to be feasible, in conformance with the City's Stormwater Master Plan.

A new storm drain system will be necessary due to the realignment of Grundy Lane. Portions of the upstream storm drain system within Grundy Lane may be 24-inch reinforced concrete pipes (RCP). Downstream portions, as the system approaches Elm Avenue, shall be 30-inch RCP. Final proposed storm drain improvements shall be submitted to the City for review and approval.

On-site storm drain systems will be privately owned and maintained and consist of stormwater treatment facilities that collect and filter stormwater before it enters the public system; see **Figure 5-6**.

To ensure that Bayhill Specific Plan development does not exacerbate any existing stormwater outflow capacity issues, Plan policies call for no net increase in runoff from construction and new development in the Planning Area.

11 GHD, Storm Drain Master Plan (2014).

Figure 5-5: Existing Storm Drain System

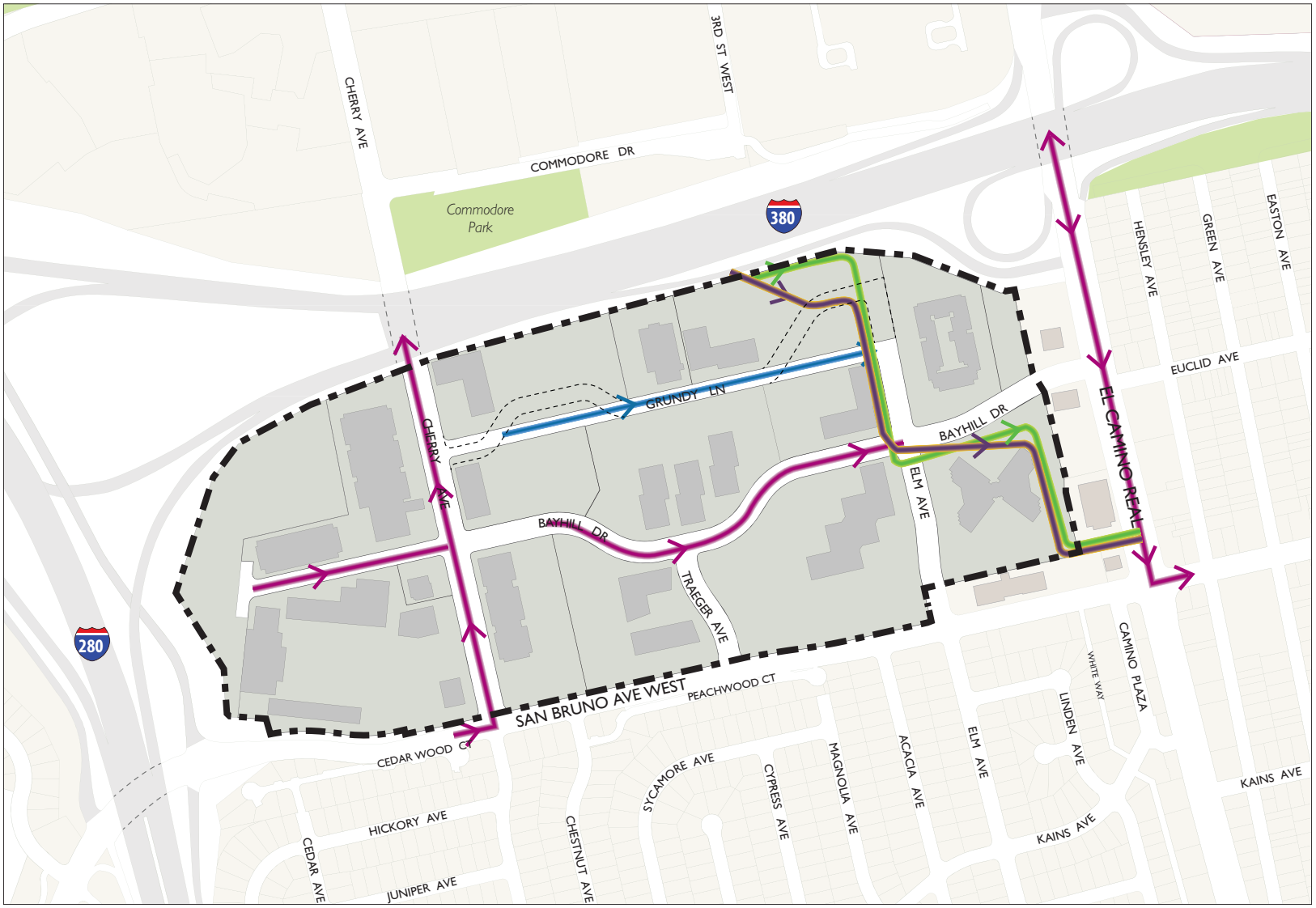
Planning Area

Storm Pipeline

Storm Pipeline with Undersized Capacity

0 250 500 750 1000
FEET

Figure 5-6: Proposed Storm Drain System



Planning Area

Storm Pipeline

Storm Pipeline with Undersized Capacity - 72"

New Storm Pipeline (Phase 1) - 24" - 30"

Future Relocation of 72" Main (Upsize or provide parallel 72" Pipeline)

0 250 500 750 1000
FEET

Stormwater Treatment

Surface water runoff in an urbanized area is subject to pollution control before discharge into a piped system or water body. This runoff is regulated through the National Pollutant Discharge Elimination System (NPDES) permit process administered through the State Water Resources Control Board, which issues discharge permits to municipalities. The City has developed a Storm Water Management Plan and has joined the San Mateo Countywide Stormwater Pollution Prevention Program in order to obtain this permit.

In 2019, the City of San Bruno adopted the Citywide Green Infrastructure Plan[12] , intended to facilitate the integration of stormwater infrastructure inspired by natural watershed processes into the City's planning and development process. The goal of green infrastructure is to improve local water quality, augment local water supplies, reduce flooding, and increase green space, thereby helping the City of San Bruno meet the NPDES Permit's pollutant load reduction requirements. The Green Infrastructure Plan contains a work plan for integration of green infrastructure goals and strategies into City and regional plans and policies, as well as guidance materials pertaining to green infrastructure sizing, design, construction, maintenance, and post-construction performance tracking.

The Green Infrastructure Plan explicitly refers to the Planning Area, which it identifies as a potential location for green infrastructure installation. All streets within the Planning Area are identified as medium priority for green street opportunities except for Grundy Lane and portions of Cherry Avenue, which are identified as high priority. In accordance with the Green Infrastructure Plan, the Bayhill Specific Plan promotes use of green infrastructure and Low Impact Development (LID) principles.

Impervious surfaces, such as asphalt, concrete, or brick, are water resistant. During times of rainfall, water runs off impervious surfaces, entering storm drains, exacerbating flood conditions, and affecting local water quality. Pervious surfaces, in contrast, allow percolation of water into the underlying soil thereby reducing the amount of run-off.

All new construction projects that create or replace 10,000 square feet of impervious surface—such as parking lots, walkways, or patios—require localized improvements to manage runoff in a way that incorporates storm water treatment provisions in accordance with the San Mateo Countywide Water Pollution Prevention Program. This threshold is reduced to 5,000 square feet for gas stations, restaurants and parking areas with an uncovered surface. As of 2019, the Planning Area mainly consists of buildings and expansive surface parking. In support of the goals identified in the City's Green Infrastructure Plan, future development will be required to maintain or reduce impervious area and implement LID site design measures, including green roofs, pervious pavement, and bio-retention planting areas. Additional LID measures that encourage capture and reuse of rainwater for irrigation and non-potable uses in buildings may also be implemented.

The proposed footprints of future subterranean parking structures encompass much of the land area within each development parcel. This limits opportunities for direct infiltration of treated runoff. In this case, green roof areas and capture and reuse facilities are good options to meet the water quality and reduced runoff requirements.

Stormwater quality can be protected by minimizing the amount of pollutants and debris that enter the stormwater system. The Bayhill Specific Plan promotes stormwater quality through measures to install trash capture devices and reduce the amount of chemical pollution that enters the storm drain. Trash capture devices are devices that can be inserted into catch basins in order to prevent litter and other debris from entering the storm drain system. The City of San Bruno is currently expanding its trash capture infrastructure. The Bayhill Specific Plan contains policies that expand this effort into the Planning Area and requires sustainable landscaping practices that reduce runoff and minimize the need for pesticides and fertilizers.

12 City of San Bruno, Green Infrastructure Plan (2019).

5.4 Dry Utilities

Pacific Gas and Electric Company (PG&E) is regulated by the California Public Utilities Commission and is responsible for providing and maintaining gas and electrical services to the City of San Bruno. AT&T and the City of San Bruno's CityNet Services provide telecommunications services. There are no existing overhead utility lines within the Planning Area. All dry utilities, such as gas, electric, fiber, cable, etc., within the Planning Area shall be installed underground. New development will collaborate with the City, PG&E and other related utility agencies in the installation of new utility lines underground. Refer to Section 5.5 for CityNet Services.

5.5 CityNet

San Bruno CityNet Services is an Internet Service Provider and Pay TV operator owned and operated by the City of San Bruno. San Bruno CityNet has been providing services to San Bruno businesses and residences since 1971. CityNet's business products for the Planning Area are based on scalable fiber internet connectivity including dedicated one (1) Gigabit symmetrical service, custom ten (10) Gigabit provisioning capacity, VoIP phones and custom TV packages. CityNet currently provides services to multiple businesses within the Planning Area.

5.6 Fire Protection Services

The San Bruno Fire Department (fire department) provides fire suppression and emergency medical service in the city, including the Planning Area. The fire department includes (2019) 35 sworn officers and one non-sworn employee.

The fire department operates two fire stations in San Bruno, both outside the Planning Area. Both stations are over 50 years old and need to be updated to meet current departmental needs; however, the department's equipment and apparatuses are currently considered adequate. Each station is equipped with a 1500 gallons-per-minute (GPM) Pumper (fire engine). Station No. 51 is located at 555 El Camino Real on the south side of the City Hall complex, approximately 0.35 mile south of the Planning Area. Station No. 51 has the primary responsibility for the area east of Interstate 280, including the Planning Area. Station No. 52 is located near the intersection of Sneath Lane and Earl Avenue at 1999 Earl Avenue, approximately one mile west of the Planning Area. Station No. 52 responds to emergency calls west of I-280 and therefore would not be directly responsible for the Planning Area.

The fire department is a member in a Joint Powers Authority (JPA) between the 19 incorporated cities in San Mateo County and the County itself. The JPA requires that the closest available paramedic engine company respond to calls for emergency medical service and the closest available engine and truck company respond to fire calls. In the event of a large-scale assignment necessitating a large response, three engines would be required and an additional engine would need to come from a neighboring municipality. For hazmat responses, the nearest hazmat unit within the JPA is located in Station 14 at 911 Granada Street in the City of Belmont.

Development under the Bayhill Specific Plan may result in an increase of service population of up to 5,542 new persons[13]. This increase in service population will increase local demand for fire protection and emergency services and reduce the firedDepartment's service ratio to 1,649 persons per firefighter. The fire department's JPA membership will help alleviate this increase in demand and response times are not expected to significantly change. However, new fire department staff will likely be needed to respond to the projected increase in calls.

The City's Development Impact Fee (DIF) Nexus Study has identified the need to replace and reconstruct both of the City's fire stations and replace fire equipment. The DIF Ordinance requires all residential and commercial developers to pay a one-time impact fee charged at the issuance of building permits for new construction in the City. This fee is collected and used to improve and expand public capital facilities and infrastructure throughout the City to serve new residential and commercial growth. A portion of the DIF will be used for public safety, including fire capital facilities and equipment. The City intends to update the DIF Ordinance approximately every 5 years to account for changing circumstances, including changes in the expected level of development and in infrastructure and facility needs.

13 City of San Bruno, 2020.

5.7 Police Protection Services

The San Bruno Police Department (police department), located at 1177 Huntington Avenue approximately 0.4 miles northeast of the Planning Area, provides police protection service to the City of San Bruno, including the Planning Area. As of 2019, the police department includes a total of 95 personnel who provide various law enforcement services within the City. Police department services include patrols, systematic gathering and documentation of intelligence information, and the enforcement of laws and regulations throughout the City. In addition, the police department is a member of a mutual aid agreement with neighboring jurisdictions and partner agencies, including BART police.

Projects developed under the Specific Plan will be designed using Crime Prevention Through Environmental Design (CPTED) concepts. CPTED is a collection of principles and concepts which enhance safety and security through design strategies involving natural surveillance, natural access control, territorial reinforcement, and maintenance and management. In addition, the San Bruno Police Department will review all plans associated with the projects under the Specific Plan to address and minimize security concerns.

Increases in local residents and employees under the Specific Plan may increase the daytime service population up to 61,658[14], resulting in a ratio of 7.95 officers per 10,000 service population. The police department has stated that it needs to increase staffing to serve the increased permanent and daytime population resulting from the Specific Plan.[15] It is anticipated that there will be a greater demand for traffic and parking enforcement efforts. Additionally, the police department anticipates that it will need to dedicate substantial resources to work with future property owners to establish advanced and complex security measures and critical incident response plans.[16]

While the police department participates in a mutual aid agreement with the other law enforcement jurisdictions in San Mateo County, this program has a limited ability to provide police response services to the Planning Area in a critical incident.

The police department has no plans to expand its current facility at 1177 Huntington Avenue, and it is not feasible to enlarge the existing building as it is on leased land from BART and cannot be expanded.[17] As noted in the City's DIF Nexus Study, the City has identified the need for specific upgrades and additions to help the Police Department serve new growth in the City. These include the expansion of the Evidence Room, upgrades to the Dispatch Center, the creation of a satellite police substation, upgrades to surveillance and tracking technology, and the replacement of Police vehicles. The DIF Ordinance requires all residential and commercial developers to pay a one-time impact fee charged at the issuance of building permits for new construction in the City. This fee is collected and used to improve and expand public capital facilities and infrastructure throughout the City needed to serve new residential and commercial growth. A portion of the DIF will be used for public safety, including police capital facilities and infrastructure, including equipment (e.g., vehicles).. The City intends to update the DIF Ordinance approximately every 5 years to account for changing circumstances, including changes in the expected level of development and in infrastructure and facility needs.

14 City of San Bruno, 2020.

15 Personal Communication with San Bruno Police Department, May 1, 2019.

16 Ibid.

17 Ibid.

5.8 Schools

San Bruno is served by two school districts: San Bruno Park School District (SBPSD) and San Mateo Union High School District (SMUHSD).

The SBPSD serves the City of San Bruno with five elementary schools and one middle school. The Planning Area is served by three of these schools: Allen Elementary, located at 875 West Angus Avenue, 0.27 miles southeast of the Planning Area; Rollingwood Elementary, located at 2500 Cottonwood Drive, 0.86 miles northwest of the Planning Area; and Parkside Intermediate, located at 1801 Niles Avenue, 0.77 miles southeast of the Planning Area.

SBPSD's total enrollment for the 2018/2019 school year was 2,505, a five percent decrease from the previous year and a ten percent decrease from 2014/2015. In general, all the schools in the SBPSD have experienced a decline in enrollment in recent years. The California Department of Finance (DOF) projects that overall K-12 enrollment in San Mateo County public schools will decrease from approximately 94,411 for the 2019/2020 school year to 89,199 by the 2027/2028 school year. This is consistent with the current trend at SBPSD.

SBPSD's funding sources include state funding through the Local Control Funding Formula (LCFF) and the Local Control Accountability Plan (LCAP), property taxes, federal subsidies, mandated block grants, one-time mandated cost reimbursements, the Lottery, After School Education & Safety (ASES) Grants, and other sources. The SBPSD also collects developer fees, the purposes of which are specified in agreements with the developer. As of 2019, developer fees are $3.29/sf for residential development and $0.53/sf for commercial development.

The SMUHSD operates one alternative high school and six comprehensive high schools throughout San Mateo County. Of these, the Planning Area would be served by Capuchino High School, located 1.44 miles southeast of the Planning Area at 1501 Magnolia Avenue.

SMUHSD's total enrollment for the 2018/2019 school year was 9,020, a one-half percent increase over the previous year and a nine percent increase from 2014/2015. In general, all the schools in the SMUHSD have experienced an increase in enrollment in recent years. Capuchino High School has seen a seven percent increase in enrollment since the 2014/2015 school year.

SMUHSD's revenue sources include state funding through the LCFF and LCAP, property taxes, federal subsidies, and other sources. The SMUHSD also collects developer fees, the purposes of which are specified in agreements with the developer. As of 2019, developer fees are $1.39/sf for residential development and $0.22/sf for commercial development. Future developments occurring under the Bayhill Specific Plan would be subject to developer fees, which are the only financial requirement the City can impose to mitigate the impact of new development on the SMUHSD.

If residential development occurs under the Bayhill Specific Plan, it is expected to result in an increase in the SBPSD and SMUHSD student populations. In the case of SBPSD, this growth will likely be fully accommodated within the school district's existing capacity. Increases in the size of the SMUHSD student body, in contrast, could impact capacity at SMUHSD schools. However, new residential development would occur gradually, providing the school district time to address changes in overall student-going population. Meanwhile, the collection of developer fees would help finance any necessary improvements in or expansion of school facilities. In addition, while Capuchino High School and Peninsula High School are both located in San Bruno, students can choose to attend any of the district's schools, which would allow the district to adjust for capacity across schools.

5.9 Parks and Recreation

The closest parks serving the Planning Area are Commodore Park, Forrest Lane Park, and Grundy Park, all within one-half mile; and Junipero Serra Park, approximately one mile away.

As discussed above, the City's DIF program requires residential and commercial developers to pay a one-time impact fee used to improve and expand infrastructure throughout the City. Depending on whether new construction is residential or non-residential, a portion of the DIF is specifically designated for community facilities, including parks. The City General Plan identifies a park standard of four-and-one-half acres per 1,000 residents.[18]

The Bayhill Specific Plan requires the provision of publicly accessible open space, including a plaza at Cherry Avenue and Grundy Lane and a greenway along Bayhill Drive, to provide outdoor gathering and recreational space for employees and the community; see **Figure 3-1**.

5.10 Library Services

The Planning Area is served by the San Bruno Public Library, which belongs to the Peninsula Library System (PLS). PLS membership enables residents to have access to services from other member libraries. The library is housed in a 15,600-square foot facility located at 701 Angus Avenue West at the intersection with El Camino Real. Visitation in fiscal year 2017–2018 was 190,466.

The City of San Bruno has acknowledged in its current General Plan that the existing library space is inadequate for the population of the City of San Bruno. As of 2009, the library experienced shortages in its book collection, seating, public computers, story-time space, group study areas, parking, and meeting room space. These services have not expanded since 2009 due to a lack of funding.

As noted in the City's DIF Nexus Study, the City has identified the need to replace and reconstruct the City library at an estimated cost of $55 million. The DIF Ordinance requires all residential and non-residential developers to pay a one-time impact fee charged at the issuance of building permits for new construction in the City. This fee is collected and used to improve and expand public capital facilities and infrastructure, including library services throughout the City.

Increases in the local population resulting from development occurring under the Bayhill Specific Plan would increase demand for library resources. The San Bruno Library does not have plans or funds at this time to construct new facilities.

As described in Chapter 2, *Land Use*, the Bayhill Specific Plan designates a 2.1-acre area fronting San Bruno Avenue West between Traeger and Elm Avenues where a civic use of up to 50,000 square feet would be permitted, subject to decision and funding by the City Council. This civic use could include a library.

18 City of San Bruno, San Bruno General Plan (2009).

5.11 Infrastructure, Public Facilities and Services Policies*

5-1: Require new development to construct infrastructure improvements to support new development. Where infrastructure is shared with other developments, each shall pay their fair share of needed improvements.

5-2: Synchronize infrastructure and roadway improvements. Undertake infrastructure improvements concurrently with construction of new roadways and improvements to existing ones in order to maximize efficiency and minimize disturbance due to construction activity.

5-3: Establish infrastructure financing mechanisms to ensure that development pays its fair share of required infrastructure improvements (as further described in Chapter 7, *Implementation*).

WATER SUPPLY

5-4: Require new development to install water-efficient appliances and fixtures. Examples of such appliances and fixtures include low-flow faucets and toilets, in accordance with the latest version of California Code of Regulations Title 20.

5-5: Ensure compliance with the latest version of the State Model Water Efficient Landscape Ordinance (MWELO). MWELO requires increased water efficiency for new and retrofitted landscapes through more efficient irrigation systems, graywater usage, on-site storm water capture, and by limiting the portion of landscapes that can be covered in turf.

5-6: Require the submittal of estimated landscape water use/budgets as part of the site plan review process. Ensure continued monitoring of landscape water use through the City's ongoing Bay Area Water Supply and Conservation Agency (BAWSCA) Large Landscape Program.

5-7: Require development to pay its fair share for the proposed water tank. Ensure that development in the Planning Area pays its fair share for the undergrounding and increased sizing of the proposed water tank from 1.4 MGD to 1.7 MGD as estimated in **Table 7-1** in Chapter 7, *Implementation*.

5-8: Model proposed pipes in City's hydraulic model for conformance with Water Master Plan and design standards. Require that when projects and/or developments involve modifying or relocating water distribution pipes, that the proposed pipe is modeled in the City's hydraulic model and that it meets the requirements of the City's Water Master Plan and City's design standard.

WASTEWATER

5-9: Model modifications and relocations of collection pipes. Require that when projects involve modifying or relocating wastewater collection pipes, that the proposed pipe is modeled in the City's sewer hydraulic model and that it meets the requirements of the City's sewer master plan and design criteria.

5-10: Require modeling of wastewater flows from new development fronting San Bruno Avenue West east of Traeger Avenues. Project-specific sewer studies shall be prepared for projects served by the 6-inch sanitary sewer pipe in San Bruno Avenue east of Traeger Avenue using the City's sewer hydraulic model and construct improvements as identified by the City.

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* Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan.

(*) Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan except Phase I Development.

STORMWATER

5-11: Require new development to dedicate easements to support storm drain improvements. In regards to the 72-inch public storm drain main, require new development to dedicate a storm drain easement pursuant to Policy 5-14 for the installation of a second 72-inch pipe parallel to the existing or relocated main or for the installation of a single larger conveyance system, which will replace the existing main, with a capacity that is equivalent to or greater than two parallel 72-inch pipes. Applicant shall engage the City regarding the design of the proposed improvements during preliminary design of their project. Final design shall be provided to the City for review and approval.

5-12: Require conformance with City storm drain standards for all replacement pipelines. Require that when projects and/or developments involve modifying or relocating storm drain pipes, that the proposed pipes meet city requirements, including a 24-inch reinforced concrete pipes (RCP) within upstream portions of the reconstructed and relocated Grundy Lane and a 30-inch RCP pipeline in downstream portions as Grundy Lane approaches Elm Avenue, subject to City approval.

5-13: Require that on-site storm drain systems are privately owned and maintained. Storm drain systems shall also include stormwater treatment facilities that collect and filter stormwater before it enters the public system.

5-14: Require new development to dedicate easement(s) to the City for public storm drain improvements that are located outside of the public right-of-way. Easement dedication shall take place in accordance with the following or as otherwise approved by the City:

a. The minimum clearance between outside diameter (O.D.) of pipe to easement line shall be five (5) feet.

b. The minimum clearance between pipes (O.D. to O.D.) shall be five (5) feet.

c. The minimum clearance between outside of structure to easement line shall be four (4) feet.

d. Easement width must meet above requirements but shall not be narrower than fifteen (15) feet.

5-15: Minimize Runoff.

a. Require new development to demonstrate no net increase in runoff from development, during both construction and operational phases.

b. Applicants proposing new development shall prepare Drainage Report(s) for City's review and approval prior to issuance of a grading, building, site development or any construction permits. All development, including interim conditions during construction and interim conditions with temporary improvements, within the Project Site is required to address stormwater management and implement stormwater control measures, including but not limited to on-site detention facilities, capture and re-use measures, green roofs, and/or other measures approved by the City, designed to maintain or reduce current, pre-development, surface runoff and stormwater discharge to the public storm drain system.*

5-16: Employ Low-Impact Design. Require new development to incorporate low-impact design (LID), such as natural drainage systems and groundwater recharge features, consistent with stormwater permit requirements and the Green Infrastructure Plan. Utilize LID techniques to infiltrate, store, detain, evapotranspire, and/or bio-treat stormwater runoff close to its source, where feasible.

5-17: Design new private open spaces, plazas, streetscapes, and landscaped areas in the public right-of-way for stormwater management and the efficient use of water. The following stormwater techniques shall be employed, as appropriate:

a. Low-maintenance, drought-resistant plant palettes.

b. Low-flow or smart irrigation systems.

c. Bioswales and rain gardens in planting areas, curb extensions, and other green infrastructures.

d. Rainwater harvesting and application for landscape irrigation.

e. Minimization of impervious surfaces such as concrete, asphalt and hardscaping in landscaped areas. Where feasible, direct water to portions of the site where it can infiltrate into the ground, and

use permeable joint pavers, porous concrete and asphalt, reinforced pavement, cobblestone block pavement, and other similar materials that allow water to infiltrate.

5-18: Implement trash capture. Require new development to implement trash capture devices on site to reduce trash loads by 100 percent prior to discharging stormwater into the public storm drain system. Require new development to provide trash capture in public stormwater catch basins along the project frontage and any public stormwater catch basins newly installed as part of the development. Cover trash, recycling, and loading areas.

5-19: Utilize sustainable landscaping practices and principles that minimize irrigation and runoff, as well as the use of pesticides and fertilizers.

DRY UTILITIES

5-20: Underground utilities. Require new development to install all dry utilities underground within a single joint trench, if possible, and underground existing overhead lines, if any, in compliance with City, PG&E and other utility agency requirements. Joint trenches are to be located underneath the sidewalk and utility boxes/vaults are to be located within public utility easements behind the back of sidewalk, or as otherwise approved by the City.

CITYNET SERVICES

5-21: Require new development to coordinate construction and installation with CityNet. New development will be subject to conditions of approval to ensure all appropriate CityNet standards and requirements are met.

POLICE PROTECTION

5-22: Maintain public safety. The City will collaborate with Bayhill tenants to assist in addressing their security needs.

PARKS AND RECREATION

5-23: Provide publicly accessible privately owned open space for use by employees and the community. See **Figure 3-1**.

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BAYHILL SPECIFIC PLAN

6.

Environmental Quality

6.1 Noise

6.2 Hazards

6.3 Air Quality

6.4 Greenhouse Gas Emissions

6.5 Groundwater

6.6 Biological Resources

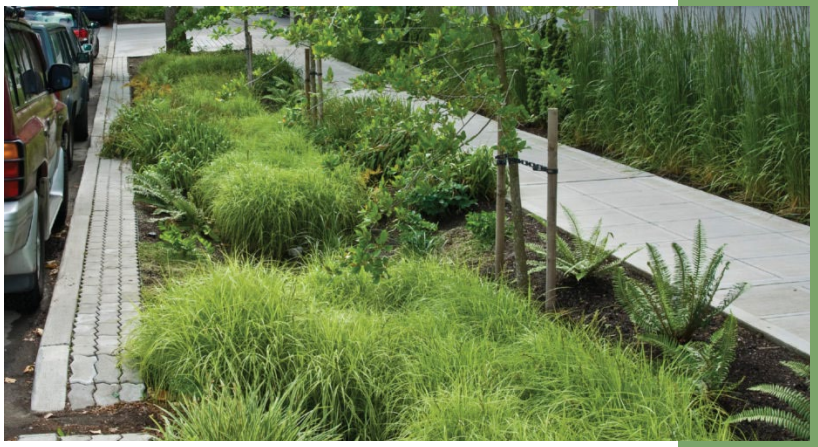
6.7 Archaeological and Tribal Cultural Resources

6.8 Geology and Soils

6.9 Environmental Quality Policies

6 Environmental Quality

Ensuring a high level of environmental quality in the Plan Area is integral to maintaining and improving the health and safety of all residents, employees, and visitors to Bayhill, as well as enhancing Bayhill's ecological systems and those of the surrounding region. This Specific Plan establishes policies which, in combination with General Plan goals and policies and other local, State, and federal regulations, seek to enhance Bayhill's environmental quality and mitigate the potential negative effects of development and natural and man-made environmental hazards that threaten public health and safety. Specifically, this chapter addresses noise, hazards, air quality, greenhouse gas emissions, groundwater quality, biological resources, archaeological resources, and geology and soils.



6.1 Noise

"Noise" can be defined as unwanted sound. Excessive noise exposure can cause adverse physical and psychological responses and interfere with speech, concentration, and performance. These effects are particularly disruptive for noise-sensitive land uses, such as schools, churches, hospitals, convalescent homes, daycare facilities, and residential neighborhoods.

Noise Environment

The principal sources of noise within the Plan Area are traffic on roadways and noise from aircraft departures from San Francisco International Airport (SFO). These are briefly summarized below.

AIRPORT NOISE

SFO is owned and operated by the City and County of San Francisco and located adjacent to the City of San Bruno, east of Highway 101, in unincorporated San Mateo County. SFO has a total of four runways, of which two are east-west and two are north-south. Approximately 90 percent of arrivals at SFO occur on the east-west runways, with approaches over San Francisco Bay. Approximately 70 percent of departures occur on the north-south runways. Portions of San Bruno are situated under the east-west runways and aircraft noise from SFO is therefore a primary source of noise in many parts of San Bruno.

The San Mateo City/County Association of Governments prepares a Comprehensive Airport Land Use Compatibility Plan for the Environs of San Francisco International Airport (SFO ALUCP), The SFO ALUCP includes policies and standards to protect people living in the vicinity of SFO from the effects of aircraft noise, and establishes criteria to determine the compatibility of proposed land uses. As shown in **Figure 6-1**, the airport's existing and projected 65 decibel Community Noise Equivalent Level (dB CNEL)[1] noise contour crosses the northeast corner of the Plan Area, with the vast majority of Bayhill subject to less than 65 db CNEL noise from the airport. The SFO ALUCP designates recreational, commercial, and industrial/production land uses as compatible within the 65 dB CNEL contour. Residential uses are designated as conditionally compatible land uses within this contour, meaning that residential uses must be sound insulated in order to achieve an indoor noise level of 45 dB CNEL or less from exterior noise sources. No residential uses are proposed in the Specific Plan within the 65 dB CNEL airport noise contour.

ROADWAY NOISE

The Plan Area is located adjacent to I-380, I-280, and El Camino Real, as well as the I-380 eastbound on ramp towards SR-101, and San Bruno Avenue, an arterial roadway. Traffic on these freeways and arterial roads is the primary source of traffic noise in the vicinity of the Plan Area. Due to its proximity to I-380 and I-280, the entire Plan Area is subject to 70 dB CNEL or greater noise levels from roadways; see **Figure 6-1**.

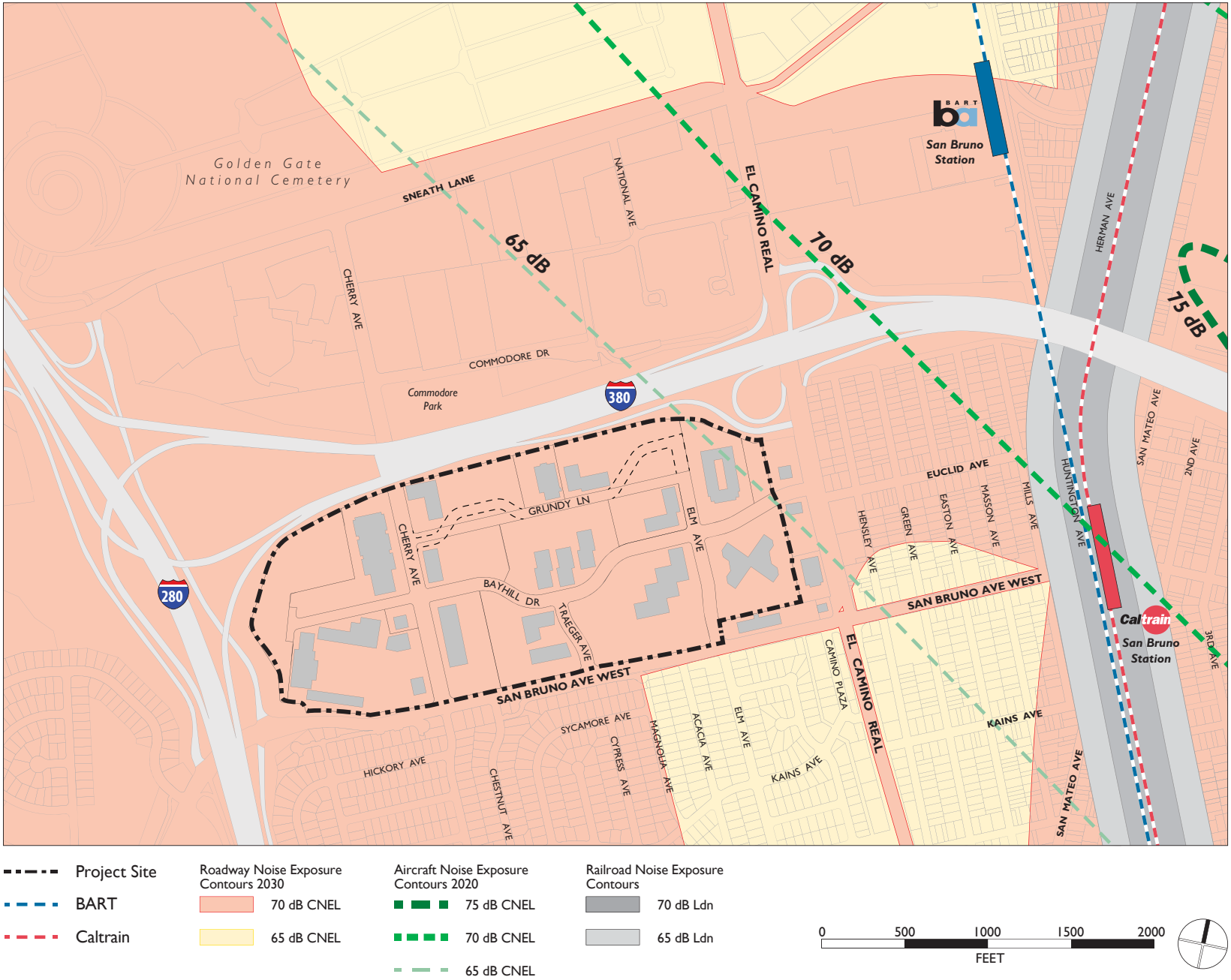
Planned Land Uses and the Bayhill Noise Environment

Land use noise compatibility in San Bruno is established by the San Bruno General Plan. According to the General Plan (**Table 6-1**), multifamily residential uses and parks and open spaces are considered Normally Unacceptable in noise environments exceeding 70 dB, and office uses Conditionally Acceptable. This Specific Plan addresses noise compatibility by requiring that noise-sensitive development be designed so as to minimize exposure to unwanted sound, requiring building noise insulation to maintain interior noise levels within habitable buildings to 45 dB, and requiring that new residential and hotel development in the Plan Area complete an acoustical evaluation.

All of the Plan Area is subject to roadway noise greater than 70 dB. However, the most noise-sensitive land use—residential—is located along San Bruno Avenue, the eastern portions of which are relatively quieter due to their greater distance

1 The average sound level over a 24-hour period, with a penalty of 5 dB added between 7 pm and 10pm and a penalty of 10 dB added for the nighttime hours of 10 pm to 7 am.

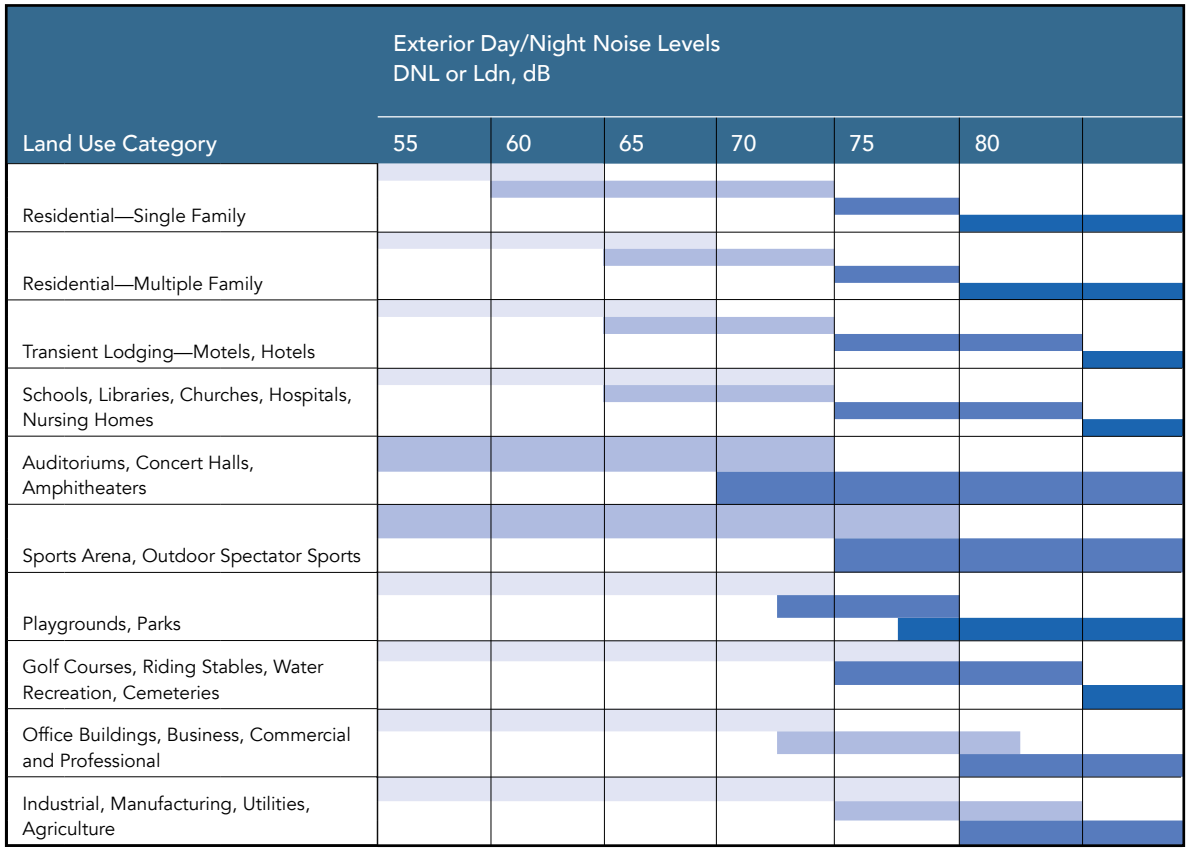
Figure 6-1: Projected Noise Contours



from I-380 and I-280. Actual site-specific noise conditions may vary from noise contours shown due to noise attenuation caused by neighboring buildings and topography. As per California Code of Regulations Title 24, interior noise levels attributable to exterior sources in any habitable room shall be at maximum 45 dB day/night average (Ldn[2] or CNEL).

In addition to roadway and aircraft noise, periodic sources of noise in the Plan Area may include outdoor events and the testing of emergency generators. In order to limit the potential noise impacts associated with these activities, Specific Plan policies require that emergency generator testing will occur only during the daytime, and outdoor events and amplified music will only be permitted in accordance with the Municipal Code. Specific Plan policies further address noise exposure by supporting noise-attenuating design, requiring noise analysis for certain development types, and establishing control measures for construction-related noise. Noise control policies are contained both in this chapter and in Chapter 3, *Urban Design and Public Realm*.

Table 6-1: Land Use Compatibility for Community Noise Environments



Interpretation

Normally Acceptable	Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
Conditionally Acceptable	New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.
Normally Unacceptable	New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
Clearly Unacceptable	New construction or development should not be undertaken.

2 The average equivalent sound level of a 24-hour period, with a penalty of 10 dB added for noise during the nighttime hours of 10 pm to 7am.

6.2 Hazards

Hazardous Materials

Hazardous materials are substances with physical or chemical properties that pose an existing or potential future hazard to human health or the environment when improperly handled, disposed, or otherwise managed. Hazardous materials and wastes are extensively regulated by federal, State, regional, and local agencies, with the San Mateo County Environmental Health Department working with Regional Water Quality Control Board (RWQCB) and the California Department of Toxic Substance Control to investigate and remediate sites that have been affected by underground storage tanks or hazardous waste.

UNDERGROUND STORAGE TANKS

Two of the three formerly contaminated sites located near or in the Plan Area were identified by the California Water Resource Control Board as containing closed leaking underground storage tank (LUST) sites: Chevron at 801 El Camino Real and Bayhill Office Center at 950 Elm Avenue in **Figure 6-2**. Both sites have undergone cleanup and/or remediation.[3]

The Water Board also identified a Cleanup Site at 999-1001 Bayhill Drive, the Bayhill 7 Facility in **Figure 6-2**. Investigation in 2005 showed residual petroleum hydrocarbons in soil and groundwater at the Bayhill 7 Facility, but these impacts were deemed to not pose a risk to public health and the environment. The Bayhill 7 Facility was closed under the San Mateo County Health Department Groundwater Protection Program (GPP) in 2009 with the condition that any proposed change in land use or proposed soil or groundwater removal activity be reviewed by the GPP. Development in proximity to the Bayhill 7 Facility will be subject to this condition.[4]

Volatile organic compounds (VOCs) are present in groundwater to the east/southeast of the Plan area, originating from 709 Camino Plaza (also known as Mills Park Cleaners) within 450 feet of potential development within the Plan Area. Tetrachloroethylene (PCE) is the primary potential contaminant of concern. The greatest potential impact would occur during construction of below grade structures toward the eastern end of the Plan Area (see parcels 12, 14, 15, and 16 in **Figure 2-2**), that may require dewatering. Based on the estimated change to the gradient that may be required over one year of construction dewatering, the current VOC plume could potentially migrate almost 500 feet and reach construction sites in the Plan Area. Although the plume is unlikely to reach development sites within the Plan Area during a limited dewatering period, because there is some risk of it reaching the area, any dewatering that may be required during construction on the parcels identified above must be managed, tested and monitored closely to ensure that water from the site is free from contamination prior to discharge into the storm drain system.[5]

The Phase I Environmental Site Assessment (ESA) identified a former dry cleaner at 851 Cherry Avenue, within the Bayhill Shopping Center, as a potential hazardous waste generator, but noted that no records of spills, releases, or environmental impacts associated with the dry cleaner were found. Nonetheless, excavation activities conducted within the Plan Area could potentially encounter contaminated soil. If contaminated soils are encountered, they shall be removed and disposed of at an approved disposal facility in accordance with regulatory requirements.

AIRPORT HAZARDS AND CONSIDERATIONS

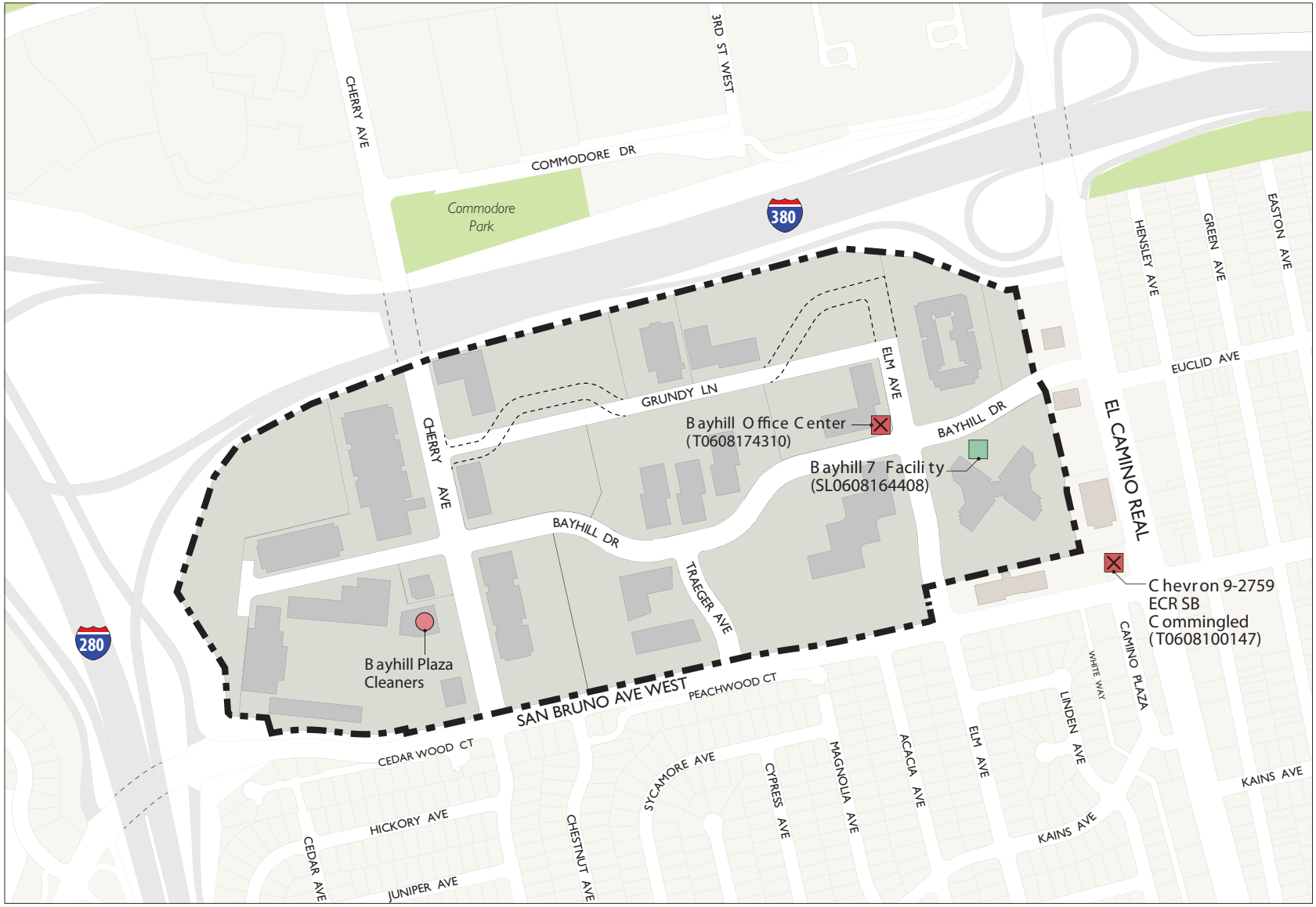
The ALUCP contains safety compatibility policies to protect public health, safety, and welfare by minimizing the public's exposure to the risk associated with potential aircraft accidents within the vicinity of SFO. It delineates safety zones that establish land use compatibility standards and restrict the development of land uses that could pose particular hazards to the public in case of aircraft accident. As shown in **Figure 6-3**, the Plan Area lies outside of the established safety zones.

3 EKI Environment & Water, Inc., 2019.

4 Ibid.

5 Ibid.

Figure 6-2: Hazardous Sites and Facilities



Planning Area

Existing Building Footprint

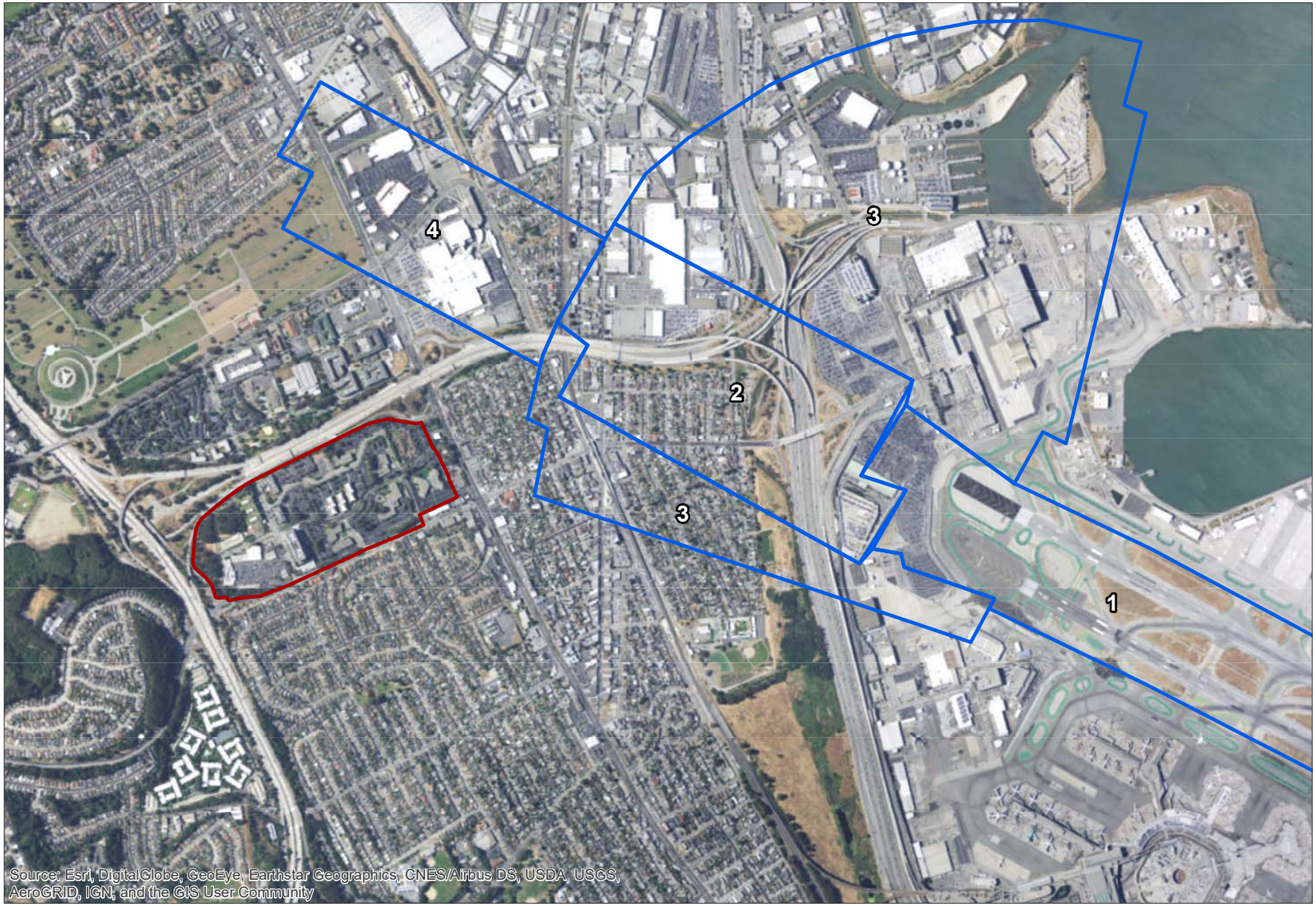
Leaking Underground Storage Tank (LUST) - Case Closed

Water Board Program Cleanup Sites

Sensitive Site

0 250 500 750 1000
FEET

Figure 6-3: Airport Safety Zones



Safety Compatibility Zones

1- Runway Protection Zone- Object Free Area
2- Inner Approach/ Departure Zone
3- Inner Turning Zone
4- Outer Approach/Departure Zone

Planning Area

0 0.1 0.2 0.3 0.4
MILES

6.3 Air Quality

Regional Climate and Meteorology

While the primary factors that determine local air quality are the locations of air pollutant sources and the quantity of pollutants that they emit, meteorological conditions and topography are also important factors. Atmospheric conditions, such as wind speed, wind direction, and air temperature gradients interact with the physical features of the landscape to determine the movement and dispersal of air pollutants. Geographic features throughout the state define fifteen air basins with distinctive regional climates. Located within San Mateo County, the Plan Area is situated in the peninsula region of the San Francisco Bay Area Air Basin.

Pollutants of Concern

CRITERIA AIR POLLUTANTS

Concentrations of ozone, carbon monoxide (CO), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), lead (Pb), and particulate matter of 10 micrometers and 2.5 micrometers or less in diameter (PM10 and PM2.5) are commonly used as indicators of ambient air quality. These pollutants are known as "criteria pollutants" and are regulated by the U.S. Environmental Protection Agency (EPA) and the California Air Resources Board (CARB).

The primary criteria pollutants of concern in the Plan Area are ozone (including its precursors, nitrogen oxides [NO_X] and reactive organic gases [ROG][6]), CO, and PM. San Mateo County has been declared a State nonattainment area for ozone pollution, meaning that recorded ozone levels within the county have consistently violated state standards.

Ozone can be formed through interactions with volatile organic compounds (VOCs). VOCs are carbon-containing compounds that easily form vapors or gases. They can be formed by burning wood and fossil fuels and are contained in many solvents and consumer products such as paints, adhesives, cleaners, and glues. The Specific Plan minimizes VOC exposure by requiring the use of low-VOC consumer products.

In the Plan Area, high CO levels are of greatest concern during the winter, when periods of light winds combine with the formation of ground-level temperature inversions from evening through early morning. These conditions trap pollutants near the ground, reducing the dispersion of vehicle emissions. San Mateo County is currently classified as an attainment area for CO, meaning that levels of CO emissions do not violate National Ambient Air Quality Standards.

6 ROG is synonymous with volatile organic compounds (VOC), which is commonly used to describe compound limits for architectural coatings such as paint.

Criteria air pollutant data collected at the San Francisco-Arkansas Street monitoring station (the closest monitoring station to the Plan Area, located approximately 9.5 miles northeast from the northern boundary of the Plan Area) show violations of the federal particulate matter PM2.5 level in 2017 and 2018, and the state particulate matter PM10 level in 2017; the county is currently classified as a nonattainment area for PM2.5 and PM10.

TOXIC AIR CONTAMINANTS

Toxic air contaminants (TACs) are a broad class of compounds known to cause illness or death. For TACs that are known or suspected carcinogens, CARB has consistently found that there are no levels or thresholds below which exposure is risk-free. The primary TACs of concern associated with the Plan Area are asbestos and Diesel Particulate Matter (DPM).

Asbestos is the name given to several naturally occurring fibrous silicate minerals. Before the adverse health effects of asbestos were identified, asbestos was widely used as insulation and fireproofing in buildings, and it can still be found in some older buildings. The inhalation of asbestos fibers into the lungs can result in a variety of adverse health effects including inflammation of the lungs, respiratory ailments, and cancer. Buildings and structures built prior to 1977 could potentially contain asbestos-containing materials.

DPM is generated by diesel-fueled equipment and vehicles. Within the Bay Area, the Bay Area Air Quality Management District (BAAQMD) has found that of all controlled TACs, emissions of DPM are responsible for about 82 percent of the total ambient cancer risk. Short-term exposure to DPM can cause acute irritation (e.g., eye, throat, and bronchial), neurophysiological symptoms (e.g., lightheadedness and nausea), and respiratory symptoms (e.g., cough and phlegm).

Stationary sources of TACs associated with the Plan Area include four existing diesel powered back up generators within the Plan Area and two existing diesel powered back up generators outside the Plan Area. Some of the sources may be removed or relocated as a result of development supported by the Specific Plan.

Aside from stationary sources, emissions of TACs in and around the Plan Area are also generated from mobile sources, including Interstate 380 (I-380), Interstate 280 (I-280), and State Route 82 (SR 82)/ El Camino Real.

Specific Plan policies address air pollution and TACs within the Plan Area. The Specific Plan mandates the minimization of construction-related emissions and the purchase of mitigation credits when construction emissions exceed BAAQMD's daily pollutant thresholds. Additionally, all applicants proposing development of projects within 1,000 feet of existing sensitive receptors, as defined by the BAAQMD, are required to prepare a site-specific construction and operational health risk assessment (HRA).

During the operational phase of development, the Specific Plan provides protection for sensitive receptors and requires the purchase of mitigation credits for operational emissions exceeding BAAQMD's daily pollutant threshold. The Specific Plan supports best practices for operational emission reduction including generator retrofit and use of green consumer products.

6.4 Greenhouse Gas Emissions

Global Climate Change

Earth absorbs heat energy from the sun and returns most of this heat to space as terrestrial infrared radiation. Greenhouse gases (GHGs) trap heat in the lower atmosphere (the atmosphere extending from Earth's surface to 4 to 12 miles above the surface) by absorbing heat energy emitted by Earth's surface and lower atmosphere and reradiating much of it back to Earth's surface, thereby causing warming. This process, known as the greenhouse effect, is responsible for maintaining surface temperatures that are warm enough to sustain life. Most GHGs occur naturally. Human activities, particularly fossil-fuel combustion, as well as the use of several industrial gases that are GHGs, lead to increased concentrations of GHGs in the atmosphere thereby intensifying the warming associated with the Earth's greenhouse effect.

Since the industrial revolution when fossil fuels began to be burned in increasing quantities, concentrations of GHGs in the atmosphere have increased. Although GHG levels have varied for millennia (along with corresponding variations in climatic conditions), industrialization and the burning of fossil carbon fuel sources have caused atmospheric GHG concentrations to increase. This buildup of GHGs in the atmosphere is changing the Earth's energy balance and causing the planet to warm, which in turn affects sea levels, precipitation patterns, cloud cover, ocean temperatures and currents, ocean acidification, polar snow and ice accumulation, and other climatic conditions. Scientists refer to this phenomenon as "global climate change."

GREENHOUSE GASES

Greenhouse gases play a critical role in determining the Earth's surface temperature. Some GHGs, including carbon dioxide, methane, nitrous oxide, water vapor, and ozone, occur naturally and are emitted to the atmosphere through both natural processes and human activities, while others are created and emitted solely through human activities. The six primary GHGs associated with human activities are:

- Carbon dioxide (CO_2), emitted as a result of fossil fuel combustion, with contributions from cement manufacture.
- Methane (CH_4), produced through the anaerobic decomposition of waste in landfills, animal digestion, decomposition of animal wastes, production and distribution of natural gas and petroleum, coal production, and incomplete fossil fuel combustion.
- Nitrous oxide (N_2O), typically generated as a result of soil cultivation practices, particularly the use of commercial and organic fertilizers, fossil fuel combustion, nitric acid production, and biomass burning.
- Hydrofluorocarbons (HFCs), primarily used as refrigerants.
- Perfluorocarbons (PFCs), originally introduced as alternatives to ozone-depleting substances and typically emitted as by-products of industrial and manufacturing processes.
- Sulfur hexafluoride (SF_6), primarily used in electrical transmission and distribution systems.

Greenhouse gas emissions contributing to global climate change are attributable in large part to human activities associated with the industrial/manufacturing, transportation, utilities, residential, and agricultural sectors. According to the California Air Quality Board's 2017 estimate, the sectors with the greatest contributions in California include fossil fuel consumption from transportation (41 percent), industry (24 percent), and electricity production (15 percent), followed by agriculture (8 percent), residential (7 percent), and commercial (5 percent).

POTENTIAL EFFECTS OF CLIMATE CHANGE IN THE PLAN AREA

Even accounting for the efforts of municipalities throughout the greater San Francisco Bay Area and the State of California to reduce GHGs, a certain amount of climate change is unavoidable due to existing and future predicted GHG emissions. The San Francisco Bay Area, including San Mateo County and San Bruno, may be subject to the following climatic changes: a hotter and drier

climate; decreases in chaparral/coast scrub and blue oak woodland/foothill pine; increases in grassland; increased salinity in the San Francisco Bay; increased estuarine flows into the San Francisco Bay estuary; increased potential for extreme heat events and decreased air quality; increased annual precipitation; increased incidence of extreme rainfall events; reduced availability of freshwater, and rising sea level. Sea levels may rise up to 24 inches by 2050 and 66 inches by 2100 (compared to 2000 conditions). Increases in sea level exacerbate risk of flood within the Plan Area.

Energy Resources

The modern economy depends on access to energy resources. Because a large proportion of current energy use is based on fossil fuels that contribute to GHG emissions, it is important to reduce energy usage where possible.

ENERGY EFFICIENCY AND SUSTAINABILITY

Reducing the amount of energy consumed for a given amount of work or economic output, as well as replacing fossil fuels with renewable energy sources, are key to mitigating climate change. Communities can encourage energy efficiency and use of renewable energy in a number of ways. Building design standards that specify improved materials and insulation and solar-oriented site design reduce demand for natural gas and electricity for heating and air conditioning. Transportation and land use measures that support transit and facilitate walking and bicycling reduce dependence on fossil fuels. Additionally, developed areas often have warmer temperatures than undeveloped areas, a phenomenon known as the urban heat island effect, which contributes to increased energy consumption in urban areas. Low impact development and landscaping can reduce the urban heat island effect and thus reduce energy use. Specific Plan policies addressing building design for climate change mitigation and adaptation are contained in Chapter 3, *Urban Design and Public Realm*.

Counteracting Climate Change: Bayhill Plan Area's Role

The Specific Plan promotes climate change mitigation and adaptation by promoting energy efficiency and use of sustainable materials, shifting to renewable energy use where possible, and reducing waste streams.

Electric space and water heating reduce demand for natural gas heating. Electrification facilitates the usage of renewable energy because electric utilities are required by law to continually increase their portfolios of renewable energy sources until they reach 100 percent renewable in 2045. The Specific Plan requires that new construction either employ electric space and water heating or provide equivalent GHG reductions.

Mounted rooftop electricity-generating solar panels convert solar energy to electricity for use in commercial and residential buildings. For new construction the Specific Plan requires that solar roofs be employed on at least 30 percent of roof square footage, or that equivalent GHG reductions be provided.[7]

7 Phase 1 includes 20% solar roof coverage and other GHG reduction measures equivalent.

Recycling, composting of food waste and other organics, and the use of reusable products instead of disposal products diverts solid waste from the landfill stream, where it contributes to GHG emissions. The Specific Plan requires that all new commercial construction implement recycling, composting, and product reuse programs or provide equivalent GHG reductions.

Development within the Plan Area can further minimize energy use and GHG emissions by adhering to land use planning principles that allow residents and employees to meet more of their daily needs (commute trips, shopping, etc.) without long automobile trips. These principles can take the form of provision of safe and attractive facilities for bikers and pedestrians, as well as implementation of Transportation Demand Management (TDM) strategies such as carpooling, shuttle services, transit subsidies, and parking management. See Chapter 5, Access and Connectivity, of this document for further discussion of sustainable transportation strategies.

CALGreen is the California Building Standard Commission's (CBSC) mandatory green buildings standard code. CALGreen development standards and the United States Green Building Council (USGBC) provide guidance and standards for sustainable and resilient development. Standards are updated every three years and address topics such as water use, waste reduction, and pollutant control. Development in the Plan Area would be required to conform to CalGreen.

The United States Green Building Council (USGBC) is a private 501(c)3, non-profit organization which promotes sustainability in building design, construction, and operation. The USGBC developed the Leadership in Energy and Environmental Design (LEED) program, which provides a rating system that awards points for new construction based on energy use, materials, water efficiency, and other sustainability criteria. LEED has certification systems for both commercial and residential use. The Specific Plan requires that new construction achieve LEED Silver certification or equivalent measures, such as purchasing credits.

In addition to engaging in climate change mitigation, a key component of design for sustainability is acknowledging that the effects of global warming are already being felt across the State of California and that these effects are likely to intensify in the future. Specific Plan policies that minimize water use, manage stormwater, and minimize cooling needs help make Bayhill resilient in the face of environmental change.

6.5 Groundwater

Groundwater deposits, called aquifers, are found underground in cracks and spaces in soil, sand, and rock. The amount of groundwater available in any one place is constantly changing; aquifers are replenished, or recharged, by such activities as rain, snowmelt, stream water flows, underground pipe flows, and flows from irrigation water. The rate of replenishment is influenced by a variety of factors including soil and rock permeability, precipitation and evapotranspiration rates, the slope of the ground surface and land use characteristics, including the amount of impervious surface, plant types, and use of irrigation. Aquifers are depleted through natural processes such as flows to rivers, lakes, and oceans and evaporation and transpiration, as well as a variety of human uses. When an aquifer is sufficiently depleted, groundwater overdraft can occur. Groundwater overdraft can result in land subsidence, or the sinking of the land surface, saltwater intrusion into coastal groundwater basins, and groundwater pollution, and can necessitate deeper drilling for wells in order to access deeper aquifers.

The Plan Area resides on the South Westside Basin, part of the greater Westside Basin, which underlies San Francisco and San Mateo counties. The Westside Basin underlies a land area of approximately 45 squares miles in these two counties and is a significant source of municipal groundwater for Daly City, South San Francisco, San Bruno, and San Francisco.

Approximate groundwater elevations in the Plan Area have ranged over various studies from approximately 25 feet to over 60 feet (NAVD88[8]), corresponding to 10 feet to more than 50 feet below ground surface (bgs), varying with seasonality, weather conditions and irrigation. Excavation below these depths, which is expected to occur under the Specific Plan, would require removal of groundwater (dewatering) from the construction site.

In accordance with the RWQCB's Fuel and Volatile Organic Compound (VOC) General Permit, dewatering water must be fully characterized for a suite of contaminants of potential concern, after which treatment needs must be assessed and designed prior to permit approval. The Fuel and VOC General Permit also requires ongoing water quality monitoring and reporting, along with payment of an annual fee.

Monitoring of the Westside Basin is coordinated by the San Mateo County Environmental Health Services Division and conducted through a partnership between Daly City, San Bruno, and CalWater. The Westside Basin monitoring program includes checks of groundwater elevation and monitoring of groundwater quality. Groundwater

8 The North American Vertical Datum of 1988 (NAVD 88) is the vertical datum for orthometric heights established for vertical control surveying in the United States of America based upon the General Adjustment of the North American Datum of 1988.

quality is assessed for mineral content, including total alkalinity, calcium, magnesium, sodium, potassium, chloride, and sulfate; nitrate; and general quality parameters including specific conductance, pH, total dissolved solids, and hardness. These activities support an ongoing evaluation of general groundwater conditions and water quality within the aquifer system.

In a joint effort between the San Francisco Public Utilities Commission (SFPUC), CalWater, Daly City, and San Bruno, the Regional Groundwater Storage and Recovery Project (GSR Project) was developed to support groundwater and surface water management in the South Westside Basin and improve the reliability of the San Francisco Regional Water System (RWS). The GSR project agreement was signed in December 2014. As part of the GSR project agreement, the municipal pumpers within the South Westside Basin agreed to self-limit pumping within the South Westside Basin to no more than 6.9 million gallons per day (MGD), of which San Bruno's designated quantity is an annual average rate of 2.1 MGD or 2,352 acre-feet per year (AFY).

Under the GSR project, the SFPUC will provide supplemental RWS water to San Bruno and the other "Partner Agencies" (i.e., Cal Water and Daly City) during normal and wet years and in turn the Partner Agencies will reduce their groundwater pumping in their own wells to allow the Basin to recharge. During dry years, the Partner Agencies may pump from GSR project wells in addition to their own wells up to designated quantities.

The GSR project consists of the construction of up to 16 new recovery wells and associated facilities, such as pumping systems, pipelines, and chemical treatment equipment. Construction for this project began in April 2015 and is anticipated to be complete in winter 2021.

The San Mateo County Health Department Groundwater Protection Program (GPP) will be notified of planned activities potentially affecting groundwater associated with development within the Plan Area.

The Specific Plan contains policies for minimizing the use of water and minimizing the use of chemicals that can harm water quality, thereby protecting the South Westside Basin. These policies include minimizing irrigation and runoff and minimizing pesticide and fertilizer use. Groundwater policies are contained in this chapter. Chapter 3, *Urban Design and Public Realm*, and Chapter 5, *Infrastructure*, include additional water management policies.

6.6 Biological Resources

Mature trees and other vegetation are abundant within the Plan Area, including native and non-native trees. Most of the Plan Area's trees serve as ornamental landscaping in roadway medians and parking lot islands. The approximately 11-acre grove of mostly Eucalyptus trees at the western end of the Plan Area is mapped in the San Bruno General Plan as potential nesting bird habitat. This area, and other landscaped areas within the Plan Area, may serve as nesting habitat for urban-adapted passerines and raptors, such as red-tailed hawks (*Buteo jamaicensis*). The Specific Plan includes policies to ensure the protection of these local bird species.

The City of San Bruno Municipal Code Section 8.25.020 protects heritage trees, which are defined as any of the following:

- Any native bay (*Umbellularia californica*), buckeye (*Aesculus* species), oak (*Quercus* species), coast redwood (*Sequoia sempervirens*), or pine (*Pinus radiata*) tree that has a diameter of six inches or more measured at 54 inches above natural grade.
- Any tree or stand of trees designated by resolution of the city council to be of special historical value or of significant community benefit.
- A stand of trees, the nature of which makes each dependent on the others for survival.
- Any other tree with a trunk diameter of ten inches or more, measured at fifty-four inches above natural grade.

In addition, Municipal Code Section 8.24.070 protects street trees that are designated by the Director of Public Works. Any removal of heritage trees or street trees requires a permit from the Director of Public Works or a designee. Removed heritage trees and street trees are required to be replaced in accordance with Municipal Code requirements (in the case of street trees, in-lieu fees may be paid).

Both heritage trees and street trees are located throughout the Plan Area. Heritage and street tree removals would occur with implementation of the Specific Plan and each development would be required to comply with all applicable Municipal Code requirements related to the removal and replacement of heritage trees and street trees, including securing all necessary permits.

In addition to their habitat value, trees have an important aesthetic value and play a role in carbon sequestration; avoiding losses in trees assists with meeting the state's goals for climate neutrality. Therefore, the Specific Plan **Policy 3-2 (k)** (*Urban Design and Public Realm*) requires that all trees removed during construction be replaced on at least a one for one basis, not only heritage and street trees.

6.7 Archaeological and Tribal Cultural Resources

Archaeological resources are defined as historic sites, prehistoric and historic archaeological sites, and other prehistoric and historic objects and artifacts. These resources can be visible on the ground surface or reside completely below the ground surface. Tribal Cultural Resources are defined as sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe that are included in the California Register of Historical Places (CRHR), determined to be eligible for inclusion in the CRHR, or included in a local register of historical resources, or a resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant.

Five archeological resources are present within a half mile radius of the Plan Area. Of these five, one is recorded as a historic-era resource and the remaining four are precontact habitation sites.

San Bruno Creek historically flowed through the Plan Area and is depicted on historic USGS topographic maps from as early as 1896. Channelized in the 1940s, the creek now runs underground as part of the City's storm drain system. Early habitation often occurred in close proximity to fresh water sources, such as San Bruno Creek. Given the presence of four previously recorded precontact habitation sites in the general vicinity, and the fact the historic alignment of San Bruno Creek ran through the Plan Area, the Plan Area has an increased sensitivity for as-yet undocumented archaeological resources.

The Specific Plan contains policies to protect archaeological, tribal and cultural resources that may be discovered during Specific Plan implementation by requiring the use of Archaeological Monitoring Plans (AMP) and archaeological training, as well as requiring that any archaeological deposits discovered during construction be assessed. In the event that human remains are discovered on-site, construction is required to halt until the county coroner has been notified and all applicable legal requirements have been implemented.

6.8 Geology & Soils

The Plan Area is located on non-engineered fill up to 20 feet in thickness where the historical San Bruno Creek was backfilled, and 2 to 5 feet in thickness elsewhere. Nonengineered fill can undergo excessive settlement, especially under new fill or building loads. Further settlement as a result of seismic densification is unlikely to occur because the Pleistocene-age Colma Formation, which underlies the Plan Area, is composed of dense sand. However, the majority of the nonengineered fill would be removed during excavation for the proposed parking garages. If buildings are constructed within existing fill, grading or foundation design will need to account for the presence of the fill. Additionally, proper shoring techniques will be required to ensure that fill outside of building footprints does not potentially collapse into building excavations.

The Plan Area is underlain by the Colma Formation. The Colma Formation is known to be sensitive for paleontological resources. Excavation below the artificial fill therefore has potential to encounter paleontological resources.[9]

The Specific Plan contains policies for protecting any paleontological resources that may be discovered over the course of Specific Plan implementation as well as the assessing the geological suitability of a site prior to construction.

9 Rodda, P.U. and Baghai, N. 1993. Late Pleistocene vertebrates from downtown San Francisco, California. Journal of Paleontology 67(6):1058-1063.

6.9 Environmental Quality Policies*

NOISE

6-1: Require new residential and hotel development in the Plan Area to complete an acoustical evaluation of proposed exterior sound insulation. This acoustical evaluation shall address the use of noise-attenuating windows and building materials and shall be conducted by a certified acoustical consultant. New residential and hotel development shall incorporate adequate noise attenuation into the design and site planning of the project in order to achieve an interior noise level of not more than 45 dBA.

6-2: Locate loading docks such that noise effects to nearby uses are minimized. This can be done by locating the loading docks to be interior (within a garage space) or oriented such that the building provides shielding between loading activities and adjacent sensitive land uses.

6-3: Control noise from nighttime construction.* Should construction be planned for the nighttime hours of 10:00 p.m. to 7:00 a.m. within 500 feet of a residential land use, the contractor(s) shall develop a construction noise control plan that demonstrates that noise from construction activities will comply with the City noise limit of 60 dBA at a distance of 100 feet unless a permit is issued by the City.

6-4: Reduce potential conflicts between sensitive receptors and noise-generating uses. (*) A noise analysis shall be required for new development under the Specific Plan that includes onsite noise-generating activities and equipment (e.g., places of entertainment with amplified music, HVAC equipment, emergency generators, loading docks, and mechanical equipment). The analysis shall demonstrate that the operational noise sources associated with the proposed use would not adversely affect nearby noise-sensitive uses and would not result in a noise level that would be in excess of applicable standards. All recommendations necessary to ensure noise sources would meet applicable requirements of the noise ordinance and would not result in 10 dB or more increases in ambient noise levels shall be incorporated into the building design and building operations. Should the analysis demonstrate that predicted noise levels may not meet applicable requirements, a noise control plan shall be required. This analysis shall be conducted prior to the first project-approval action.

6-5: Control sound levels associated with the operation of sound amplifying equipment.* Should the City have reason to believe that noise from amplified music or speech at a given event may exceed 15 dB over the ambient noise level at a distance of 100 feet from the source, the City will either require a noise analysis demonstrating expected compliance with the applicable noise restrictions or require noise monitoring during the event to measure actual sound levels and enable real-time reductions in amplified noise, if necessary.

6-6: Limit emergency generator testing to daytime hours. Daytime hours are considered to be 7:00 AM to 10:00 PM.

HAZARDOUS MATERIALS

6-7: Require new development with hazardous materials on site to create digital pre-incident plans. These plans shall be distributed to the San Bruno Fire Department as a condition of approval of a development entitlement prior to the issuance of a certificate of occupancy for the project site.

6-8: Protect groundwater supplies from chemical pollution. Developers and property owners shall ensure that any development occurring on parcels where dewatering is needed (anticipated but not limited to parcels 5, 9, 12, 13, 14, or 15, see **Figure 2-2**) is subject to review and approval by the County of San Mateo's Groundwater Protection Program (see also, **Policies 6-19** through **6-25**).

* Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan.

(*) Policy implements mitigation measure required by Environmental Impact Report for all development under Specific Plan except Phase I Development.

AIR QUALITY

6-9: Reduce construction-related emissions.* All applicants proposing development of projects within the Plan Area shall reduce construction related emissions by requiring contractors (as a contract condition) to implement the following requirements, unless an analysis conducted by a qualified consultant demonstrates that a particular measure is not required to meet air quality standards:

a. Use Tier 4 final engines for all off-road equipment greater than 50 horsepower (hp) and operating for more than 20 total hours over the entire duration of construction activities.*

b. Use diesel trucks with 2010 or later compliant model year engines during construction.(*)

c. Use renewable diesel during construction.(*)

d. Use low-VOC coatings during construction. (*)

e. Implement fugitive dust best management practices.*

6-10: Estimate construction related air quality emissions for projects exceeding BAAQMD screening sizes. (*) Applicants proposing development projects within the Plan Area shall compare their project size with the BAAQMD screening sizes appropriate to their project for construction criteria pollutants found in Table 3-1 in the Bay Area Air Quality Management CEQA Guidelines (May 2017). The screening limit for general office buildings, office park is 277,000 square feet, with different screening limits for other developments types. If the project is less than the screening limit for its project type, the Applicant shall also confirm conformance with other screening requirements in relation to demolition, extensive site preparation and simultaneous construction activity.

If the project is not excluded based on BAAQMD screening criteria, the applicant shall estimate annual average emissions for each year of construction and compare the annual average emissions for each year of construction to the BAAQMD thresholds used in the Specific Plan EIR for criteria pollutants. The emissions estimate shall be provided as part of the project's initial application to the City for the project. The City will review the estimate and confirm whether offsets are required for construction. If the proposed developments are estimated to result in exceedances of any threshold(s), the applicants shall coordinate with a third-party or governmental entity to pay for criteria pollutant offsets for every year in which construction emissions are estimated to exceed BAAQMD thresholds. Emission reduction projects and fee will be determined in consultation between the applicant and the third-party or governmental entity. The agreement shall be provided to the City for approval and shall be secured prior to any year in which construction activity is estimated to result in an exceedance.

6-11: Ensure high air quality in the vicinity of sensitive receptors. (*) Should any new sensitive receptors, such as residential projects and daycare, be sited within the Plan Area, developers shall be required to install high-efficiency filters. Should any new sensitive receptors be sited within 1,000 feet of sources of toxic air contaminants (TAC), developers shall further be required to incorporate any other additional design features to minimize any potential health risk following the preparation of a site-specific construction and operational HRA.

6-12: Purchase operational mitigation credits if warranted. (*) Applicants proposing development of projects within the Plan Area shall compare their project size with the BAAQMD screening sizes appropriate to their project for construction criteria pollutants found in Table 3-1 in the Bay Area Air Quality Management CEQA Guidelines (May 2017). The screening limit for general office buildings, office park, or government office building is 346,000 square feet, 323,000 square feet, and 61,000 square feet, respectively. The screening limit for general office buildings, office park, or government office building is 346,000 square feet, 323,000 square feet, and 61,000 square feet, respectively, with different screening limits for residential, retail, hotels, and other developments.

If the project is not excluded based on BAAQMD screening criteria, the applicant shall estimate annual average operational emissions for each operational year over the life of the project (30 years) and compare the annual average emissions for each year of construction to the BAAQMD thresholds used in the EIR for criteria pollutants. The emissions estimate shall be provided as part of the project's initial application to the City for the project. The City will review the estimate and confirm whether offsets are required for operation.

If the proposed developments that are estimated to result in exceedances of thresholds during any year of the project's life, the applicants shall coordinate with a third-party or governmental entity to pay for criteria pollutant offsets for every year in which operational emissions are estimated to exceed the BAAQMD thresholds. If the estimate shows exceedances of multiple criteria pollutants above the BAAQMD thresholds, then offsets must be obtained to address each pollutant above the thresholds. Emission reduction projects and fee will be determined in consultation between the applicant and the third-party or governmental entity. The agreement shall be provided to the City for approval and shall be secured prior to any year in which operational activity is estimated to result in an exceedance. The payment for the emissions can either be on an annual basis or done once upfront prior to operation.

6-13: Develop and maintain best practices for reducing air pollutant emissions associated with the operational phase of development. These practices may include, but are not limited to:

a. **Low-Emission Generators** - Encourage existing uses to retrofit generators with Best Available Control Technology to meet ARB's Tier 4 emission standards. Encourage the use of zero emission back-up power.

b. **Loading Plans** - Require new large commercial projects to prepare a loading plan aimed to minimize truck idling and reduce diesel particulate emissions related to truck loading.

c. **Green Commercial Products** - For all projects developed within the Plan Area, developer(s) are required to provide education for residential and commercial tenants concerning green consumer products. Prior to receipt of any certificate of final occupancy, the project sponsors are required to work with the City of San Bruno to develop electronic correspondence to be distributed by email to new residential and commercial tenants that require the purchase of consumer products that generate lower than typical VOC emissions. Examples of green products may include low-VOC architectural coatings, cleaning supplies, and consumer products, as well as alternatively fueled landscaping equipment.

d. Encourage the use of all-electric landscaping equipment.

GREENHOUSE GASES

6-14: Implement BAAQMD-recommended construction best management practices.* All applicants within the Plan Area shall require their contractors, as a condition of contracts, to reduce construction-related GHG emissions by implementing BAAQMD's recommended best management practices, including the following measures (based on BAAQMD's (2017) CEQA Guidelines):

a. Ensure alternative fueled (e.g. biodiesel, electric) construction vehicles/equipment make up at least 15 percent of the fleet.

b. Use local building materials of at least 10 percent (sourced from within 100 miles of the Plan Area).

c. Recycle and reuse at least 50 percent of construction waste or demolition materials.

6-15: Implement GHG reduction measures or their equivalent.(*) Applicants of future projects shall implement the following operational GHG emissions reduction strategies where feasible. If a measure is not feasible, applicants must demonstrate why a measure is not feasible and implement equivalent GHG reductions or pay a mitigation fee per **Policy 6-16** (see below).

a. **LEED certification** - New development in the Plan Area shall be required to be capable of achieving LEED Silver certification or equivalent, or a higher certification.

b. **Electric space and water heating for new buildings** - New construction in the Plan Area shall be required to employ electric space and water heating

c. **Solar roofs** - New construction in the Plan Area shall be required to employ solar panels on at least 30 percent of roof square footage.

d. **Waste minimization program** - New non-residential uses in the Plan Area shall be required to implement recycling (including organics recycling) and reusable product use programs.

6-16: Purchase GHG mitigation credits.(*) For applicants of projects that do not propose to implement all of the GHG reduction measures in **Policy 6-17** and do not propose equivalent reduction measures to compensate for the measures not implemented, the project applicant shall be required to pay a mitigation fee on a pro rata basis for net operational GHG emissions to compensate for emissions foregone from not implementing all measure in **Policy 6-17** or providing equivalent reductions. Project applicants shall supply a 30-year operational GHG emissions estimate showing the difference between implementing a measure (or measures) in **Policy 6-17** and not implementing it, and purchase credits for the difference from a voluntary credit provider that has an established protocol to demonstrate that the reduction of GHG emissions are real, permanent, quantifiable, verifiable and enforceable in conformance with definitions in the California Health and Safety Code. GHG credits should be in geographies closest to San Mateo County first and only go to larger geographies if adequate credits cannot be found in closer geographies, or the procurement of such credits would create an undue financial burden. Applicants shall provide documentation to the City as to how they are meeting this requirement annually for up to 30 years.

6-17: Participate in local programs to reduce GHGs. Building owners are encouraged to engage in local government- and utility-run programs to promote energy efficiency and reduce GHG emissions. These programs include, but are not limited to:

a. **PG&E Energy Efficiency Programs** - Promote and assist with marketing and outreach for PG&E energy efficiency and demand response programs for the nonresidential sector. Leverage existing rebates and consider adding additional rebates for energy efficient retrofits, energy efficient solar panel installation, solar parking, and energy efficient hot water systems.

b. **San Mateo County Energy Efficiency Program** - Participate in San Mateo County Energy Watch and leveraged benchmarking to identify energy efficiency audit and retrofit projects and track energy performance.

GROUNDWATER

6-18: Maintain high levels of water quality within the Westside Basin. Developers shall support the water quality of the Westside Basin by utilizing sustainable landscaping practices that minimize irrigation and runoff, promoting surface infiltration, and minimizing use of pesticides and fertilizers, where possible.

6-19: Require groundwater monitoring well installation and sampling prior to dewatering activity.* For any development proposing excavation and dewatering, project proponents shall install groundwater monitoring wells in the public right-of-way or easement and collect and test samples prior to dewatering activity. Wells are to be drilled as deep as the garage depth being proposed.

6-20: Require project proponents to provide estimates of construction dewatering duration, rates, volumes, methods, radius of impact, and disposal plan as part of project consideration and provide updated evaluations during construction. Require that an independent consultant monitor and confirm validity of the estimates during construction after dewatering efforts are underway and site conditions are better understood at a frequency determined by the City. The project shall be phased such that groundwater extractions do not exceed more than 8.5 percent of total designated max pumping volume allocation for the City of San Bruno from the South Westside Basin (i.e., less than 200 AF per year or less than 1,000 AF over 5 years).

6-21: Evaluate the proposed dewatering discharge's impacts on the utility system and limit volumes, flow rates or timing of dewatering water discharge based on City storm drain or other utility capacity constraints. Fees will be assessed as appropriate.

6-22: Hold construction dewatering in baker tanks to settle solids and allow for testing to confirm the water is free from contamination prior to being discharged to the storm system.

6-23: Require project proponents to undertake adequate structural design and water proofing of all subsurface garages to ensure that dewatering does not take place during the life of the buildings. Garage walls and floors shall not be painted in a manner that could mask the evidence of water intrusion. Require a City-approved plan for ongoing monitoring prior

to issuance of final occupancy permit and allow the City or its representatives access to independently inspect waterproofing.

6-24: Ensure that dewatering water quality is monitored and the presence of contaminants such as hydrocarbons and VOCs is ascertained. If petroleum hydrocarbons or VOCs are detected in dewatering water obtain a Fuel and VOC General Permit from the RWQCB prior to discharge of dewatering water to the storm drain.

If petroleum hydrocarbons or VOCs are not detected in dewatering water, require project proponents to obtain a Construction General Permit for Stormwater from the State Water Board prior to discharge of dewatering water to the storm drain.

Depending on the risk level determination for each phase of construction, monitoring and reporting of various water quality parameters, including pH and turbidity, may be required.

6-25: Address waterproofing failures. Should the City or property owner identify a failure of garage waterproofing during the lifetime of the garage, the property owner shall immediately take steps to inform the City Engineer and repair the failure.

a. If these repair measures are unsuccessful as determined by the City Engineer, the property owner shall mitigate the flows to the extent possible and provide a report, subject to review and approval by the City Engineer, on the anticipated levels of discharge and proposal for long term disposal. The property owner shall be required to install a flow monitor.

b. The City will consider the proposed discharge's impacts on the utility system and whether this additional discharge would require the owner to detain flow or reduce surface flow to offset what could be the expected contribution from groundwater, or pay to dispose of the water at the sewer discharge fee rate.

BIOLOGICAL RESOURCES

6-26: Conduct construction activities, including those taking place on parking lots, outside of the bird-nesting season (February 1 to August 31) to the extent feasible. If construction activities cannot be scheduled outside of bird-nesting season, pre-construction surveys shall be conducted by a qualified biologist to identify any active nests for urban-adapted passerines or raptors that may be disturbed during construction activities. (*note: **Policy 3-2 (k)** requires that any trees removed shall be replaced on a one for one basis*).

a. Surveys shall include a search of all trees and ornamental landscaping that could provide suitable nesting habitat within a 500-foot radius of the proposed disturbance area. Surveys shall occur within 14 days prior to the start of construction activities, or after any construction breaks of 14 days or more .

b. If active nests are identified, and the biologist determines that construction activities could affect the active nests, a no-disturbance buffer area shall be established (typically 250-500 feet) and all construction activities within the buffer area shall be prohibited until the biologist has determined that the nests are no longer in use. If no active nests are detected during pre-construction surveys, no additional measures are required.

ARCHAEOLOGICAL RESOURCES AND TRIBAL CULTURAL RESOURCES

6-27: Avoid any significant impacts to archaeological resources and tribal cultural resources. Due to the reasonable potential for archaeological and tribal cultural resources to be present within the Plan Area, an Archaeological Monitoring Plan (AMP) shall be developed by a qualified professional archaeologist/tribal cultural resource specialist prior to any significant excavation, trenching or grading for a building development project to determine specific areas of archaeological and/or tribal cultural resource sensitivity within proposed work areas, with a copy provided to the Community and Economic Development Director.

a. The AMP shall determine whether an on-site qualified professional archaeological/tribal cultural resource monitor is required during project-related ground disturbance.

b. The AMP shall include protocol that outlines tribal cultural and archaeological monitoring best practices, anticipated resource types, and an Unanticipated Discovery Protocol (UDP). The UDP shall describe steps to follow if unanticipated archaeological discoveries are made during project activities work and a chain of contact.

6-28: Ensure that contractors can recognize archaeological and tribal cultural resources in the event that they are discovered during construction. Prior to excavation, trenching or grading for a building development project, all contractors who are involved with earthmoving activities shall receive training overseen by a qualified professional archaeologist/tribal cultural resource specialist who is experienced in teaching non-specialists. They shall also be notified of the UDP outlined in the AMP. A copy of the training sign-in sheet shall be maintained and made available to the City upon request.

6-29: Assess any archaeological deposits and tribal cultural resources discovered during construction. If archaeological deposits or tribal cultural resources, including, but not limited to, flaked stone or groundstone, midden and shell deposits, historic-era refuse and/or structure foundations, are encountered during project related ground disturbance, work in the area shall stop immediately. A qualified archaeologist/tribal cultural resource specialist shall be contacted to assess the discovery.

6-30: Address the discovery of human remains. If human remains of Native American origin are discovered during ground-disturbing activities, it shall be necessary to comply with state laws regarding the disposition of Native American burials, which fall within the jurisdiction of the Native American Heritage Commission (Pub.Res. Code Sec. 5097).

a. If human remains are discovered or recognized in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent human remains until the county coroner has been notified and all applicable legal requirements have been implemented.

GEOLOGY AND SOILS

6-31: Require that all applicants proposing development projects involving the development of new foundations for buildings within the Plan Area prepare a site-specific geotechnical exploration as part of the design process for the building. The exploration shall include borings and laboratory soil testing to provide data for preparation of specific recommendations regarding grading, foundation design, and drainage for the proposed development. The geotechnical explorations shall be subject to review and approval by the San Bruno Public Works Department.

6-32: Require that all applicants proposing to undertake excavation, drilling, or pile-driving activities for new buildings within the Plan Area retain a qualified paleontologist prior to the start of any ground-disturbing activities. The paleontologist should be qualified as defined by the Society for Vertebrate Paleontology and experienced in teaching non-specialists. The qualified paleontologist shall train all construction personnel who are involved with earthmoving activities, including the site superintendent, regarding the possibility of encountering fossils, the appearance and types of fossils that are likely to be seen during construction, and proper notification procedures should fossils be encountered. Procedures to be conveyed to workers include halting construction within 50 feet of any potential fossil find and notifying a qualified paleontologist, who shall evaluate the significance. The qualified paleontologist shall also make periodic visits during earthmoving in high sensitivity sites to verify that workers are following the established procedures.

6-33: Require that all applicants undertaking earth moving projects within the Plan Area adequately respond to the discovery of paleontological resources. Developers shall follow the following steps regarding discovery of paleontological resources:

a. If paleontological resources are discovered during earthmoving activities, the construction crew shall immediately cease work near the find and notify the project applicant. Construction work in the affected areas shall remain stopped or be diverted to allow recovery of fossil remains in a timely manner.

b. The project applicant shall retain a qualified paleontologist to evaluate the resource and prepare a recovery plan in accordance with Society of Vertebrate Paleontology guidelines. The recovery plan may include a field survey, construction monitoring, sampling and data recovery procedures, museum storage coordination for any specimen recovered, and a report of findings.

c. Recommendations in the recovery plan that are determined by the project applicant to be necessary and feasible shall be implemented before construction activities can resume at the site where the paleontological resources were discovered.

d. The project applicant shall be responsible for ensuring that the monitor's recommendations regarding treatment and reporting are implemented.

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BAYHILL SPECIFIC PLAN

7. Implementation

7.1 Regulatory Implementation

7.2 Funding for Infrastructure and Services

7.3 Community Benefit Program

7.4 Funding Policies and Implementation Actions

7 Implementation

The Bayhill Specific Plan provides a comprehensive framework and set of policies. Achieving the full development potential of the Plan will require a range of efforts and actions on the part of the City, property owners, developers and other involved parties. These include regulatory measures, infrastructure improvements, and securing needed financing. This chapter details the major policies and public actions that ensure effective implementation of the Plan. Of course, some level of flexibility will be required to adapt to changing circumstances that unfold over the life of the Plan.

7.1 Regulatory Implementation

The Bayhill Specific Plan is the primary City policy document governing future land use within the Bayhill Planning Area. Implementation requires additional regulatory actions by City Council, Planning Commission, City staff, and others. These include General Plan and Zoning Ordinance amendments to ensure both are consistent with the Plan, as well as individual project design review and related approvals. The primary regulatory actions are described below.

General Plan Amendment

Adoption of the Bayhill Specific Plan includes General Plan amendments adopted concurrent with the Specific Plan to reflect the Specific Plan's vision, goals, and policies and incorporate the Planning Area's development (buildout) potential in City buildout projections. The General Plan amendments maintain "vertical consistency" across the General Plan and various supporting documents to foster clarity and predictability, as well as compliance with State law. Prior to adoption of this Specific Plan, the properties located within the Bayhill Specific Planning Area had a General Plan land use classification of Regional Office, with the exception of the Bayhill Shopping Center which had a General Plan land use classification of Neighborhood Commercial. The Regional Office General Plan land use classification did not allow for residential uses, and the Neighborhood Commercial General Plan land use classification conditionally allowed residential uses on the upper floor level as part of a mixed-use development, but did not permit residential uses on the ground floor.

The Bayhill Specific Plan establishes housing and mixed-use overlay zones on a total of 20.56 acres in the southern portion of the Planning Area that allow for the development of up to 573 residential units. The Bayhill Specific Plan Regional Office General Plan land use designation allows for multi-family residential uses and the Bayhill Specific Plan Neighborhood Commercial General Plan land use designation allows for multi-family and mixed-use residential developments with residential uses on the ground floor so long as the overall amount of commercial/retail use is not reduced from its current level in the Bayhill Neighborhood Commercial designation.

Zoning Ordinance

While the General Plan establishes a policy framework, the Zoning Ordinance prescribes standards, rules, and procedures for development. The Zoning Ordinance translates Specific Plan policies into specific use regulations, development standards, and performance criteria that govern development on individual properties. The Specific Plan provides policies for new and modified land use districts and overlays, use and development standards, and density and intensity limits, consistent with the Specific Plan's land use classifications and development standards included in Chapter 2, *Land Use*. These polices are incorporated in a Zoning Code amendment along with Zoning Map amendments, adopted concurrent with the Specific Plan, ensuring that the Planning Area Zoning classifications are in conformance with the Plan.

Project-based Planning Review and Approval

Ultimately the phasing of development and necessary improvements within the Planning Area will be based on market factors as well as costs and available financing. During the development process, much of the look and feel of the Planning Area will be determined by the architecture, landscaping, layout, and maintenance of individual developments, as prescribed by the design standards and guidelines articulated in Chapter 3, *Urban Design and Public Realm*. However, the City must take the lead in coordinating the needed area-wide actions that enable complete implementation of the Plan and its vision. Accordingly, implementation of the Plan requires action by several different Departments and divisions within the City, including the Community and Economic Development, Public Works, Community Services, Police and Fire Departments.

Prior to development occurring on any parcel, it will generally be subject to the following review and discretionary approval process (other review may be required depending on the project):

- Approval of Tentative Map, parcel map or lot line adjustment (if parcel lines need to be modified), including related street vacations and dedication.
- Bayhill Specific Plan Development Permit subject to review by the Planning Commission and, upon appeal, to the City Council.
- Architectural Review Permit review by the Architectural Review Committee, and approval by the Planning Commission.
- Conditional Use Permit (CUP) for uses requiring such a permit.
- Certain improvements in the City's street right-of-way such as new curb painting or other public roadway changes or improvements may require review from the Traffic Safety and Parking Committee (TSPC) and approval by the City Council.
- For projects in excess of the amount of development permitted under the zoning in place prior to adoption of the Bayhill Specific Plan, the project applicant is required to provide Community Benefits (see Section 7.3 for further discussion).

Once the project receives all discretionary approvals, it will then proceed through the Building Permit and other permits (such as grading and encroachment) review process.

7.2 Funding for Infrastructure and Services

This section describes the general approaches and policies for funding both the one time and on-going costs of providing the public infrastructure, improvements and services needed to implement the Specific Plan. It is designed to ensure that new development within the Planning Area "pays its own way" and does not put a strain on the City's financial resources.

The need to improve and expand public infrastructure and services to and within the Planning Area will evolve over time and it will be important to ensure that adequate funding is secured prior to development. The funding resources for needed improvements and public services are to be generated by the property owners, developers, and/or tenants within the Planning Area, and, in some cases, developers across the entire city.

While this section focuses on funding for the infrastructure and public services required to serve or mitigate the impact of land uses within the Planning Area, the City also seeks to ensure new development provides "Community Benefits" to the entire City and its residents. Section 7.3 describes the "Community Benefits Program" applicable to the Plan so that implementation results in benefits above and beyond those designed to serve the Planning Area itself.

Overview of Funding Needs and Phasing

Development in the Planning Area is required to pay, in one manner or another, the full costs of the improvements and services needed to accommodate the development and land uses therein. While the specific nature and scope of the needed facilities and services may change over the life of the Plan depending on the pace of development, technology, and other factors, the Specific Plan and other City sources provide baseline information on the applicable standards and related requirements.

In particular, Chapter 4, *Access and Connectivity*, and Chapter 5, *Infrastructure*, describe the type and level of improvements and services needed. The Bayhill Specific Plan Environmental Impact Report identifies a number of mitigation measures necessary to address various Plan environmental impacts. Finally, the Citywide Development Impact Fee program (DIF), which can be found on the City of San Bruno website, identifies infrastructure improvements and public facilities needed to serve new development across the entire City of San Bruno.[1]

1 As required by State law, the Citywide Development Impact Fee program will be updated periodically during the life of the Plan to ensure the facilities included (and associated costs) correspond to updated land use buildout, City capital facility and infrastructure needs, updated cost estimates, and other factors. Typically, these updates are conducted in five-year increments, although they can occur more or less frequently at the discretion of the City.

Table 7-1 provides cost estimates (in 2020 dollars) for the primary infrastructure improvements necessary to support full development of the Specific Plan at build-out and their approximate time frame or phasing for implementation. **Table 7-1** lists only those capital facilities projects and studies that the City will either lead and/or develop in order to implement the Specific Plan. Private developers will undertake all on-site improvements and adjacent right-of-way improvements required by the Plan, as required by the policies in Chapter 3, *Urban Design and Public Realm*, Chapter 4, *Access and Connectivity* and Chapter 5, *Infrastructure, Public Facilities and Services*. Some capital facility and access improvements needed to serve the Specific Plan development will be undertaken by the City, with funding from private developers. In recognition that some of these improvements and facilities needed to serve the Bayhill Specific Plan also provide a Citywide benefit, **Table 7-1** includes preliminary estimates of the costs of these improvements and the portions of costs allocated to the Planning Area.

Developers in the Planning Area will be subject to other financial obligations including but not limited to City development impact fees, affordable housing impact fees, public art fees, permit fees, utility capacity charges and connection fees, and the fees of other service districts (such as school fees), among others. **Table 7-1** excludes the cost of on-going public services needed to serve the land uses in the Specific Plan, such as public safety and the maintenance of public spaces and rights-of-way. While some of these costs will be covered through the expansion of existing City General Fund revenues, others may require additional financing, particularly for required levels of service that exceed the City-wide norm. Financing mechanisms for such services are further described later in this Chapter.

The Specific Plan assumes that development will occur in phases over time. Capital facilities, public improvements, and public services will need to be planned and coordinated to ensure that facilities and services are adequate to serve each phase and that each individual development phase can stand alone functionally and aesthetically, including the provision of adequate parking, if subsequent phases are not developed. Infrastructure requirements and costs are also likely to change based on a variety of factors (e.g. technology, evolving needs, market considerations, inflation, etc.).

For phased projects, a Development Phasing Plan is required to be submitted for City review and approval. This Phasing Plan indicates the infrastructure improvements to be made during each phase and demonstrate that those improvements are adequate to address the needs of each phase and plan build-out. The Phasing Plans indicate the total number of remaining development phases proposed, and where, when, and how much development, street and/or intersection, and Greenway improvements will be provided in each phase consistent with Specific Plan policies. New development applicants may choose to complete more improvements than required for a given amount of development in order to realize construction/cost efficiencies, to market future phase development sites, to enhance the attractiveness of existing facilities, and/or for other reasons. Phasing Plans may be changed with successive development applications, provided that development phases stand-alone functionally and aesthetically.

Overview of Funding Tools and Resources

A variety of funding mechanisms, tools and resources are available to address the public improvement costs outlined above. While the following discussion outlines a menu of options, some of those mechanisms are more effective than others in addressing the particular needs of this Specific Plan. Accordingly, while many options are presented, specific tools are recommended for implementation in the near term to meet Plan needs.

The appropriate and most effective funding mechanism will vary based on the nature of the improvement or service being delivered. Other factors relevant to these decisions include the timing (e.g. when the funds are needed), level and frequency of costs (e.g. on-going versus one-time costs), who are the primary beneficiaries and responsible parties, and funding availability, among others.

Some degree of flexibility will be required given the uncertainty associated with securing various funding sources; the following tools and mechanisms have been identified as potentially applicable for implementing the Plan. During the build-out of the Specific Plan other funding sources may be identified as particularly useful or effective and may be utilized as appropriate. The tools and mechanisms listed after the costing table are presented not as an exhaustive list, but as those most applicable given the circumstances and information available during preparation of the Specific Plan. The funding mechanisms can be used separately or in combination.

Table 7-1: Project-Wide Public Facility Cost Estimates

Cost Item[1]		Estimated Project Cost	Bayhill Specific Plan Share	Timeframe/Phasing
Access and Connectivity Projects[2]				
1	Signalize Traeger Avenue and San Bruno Avenue and install sidewalk on the south side of San Bruno Avenue[C]	$1,800,000	$791,000	1-5 Years
2	Implement bicycle and pedestrian crossing improvements at El Camino Real and Bayhill Drive/Euclid Avenue[3,B]	$1,500,000	$374,000	1-5 Years
3	Gateway and Wayfinding Signs for the Bayhill Office Park[4]	$500,000	$500,000	1-5 Years
4	Conduct a First/Last Mile Study for travel between the Planning Area and BART and Caltrain Stations[4, 5]	$300,000	$300,000	1-10 Years
5	Install signal interconnect in and around Bayhill Office Park[2] and optimize signal cycle length timing for all signalized intersections internal to and within a quarter-mile of the Planning Area[4]	$770,000	$490,000	5-10 Years for infrastructure; Upon completion of each Phase of development for operation
6	Implement lane reconfiguration including striping, signage and signal timing improvements at San Bruno Avenue off-ramp I-280 northbound[A,C]	$600,000	$264,000	5-10 Years
7	Signalize Cherry Avenue and Bayhill Shopping Center Driveway	$1,100,000	$483,000	5-10 Years
8	Implement street network improvements on San Bruno Avenue between Cherry Avenue and I-280 on-ramp (either modify medians and install bicycle lanes or add a third westbound lane on San Bruno Avenue approaching I-280 on-ramps)[C]	$1,100,000	$483,000	5-20 Years
9	Modify northbound approach at I-280 southbound and Sneath Lane to include left-turn pocket, through lane, and free right turn[C]	$3,000,000	$1,319,000	5-20 Years
10	Implement a bicycle and pedestrian wayfinding system with directions and travel time estimates to BART, Caltrain, and Downtown[4]	$200,000	$200,000	Concurrent with adjacent development
11	Implement pedestrian crossing improvements at El Camino Real and San Bruno Avenue[3,B]	$1,100,000	$274,000	Concurrent with street network improvements on San Bruno Avenue

Cost Item[1]		Estimated Project Cost	Bayhill Specific Plan Share	Timeframe/Phasing
12	Install a westbound right-turn pocket at San Bruno Avenue and Cherry Avenue[6,C]	$1,500,000	$659,000	Evaluate prior to beginning each Phase of development
13	Conduct public parking and curbside loading survey and use results to re-evaluate parking supply and configuration[4]	$280,000	$280,000	Every three years upon completion of Phase I
14	Install marked pedestrian crossing with flashing pedestrian beacon at San Bruno and Acacia Avenue	$500,000	$220,000	Contingent on construction of Civic Use
Subtotal		*$14,250,000*	*$6,637,000*	
Water Supply				
	Buried water tank at Commodore Park[7]	$20,000,000	$4,420,000	1-5 Years
Stormwater				
	Parallel 72-inch drain pipeline within 30-foot wide easement[8]	$5,400,000	$0	Concurrent with development
Grand Total (Rounded to the nearest 10,000)		**$39,650,000**	**$11,060,000**	

[A] EIR Mitigation Measure

[B] Improvements Assumed to be Implemented by the EIR

[C] Project would address a near-term or long-term LOS inconsistency with the San Bruno General Plan.

Notes:

1. Excludes improvements, including within the public right-of-way, paid for by the developer as part of their project, conditions of approval, or required on-site facilities.

2. Access and Connectivity project cost allocations are based on trip generation numbers. Unless footnoted otherwise, the transportation project is necessitated as a result of the growth from the Specific Plan adoption and/or serves and benefits the Planning Area. The Bayhill Specific Plan Share is its share relative to the projected Citywide new development growth (44 percent of Estimated Project Cost).

3. The access and connectivity project is listed in the City's Walk 'n Bike Plan (2016). The Bayhill Specific Plan Share is its share relative to the projected Citywide new development growth and existing City users, with greater benefit being provided to the Bayhill Office Park due to the proximity of the improvements (25 percent of Estimated Project Cost).

4. The primary beneficiary of the project is the Planning Area who therefore pays for the project.

5. The Area Impact Fee will be amended to capture the costs to implement the capital facilities and infrastructure costs that result from the First/Last Mile Study.

6. Cost for acquisition of a portion of private property is based on a May 2019 appraisal of a parcel near Caltrain.

7. The Bayhill Specific Plan Share is its share relative to the projected Citywide new development growth and existing City users (25.5 percent of the Estimated Project Cost). The Bayhill Specific Plan Share contribution to the larger water tank has been adjusted down (22.1%) to account for the fair share payment of the smaller water tank in the Citywide Development Impact Fee.

8. The developers are not required to contribute to the stormwater project because the improvement addresses an existing City deficiency in the storm drain system. A 30-foot easement shall be provided along the alignment of the storm drain pipeline if the existing or realigned storm drainpipe remains at 72 inches. The easement width may be reduced to 20 feet along the alignment if the developer constructs a single larger conveyance pipe at the City determined required capacity.

EXISTING CITY TAXES, FEES, CHARGES AND RELATED REQUIREMENTS

Planning Area developers and tenants will be responsible for paying all existing City taxes, fees and charges, including sales and business license taxes, the Citywide Development Impact Fees, and various utility fees and charges, among others. Some of the revenue generated from these sources may help pay developers' financial obligations associated with Planning Area infrastructure improvements and/or service or maintenance requirements. In addition, these existing obligations or requirements may be updated over time to reflect changes in delivery costs and other factors.

Currently the property and businesses located in the Planning Area generate substantial property, retail sales and business license tax revenue for the City's General Fund, the primary funding source for on-going public service costs Citywide and within the Planning Area. During and after the build-out of the Specific Plan, these revenues have the potential to increase substantially, both as a result of one-time point-of-sale transactions from new construction projects as well as from the on-going impact of expanded business activity and employment. Accordingly, the City seeks to ensure that the sales and business license taxes attributable to activity within the Planning Area are accurately and fully reported as occurring in the City (rather than another jurisdiction, for example). A Tax Localization Plan can establish tax collection and reporting procedures and protocol to help ensure this outcome, to the extent allowed by law.

MELLO-ROOS COMMUNITY FACILITIES DISTRICTS (CFDS)

California's Mello-Roos Community Facilities Act of 1982 allows for the creation of a special district, often referred to as a Mello Roos District, which is authorized to levy a special tax to finance public facilities and services. A Community Facility District (CFD) may be initiated by the City Council or by property owner petition, and must be approved by a two-thirds majority of either property owners or registered voters (if there are more than 12 registered voters living in the area). A key advantage of a CFD is that it can be used to cover the cost of certain public services as well as certain infrastructure capital improvement, operations, maintenance and replacement costs. It can also be used to secure and cover debt service tax-exempt bonds issued to fund up-front infrastructure such as utilities, transportation, and other one-time improvements needed to serve growth.

CFD special taxes are collected annually with property taxes, and may be prepaid if prepayment provisions are specified in the tax formula. The special tax amount is secured by a special tax lien against the property. While the tax rate is based on a formula that typically takes into account land use type, development intensity, and other factors (but not value), there is no requirement that the tax be apportioned on the basis of how much direct benefit each parcel receives. Among other advantages, this provision also allows flexibility on how to distribute costs among different types of uses in order to reduce burdens on specific classes of development (e.g. retail or hotel).

Within the Bayhill Specific Plan, a Mello-Roos CFD is particularly well suited for the following facilities and services:

- **Public Services and Maintenance CFD:** A maintenance CFD could be formed to cover the cost of maintaining public rights-of-way and associated facilities and improvements within the Planning Area. These facilities may include, without limitation streets, curbs, gutters, sidewalks, and associated lighting and landscaping, public parks and plazas, walls and irrigation or drainage facilities.[2] Maintenance includes replacement, and the creation and funding of a reserve fund to pay for a replacement. A public safety CFD could also be formed to cover any police or fire costs for providing services that exceed the norm of the City as a whole.
- **Public Facilities CFD:** A public facilities CFD could be formed to finance the cost of various on and/or off-site public infrastructure and improvements needed to serve the Specific Plan. This tool could be particularly useful for any up-front improvements such as transportation improvements (e.g. traffic signals, bike-ped facilities) since the revenues can be used to secure tax-exempt bond proceeds. However, CFD debt is usually less appropriate for financing up-front facilities with total costs below $2 - $5 million given issuance and other financing costs.

2 While landscape and lighting maintenance districts (LLMDs) are also used for this purpose, Mello-Roos CFDs have become increasingly popular given the higher level of flexibility related to scope of services, geography, the tax rate and method, and other considerations.

AREA DEVELOPMENT IMPACT FEES

An Area development impact fee is a one-time payment at the time development takes place to cover its fair-share contribution to capital facility needs (they cannot be used for public services or maintenance). Development impact fees can be enacted by the City Council through adoption of an ordinance in a public hearing and do not require a public vote or landowner approval. The fee levels must be based on a "rational nexus": a demonstrated relationship between the fee amount and the impact or demand caused by the development paying the fee.

In the case of the Specific Plan, an Area development impact fee would supplement the existing Citywide Development Impact Fee program but focus more narrowly on infrastructure improvements that primarily serve Bayhill and potentially adjacent areas impacted by the project. Area development impact fees may be especially appropriate for property owners who do not want to participate in a CFD until they are ready to develop. Payments by future developers may be used to partially reimburse property owners who paid up-front costs for facilities or infrastructure needed to facilitate earlier phase development on their property. Developers can also be given the option to finance the fees by entering into a Mello-Roos CFD that pays the fee to the City immediately and then is repaid over time by a tax on the property.

A potential deficiency of development impact fees is that they are typically collected over time as development occurs. To the extent that funding is needed "up front" for a particular facility, the fees may not generate sufficient revenue when they are needed. Another potential problem is that the fees are calculated based on the estimated cost of desired improvements and the amount and timing of development planned. If actual development does not occur when expected, or never occurs, the area will not produce the funding anticipated when the fee amount was set.

DEVELOPER DEDICATIONS, CONTRIBUTIONS, AND EXACTIONS

Under the Subdivision Map Act, developers may be required to dedicate land or make cash payments for public facilities and infrastructure improvements required or affected by their project. Dedications are typically made for road and utility rights-of-way fronting individual properties, park sites, and land for other public facilities directly required by their projects.

In the case of the Specific Plan, developers may be required, as a condition of approval, to provide the right-of-way adjacent to their properties; it is expected that Grundy Lane will be dedicated to the City in Fee Title although other streets within the Planning Area may be in private ownership with dedication of easements. Developers will also be expected to make or fund necessary improvements for street frontage and utilities and development of Greenways.

Additionally, developers may elect to provide dedications or one-time payments for other project infrastructure requirements, improvements, or mitigations in lieu of participation in one or several of the financing mechanisms identified herein, subject to the approval of the City. For example, developers may want to "buy their way out" of required participation in an area CFD. In such cases, the City will determine and approve the terms and conditions associated with such dedications or contributions, if the proposed "buy-out" is feasible.

DEVELOPMENT AGREEMENTS

As described further in Section 7.3, in certain circumstances individual projects may seek to enter into and execute a Development Agreement (DA) with the City as part of meeting the Community Benefit requirement. A DA is a legally binding contract between the City and project applicant (e.g., property owner) that covers the terms and conditions under which a particular project may proceed. Depending on circumstances, another mechanism to bind the parties may be used.

DAs differ from ordinary rezoning decisions or other public approval because, in addition to binding the developer to detailed plans and conditions, they also will commit the City to a specified course of action. In addition, DAs usually incorporate vesting provisions that protect the development entitlement from future regulatory changes by the City. For the Specific Plan, a DA and any amendments would need to be approved by the San Bruno City Council through an ordinance approval process.

A DA provides developers with assurances that the land use entitlements for a project will not be changed in the future during the specified term of the DA. In return for these public considerations and assurances, the developer may make financial commitments beyond those allowed through typical subdivision ordinance dedications and City planning entitlement exactions and/or development impact fees. For projects under the Bayhill Specific Plan, the DA is expected to provide specific information on one-time and on-going financial obligations the

City will require of the project applicant.

PROPERTY BUSINESS IMPROVEMENT DISTRICT (BID/PBID)

BIDs or PBIDs can provide funding for both facilities and services sought by property owners and/or tenants within a particular district. PBIDs are typically organized and funded by property owners (and BIDs by tenants) and can be dissolved by them as well. Consequently, BIDs and PBIDs are most appropriate for services or facilities that are over and above those sought or required by the City. Common improvements and services funded by BIDs or PBIDs include streetscape enhancements, "clean and safe" services (e.g. private security), special events and marketing activities, and other local enhancements sought by tenants or property owners.

SUMMARY OF POTENTIAL FUNDING SOURCES AND USES

Table 7-2 presents a matrix linking the infrastructure and public service costs within the Specific Plan to the most applicable funding sources described above. As shown, there are multiple options for funding many of the Specific Plan costs. In addition, funding sources can be combined and/or used to replace others (e.g. "buy-down") over time. The most appropriate funding source(s) will depend on the unique circumstances that apply to individual projects and may evolve over time. In addition, the approach will be guided by the funding policies and implementation actions described on the following pages.

Table 7-2: Potential Funding Sources for Infrastructure and Services within the Specific Plan Area

Potential Funding Mechanism							
Cost Item	**Existing City Fees, Charges, Etc.**	**Area Development Fees**	**Developer Dedications / Exactions**	**Development Agreements**	**Public Facilities CFD**	**Maintenance and Services CFD**	**BID / PBID**
Transportation Facilities	X	X	X	X	X		
Water Supply	X	X	X	X	X		
Wastewater	X	X	X	X	X		
Stormwater	X	X	X	X	X		
CityNet Services (fiber)	X	X	X	X	X		
Landscape and ROW Maintenance				X		X	X
Public Safety Services				X		X	X

Given the amount and type of expected land uses within the Bayhill Specific Plan, build-out will have a transformative effect on the City of San Bruno. These effects will be significant and citywide, touching the economic, social, cultural, physical, and institutional fabric of the entire community. At the same time, the expanded development potential conferred by the Specific Plan will provide significant economic value to participating property owners and developers.

7.3 Community Benefit Program

The Community Benefit Program is designed to ensure that implementation of the Specific Plan will support the provision of public services and facilities, including civic, cultural, recreational, institutional, and others, that benefit the entire City and its residents. It seeks to accomplish this in part by ensuring that the City participates in, or captures, a portion of the economic value created by the development entitlements conferred by the Specific Plan.

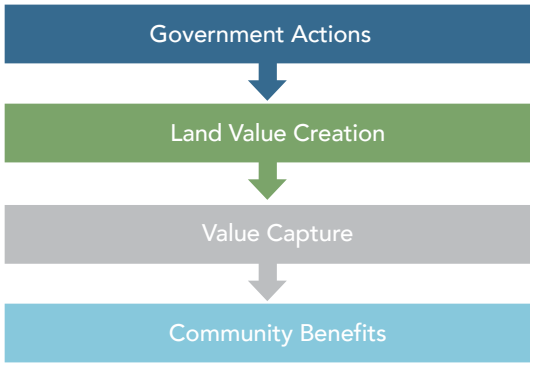
While Community Benefits are separate from the infrastructure and public service obligations described in Section 7.2, they are nevertheless related and interdependent. Specific Plan infrastructure and service obligations generally address Planning Area requirements and impacts while Community Benefits are designed to support Citywide needs and goals. For example, development impact fees and other standard City payments or requirements are generally not considered Community Benefits because they are imposed to mitigate the impacts of a project, to provide capital improvements and facilities required to serve that project, and to reimburse the City for resources expended directly in connection with the project development application.

Figure 7-1 provides an illustration of these interrelated categories. The financial viability of real estate development in Bayhill will be affected by the total cost burden created by these separate requirements and they should thus be considered holistically as part of the overall implementation process.

Figure 7-1: Relationship Between Community Benefit Contributions, City Fees, and Other Required Infrastructure / Project Mitigations

Source: Economic and Planning Systems

Content for Community Benefit Program



In recent years, Community Benefit programs and policies have become an increasingly common approach for communities and local jurisdictions to benefit from real estate development. Community Benefit programs are structured around a voluntary exchange in which municipalities offer optional increases in development in return for project features, such as a city-wide park, recreation and civic facilities, funding, and other benefits desired by the community.

Community Benefit programs are premised on the concept of "value capture." Cities and government agencies create real estate value with investments in public facilities and services (e.g., transit and utilities upgrades) as well as through changes to regulations that increase the amount of development potential and/or allow higher value uses. Typically, when the public sector creates value in these ways, landowners enjoy a financial gain in the form of higher land value, which is realized when they sell or develop their land.

The term value capture reflects the situation in which the public sector recovers some of the unearned value that is created through its land use authority. In addition to capturing value, Community Benefit programs are also intended to address some of the indirect and less tangible impacts of development on the quality of life in a community such as increases in overall traffic congestion and the increased use of civic facilities and services.

Successful Community Benefit programs are tailored to be attractive to project proponents by allowing significant amounts of new development and simultaneously advance community goals. Ideally, the public sector and the project proponent share the value created by a project or plan approval. If a development project does not provide any added value to the residents of the jurisdiction where it is to be located, particularly in light of increased concerns related to traffic, affordable housing, and other growth-related impacts, there may be little incentive for elected officials to approve it. Conversely, if the public sector seeks to garner all the value, or to exact more value than is supported by development, it is possible that the project will not move forward.

Recent Community Benefits packages in the Bay Area have included a wide range of contributions, dedications, and payments related to transportation, parks and recreation, civic amenities, schools, affordable housing, and other public priorities. In most cases these benefits have taken the form of one-time infrastructure and capital facilities, but some have also included on-going or programmatic commitments, such as childcare services, project labor agreements, and other obligations.

The type and monetary value of Community Benefit contributions have varied significantly, ranging from relatively low-cost on-site improvements and/or building features to financial obligations that can exceed a hundred million dollars. In addition, the method for arriving at the appropriate level of Community Benefit contributions spans the spectrum from a strict formulaic approach (e.g. specific dollar amounts per square foot of entitlement) to project-by-project negotiated agreements. Consequently, it can be difficult to generalize or make "apples to apples" comparisons of community benefit contributions across projects and through time.

Bayhill Community Benefit Approach

ESTABLISHMENT OF A COMMUNITY BENEFIT PROGRAM

The Bayhill Specific Plan authorizes much more development than allowed under previous zoning for most properties in the Planning Area. Because of this significant increase in permitted development, a property owner and/or developer seeking to take advantage of the increase is required to participate in the Bayhill Community Benefit Program. This requirement will only apply to office and residential projects where the proposed project would exceed the base allocation allowed by the zoning that existing prior to the adoption of the Specific Plan.

The purpose of the Community Benefit Program is to ensure that major new office and residential development projects in the Planning Area advance the community goals of the City of San Bruno as a whole. It is premised on the recognition that build-out of the Bayhill Specific Plan will have transformative and wide-ranging effects on the City. Meanwhile, the land use changes and enhancements enabled by the Plan will contribute to increased real estate values for privately held property. The Community Benefit Program is designed to ensure that the City captures a portion of this value through additional or improved public facilities, services, and related amenities. Retail and hotel uses are not subject to this Community Benefit Program because of the ongoing sales and transit occupancy taxes that they contribute to the City and the services they provide to the San Bruno community as a whole.

DEFINITION OF COMMUNITY BENEFITS

The City of San Bruno will maintain a flexible and broad definition of the type of public facilities, infrastructure, services, or other contributions that might be considered as candidate community benefits sought as part of the Bayhill Specific Plan. This approach is driven by the recognition that community needs in San Bruno will evolve over time due to a variety of factors and are best addressed through Plan implementation (rather than codified in the Plan itself). In addition, the capacity of individual projects to provide Community Benefits may also evolve over time and/or vary based on the unique attributes of individual projects.

While Community Benefit projects may vary through time, the focus is on public facilities, improvements, and/or services that benefit and serve the City as a whole, not just the subject property or Plan Area. Community Benefit contributions must be over and above those required by existing City requirements or policies as part of typical project approvals and/or to mitigate project impacts. Development Impact Fee obligations or improvements needed to mitigate project impacts are not considered Community Benefits.

APPLICATION OF THE COMMUNITY BENEFIT PROGRAM

To ensure that major new development projects allowed by the Bayhill Specific Plan Area participate in the Community Benefit Program, the Plan establishes a two-tiered land use classification:

- **Tier 1**: The existing or "base" level zoning (the amount of development allowed by the existing zoning before the Specific Plan was adopted)
- **Tier 2:** A higher, additional level of development allowed by the Specific Plan that substantially exceeds the development allowed under existing zoning on a parcel before the Specific Plan was adopted.

The Bayhill Specific Plan and supporting documentation (e.g., the EIR required under CEQA) are designed to accommodate the higher level of development envisioned under the second tier. A property owner and/or developer seeking to take advantage of the higher level of office or housing development allowed in this second tier will be required to participate in the Bayhill Community Benefit Program.

Table 7-3 provides an estimate of the office development within the Plan Area that is included in Tier 2 and would be subject to the proposed Community Benefit Program. Most of the Planning Area is currently zoned as Planned Development (PD), though there are a few parcels zoned Community Office. The pre-Specific Plan zoning allows approximately 503,143 square feet of additional new development in the Plan Area as shown on **Table 7-3**. Approximately 1.9 million additional square feet of net new office development would be allowed under the Bayhill Community Benefit Program, or an increase of 92 percent over existing and already-allowed development. All new projects in the Planning Area, including those allowed by existing zoning, will remain subject to prevailing City fees, permits, and other charges levied on new development in the City.

Table 7-3: Office Development Subject to the Community Benefit Program

Development Category	Amount in Square Feet	Tier
Existing Office Development	1,557,847	Tier 1
Additional Office Development Permitted Under Pre Specific Plan Zoning*	503,143	Tier 1
Total Small Office Additions **	15,000	Exempt
New Office Development Permitted Under Specific Plan Subject to the Community Benefit Program	1,907,604	Tier 2
Total Office Development Allowed at Buildout by the Specific Plan***	3,983,594	

Notes:

*All of the Office Development on parcels 5 and 15 and 175,633 of the office development on parcel 14 is permitted by the pre Specific Plan Zoning.

**5,000 SF additions to allow small modifications to existing buildings are allowed in the Land Use Chapter for parcels 3, 6, and 8 and are exempt from the Community Benefit Program.

***Includes Tier 1, Tier 2, and the Total Small Office Additions shown above.

Table 7-4 on the following page lists the specific parcels and amounts of development subject to the Community Benefit Requirement. For all of these parcels, the Specific Plan allocates new office and residential development beyond the level of development allowed by the pre-Specific Plan zoning.

All but one of the office parcels listed in **Table 7-4** were zoned PD before the Specific Plan was approved. The parcels zoned PD on **Table 7-4** were not permitted any additional office development under pre-Specific Plan zoning beyond the development that currently exists on each parcel. Parcel 14 (999-1001 Bayhill Drive) was zoned Community Office (C-O) prior to Specific Plan adoption and was previously allowed additional office development by that zoning. The development allowed by the C-O zoning on Parcel 14 was significantly less than what the Specific Plan allows on this parcel as shown on **Table 7-4**.

The zoning in effect prior to the adoption of the Specific Plan did not allow any residential uses in the Specific Plan area. Parcels where residential development is permitted by the Specific Plan, Parcels 2 and 3 in the Bayhill Shopping Center and Parcels 4 (801-851 Traeger Avenue) and Parcel 13 (1111 Bayhill Drive), are subject to the Community Benefit Requirement.

FORMULAIC COMMUNITY BENEFIT CALCULATION

Property owners and/or developers subject to the Bayhill Community Benefit program will satisfy their obligations based on a formulaic calculation that is directly tied to the square feet of additional office and/or residential entitlement sought. This calculation method is clear and transparent, which will facilitate implementation, provide the development community with certainty about program costs, and make reporting and auditing of the program straightforward. This approach also allows for the City Council to make coordinated funding decisions for the combined payments of community benefits by multiple projects.

The formulaic community benefit requirements for individual projects are specified in detail in Section 7.4, Funding Policies and Implementation Actions. As described, the formula applies to Tier 2 office and market rate residential development at a rate of $35 and $10 per square foot, respectively. Since

Table 7-4: Parcels Subject to the Community Benefit Requirement for Office and Residential Development

			Community Benefit Requirement Applies	
Parcel Number	**Address**	**Tier 1: Additional Office Development permitted by the zoning prior to the Specific Plan Adoption (sq. ft.)**	**Tier 2: Additional Office Development permitted by the Specific Plan (sq. ft.) sub**	**Additional Residential Dwelling Units permitted by the Specific Plan**
Bayhill Shopping Center				
1	851 Cherry Ave	0	0	210
2	899 Cherry Ave	0	0	
Bayhill General				
4	801-851 Traeger Ave	0	125,000	205
Youtube				
7	1000 Cherry Ave	0	248,000	
9	1100 Grundy Lane	0	328,877	
10	900 Cherry Ave	0	192,000	
11	1150-1250 Bayhill Dr	0	301,476	
12	950 Elm Ave	0	52,568	
13	1111 Bayhill Dr	0	363,863	158
14*	999-1001 Bayhill Drive	175,633	115,102	
	Unallocated sq. ft. if used for Office	0	180,718	
Total		**175,633**	**1,907,604**	**573**

Notes:

* Parcel 14 was allowed 175,633 sq. ft. of office development by Community Office (CO) Zoning prior to the Adoption of the Specific Plan.

Source: City of San Bruno, YouTube, 2020.

the purpose of the Community Benefit Program is to ensure that substantial new office development projects contribute to community goals, the 5,000 square foot small additions allocated to parcels 3,6 and 8 on **Table 2-2** in Chapter 2, *Land Use* are exempt. These small additions were allocated to these parcels to allow for small modifications to the existing buildings since these parcels are not recommended for more intense redevelopment.

Applicants may be allowed to meet part or all of their community benefit obligations through the direct provision of desired facilities or improvements rather than a direct financial contribution, subject to City Council approval. Participating developers will also receive a Community Benefit credit for their financial contributions toward the cost of preparing the Specific Plan that is proportional to the total Tier 2 development that a particular project represents.

Finally, developers can make a formal request to the City to have the Community Benefit contributions for a particular project or phase of development negotiated and defined in a Development Agreement (DA). The City Council would need to approve the DA based on findings that this is the best way to accomplish the overall policy objectives and goals of the Specific Plan.

7.4 Funding Policies and Implementation Actions

The following policies and actions govern the funding of private and public improvements, infrastructure, and public facilities for the Specific Plan. The policies, provided first, guide the subsequent actions including requisite studies or findings, formation and adoption of financing entities and mechanisms, and other approaches, approvals and programs.

7-1: Pay the Full Cost of Improvements and Services. The land uses within the Specific Plan shall pay the full costs of capital facilities and/or infrastructure improvements and services needed to accommodate development within the Planning Area and mitigate their impacts on other parts of the City. To implement this policy, the following actions will be taken:

a. **Establish infrastructure and service costs.** The City will require that a cost analysis be prepared, at the expense of the Applicant, that identifies all infrastructure and public service requirements and their respective costs necessary to serve the Specific Plan area and mitigate its' impacts on other parts of the City. This analysis will be updated periodically or upon initiation of each major phase of development, to ensure the information is based on the best information available. For the first phase of development, the information provided in **Table 7-1** earlier in this chapter shall satisfy the infrastructure requirements of this policy assuming development is initiated prior to 2025. However, the cost estimates in **Table 7-1** may need to be updated as more refined facility and cost data becomes available.

b. **Establish an Area Development Impact Fee Program:** The City will establish an Area Development Impact Fee Program to address the applicable costs identified in **Table 7-1** as it is updated as described in Section 7-1 to fund the expansion of infrastructure and public facilities necessary to serve the area. An Area Development Impact Fee Program will be adopted by the City and paid at the issuance of building permits for any new building space within the Plan Area.[3] The fee will be updated periodically to account for changes in infrastructure needs and costs. At the request by property owners and/or developers, the City may consider other financing tools and sources to provide for needed capital improvements and public services, including, without limitation, participation in Public Facilities or Services CFDs, direct financial contributions and dedications, and/or other mechanisms described in this Chapter. These alternative mechanisms may replace and/or supplement Area Development Impact fees, subject to City approval. Development will also be required to pay existing development impact and affordable housing fees and provide additional project or site-based dedications.

c. **Establish Public Right of Way Maintenance Agreement(s):** As a condition of project approval, the City will require that developers and/or property owners execute an Agreement with the City to fund or otherwise provide for the maintenance of all public right of way (ROW) within the Bayhill Plan Area. The Maintenance Agreement(s) will cover all facilities in the public right of way within or adjacent to a particular project, including without limitation, landscaping, lighting, furniture, sidewalks, and median islands. The scope and level of maintenance required will meet City standards as defined in the Agreement. The City will seek coordination among Bayhill property owns, to the extent possible, in order to ensure a consistent level of maintenance across the Plan Area. Bayhill property owners will be responsible for establishing the preferred and most appropriate funding and organizational mechanism(s) for meeting their obligations under this policy, subject to City approval. This requirement is consistent with the existing Codes, Covenants and Restrictions that currently apply to most of these properties.

3 Any building permits sought prior to adoption of the Area Impact Fee Program will deposit into an escrow account controlled by the City an amount equal to a preliminary estimate of the fee amount plus 10 percent. The City will refund any overpayment once the Fee Program is finalized (conversely, applicant will be responsible for any underpayment).

d. **Identify Required Land and Facility Dedications and Easements.** Specific Plan implementation will require land for public infrastructure and to meet other policy goals. Accordingly, the City may require land right-of-way by fee dedication or easement, improvements for public roads, and certain utility connections required to support development for each phase. The City and property owners shall establish a process, and in some cases designate the approximate amount and preferred location, for necessary land contributions. Some developers may need to "oversize" or advance the construction of public facilities beyond what is required by a particular project (e.g. roadways) to ensure various phases of development stand-alone functionally and aesthetically. The timing and precise terms of land conveyance, whether through dedication, easement, deed restrictions, or other means, may vary depending on the circumstance. Land or facility dedications may be provided in-lieu of certain fee obligations if applicable and approved by the City.

e. **Establish sales and business license tax reporting and collection requirements:** The City will establish a "Tax Localization Plan" as part of conditions of approval that are documented in the conditions of approval and recorded as a Covenant, Condition and Restriction (CC&R), individual Development Agreements or other enforceable agreements to ensure that all commercial activity subject to sales and/or business license tax that occurs within the Planning Area will accrue to the City to the extent allowed by law.

f. **Consider creative and flexible financing solutions.** Such measures could include cost sharing agreements with other benefiting areas, construction and reimbursement agreements with developers, and "pre-payment" or "buy-down" options that increase certainty and avoid interest costs. For example, the City can facilitate mechanisms for future development to reimburse developers who oversize infrastructure or dedicate excess land, possibly as part of an Area Development Impact Fee ordinance or related credit and reimbursement agreements.

7-2: Plan for infrastructure and services with each phase. Development shall occur in a planned manner including provision of adequate infrastructure and services such that each phase stands alone functionally and aesthetically, should subsequent phases not be developed. To implement this policy, the following actions will be taken:

a. **The City shall require that each major phase of development prepare a Development Phasing and Financing Plan for City review and approval.** A major phase is defined as net new development in excess 100,000 square feet or a phase identified by City Staff as having a potentially significant impact on public infrastructure and services. The Development Phasing and Financing Plan shall include a detailed infrastructure and public service schedule for the proposed phase that links the timing of additional infrastructure and service provision to the level demands created by new proposed development. The Plan shall be prepared at the expense of applicants and identify the financing mechanisms and resources necessary to ensure all required infrastructure and public services can be adequately funded. The Plan may need to account for changing circumstances (e.g. infrastructure needs or costs), unique project specific requirements (e.g. more or less development in a specific phase than anticipated). For the first phase of development, the information provided to develop the Specific Plan shall satisfy the requirements of this policy assuming development is initiated prior to 2025.

7-3: Require Participation in Bayhill Community Benefit Program. New Tier 2 office and residential projects on parcels listed on **Table 7-4** must participate in the Bayhill Community Benefit Program. The requirements and implementation of the Community Benefit program are described below.

a. **Formulaic Community Benefit Calculation:** The Community Benefit requirements will be calculated on a formulaic basis as follows:

   i. **Tier 2 office projects:** Tier 2 office development will be subject to a Community Benefit contribution of $35 per square foot of gross building space above the amount allowed under Tier 1 as shown on **Table 7-4**. The $35 per square foot amount will be applicable upon approval of the Specific Plan and subject in an annual escalation based on the Consumer Price Index (CPI).

   ii. **Tier 2 residential projects:** Tier 2 market rate residential development will be subject to a Community Benefit contribution of $10 per net square footage of residential floor area. Floor area is calculated based on customary and typical calculation methods for other fees assessed on a per-square-foot basis.

The fee will be applicable upon approval of the Specific Plan and subject in an annual escalation based on the CPI.

b. **Exemptions from the Community Benefit Program:** The following types of projects will not be required to participate in the Community Benefit Program:

   i. Tier 1 projects – the amount of development allowed by the existing zoning before the Specific Plan was adopted.

   ii. Parcels that are not recommended for large scale office redevelopment. **Table 2-2** in Chapter 2, *Land Use*, does not allow large scale redevelopment on parcels 3,6 and 8. The 5,000 square feet that is allocated for small scale building additions on these parcels are exempt.

   iii. Small additions to Tier 2 projects no larger than 5,000 net new square feet. The City includes all incremental additions of structures after Specific Plan Adoption as a single addition.

   iv. Deed restricted Affordable Housing

   v. Commercial (non-office) and hotel development

c. **In-Lieu Community Benefit Contributions:** Applicants may be allowed to meet part or all of their community benefit obligations through the direct provision of desired facilities or improvements rather than a direct financial contribution. The applicant would need to consult with City staff and obtain City Council approval for their proposed community benefit contributions. The approval process would also need to establish a fair monetary value of the proposed contribution to ensure it is equivalent to or better than the formulaic-calculated amount as described above, which may require a third-party assessment of public benefit value.

d. **Community Benefit Credits:** Participating developers will receive a Community Benefit credit for their financial contributions toward the cost of preparing the Specific Plan and EIR. This credit will be provided on a project-by-project basis and calculated as the proportion of the total Tier 2 development in the Specific Plan as shown on **Table 7-4** that a particular project represents. To be eligible for this credit, applicants must provide evidence of financial payments to the City to cover its direct costs for preparing the Bayhill Specific Plan, EIR and / or any other related updates or addendum.

e. **Development Agreement and Community Benefits:** The process for pursuing and executing a DA in conjunction with Community Benefits will include the following:

   i. Applicants using the formulaic approach described in Section 7.3 must submit a letter to the City Manager and a Development Agreement Application to initiate a Development Agreement (DA). The letter must describe (1) why a DA is being requested and (2) how any required Community Benefit contributions will be satisfied, including the commitment to pay the applicable formulaic benefit. Additionally, the letter must commit to reimbursing the City for all direct and indirect costs incurred by the City to draft and finalize the DA.

   ii. If an applicant seeks to use a Development Agreement to negotiate an alternative Community Benefit Contribution to the Formulaic Community Benefit Calculation described herein, City Council approval will be required to consider an alternative to the Formulaic Community Benefit Calculation and to initiate that DA.

      a. To initiate a DA in this case, the Applicant must submit a letter to the City Council that describes why an alternative to the formulaic Community Benefit calculation is the best way to accomplish the overall policy objectives of the Specific Plan. The letter must also commit to reimbursing the City for all direct and indirect costs incurred by the City to consider, draft and finalize the DA.

      b. City Council review to proceed with DA negotiations will include an analysis and findings demonstrating that specific community benefits (e.g. affordable housing, community services, open space and recreation amenities) will be achieved under this approach that are unlikely to be achieved under the formulaic approach.

      c. The City may seek Third Party validation of any unique circumstances (e.g. financial hardship), claimed by the Applicant.

   iii. The City Council will need to approve the DA and any amendments by Ordinance in accordance with State and local regulations. Any DA must be consistent with the Specific Plan. The City Council must find that a DA is the best way to accomplish the overall policy objectives and goals of the Specific Plan, including achieving desired Community

Benefits. The City Council will approve the DA concurrently (i.e. at the same time) with any project approvals and/or Specific Plan amendments that are needed to approve development covered by the DA and insure consistency between the Specific Plan and the Development Agreement.

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BAYHILL SPECIFIC PLAN

Appendix

A Figures A1–A30

B Glossary

Figure A-1: Cherry Avenue – Existing Condition Looking South of Bayhill Drive

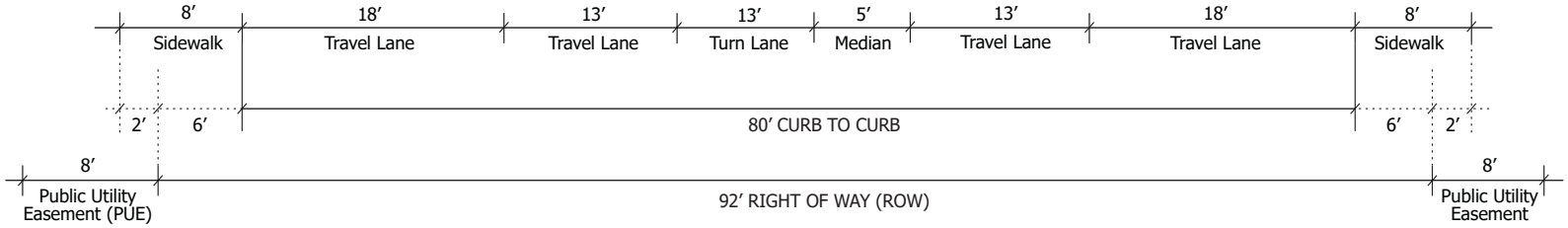
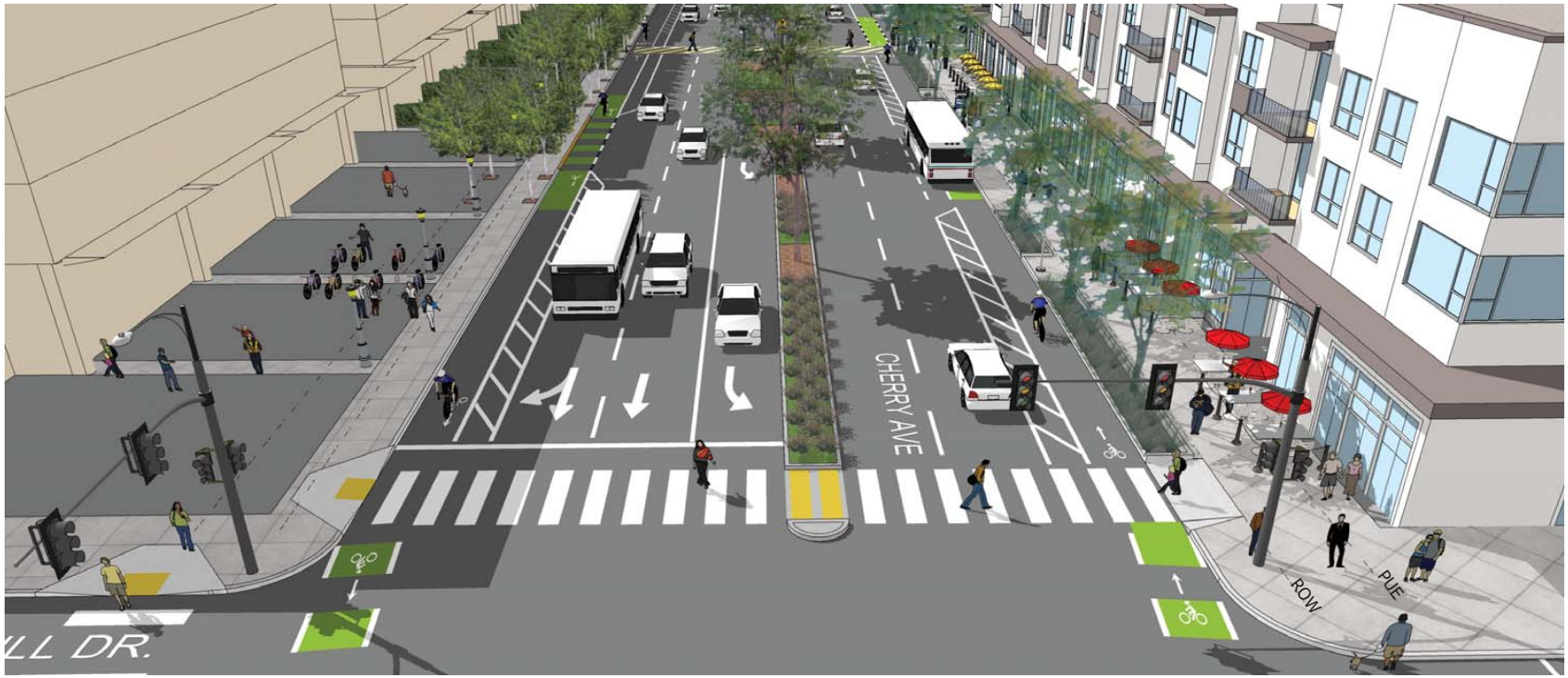


Figure A-2: Cherry Avenue – Streetscape Concept with Buffered Bike Land Looking South of Bayhill Drive



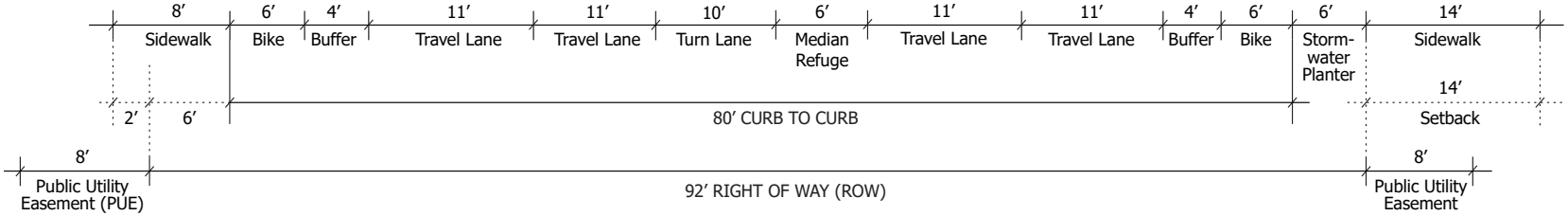


Figure A-3: Cherry Avenue/Grundy Lane – Existing Condition looking South

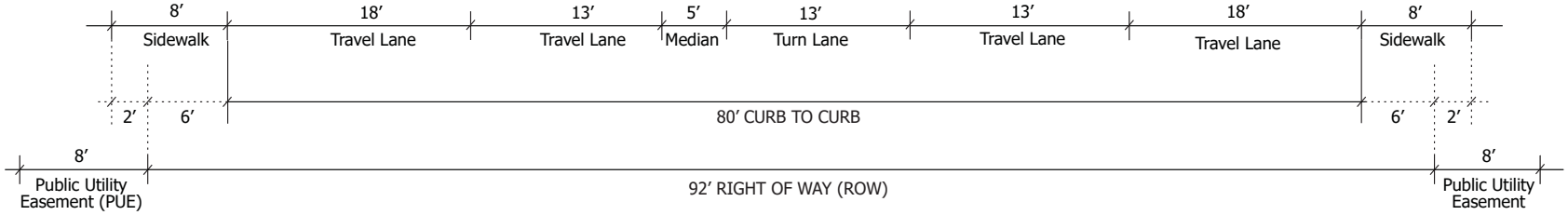


Figure A-4: Cherry Avenue/Grundy Lane – Streetscape Concept with Sharrow looking South

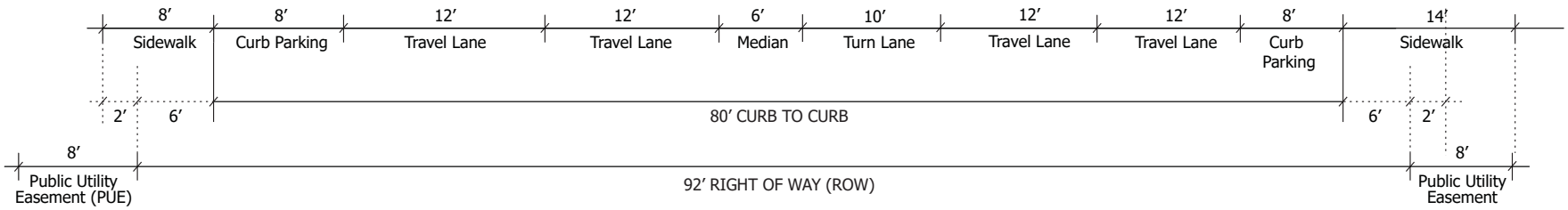


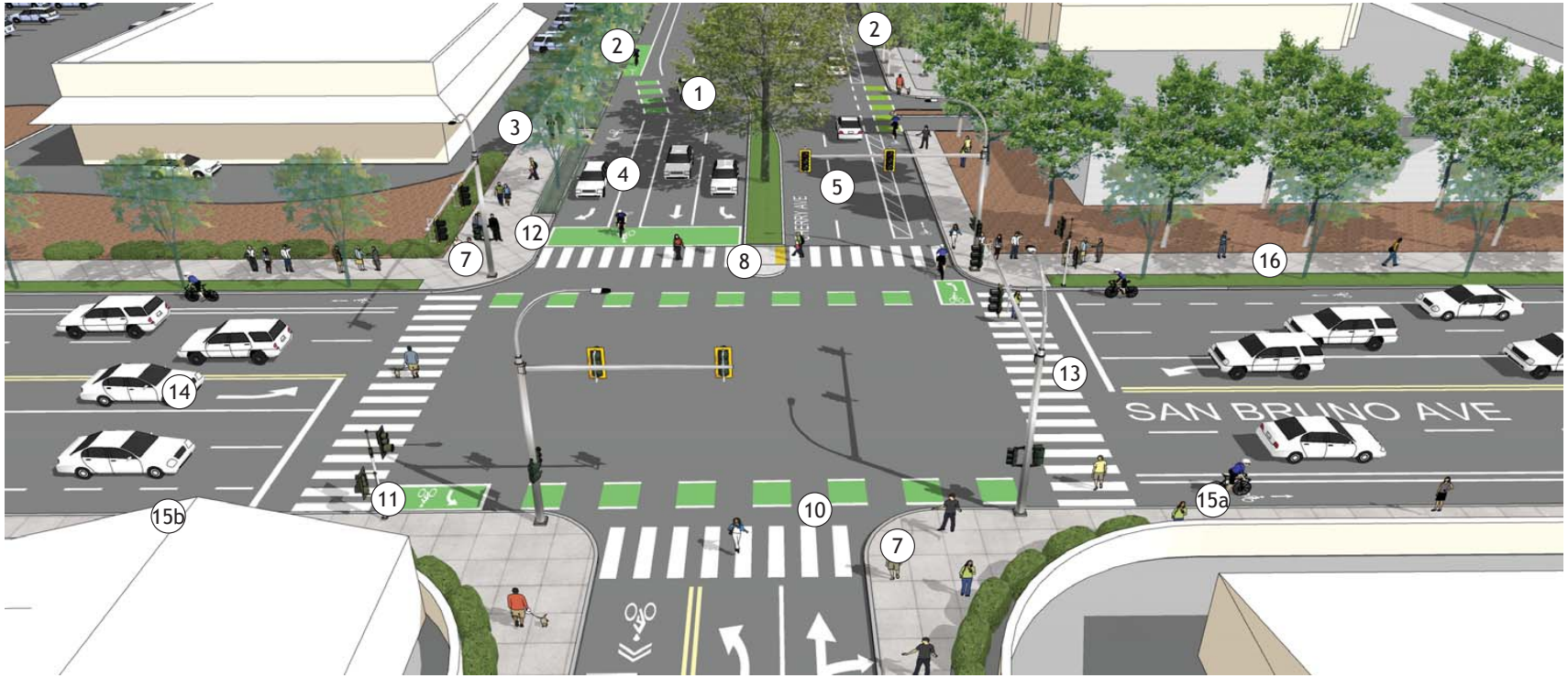
Figure A-5: Cherry Avenue/Grundy Lane – Existing Condition looking North

CHERRY AVENUE

South of Bayhill Drive

1. 12'-18'+ travel lanes

Figure A-6: Cherry/San Bruno Avenue – Proposed Condition Looking North



CHERRY AVENUE

South of Bayhill Drive

1. Travel lanes narrowed to 11'
2. 6' Class II bike lanes
3. 14' sidewalk with 6' stormwater planter
4. Through bike lane
5. Retain two lanes
6. New Bus shelter (*not shown here*)

INTERSECTIONS

7. Corner curb radii tightened
8. Pedestrian refuges
9. Advance yield lines at mid-block crosswalk (*not shown here*)
10. Bike lane striping extension
11. Two-stage turn queue box
12. Bike box
13. High visibility crosswalks

SAN BRUNO AVENUE

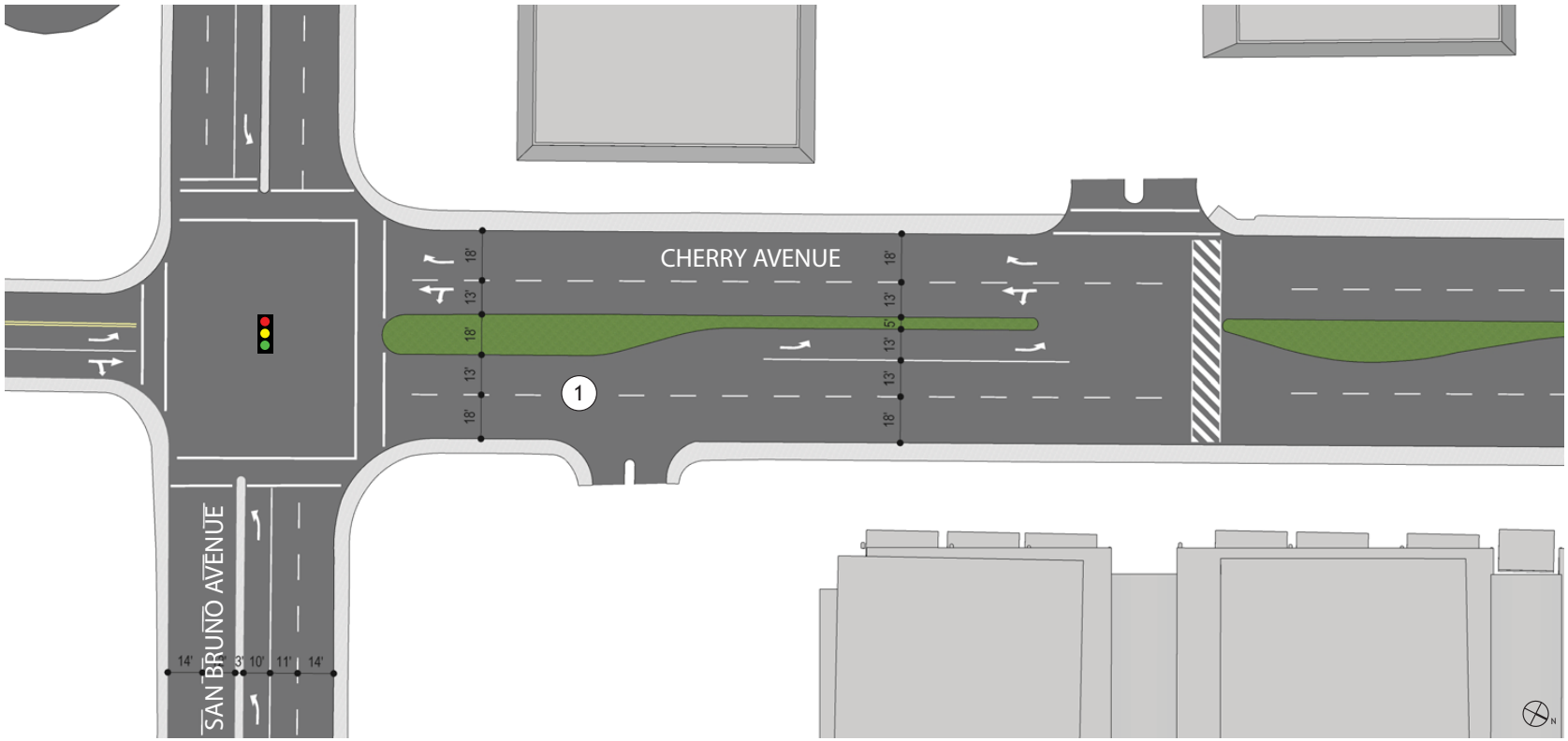
14. Travel lanes narrowed to 11', 10' median/left turn lane

15a. 5.5' bike lanes with 2' buffer

15b. 6' bike lane with no buffer at left turn pockets

16. 10' sidewalk with 6' stormwater planter (north side)

Figure A-7: Cherry Avenue (South of Bayhill Drive) – Existing



CHERRY AVENUE

South of Bayhill Drive

1. 13'-18'+ travel lanes

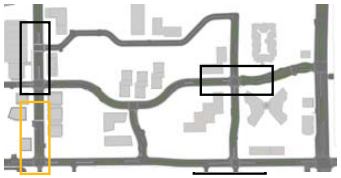
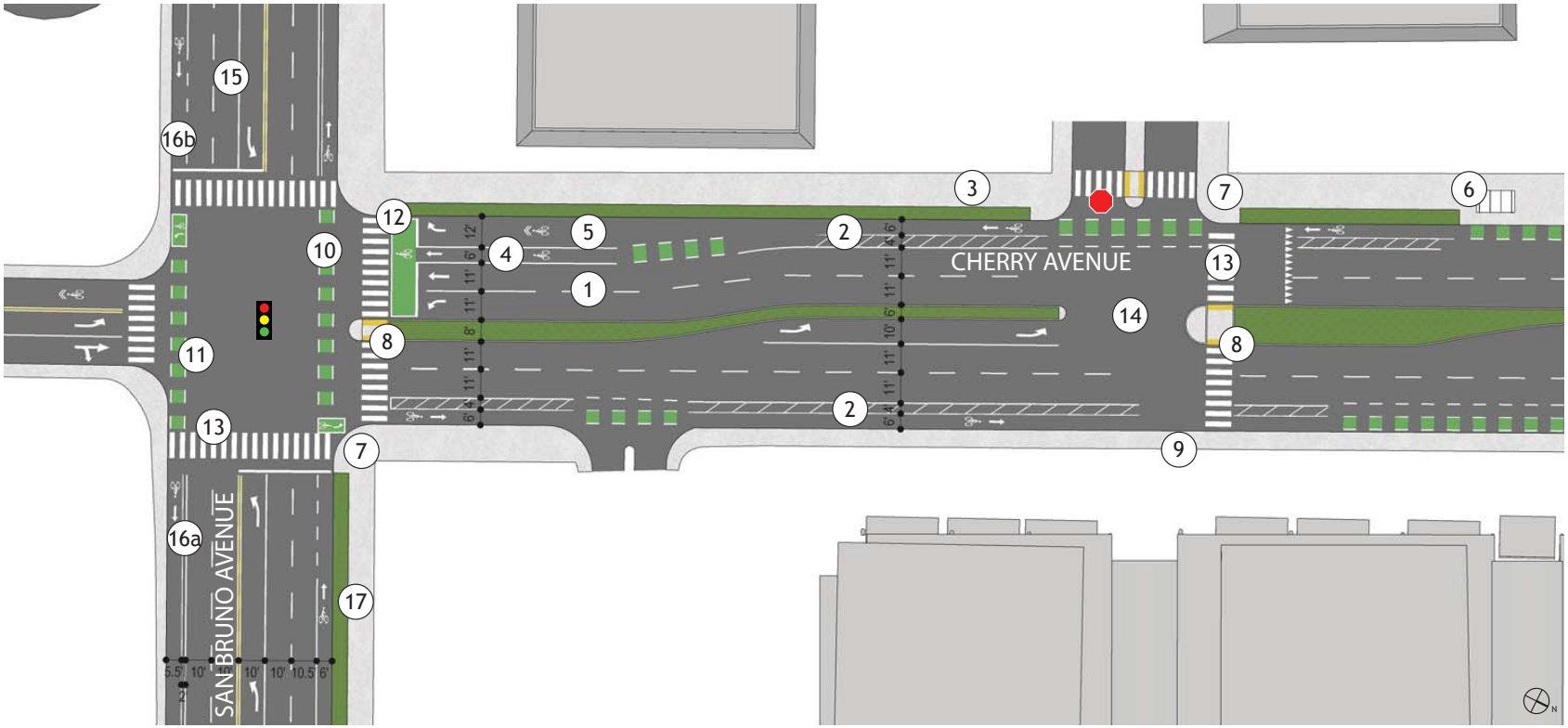


Figure A-8: Cherry Avenue (South of Bayhill Drive) – Proposed



CHERRY AVENUE

South of Bayhill Drive

1. Travel lanes narrowed to 11'
2. 6' Class II bike lanes with 4' buffer
3. 14' sidewalk with 6' stormwater planter
4. Through bike lane
5. 12' right turn lane with sharrow
6. New bus shelter

INTERSECTIONS

7. Corner curb radii tightened
8. Pedestrian refuges
9. Advance yield lines at mid-block crosswalk
10. Bike lane striping extension
11. Two-stage turn queue box
12. Bike box
13. High visibility crosswalks
14. Unsignalized intersection

SAN BRUNO AVENUE

15. Travel lanes narrowed to 11', 10' median/left turn lane

16a. 5.5' bike lanes with 2' buffer

16b. 6' bike lane with no buffer at left turn pockets

17. 10' sidewalk with 6' stormwater planter (north side)

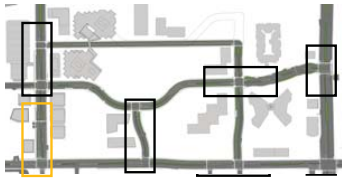
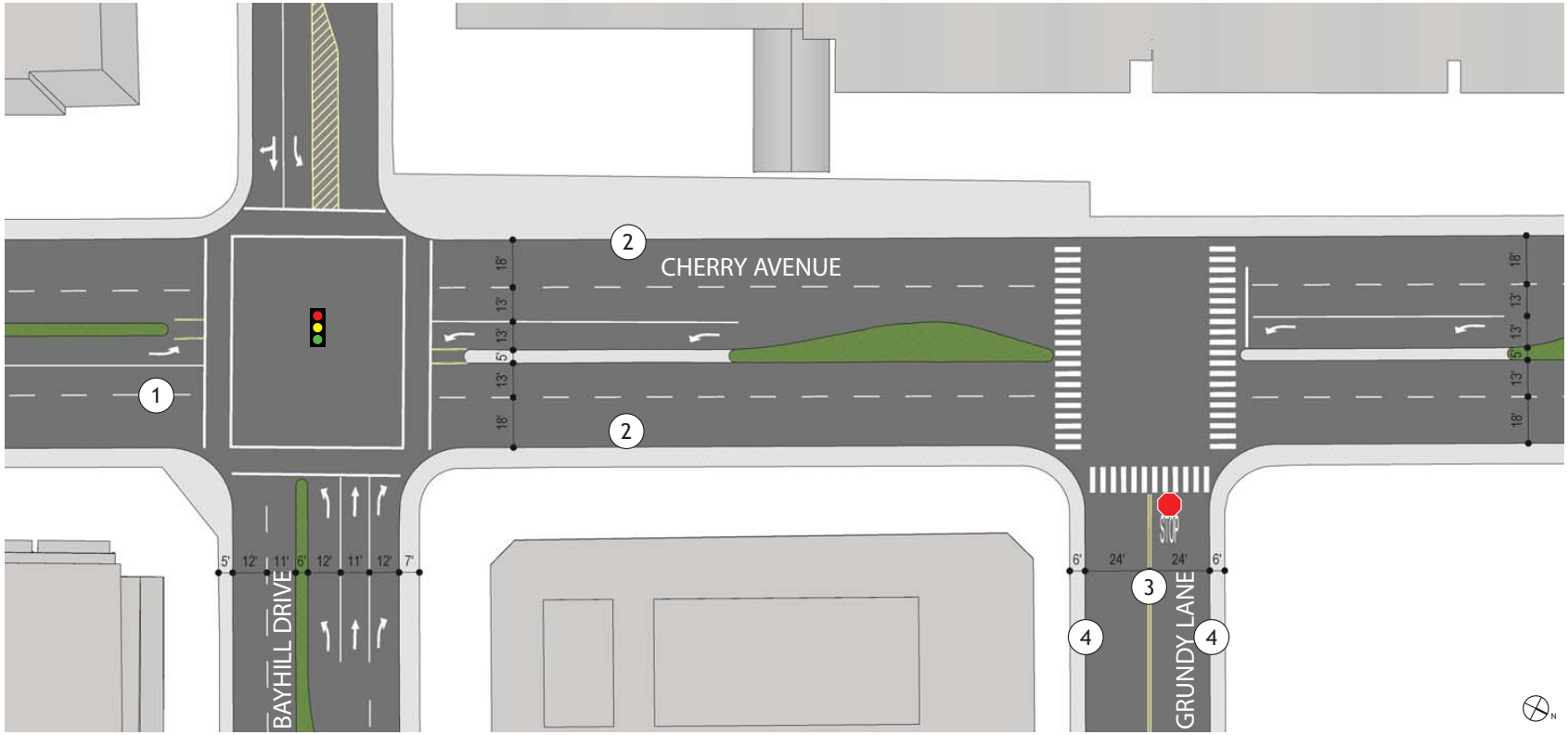


Figure A-9: Cherry Avenue (North of Bayhill Drive) and Grundy Lane – Existing



CHERRY AVENUE

North of Bayhill Drive

1. 13'+ travel lanes
2. Parallel parking

GRUNDY LANE

3. 16' travel lanes
4. Parallel parking (both sides)

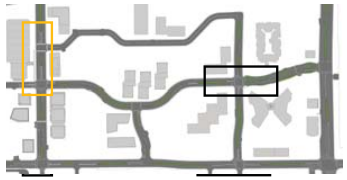
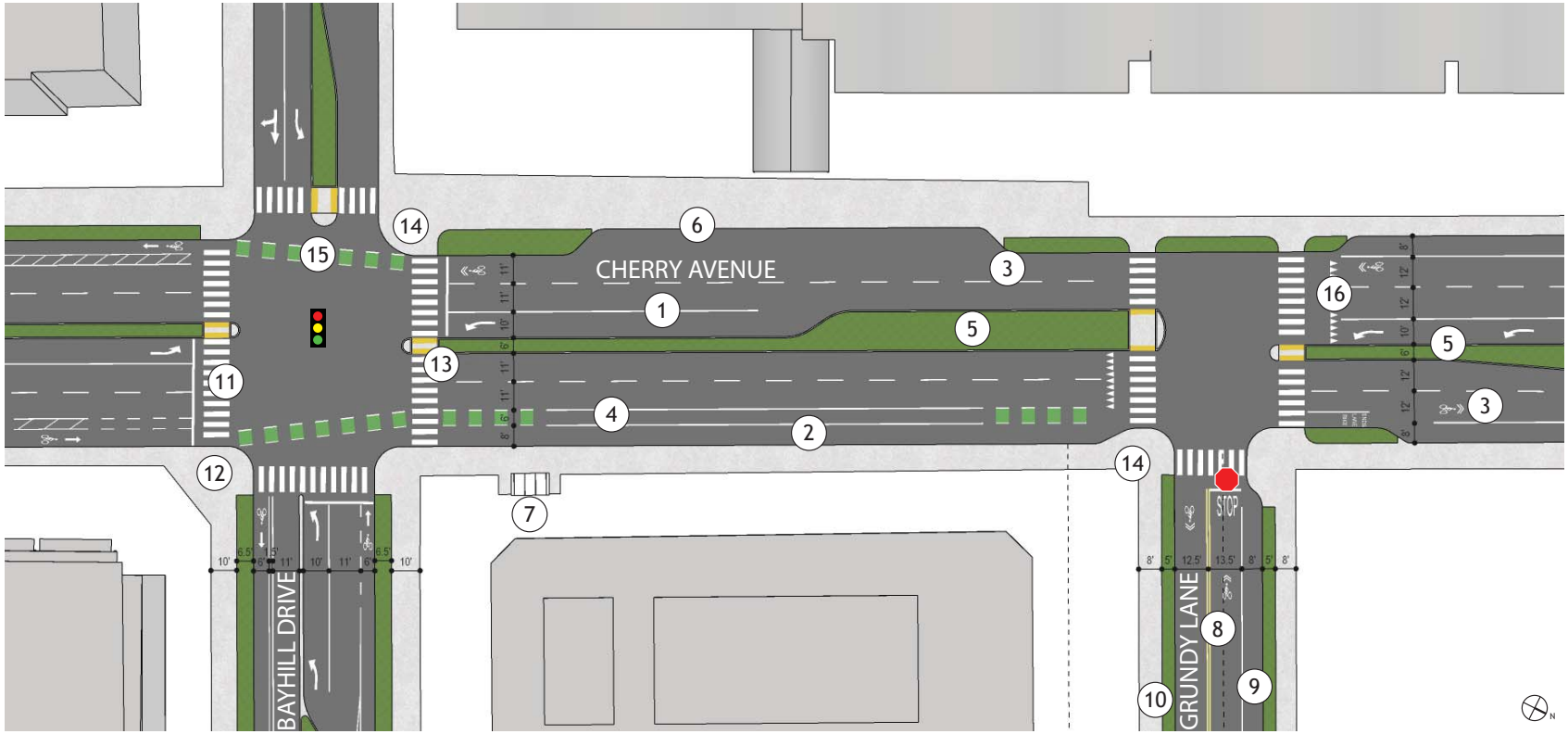


Figure A-10: Cherry Avenue (North of Bayhill Drive) and Grundy Lane – Proposed



CHERRY AVENUE

North of Bayhill Drive

1. Travel lanes narrowed to 11', 10' left turn lanes
2. 8' loading zone and bus stop
3. Sharrow
4. 6' Class II bike lane
5. Widened median
6. Shuttle bus duck-in
7. New bus shelter

GRUNDY LANE

8. 12.5' westbound sharrow, 13.5' eastbound sharrow
9. 8' parking lane (north side)
10. 8' sidewalks with 5' stormwater or landscape planters

INTERSECTIONS

11. High visibility crosswalks
12. Corner curb radii tightened
13. Pedestrian refuges
14. Bulb-outs
15. Bike lane striping extension
16. Advance yield lines

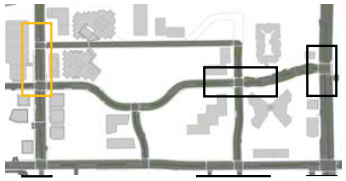


Figure A-11: Bayhill Drive – Existing Condition looking East

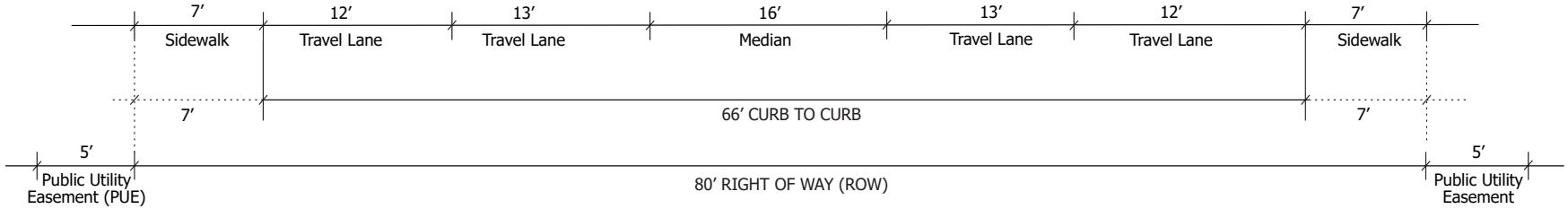


Figure A-12: Bayhill Drive – Streetscape Concept with Buffered Bike Lane looking East

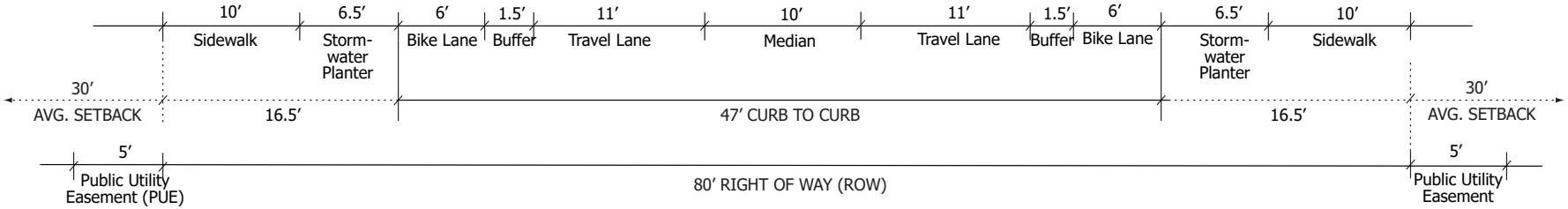
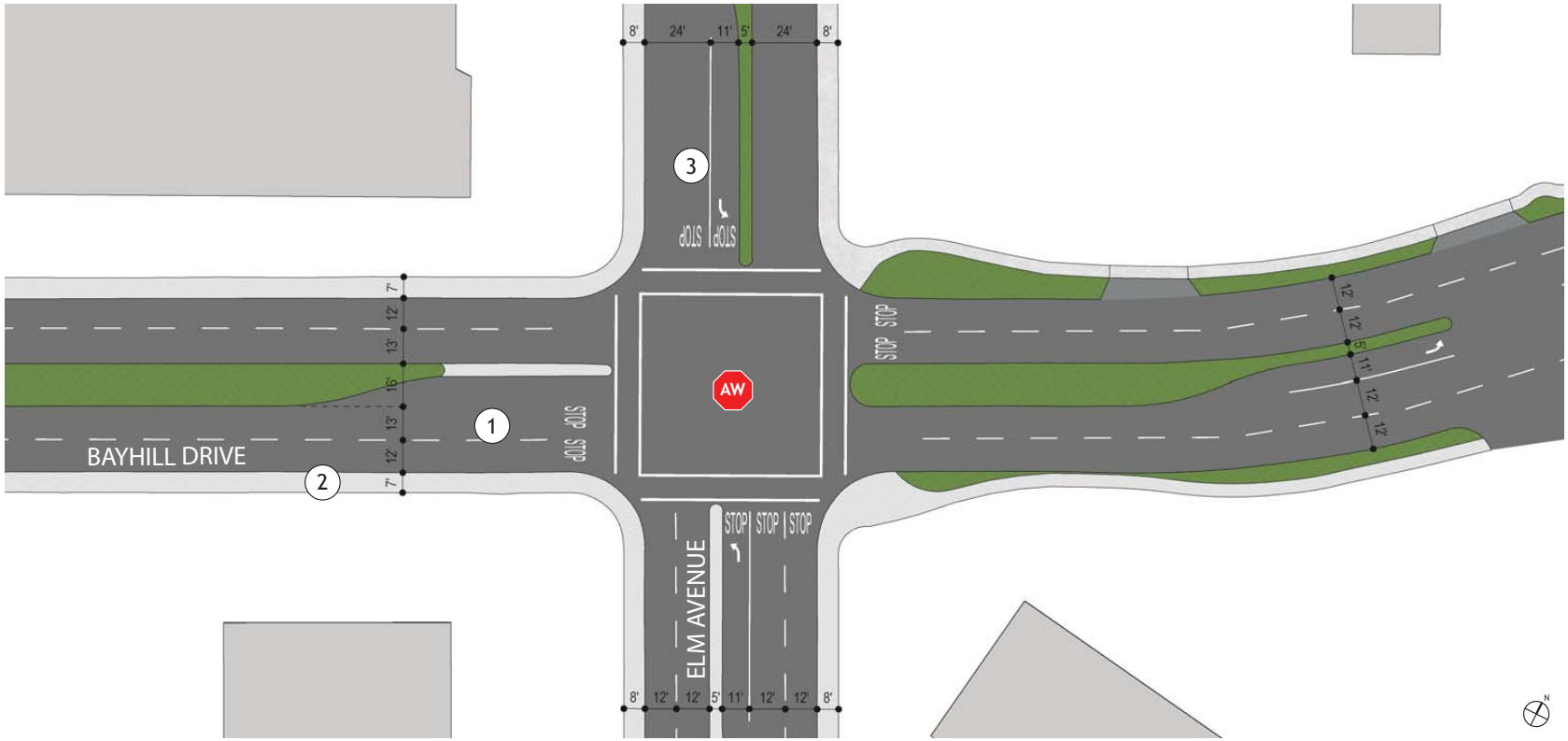


Figure A-13: Bayhill Drive and Elm Avenue – Existing



BAYHILL DRIVE

1. Two 12’ travel lanes in each direction, 16’ median / left turn pocket
2. 8’ sidewalks

ELM AVENUE

North of Bayhill Drive

3. One 20’+ travel lane in each direction, 16’ median/left turn pocket

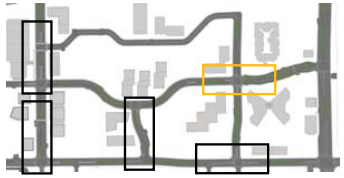
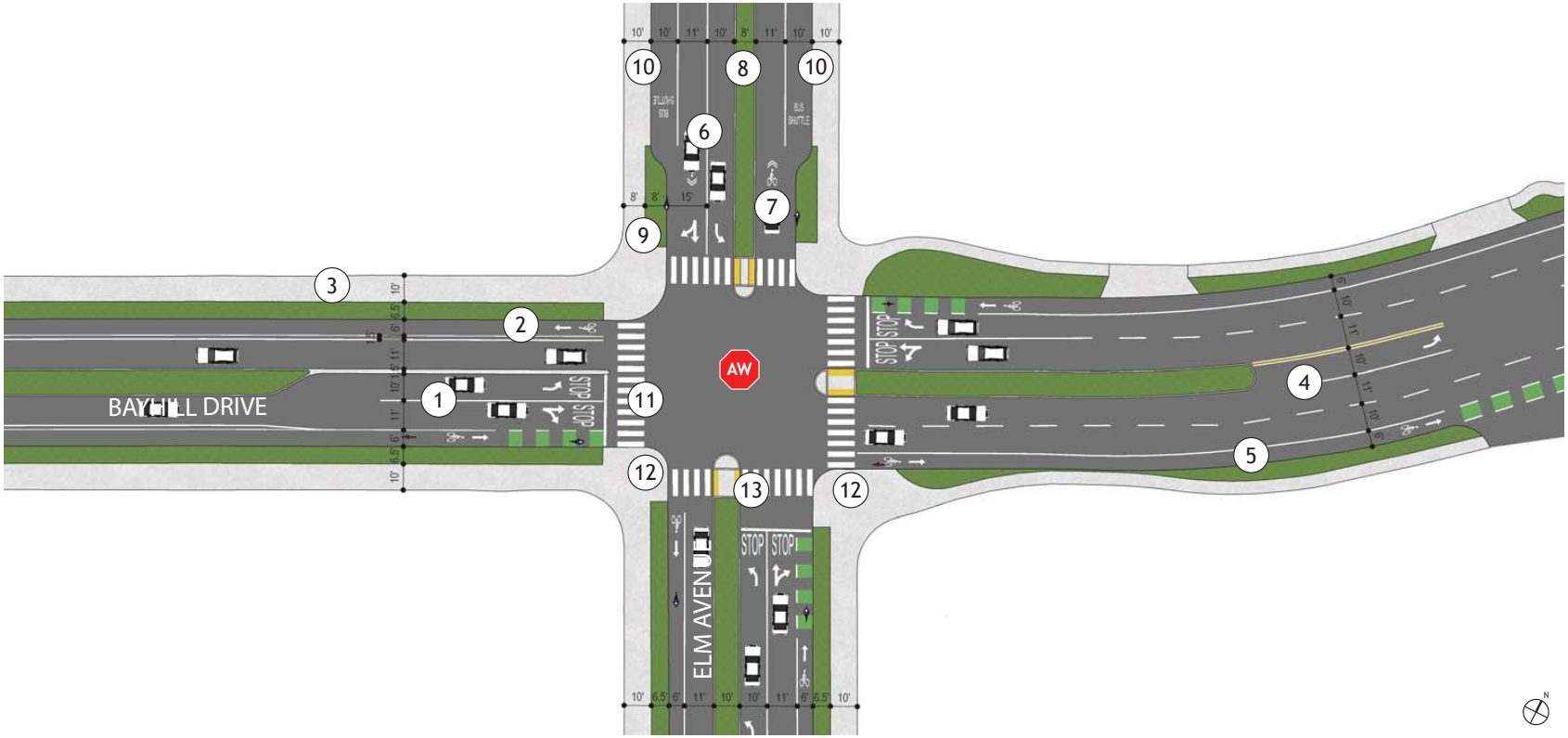


Figure A-14: Bayhill Drive and Elm Avenue – Proposed



BAYHILL DRIVE

West of Elm Avenue

1. One 11’ travel lane in each direction, 10’ median / left turn lane
2. 6’ Class II buffered bike lanes
3. 10’ sidewalks with 6.5’ stormwater planter

East of Elm Avenue

4. 11’ inner lanes, 10’ outer lanes, 10’ median/left turn lane
5. 6’ Class II bike lanes

ELM AVENUE

North of Bayhill Drive

6. Travel lanes narrowed to 11’, 10’ left turn pocket
7. Sharrows
8. Widened median
9. 8’ sidewalk with 8’ stormwater planter
10. 10’ shuttle bus duck-in with 10’ sidewalk

INTERSECTIONS

11. High visibility crosswalks
12. Corner curb radii tightened
13. Pedestrian refuges

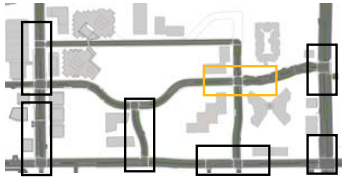


Figure A-15: Grundy Lane – Existing Condition looking East from Cherry Avenue

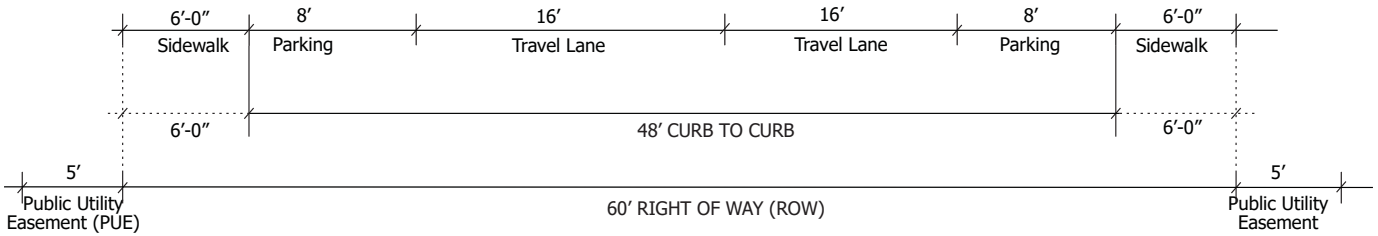


Figure A-16: Grundy Lane – Streetscape Concept with Sharrow looking East from Cherry Avenue

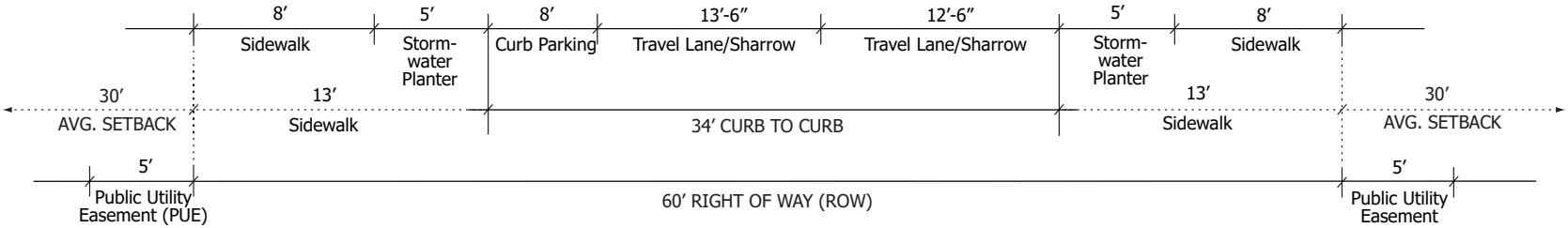


Figure A-17: Traeger Avenue – Existing Condition looking North

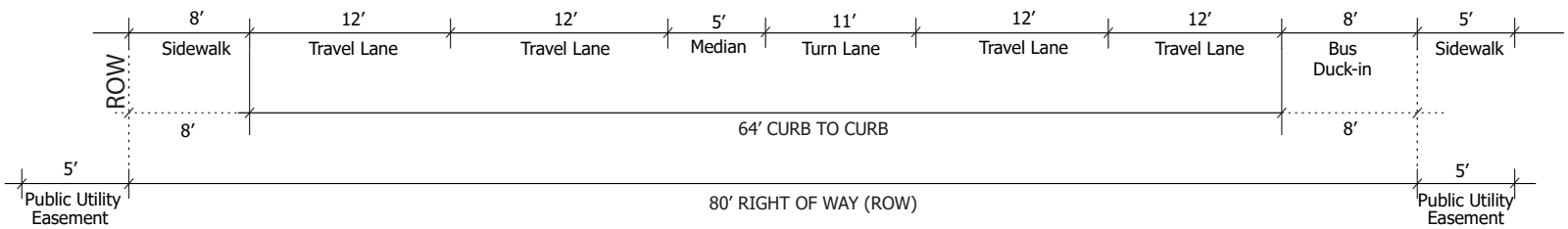


Figure A-18: Traeger Avenue –Streetscape Concept with Sharrow looking North

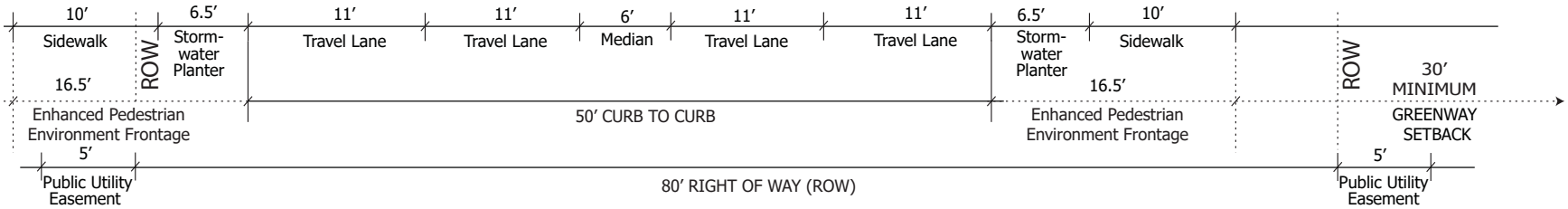
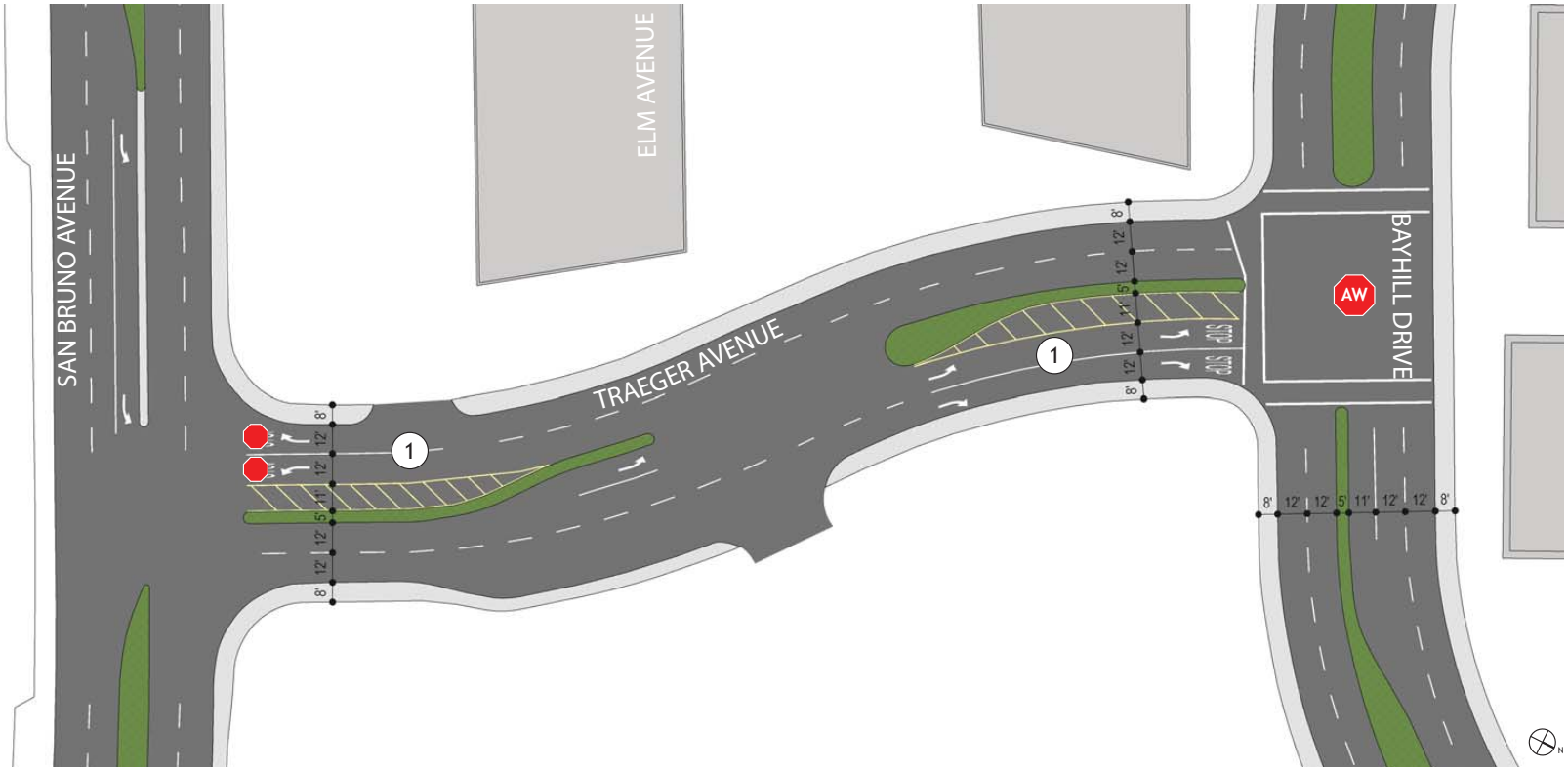


Figure A-19: Traeger Avenue – Existing



TRAEGER AVENUE

1. 11-12’ travel lanes

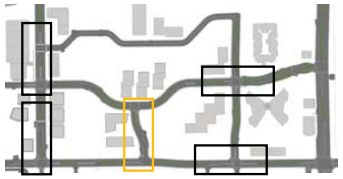
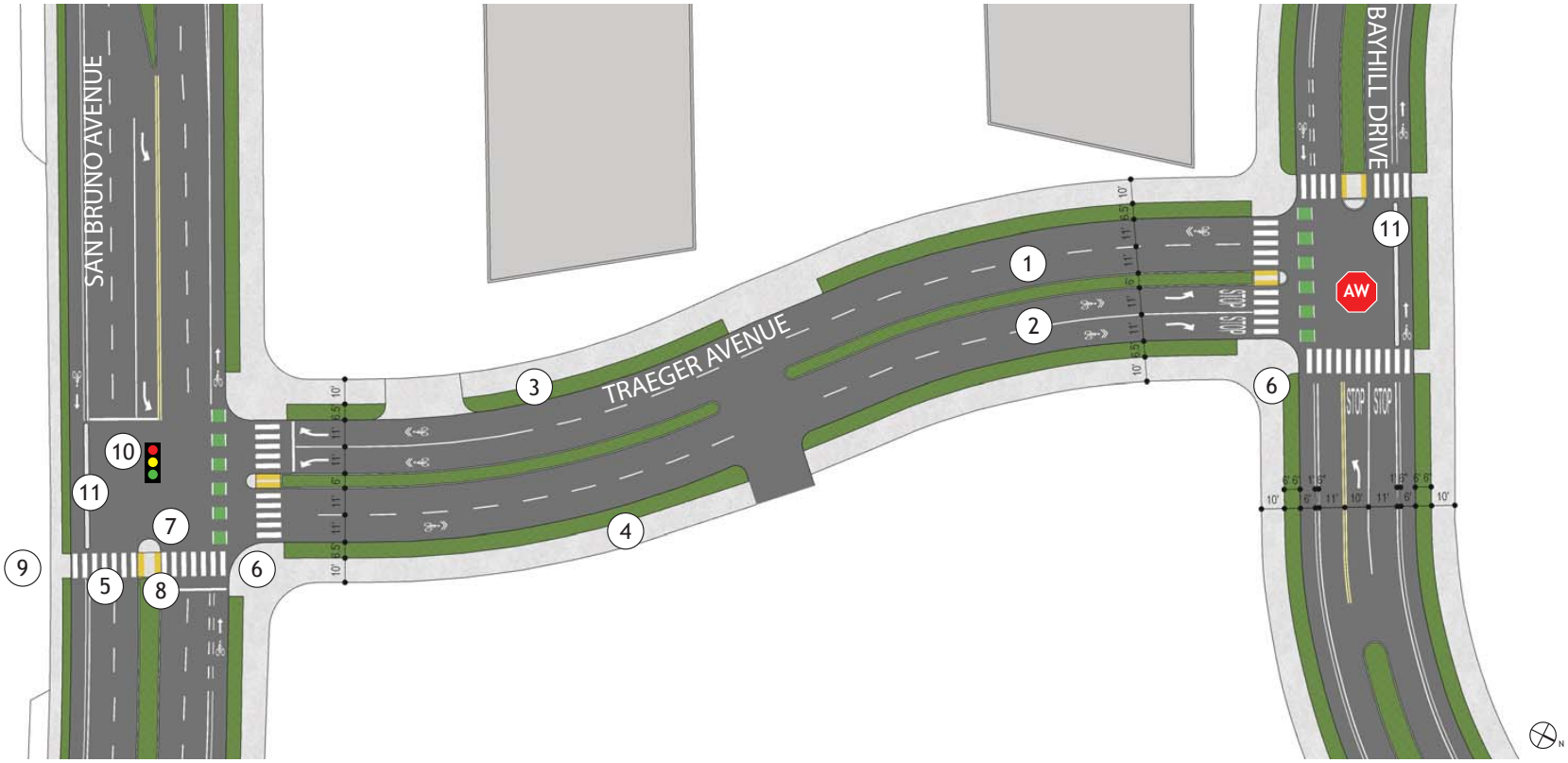


Figure A-20: Traeger Avenue – Proposed



RAEGER AVENUE

. 11’ travel lanes
. Sharrows
. 8’ sidewalk
. 10’ sidewalk

INTERSECTIONS

5. High visibility crosswalks
6. Corner curb radii tightened
7. Pedestrian refuge
8. Advance stop lines
9. Pedestrian connection to Peachwood Court
10. New traffic signal
11. Raised median at bike lanes

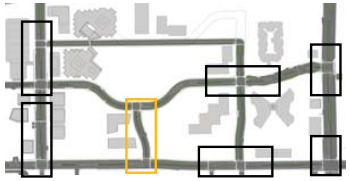


Figure A-21: Elm Avenue – Existing Condition looking North

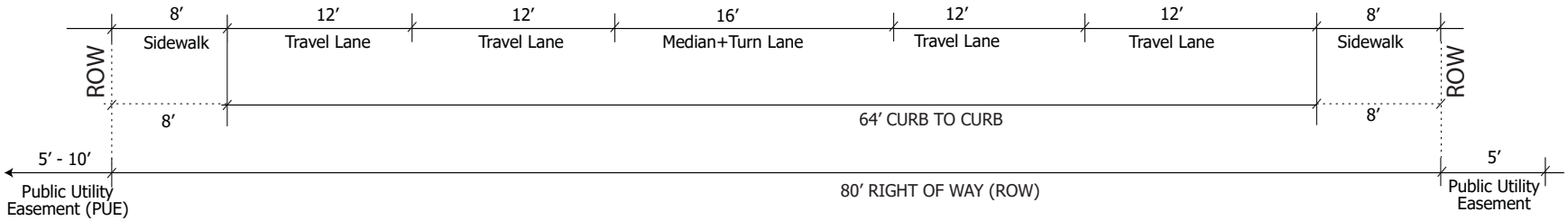


Figure A-22: Elm Avenue – Streetscape Concept with Bike Lanes looking North

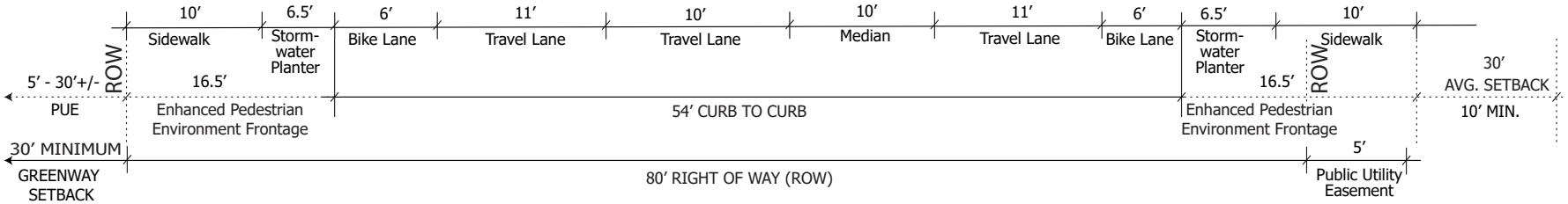


Figure A-23: San Bruno Avenue – Existing Condition looking West

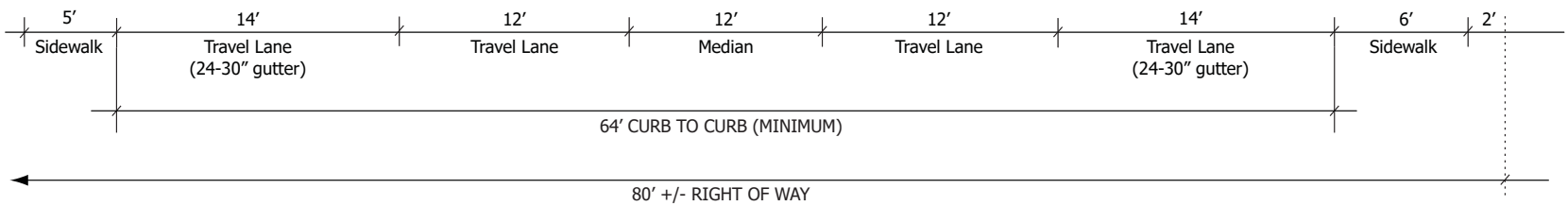
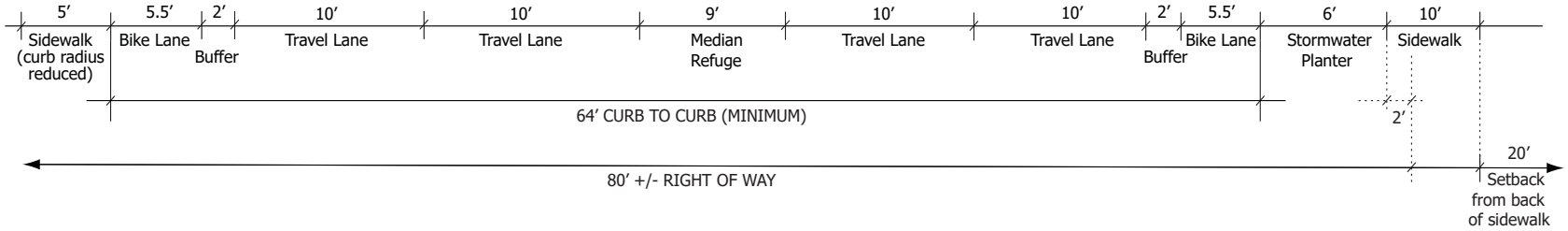
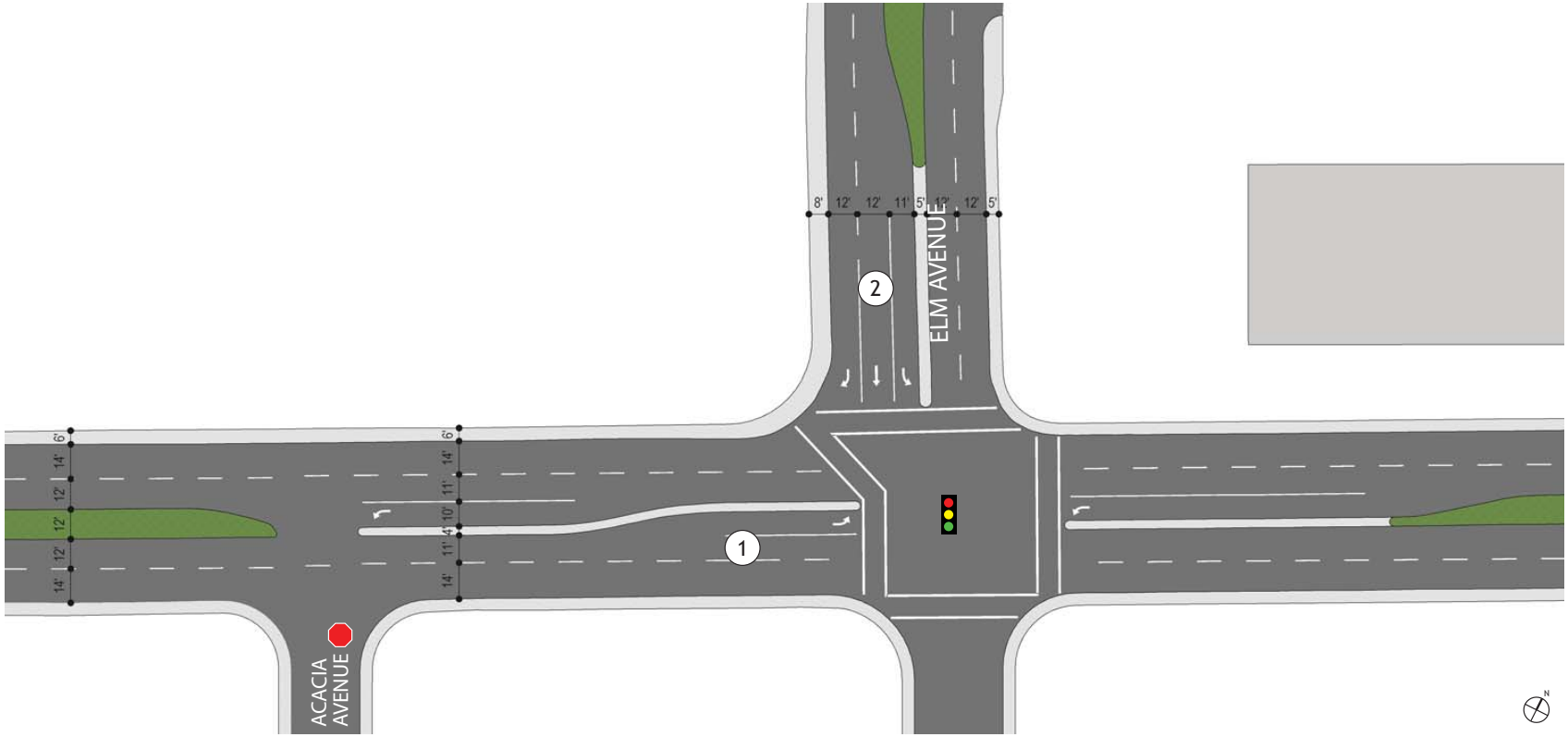


Figure A-24: San Bruno Avenue – Streetscape Concept with Buffered Bike Lane West



* Potential Residential Use fronting San Bruno Avenue

Figure A-25: San Bruno Avenue and Elm Avenue – Existing



SAN BRUNO AVENUE

1. 12'+ travel lanes, 12' median with left turn pockets

ELM AVENUE

South of Bayhill

2. Two 12' travel lanes in each direction, 16' median/left turn pocket

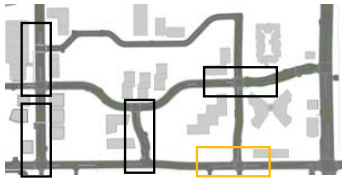
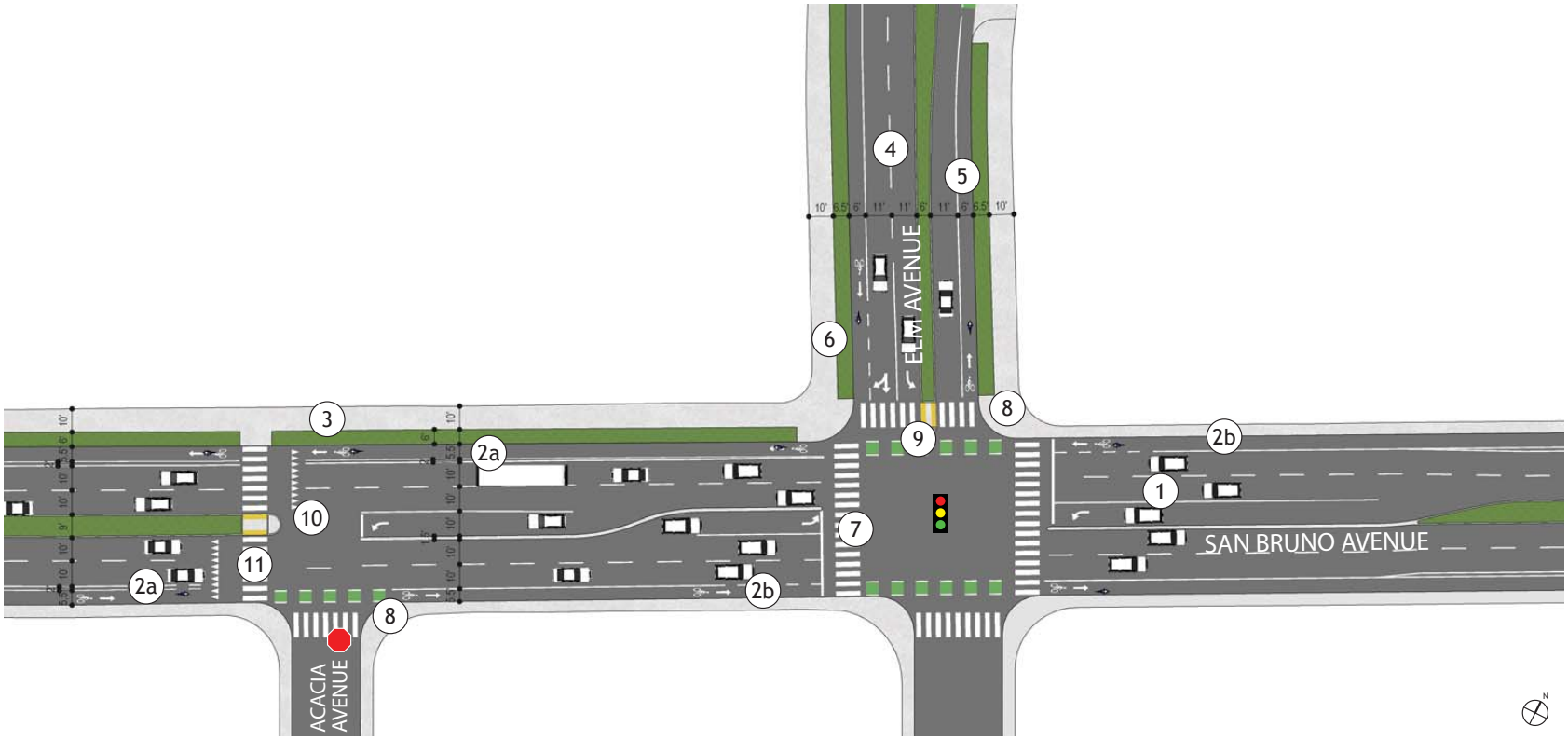


Figure A-26: San Bruno Avenue and Elm Avenue – Proposed



SAN BRUNO AVENUE

1. Travel lanes narrowed to 10', 9' median

2a. 5.5' Class II buffered bike lane, 2' buffer

2b. 5.5' Class II bike lane. No buffer to allow space for left turn pocket

3. 10' sidewalk with 6' stormwater planter (north side)

ELM AVENUE

South of Bayhill

4 Travel lanes narrowed to 11'

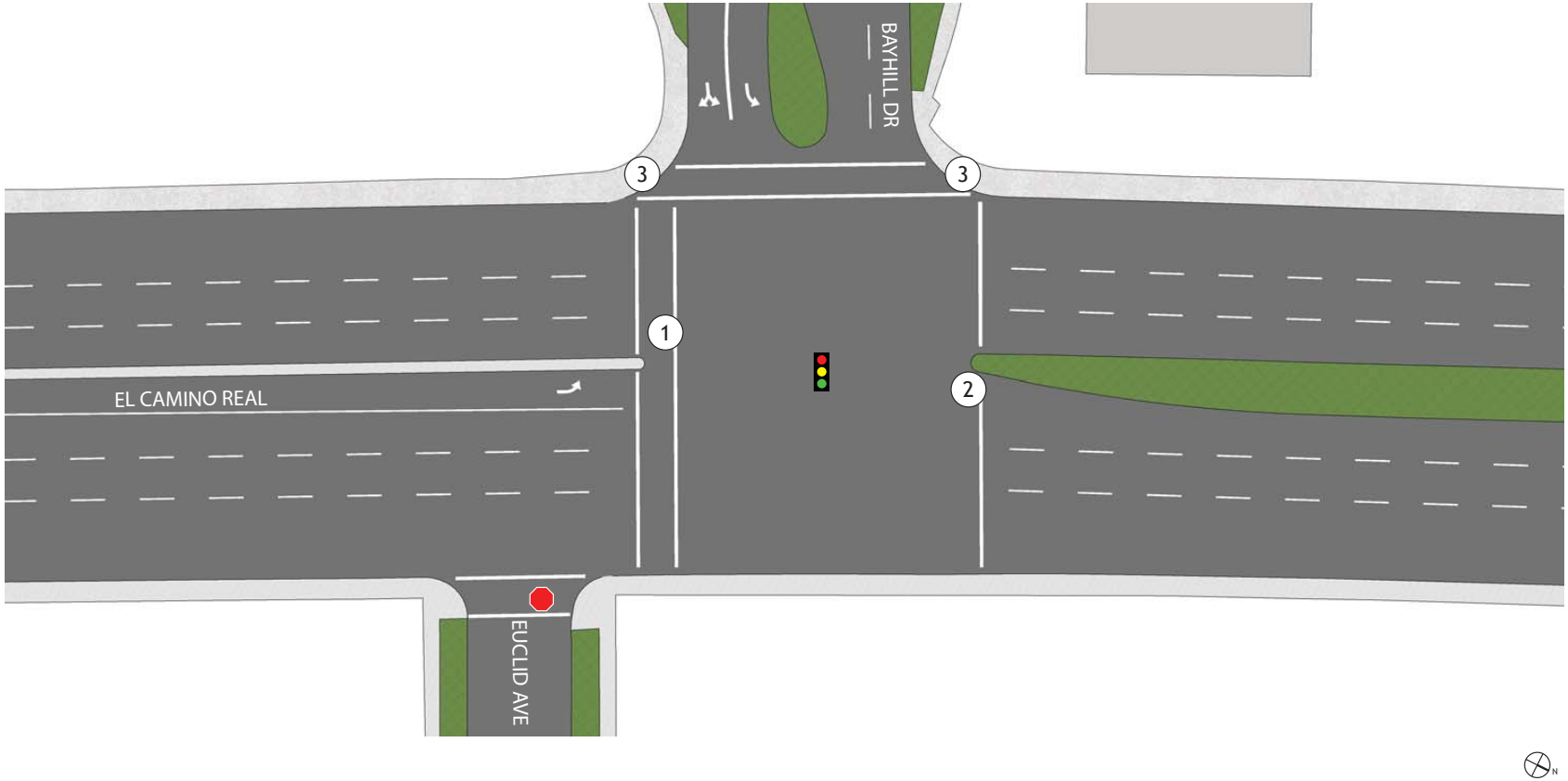
5. 6' Class II bike lane

6. 8' sidewalks with 10' stormwater planter

INTERSECTIONS

7. High visibility crosswalks
8. Corner curb radii tightened
9. Pedestrian refuges
10. Advance pedestrian yield lines
11. Only provide pedestrian crossing at Acacia Avenue if Civic Use is built.

Figure A-27: El Camino Real and Euclid Avenue / Bayhill Drive – Existing



INTERSECTION

1. Long/No crosswalks without ped refuges
2. No crosswalk north of intersection
3. Wide corner curb radii

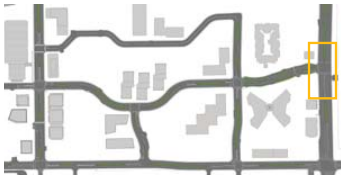
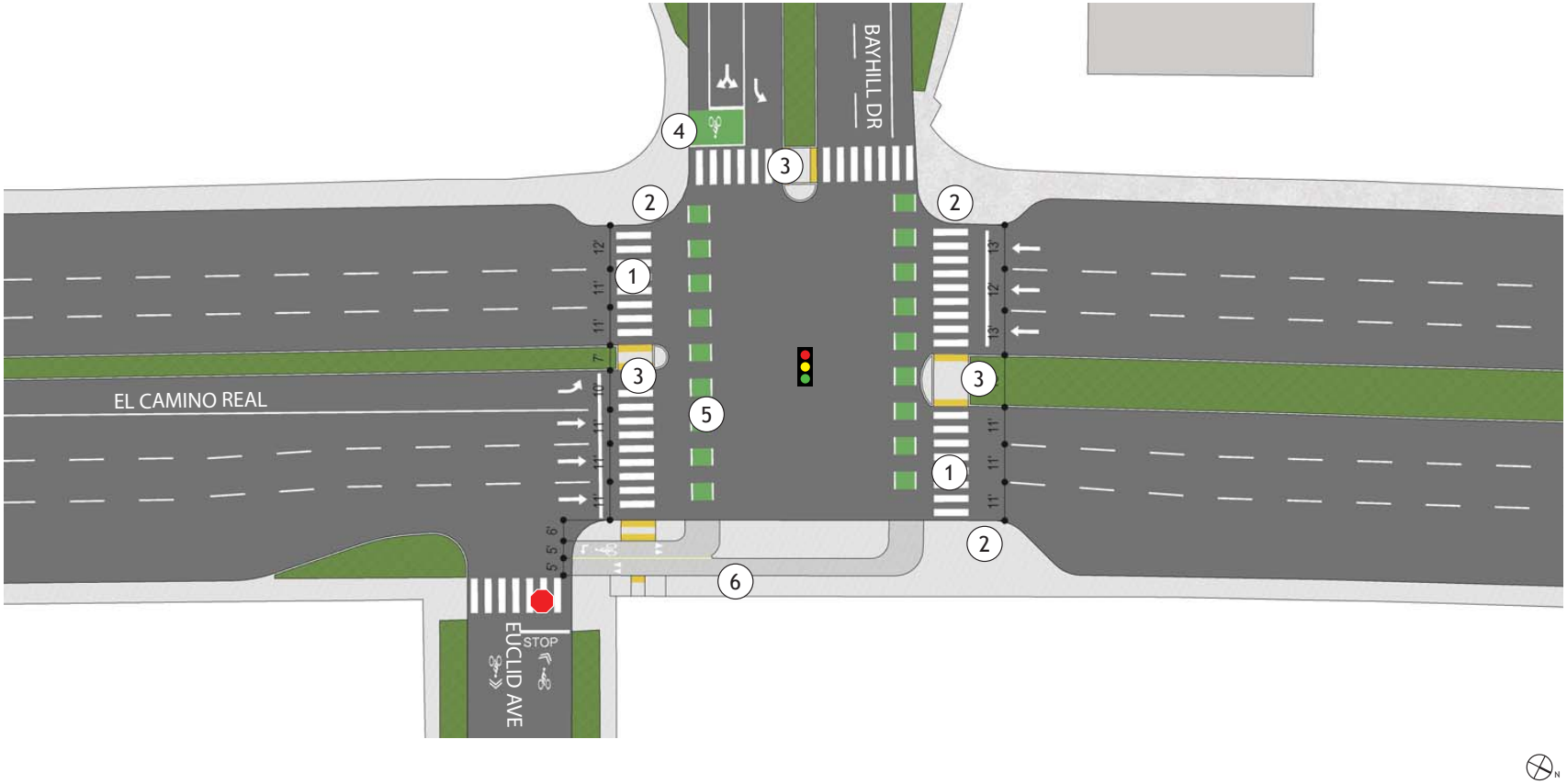


Figure A-28: El Camino Real and Euclid Avenue / Bayhill Drive – Proposed

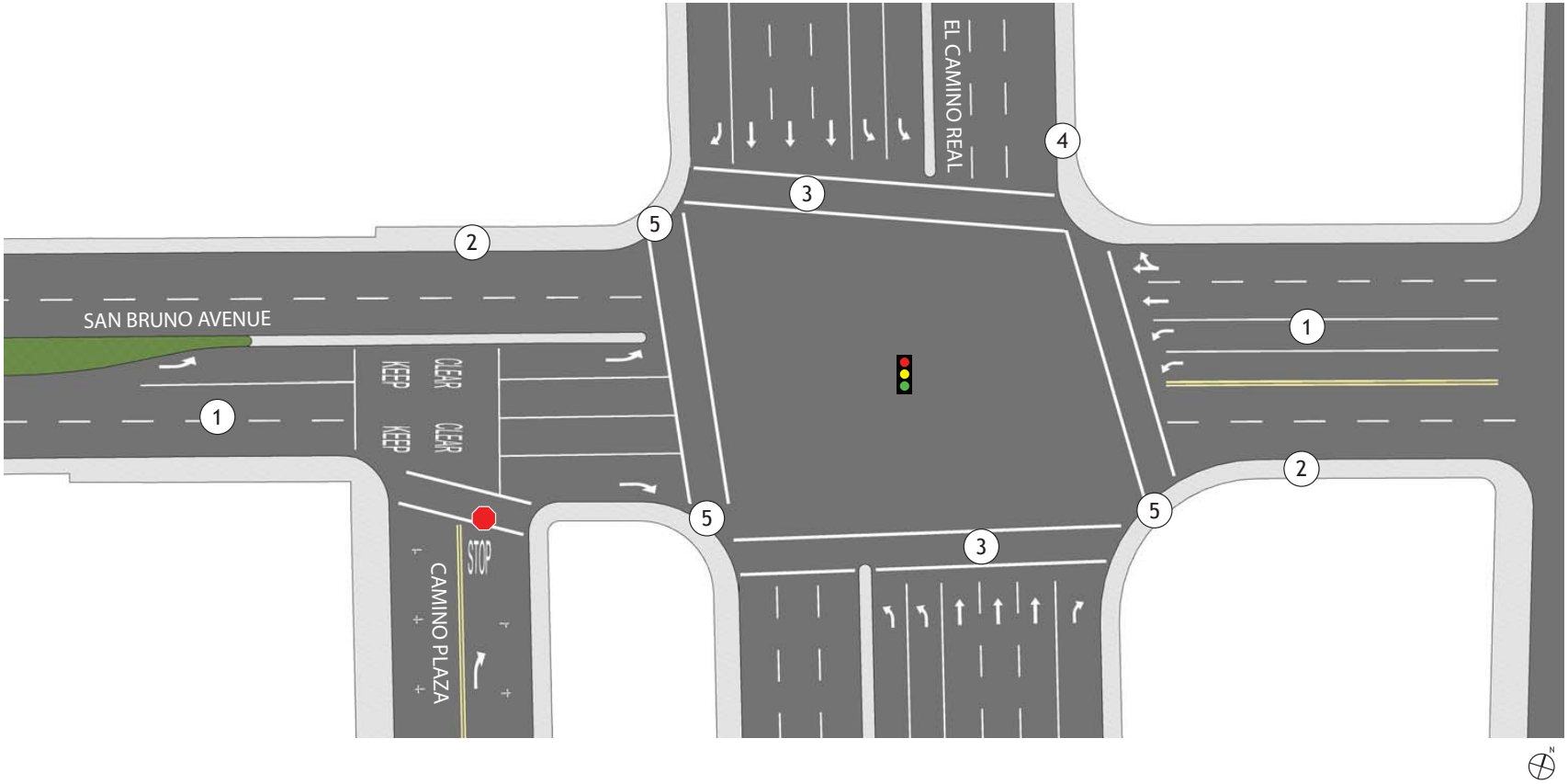


INTERSECTION

1. High visibility crosswalks
2. Bulb-outs
3. Pedestrian refuges
4. Bike box
5. Bike lane striping extension
6. Two-way cycle track to connect offset intersection

** Additional engineering studies required. Consider prohibiting westbound right turn from Euclid Avenue or modifying traffic signal at El Camino Real and Byahill Drive to include Euclid Avenue to address conflict from vehicles turning from Euclid Avenue and the partial cycle track*

Figure A-29: El Camino Real and San Bruno Avenue – Existing



SAN BRUNO AVENUE

1. 12'+ travel lanes, 12' median with left turn pockets
2. 8' sidewalks

INTERSECTION

West of San Bruno Ave

3. Long crosswalks with no ped refuges
4. > 8' Sidewalks
5. Wide corner curb radii

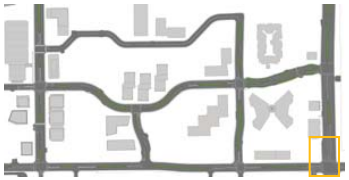
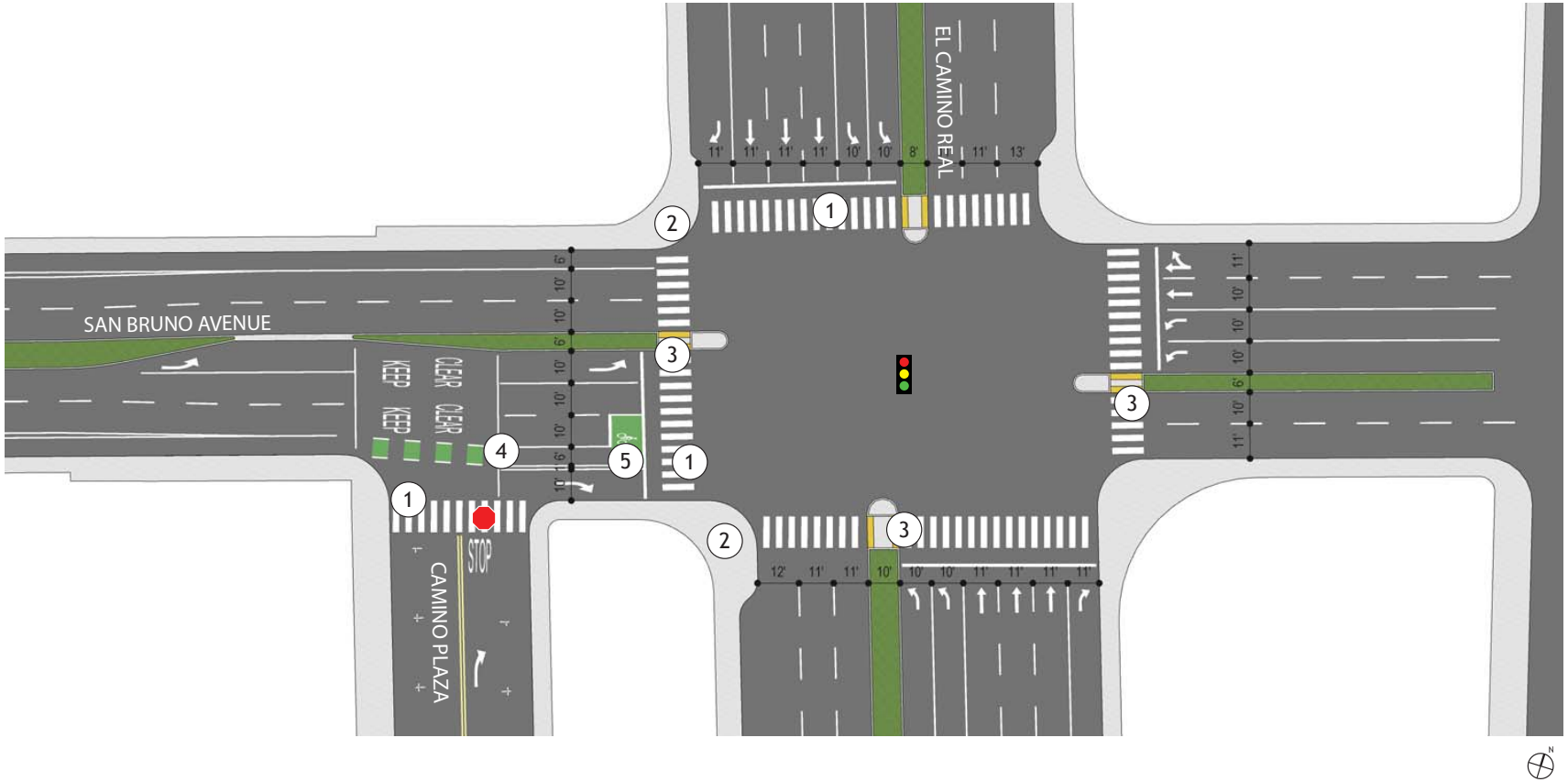
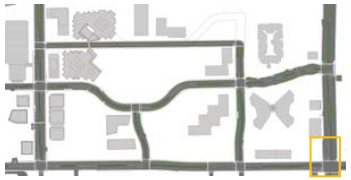


Figure A-30: El Camino Real and San Bruno Avenue – Proposed



INTERSECTION

1. High visibility crosswalks
2. Bulb-outs
3. Pedestrian refuges
4. Through Bike lane
5. Bike box



Glossary

Acronyms and Abbreviations

ABAG – Association of Bay Area Governments

AD – Assessment District

ADA – Americans with Disabilities Act

AF – Acre foot

AFY – Acre-feet per year

ALUCP – Airport Land Use Compatibility Plan for the Environs of the San Francisco International Airport

AMP – Archaeological Monitoring Plan

APN – Assessors Parcel Number

ARB – Air Resource Board

ASES – After School Education & Safety Grants

BAAQMD – Bay Area Air Quality Management District

BART – Bay Area Rapid Transit

BAWSCA – Bay Area Water Supply and Conservation Agency

bgs - below ground surface

BID – Business improvement district

BMU – Bayhill Mixed-Use Overlay

BNC – Bayhill Neighborhood Commercial

BR – Bayhill Residential Overlay

BRO – Bayhill Regional Office

C/CAG – City/County Association of Governments of San Mateo County

CA MUTCD - California Manual on Uniform Traffic Control Devices

CARB – California Air Resources Board

CBA – Community Benefits Agreement

CBSC – California Building Standard Commission

CEQA – California Environmental Quality Act

CFD – Community Facilities District

CH_4 – Methane

CIP – Capital Improvement Program

CNEL – Community Noise Equivalent Level

CMP – Construction Management Plan or Congestion Management Program

CO – Carbon monoxide

CPTED – Crime Prevention Through Environmental Design, a collection of principles and concepts which enhance safety and security through design strategies involving natural surveillance, natural access control, territorial reinforcement, and maintenance and management

CRHR – California Register of Historical Places

CUP - Conditional Use Permit

DA – Development Agreement

dB – Decibel, logarithmic unit used to measure sound level, a ratio

DBA – The "A-weighted" scale for measuring sound in decibels

DIF – Development Impact Fee

DOF – Department of Finance

DPM – Diesel Particulate Matter

EIFS – Exterior Insulation Finishing System

EIR – Environmental Impact Report

EPA – Environmental Protection Agency

ESA – Environmental Site Assessment

FAR – Floor Area Ratio

GFRC – Glass fiber reinforced concrete

GHG – Greenhouse gas

GPM – Gallons per Minute

GPP – Groundwater Protection Program

GSR – Groundwater Storage and Recovery

HFC – Hydrofluorocarbons

HRA – Health risk assessment

HVAC – Heating, ventilation, air conditioning

I - Interstate

JPA – Joint Powers Authority

LCAP – Local Control Accountability Plan

LCFF – Local Control Funding Formula

Ldn – Day-Night Average Sound Level

LEED – Leadership in Energy and Environmental Design

LID – Low Impact Development

LLMDs – Landscaping and Lighting Maintenance Districts

LOS – Level of Service, a qualitative metric that indicates the relative traffic flow quality and delay experienced by individual drivers

LUST – Leaking Underground Storage Tank

MGD – Million gallons per day

MTC – Metropolitan Transportation Commission

MWELO – Model Water Efficient Landscape Ordinance

N2O – Nitrous oxide

NAVD88 – North American Vertical Datum of 1988

NO2 – Nitrogen dioxide

NPDES – National Pollutant Discharge Elimination System

O.D. – Outside Diameter

Pb – Lead

PBID - Property Business Improvement District

PCE – Tetrachoroethylene

PDA – Priority Development Area

PFCs – Perfluorocarbons

PG&E – Pacific Gas and Electric Company

pH – a measure of hydrogen ion concentration, measure of the acidity or alkalinity of a solution

PLS – Peninsula Library Service

PM – Particulate matter

POPO – Privately-owned public open space

PUE – Public Utility Easement

RCP – Reinforced concrete pipe

ROG – Reactive organic gases

ROW – Right-of-Way

RWQCB – Regional Water Quality Control Board

RWS – Regional Water System

SB – South bound

SBPSD – San Bruno Park School District

SF6 – Sulphur hexafluoride

SFO – San Francisco International Airport

SFPUC – San Francisco Public Utilities Commission

SMUHSD – San Mateo Union High School District

SO2 – Sulphur dioxide

SQ FT – square foot

SR – State Route

SSSC - Side Street Stop Controlled

TACs – Toxic Air Contaminants

TDM – Transportation Demand Management

TNC – Transportation Network Companies

TPA – Transit Priority Area

TSPC - Traffic Safety and Parking Committee

TV - Television

UDP – Unanticipated Discovery Protocol

USGBC – United States Green Building Council

USGS – United States Geological Survey

UWMP – Urban Water Master Plan

VOCs – Volatile Organic Compounds

WQCP – Water Quality Control Plant

WSA – Water Supply Assessment

WSMP – Water System Master Plan