



MEMORANDUM

DATE: April 10, 2025
TO: Planning Commission
FROM: Ken Johnson, Senior Planner
SUBJECT: Workshop – Discussion of the General Plan Open Space Element Amendment

OBJECTIVES

The purpose of tonight's workshop is to:

- Provide an introduction and background to a state required amendment to the Open Space Element of the General Plan;
- Receive feedback from the Planning Commission on the proposed structure of the Open Space Element and the preliminary draft of the update to its goals, policies and programs; and
- Outline next steps.

BACKGROUND

A city's general plan contains its vision for its future. General plans have been required under California law since 1971 and the law pertaining to general plans has been amended over the years to include provisions governing general plan scope, contents and timing of updates to certain general plan elements. Per California Government Code Sections 65300 - 65303.4, jurisdictions state-wide are to include at least 7 mandatory elements. Other elements may be applicable to individual jurisdictions on a case-by-case basis, or they may be included in a city's general plan voluntarily. The mandatory elements and Brisbane's additional elements, or General Plan chapters are listed here:

State Mandated Elements	Brisbane's 1994 General Plan Additional Elements or Chapters
• Land Use • Circulation • Housing • Conservation • Open Space • Noise • Safety	• Introduction • The Planning Area • Community Character • Local Economic Development • Recreation and Community Services • Policies and Programs by Subarea.

The City of Brisbane's last comprehensive update to the General Plan was adopted by City Council in 1994 and some of the individual elements have been updated since that time, although the Open Space Element has not been updated. As an aside, the City adopted an Open Space Plan in 2001 and although it cross referenced the Open Space Element's policies and programs, it was not adopted as an amendment to the General Plan and is not part of this review.

In 2023, the state passed Senate Bill SB 1425, which is codified as Government Code § 65565.5 and requires that every city and county shall review and update its Open Space Element by January 1, 2026. SB 1425 requires the Open Space Element to address the following:

- a. Access to open space for all residents in a manner that considers social, economic, and racial equity, correlated with the environmental justice element or environmental justice policies in the general plan, as applicable.
- b. Climate resilience and other co-benefits of open space, correlated with the safety element.
- c. Rewilding opportunities, correlated with the land use element. Rewilding opportunities may include, but are not limited to, opportunities to preserve, enhance, and expand an integrated network of open space to support beneficial uses, such as habitat, recreation, natural resources, historic and tribal resources, water management, and aesthetics.

Tonight's workshop initiates the process of updating the Open Space Element in compliance with SB 1425. The government code further detailing the required contents of an open space element is provided in Government Code Sections 65560 to 65570.

DISCUSSION

Draft Outline of Open Space Element Amendment Structure and Contents

While Brisbane's Open Space Element largely addresses the intent of the state's statutes, further clarity is needed. In order to better align with the government code provisions, staff is recommending a reorganization to the element. This would be to more specifically address and organize the policies and programs around the state law provisions for open space elements.

To this end, a preliminary draft of the table of contents is provided below for the Planning Commission's consideration, which generally follows topic areas provided in state law. The goals, policies and programs would then follow this organizational structure. A table showing the preliminary draft goals, policies and programs, as compared to the 1994 General Plan is provided for review and comment (see Attachment 1). The draft Open Space Element table of contents is outlined below:

1. **Introduction:** The Introduction chapter would provide a brief introduction and outline the goals of the general plan, along with policies and programs specific to its long range and comprehensive nature.
2. **Inventories & Acquisitions:** This chapter would address the goals of providing for significant funding resources and other tools, such that open space may be established wherever possible; and once established, open space is to be maintained and remain undeveloped for future generations.
3. **Open Space for Natural Resources & Rewilding:** Natural resources and rewilding addresses the goal establishing and managing open space lands to protect the natural environment.
4. **Open Space for Outdoor Recreation & Access for All:** Recreation and access will address the goals of providing recreational and educational opportunities through open space, parks and

open areas; providing respite to those who live, work and visit Brisbane through the provision of open space and natural areas; and that residents and the business community respect and maintain the land and the waters for future generations.

5. **Safety:** This chapter is to provide the connection between the Open Space Element and Safety Element, specifically hazard mitigations that might be aided through the designation of open space.
6. **Other Issues:** This chapter is to address other issues that are provided in state law, such as tribal resources, resources for production such as agriculture and military uses. These are generally not applicable at this time, but need to be addressed for completeness.

For the Planning Commission's reference, the City's adopted Open Space Element is provided with the weblink in Attachment 4.

Other Related Elements

State law requires that a city's general plan is to be internally consistent within and across the elements. There are a few other elements of Brisbane's General Plan that are noteworthy in their relationship to the Open Space Element.

Land Use Element: Last fall, during the City Council's discussions related to the Brisbane Acres and the ordinance to adopt urban lot split provisions, City Council expressed interest in the possibility of designating and rezoning the portions of the upper Brisbane Acres, that the City has acquired, to be open space. To that end, a focused Land Use Element amendment is also proposed, which would modify the Land Use Map and related Land Use Element text to designate those portions of the upper Brisbane Acres as open space. Accordingly, for consistency, a zoning map amendment would accompany this general plan amendment to implement that new land use designation. The area proposed for this amendment is shown as the City owned properties within the upper Brisbane Acres that were not designated for the R-TUO Residential Two Unit Overlay district. See Attachments 2 and 3 for the Land Use and Zoning maps, with annotations showing the proposed open space designation on the upper Brisbane Acres.

Subareas: As noted above, the City's 1994 General Plan includes a Subareas chapter. This chapter is comprised of a list of policies and programs that are specific to the subareas throughout the City (i.e. Brisbane Acres, Central Brisbane, Northeast Ridge, etc.), but relate to the other elements, including the Open Space Element. At this time, it is suggested that those subarea-specific policies and programs remain in that chapter, but this may be subject to further review. These specific policies and programs have been included at the end of the comparison table for reference and appear consistent with the preliminarily proposed Open Space Element policies and programs (Attachment 1).

Safety Element: The Safety Element was last updated in October 2024 to reflect the most recently adopted Local Hazard Mitigation Plan to comply with State Assembly Bill 2140 (2006). It is scheduled for a focused amendment in late 2025 or early 2026 to incorporate a vulnerability assessment and other technical studies and maps related to climate change and other natural hazards in Brisbane. This will be provided to the Planning Commission separately. However, a cross reference will be provided within the Open Space Element, to reference map exhibits provided in the Safety Element. This is specifically

to address one of the requirements of Senate Bill SB 1425 regarding hazard mitigation and climate change adaption.

Recreation and Community Services: The Recreation and Community Services chapter of the General Plan is also closely related to the Open Space Element. State law specifically calls for the Open Space Element to provide for outdoor recreation, for a) scenic, historical or cultural value b) areas suited to parks and recreation purposes, c) provision of linkages between recreation and open space areas and d) access as appropriate to the resource. The Recreation and Community Services chapter primarily includes goals, policies and programs related to activities, while the Open Space Element currently addresses establishing and maintaining land for such uses. It's intended that this linkage between the two elements will remain and the Recreation and Community Services element will be further reviewed to ensure that there are no inconsistencies between the two elements.

Conservation Element: The Conservation Element is closely related to the Open Space Element and while it is not anticipated that Open Space Element amendments will trigger the need for an update to the Conservation Element, an update will be due within the next couple years or so. The state passed Assembly Bill 1889 in 2024 and requires that, for jurisdictions statewide, upon the next update of one or more elements of the general plan on or after January 1, 2028, the conservation element is also to be updated. As the Open Space Element update progresses this year, the Conservation Element will be further reviewed by staff to ensure that there are no inconsistencies between the two.

NEXT STEPS

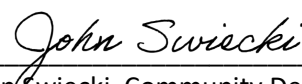
- Future workshops with the Planning Commission as needed
- Workshops with P&R Commission and the OSEC May – June 2025
- Staff to prepare a complete draft amendment
- Planning Commission public hearing for recommendation to City Council, Summer 2025
- City Council public hearing in Fall 2025 for adoption

ATTACHMENTS

1. Comparison of Preliminary Draft Goals, Policies and Programs to the 1994 General Plan
2. Land Use Map (annotated to show the proposed area for open space land use designation)
3. Zoning Districts Map (annotated to show the proposed area for open space zoning)
4. 1994 General Plan [The Brisbane General Plan | Brisbane, CA](#) , selected chapters (direct weblinks):
 - i. Land Use Element [CHAPTER V](#)
 - ii. Open Space Element [CHAPTER VII](#)
 - iii. Recreation & Community Services [CHAPTER VIII](#)
 - iv. Conservation Element [CHAPTER IX](#)
 - v. Safety Element [CHAPTER X](#)



Ken Johnson, Senior Planner



John Swiecki, Community Development Director

Government Code Section (Abridged, for reference)	Preliminary 2025 Draft – Chapter Titles, Goals, Policies & Programs (Those goals, policies and programs proposed as new are shown in green. Revisions are not redlined, but see the adjacent column for comparison to adopted.)	Corresponding 1994 Adopted Open Space Element - Goals, Policies & Programs (Policies and programs in this column may show up more than once, to correspond to more than one proposed draft policy or program.)	Notes:
§ 65562(b) State & Regional Plans- Co-ordinated with state and regional plans § 65563 Long Range Comprehensive Plan- Long Range & Comprehensive Plan for Preservation and Conservation of OS Lands	Chapter 1. Introduction		
	ELEMENT GOALS (All Chapters): The City of Brisbane will be a place where... 1. Open space planning is long range and comprehensive; 2. Significant funding resources and other tools are made available such that open space may be established wherever possible; 3. Open space is maintained and remains undeveloped for future generations; 4. The public is educated and engaged in establishing and maintaining open space for its natural resource value and importance to wildlife. 5. Residents and the business community respect and maintain the land and the waters for future generations; 6. Open space provides respite to those who live, work and visit Brisbane; 7. Open space provides recreational and educational opportunities; 8. Open space is considered in concert with hazard mitigation. 9. Open space is considered in concert with protection of historical artifacts, where applicable.	GOALS: The City of Brisbane will be a place... Where open space lands have been set aside to protect the natural environment; Where outdoor areas provide recreational open space and educational opportunities; Where open space and natural areas provide respite to both residents and businesses; and Where residents reciprocate by respecting and maintaining the land and the waters for future generations.	
	Goal 1: Open space planning is long range and comprehensive.		
	Policy 1.A Continue long range and comprehensive planning for open space consistent with the City goals and with state and federal laws.	Policy 93: Establish an implementation program for open space acquisition. (See also Policy 2, below.)	

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	Program 1.A.1 Maintain communications on the status of open space programs and operations with other responsible agencies.	Program 93f: As a part of the open space acquisition plan, provide updated information on County, State and Federal open space plans and programs. Program 93g: In setting priorities and programs for open space acquisition, review proposals for conformance with the County, State and Federal plans	
	Program 1.A.2 Provide annual reports to City Council of progress and status open space and parks resources, for setting priorities and budgets. The annual reports are to include the following information: i. The state of the open space resources in the community, the amount and type of open space land, the needs for operating and maintaining existing lands, and new acquisitions and funding sources. ii. Opportunities for future open space and park lands acquisitions. iii. Program updates from responsible agencies and any needed actions for alignment of City priorities with responsible agency program updates.	Program 83d: Provide an annual report to the City Council on Federal, State and private opportunities for open space acquisition on San Bruno Mountain and elsewhere in the City. Program 84f: Provide an annual report to the City Council and the community of all activities pertaining to the acquisition, preservation and appreciation of San Bruno Mountain, including information from the HCP manager. Policy 93: Establish an implementation program for open space acquisition. Program 93d: Provide an annual report to the City Council on the state of the open space resources in the community, the amount and type of open space land, the needs for operating and maintaining existing lands, and new acquisitions and funding sources. Program 93f: As a part of the open space acquisition plan, provide updated information on County, State and Federal open space plans and programs. Program 93g: In setting priorities and programs for open space acquisition, review proposals for conformance with the County, State and Federal plans	
	Program 1.A.3 Review and establish open space priorities as part of the budget and Capital Improvement program development process.	Policy 91 Explore the widest range of options for preserving open space lands, including acquisition, dedication, and exactions on development projects. (See also Policy 2.B, below) Policy 93: Establish an implementation program for open space acquisition. Program 93e: Review and establish open space priorities annually as part of the budget and Capital Improvement program development process.	
	Program 1.A.5 Continue the function of the Open Space & Ecology Committee to advise the City Council on open space and related environmental matters.	Program 93k: Consider establishing an environmental commission of local citizens to help advise the City Council on open space acquisitions and environmental matters in general.	

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65560(b) Inventory of Unimproved Land -Save El Toro Assn. v. Days (1977) 74 Cal. App. 3d 64, 73 Gov. Code § 65560(b) Inventory of the above lands a. Include any parcel that is essentially unimproved (i.e., need not be completely vacant) § 65562(a) Conserved Wherever Possible- Policies provide that open space “must be conserved wherever possible” § 65564, § 65566, § 65567, § 65910 Consistency- Action plan a. Acquisition and disposal of open space must be consistent with the open space plan b. Building permits, subdivision maps and zoning must be consistent with the plan c. Open-space zoning pursuant to § 65910 (e.g., exclusive agriculture zones, large-lot zones, overlay zones for d. hazards areas, etc.) must be consistent with the plan	Chapter 2. Inventories & Acquisitions		
	Goal 2: Significant funding resources and other tools are made available such that open space may be established wherever possible.		
	Policy 2.A Maintain an inventory of existing and potential open space and park lands.	Policy 81 The City Shall conduct an on-going effort to identify sites or portions of sites having particular value as open space, wildlife habitat, wetlands, or other environmental qualities that should be preserved and protected. In such cases, the City shall explore the feasibility of acquisition of these areas by the City or by other public or private agencies that are engaged in the ownership and preservation of open space, and, when legally possible, imposing a requirement that such areas be dedicated by the owner to the public for open space purposes.	
	Program 2.A.1 Consistent with state law and the City’s open space goals, the City will maintain an inventory, through maps and tables, of all unimproved land, park lands and open space lands within the City and its sphere of influence; including identification of sites that are known to have particular value as open space, wildlife habitat, wetlands, or other environmental qualities that should be preserved and protected.	Policy 81 The City Shall conduct an on-going effort to identify sites or portions of sites having particular value as open space, wildlife habitat, wetlands, or other environmental qualities that should be preserved and protected. In such cases, the City shall explore the feasibility of acquisition of these areas by the City or by other public or private agencies that are engaged in the ownership and preservation of open space, and, when legally possible, imposing a requirement that such areas be dedicated by the owner to the public for open space purposes. Policy 81.1 Work to preserve open space lands to protect the natural environment and to provide outdoor educational and recreational opportunities consistent with the sensitivity of the resource. Policy 82 Encourage the preservation, conservation and restoration of open space to retain existing biotic communities, including rare and endangered species habitat, wetlands, watercourses and woodlands. Program 93h: For reference and assistance in establishing open space priorities, prepare a comprehensive map of vacant lands in the planning area and update the map annually.	
	Policy 2.B Conserve lands that are suitable for open space wherever possible, using a wide range of options, such as acquisition, dedication and exactions on development projects.	Policy 90 On an ongoing basis, aggressively seek opportunities to preserve open space. Policy 91 Explore the widest range of options for preserving open space lands, including acquisition, dedication, and exactions on development projects.	

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	Program 2.B.1 (Policy 81.1 and 82): In consultation with responsible agencies, conserve open space wherever possible.	Policy 81.1 Work to preserve open space lands to protect the natural environment and to provide outdoor educational and recreational opportunities consistent with the sensitivity of the resource. Policy 82 Encourage the preservation, conservation and restoration of open space to retain existing biotic communities, including rare and endangered species habitat, wetlands, watercourses and woodlands.	
	Program 2.B.2 Whether within or outside the HCP area, continue to identify sites that would have value as open space, habitat, wetlands or other environmental qualities and impose dedication requirements or in lieu fees with new development, consistent with local state and federal laws that pertain to the specific resource.	Policy 81 The City Shall conduct an on-going effort to identify sites or portions of sites having particular value as open space, wildlife habitat, wetlands, or other environmental qualities that should be preserved and protected. In such cases, the City shall explore the feasibility of acquisition of these areas by the City or by other public or private agencies that are engaged in the ownership and preservation of open space, and, when legally possible, imposing a requirement that such areas be dedicated by the owner to the public for open space purposes. (See also Policies 2.A and 2.B) Program 91b: In conjunction with all new development and the redevelopment of existing uses, where appropriate, require dedication of lands with habitat or other natural resource value to remain as open space and/or in-lieu fees for open space acquisition.	
	Program 2.B.3 (new) Consistent with the Housing Element, consider expanding the density transfer zoning provisions to allow for dedication of lands that contain habitat value or other open space value in exchange for increased density within the areas of Brisbane that permit multifamily development.		
	Program 2.B.4 On an ongoing basis, explore and pursue funding sources for acquisition of open space lands with habitat, recreational or other natural resource value (also see annual reporting policy and program above).	Program 91a: On an ongoing basis, explore and pursue funding sources for acquisition of open space lands with habitat, recreational or other natural resource value. Policy 93 Establish an implementation program for open space acquisition. Program 93a: Consider legally available means of funding open space acquisition, such as taxing, assessment districts and other funding mechanisms	
	Program 2.B.5 Continue to utilize the open space fund to consolidate in-lieu fees, donations, and grants so-as to be ready to acquire open space as funds are sufficient and opportunities arise.	Program 93b: Establish an open space fund to consolidate in-lieu fees, donations, and grants so as to be ready to acquire open space as funds are sufficient and opportunities arise.	
	Program 2.B.6 Encourage volunteer efforts in supporting open space acquisition, through such activities as initiating legislation, fund-raising and generating philanthropic dedications.	Program 93c: Encourage volunteer efforts in supporting open space acquisition, through such activities as initiating legislation, fund-raising and generating philanthropic dedications.	

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	Program 2.B.7 On an ongoing basis, review County, State and Federal open space plans and programs for alignment with City acquisitions.	Program 93f: As a part of the open space acquisition plan, provide updated information on County, State and Federal open space plans and programs. Program 93g: In setting priorities and programs for open space acquisition, review proposals for conformance with the County, State and Federal plans.	
	Program 2.B.8 Investigate establishing or joining special open space acquisition districts.	Program 93i: Investigate establishing or joining special open space acquisition districts.	
	Program 2.B.9 On an annual basis, send out a letter to all property owners of potential open space, to outline options for the land to become public open space.	Program 931: On an annual basis, send out a letter to all property owners of potential open space, to see if they would like to donate it to the public.	
	Policy 2.C (new) Acquire, establish and maintain parks throughout Brisbane. (See separate policy for open areas)		
	Program 2.C.1 Require impact fees or exactions as contributions to the acquisition, development and maintenance of passive open space, park and recreation facilities .	Program 88c Require impact fees or exactions as contributions to the acquisition, development and maintenance of passive open space, park and recreation facilities in conjunction with the mitigation requirements for development projects.	
	Program 2.C.2 (new): Establish new parks with the development of the Baylands.		
	Program 2.C.3 (new): Establish a new park at Sierra Point, as funding is made available.		
	Program 2.C.4 (new): Identify potential sites of various sizes throughout Brisbane for establishment of parks. (See also Program 1.A.2)		
	Goal 3: Open space is maintained and remains undeveloped for future generations.	Goal: Where open space lands have been set aside to protect the natural environment	
	Policy 3.A Preserve publicly dedicated open space both in Brisbane and within its sphere of influence.	Policy 87.1 Publicly dedicated open space both in and around the City shall be preserved. The City shall therefore discourage and oppose any attempted conversion of such dedicated open space to urban uses, and shall not authorize or approve the relinquishment, abandonment or release of any open space dedication unless there is a finding of a compelling and overriding public interest and public benefit to be served thereby.	

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	Program 3.A.1 The City shall discourage and oppose any attempted conversion of dedicated open space to urban uses, and shall not authorize or approve the relinquishment, abandonment or release of any open space dedication unless there is a finding of a compelling and overriding public interest and public benefit to be served thereby.	Policy 87.1 Publicly dedicated open space both in and around the City shall be preserved. The City shall therefore discourage and oppose any attempted conversion of such dedicated open space to urban uses, and shall not authorize or approve the relinquishment, abandonment or release of any open space dedication unless there is a finding of a compelling and overriding public interest and public benefit to be served thereby.	
§ 65560(b)(1) Natural Resources-Open Space for Natural Resources -a. Areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; b. Areas required for ecologic and other scientific study purposes; c. Rivers, streams, bays and estuaries; and d. Coastal beaches, lakeshores, banks of rivers and streams, and watershed lands § 65565.5 (NEW) Access for All, Rewilding, Climate Resilience by 1/1/26- Address all of the following: a. Access to open space for all residents in a manner that considers social, economic, and racial equity, correlated with the environmental justice element or environmental justice policies in the general plan, as applicable. b. Climate resilience and other cobenefits of open space, correlated with the safety element. c. Rewilding opportunities, correlated with the land use element. For purposes of this section, “rewilding opportunities” may include, but are not limited to, the following: a.	Chapter 3. Open Space for Natural Resources & Rewilding		
	Goal 4: The public is educated and engaged in establishing and maintaining open space for its natural resource value and importance to wildlife.		
	Policy 4.A Strengthen and broaden the public’s commitment and knowledge regarding San Bruno Mountain and its wildlife and habitat.	Policy 84 Strengthen and broaden the public's commitment and knowledge regarding San Bruno Mountain and its wildlife and habitat.	
	Program 4.A.1 Educate the public of the continued threat of invasive species through the Brisbane Star, brochures, websites, and other means.	Program 82a Educate the public of the continued threat of invasive species through the Brisbane Star.	
	Program 4.A.2 Through public school programs and City recreation programs, encourage and promote San Bruno Mountain as an educational resource.	Program 84b: Through public school programs, encourage and promote San Bruno Mountain as an educational resource.	
	Program 4.A.3 Through the Recreation Program, provide educational and volunteer programs to adults and youth regarding San Bruno Mountain.	Program 84d. Through the Recreation Program, provide educational and volunteer programs to adults and youth regarding San Bruno Mountain.	
	Program 4.A.4 Provide information on the natural ecology of the Canyons through publications and presentations, and encourage citizens to respect the fragility of these eco-systems.	Program 84e: Provide information on the natural ecology of the Canyons through publications and presentations, and encourage citizens to respect the fragility of these eco-systems.	
	Program 4.A.5 Cooperate with the County and State to enhance San Bruno Mountain Park and adjacent lands in Brisbane by joint public information programs about the mountain and by encouraging supervised volunteers in protection and preservation efforts.	Program 84a: Cooperate with the County and State to enhance San Bruno Mountain Park and adjacent lands in Brisbane by joint public information programs about the Mountain and by encouraging supervised volunteers in protection and preservation efforts.	
	Program 4.A.6 (new) Discourage the use of some areas under certain circumstances, such as when the use of a trail threatens endangered species habitat, contributes to erosion on fragile slopes, or presents a public safety hazard.		

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Opportunities to preserve, enhance, and expand an integrated network of open space to support beneficial uses, such as habitat, recreation, natural resources, historic and tribal resources, water management, and aesthetics. b. Establishing a natural communities conservation plan to provide for coordinated mitigation of the impacts of new development.	Goal 5: Residents and the business community respect and maintain the land and the waters for future generations.	Goal: Where residents reciprocate by respecting and maintaining the land and the waters for future generations.	
	Policy 5.A In consultation with responsible agencies, work to preserve, conserve and restore open space to retain and, where feasible, restore biotic communities, including rare and endangered species habitat. wetlands, watercourses and woodlands.	Policy 82 Encourage the preservation, conservation and restoration of open space to retain existing biotic communities, including rare and endangered species habitat, wetlands, watercourses and woodlands.	
	Program 5.A.1 Comply with the provisions of the San Bruno Mountain Habitat Conservation Plan to protect endangered species habitat.	Program 83b: Comply with the provisions of the Habitat Conservation Plan to protect endangered species habitat.	
	Program 5.A.2 Cooperate with public and private groups involved in rare plant protection, habitat restoration and maintenance of mountain eco-systems to preserve open space on San Bruno Mountain.	Program 83c: Cooperate with public and private groups involved in rare plant protection, habitat restoration and maintenance of mountain eco-systems to preserve open space on San Bruno Mountain.	
	Program 5.A.3 Work with environmental and conservation groups, and State, County and Federal agencies to ensure the preservation and maintenance of San Bruno Mountain State and County Park.	Program 84c: Lobby and work with environmental and conservation groups, and State, County and Federal agencies to ensure the preservation and maintenance of San Bruno Mountain State and County Park.	
	Policy 5.B Encourage the preservation and conservation of aquatic resources for habitat value, including the Lagoon, the Bayfront and the Marsh, in balance with its recreational value.	Policy 85 Encourage the preservation and conservation of aquatic resources in Brisbane, including the Lagoon, the Bayfront and the Marsh.	
	Program 5.B.1 Maintain provisions and, where appropriate, adopt provisions in the Zoning Ordinance to protect the natural ecology of aquatic resources, such as use restrictions and setback requirements.	Program 85b: Develop provisions in the Zoning Ordinance, including setback requirements, to protect the natural ecology of aquatic resources.	Examples: MLB Marsh Lagoon and Bayfront and O-S Open Space districts limit permitted uses. R-BA Residential Brisbane Acres district has setbacks from canyon watercourses and wetlands and requires HCP compliance.
	Program 5.B.2 Provide information to citizens on the ecosystems of the Bay, the Lagoon and the Wetland Marsh and how citizens can participate in respecting and conserving these resources.	Program 85c: Provide information to citizens on the eco-systems of the Bay, the Lagoon and the Wetland Marsh and how citizens can participate in respecting and conserving these resources.	
	Program 5.B.3 Work with responsible agencies, property owners and environmental and conservation groups to preserve aquatic ecosystems.	Program 85d Work with responsible agencies, property owners and environmental and conservation groups to ensure preservation of aquatic eco-systems	
§ 65560(b)(3) Outdoor Recreation-	Chapter 4. Open Space for Outdoor Recreation & Access for All		

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Open Space for Outdoor Recreation a. Areas of outstanding scenic, historic and cultural value; b. Areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and c. rivers and streams; and d. Areas which serve as links between major recreation and open-space reservations, including utility e. easements, banks of rivers and streams, trails, and scenic highway corridors § 65565.5 (NEW) Access for All, Rewilding, Climate Resilience by 1/1/26- Address all of the following: a. Access to open space for all residents in a manner that considers social, economic, and racial equity, correlated with the environmental justice element or environmental justice policies in the general plan, as applicable. b. Climate resilience and other cobenefits of open space, correlated with the safety element. c. Rewilding opportunities, correlated with the land use element. For purposes of this section, “rewilding opportunities” may include, but are not limited to, the following: a. Opportunities to preserve, enhance, and expand an integrated network of open space to support beneficial uses, such as habitat, recreation,	Goal 6: Open space provides respite to those who live, work and visit Brisbane.	Goal: Where open space and natural areas provide respite to both residents and businesses.	
	Policy 6.A Maintain the visual beauty of the Mountain, the ridgelines, hilltops, wildlife and plant habitat including the Brisbane Acres.	Policy 83: Maintain the visual beauty of the Mountain, the ridgelines, hilltops, wildlife and plant habitat including the Brisbane Acres.	
	Goal 7: Open space provides recreational and educational opportunities.	Goal: Where outdoor areas provide recreational open space and educational opportunities.	
	Policy 7.A. Provide access to open space and parks consistent with the nature of the resource.	Policy 86: Provide access to natural areas consistent with the nature of the resource.	
	Program 7.A.1 (new) Provide maps and other informational resources on the City’s webpages, showing the City’s outdoor recreation resources and connection points to the regional transportation network.		
	Program 7.A.2 Consistent with the nature of the resource areas, maintain and, where appropriate, add to the network of bikeways, walkways and trails throughout the City to provide access to parks and open space and to link City trails with County and regional trail systems.	Program 85a: Seek opportunities to utilize aquatic areas for recreational and educational activities consistent with the sensitivity of the resource. Program 86a: Develop and maintain a network of trails and pathways throughout the City to provide appropriate access to open space and to link City trails with County and regional trail systems.	
	Program 7.A.3 Provide new connections and maintain existing connections between the bike and pedestrian network and the public transportation systems, to provide open space access for all.	Program 86b: Extend the trail system to include aquatic areas and provide access to public transportation systems.	
	Program 7.A.4 Seek to extend the trail system to provide access to aquatic areas, as appropriate to the resource.	Program 86b: Extend the trail system to include aquatic areas and provide access to public transportation systems.	
	Program 7.A.5 Through development of the Baylands, provide connections to and through recreational resources within and outside the City limits.	Program 86c: Examine the potential to extend a pedestrian and bicycle trail between Sierra Point and the Candlestick Recreation Area along the Bay to the east of Highway 101 in cooperation with regional efforts to obtain the same objective.	
	Policy 7.B Encourage the use of parks and open space resources for active and passive recreation, as appropriate to the resource, in balance with its habitat value.	Policy 85 Encourage the preservation and conservation of aquatic resources in Brisbane: the Lagoon, the Bayfront and the Marsh. Program 85a Seek opportunities to utilize aquatic areas for recreational and educational activities consistent with the sensitivity of the resource. Policy 86 Provide access to natural areas consistent with the nature of the resource.	

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natural resources, historic and tribal resources, water management, and aesthetics. b. Establishing a natural communities conservation plan to provide for coordinated mitigation of the impacts of new development.	Program 7.B.1 (new) Provide information to the public through various means, including the STAR, website and social media, regarding approved trail access throughout Brisbane’s open space and park resources.		
	Program 7.B.2 (new): Work with the County to identify and provide access and signage to approved trails within the San Bruno Mountain State and County Park.		
	Program 7.B.3 Develop and maintain a network of trails and pathways throughout the City to provide appropriate access to open space and to link City trails with County and regional trail systems.	Program 86a: Develop and maintain a network of trails and pathways throughout the City to provide appropriate access to open space and to link City trails with County and regional trail systems.	
	Policy 7.C Establish and maintain parks and open space to serve the community, at equivalent to or greater than the acreage/ population standards set by the National Recreation and Parks Association and as provided in Table ____.	Policy 87 Maintain parks and open space to serve the community equivalent to or greater than the acreage/population standards set by the National Recreation and Parks Association. Program 87a Use the standards in Table 6 as guidelines for the provision of parks and open space for the community Policy 88 Develop parks to maximize passive recreational opportunities.	
	Program 7.C.1 Encourage local businesses, citizens, and public and/or private landowners to participate in the planning, acquisition, development, maintenance and use of park facilities. (See also the policies and programs under Chapter 2 – Acquisitions)	Program 88a Encourage local businesses, citizens, and public and/or private landowners to participate in the planning, acquisition, development, maintenance and use of park facilities.	
	Policy 7.D Encourage the establishment and maintenance of outdoor open areas, undeveloped portions of property, that may be used for recreation by employees and residents.	Policy 89 Work with local employers to preserve open space and to develop outdoor open areas that would benefit employees as well as residents during and after the work day.	Open space may be established per separate program. Employers are often not the property owners and may have limited ability to establish open areas post-development.
	Program 7.D.1 Consider zoning provisions to establish open areas within new development.	Program 89a: Examine the potential for obtaining funding, including open space, park, and recreational impact fees, to provide benefits for the non-resident population. Consider joint development of facilities.	
	Program 7.D.2 (new) Consider requiring easements for public access through certain commercial and multifamily new development projects, where access to or through the property is in the public interest, such as to allow for mid-block trail or sidewalk connections.		
	Program 7.D.3 Encourage the establishment of outdoor open areas within existing development that are suitable for active and/or passive recreation.	Policy 89 Work with local employers to preserve open space and to develop outdoor open areas that would benefit employees as well as residents during and after the work day.	

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§ 65560(b)(4) Health & Safety- Open Space for Public Health and Safety a. Areas which require special management or regulation because of hazardous or special conditions such as • Earthquake fault zones, • Unstable soil areas, • Flood plains, • Watersheds, • Areas presenting high fire risks, • Areas required for the protection of water quality and	Chapter 5. Health, Safety and Climate Resilience Connection to Safety Element and its hazard maps (such as, 100 yr flood plain map and projected sea level rise map).		
	Goal 8: Open space is considered in concert with hazard mitigation.		
	Policy 8.A (new) Where reasonable and feasible, utilize open space to provide for safety buffers from existing and prospective hazards as identified in the Safety Element.		
	Program 8.A.1 (new) Consistent with the draft Baylands Specific Plan and individual development project approvals on the Baylands, maintain open space and/or open areas to account for projected sea level rise.		

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water reservoirs and • Areas required for the protection and enhancement of air quality § 65565.5 (NEW) Access for All, Rewilding, Climate Resilience by 1/1/26- Address all of the following: a. Access to open space for all residents in a manner that considers social, economic, and racial equity, correlated with the environmental justice element or environmental justice policies in the general plan, as applicable. b. Climate resilience and other cobenefits of open space, correlated with the safety element. c. Rewilding opportunities, correlated with the land use element. For purposes of this section, “rewilding opportunities” may include, but are not limited to, the following: a. Opportunities to preserve, enhance, and expand an integrated network of open space to support beneficial uses, such as habitat, recreation, natural resources, historic and tribal resources, water management, and aesthetics. b. Establishing a natural communities conservation plan to provide for coordinated mitigation of the impacts of new development.	Program 8.A.2 (new) In conjunction with the triennial Local Hazard Mitigation Plan and corresponding Safety Element updates review the hazards relative to existing and planned open space, parks and open areas, to determine if additional areas need to be designated as open space, parks or open area to provide for safety buffers.		
	<u>Chapter 6. Other Issues:</u> Tribal Coordination Military Managed Resources for Production		

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§ 65560(b)(5) Military or Tribal- Open Space for Military Support.... § 65560(b)(6) Open Space for Tribal Resources.	Goal 9: Open space is considered in concert with protection of historical artifacts, where applicable.		
	Policy 6.A (new) Maintain communication with responsible Native American tribal groups and representative agencies regarding Open Space plans and related issues.		
	Program 6.A.2 (new) If Native American artifacts are found on open space or park lands, notify responsible agencies and address the discovery consistent with state and federal laws.		
	Military		Comment on Brisbane’s lack of military installations.
§ 65560(b)(2) Managed Production-Open Space for Managed Production of Resources a. Forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; c. Areas required for recharge of groundwater basins; d. Bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and e. Areas containing major mineral deposits, including those in short supply.	Resources for Managed Production		Comment on the Quarry future. Consider policy and programs.
1994 Open Space Element Policies and Programs not carried through to this draft:			
		Program 83a In the official actions of the City, including resolutions and ordinances, recognize the importance of maintaining and preserving the natural eco-system and beauty of San Bruno Mountain. (See also Program 3.B.4)	Unnecessary and not specific. This is done on a case-by-case basis, specific to the action.
		Program 88b: Continue to work with citizens to plan and develop a community park on the Old County Road site. - completed	Completed.

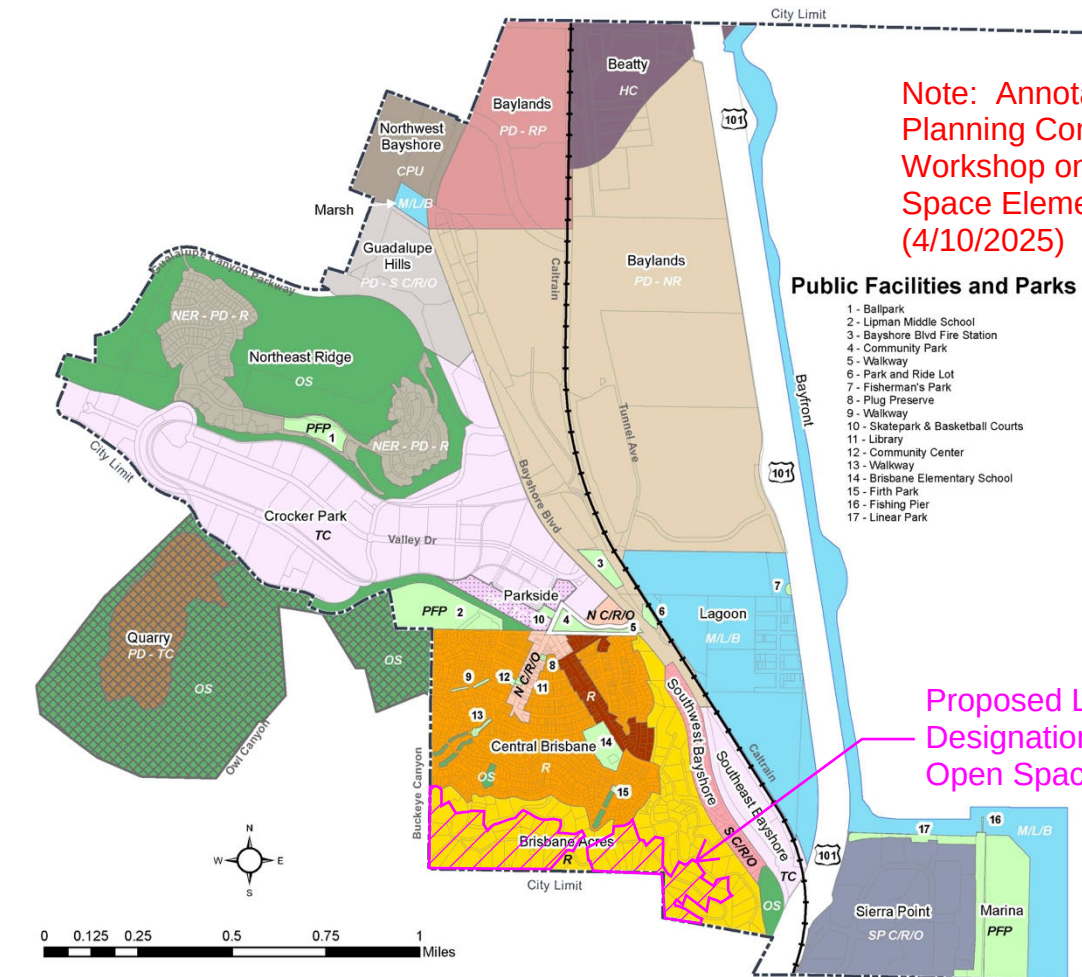
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		Policy 92 Follow the priorities indicated by citizens in the General Plan survey for the acquisition of open space for preservation of natural areas and recreational potential.	Completed. Reflected in the 1994 GP Open Space Element, which is carried through with this update. Staff will continue to solicit public input in this update.
		Program 93j: Investigate the possible benefits and disadvantages of an expansion of the Golden Gate National Recreation Area into the eastern and northern peninsula of San Mateo County.	Uncertain feasibility or benefit.
Subarea Policies and Programs (open space sections shown only)			
		Brisbane Acres (Open Space/Conservation)	
		Program 245a: In conjunction with any subdivision or other development application, a landscape program and plan shall be submitted to the City and include the following. a. identification and retention of heritage trees; b. identification and retention of rare plants; c. plant species that are not invasive to the habitat; d. water-conserving plants and irrigation systems; e. reduced fuels adjacent to the wildland; f. screening of structures to blend with the natural landscape; g. areas for Conserved Habitat and/or other provisions required by the Habitat Conservation Plan Operator.	
		Program 245b: Examine ways to improve the existing density transfer program so that a developer/owner can be granted increased density on sites already served by infrastructure in conjunction with the dedication of more remote sites as Open Space.	
		Program 245c: Retain a trail system through the Brisbane Acres to connect the area to Central Brisbane and the San Bruno Mountain State and County Park.	
		Program 245d: Map the canyons, intermittent streambeds and banks in the Brisbane Acres and designate such areas for protection.	
		Program 245e: Develop clear regulations that can be enforced to preserve the natural ecology of the canyons, intermittent streambeds and banks.	
		Central Brisbane (Open Space/Recreation and Community Services)	

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		Policy 259 Seek input from residents and business people on how public/community facilities in this subarea can be more effectively utilized.	
		Program 259a: Identify, through signage, parks and recreation facilities and the hours they are open to the public.	
		Policy 260 Refine the ordinance that establishes requirements for the protection of heritage trees to allow flexibility and to consider factors, including, but not limited to, the tree's effect on surrounding residences.	
		Policy 261 Encourage private investment in landscape improvement and maintenance consistent with the City's Street Tree Program. (See Policy 124.	
		Policy 262 Preserve the canyons and other open space in Central Brisbane and require development to be set back from intermittent streams. (See definition of Open Space in Chapter VII.)	
		Policy 262.1 Actively identify a site and plan for a Community Center in Central Brisbane.	
		Northeast Ridge (Land Use/Open Space)	
		Policy 307 Development of the land and conservation of open space shall be in accordance with the 1989 approvals for the Northeast Ridge Development Project and amended Habitat Conservation Plan.	
		Northwest Bayshore (Open Space/Conservation)	
		Policy 316 Require the improvement of drainage and correction of hillside erosion and flooding on Bayshore Boulevard.	
		Policy 317 Preserve the marsh as a wetland and natural drainage basin.	
		Policy 318 Preserve conserved habitat in accordance with the Habitat Conservation Plan.	
		Policy 319 Preserve canyons and water courses.	

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		Policy 319.1 In conjunction with any proposed development on or near the upland slope of the Levinson property, require study of the impacts to the hydrology, plant and wildlife communities of the Mountain, from the Marsh to the Bay. Consider a habitat migration corridor to ensure ecosystem integrity.	
		Policy 320 Require landscape plans to consider the impacts on the habitat and the marsh in terms of plant materials and irrigation programs.	
		Program 320a: In conjunction with any subdivision or other development application, a landscape program and plan must be submitted to the City and include the following: a. identification and retention of heritage trees; b. identification and retention of rare plants; c. plant species that are not invasive to the habitat; d. water-conserving plants and irrigation systems; e. reduced fuels adjacent to the wildland; f. screening of structures to blend with the natural landscape; g. areas for Conserved Habitat and/or other provisions required by the Habitat Conservation Plan Operator.	
		Baylands (Open Space/Conservation)	
		Policy 348 Enhance the natural landform and biotic values of Icehouse Hill and preserve its ability to visually screen the Tank Farm.	
		Policy 349 After the water environment is determined to be safe for public access, develop public water-related passive recreation at the Brisbane Lagoon, with due concern for the preservation and enhancement of the wetlands.	
		Policy 350 Develop a public pathway and access facilities immediately adjacent to the Lagoon.	
		Policy 351 Establish a buffer zone between the Lagoon and adjacent uses.	
		Policy 352 Plan for landscape improvements to the lands around the Lagoon, including screening of the industrial structures adjacent to Bayshore Boulevard from the Lagoon.	
		Policy 353 Consider a possible golf course if compatible with environmental and conservation concerns	

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		Policy 354 Dedicate land area for open space, recreational uses and wetlands restoration, especially around the Lagoon.	
		Policy 355 Provide in-lieu fees for the acquisition of open space or land dedication in conjunction with development.	
		Policy 356 Preserve open areas east of the Caltrans Highway 101 right-of-way as Bayfront.	
		Policy 357 Identify wildlife habitats and encourage programs to retain and/or enhance their natural features and habitat values in consultation with responsible agencies and independent professionals.	
		Policy 358 Investigate methods to improve water quality in the Lagoon without adversely impacting waterfowl and fish.	
		Policy 359 Seek opportunities to enhance and restore wetlands in consultation with responsible agencies.	
		Policy 360 Incorporate new construction standards for energy efficiency and water conservation.	
		Policy 361 Require water-conserving landscape plans, including suitable plant materials and irrigation systems, and explore the use of non-potable water.	
		Policy 362 Support County and regional efforts to maintain and improve water quality in San Francisco Bay. Work closely with responsible agencies to assure monitoring of the landfill so as to avoid toxic leaking into the Bay and to have property owners repair any leaks.	
		Policy 363 Improve water circulation and water quality in the Lagoon by control of sedimentation and by careful monitoring and maintenance of underground pipelines by responsible agencies.	
		Policy 364 Maximize energy conservation and encourage recycling through site planning and building design.	

Figure LU - 1: Land Use Diagram



Residential

- Brisbane Acres Residential (0-2 DU/Acre) *R*
- Central Brisbane Residential (2.5-14 DU/Acre) *R*
- Central Brisbane Residential (15-30 DU/Acre) *R*

Mixed Use

- Neighborhood Commercial/Retail/Office *N C/R/O*
- Parkside Residential - Trade Commercial (20-28 DU/Acre)* *PR - TC*
- Subregional Commercial/Retail/Office *S C/R/O*

Planned Development

- Quarry Planned Development - Trade Commercial *PD - TC*
- Guadalupe Hills Planned Development - Subregional Commercial/Retail/Office *PD-S C/R/O*
- Baylands Planned Development - NonResidential *PD - NR*
- Baylands Planned Development - Residential Permitted *PD - RP*
- Northeast Ridge Planned Development - Residential** *NER - PD - R*
(Landmark: 5 DU/Acre, Viewpoint: 10 DU/Acre, Altamar: 15 DU/Acre)

* Parkside residential density is by Precise Plan, as an overlay district within Crocker Park.
 ** Northeast Ridge residential density is as established in the Planned Development Permit
 DU/Acre = Dwelling Units per Acre

Other

- Commercial Public Utilities *CPU*
- Public Facilities and Parks *PFP*
- Open Space *OS*
- Marsh/Lagoon/Bayfront *M/L/B*

Commercial

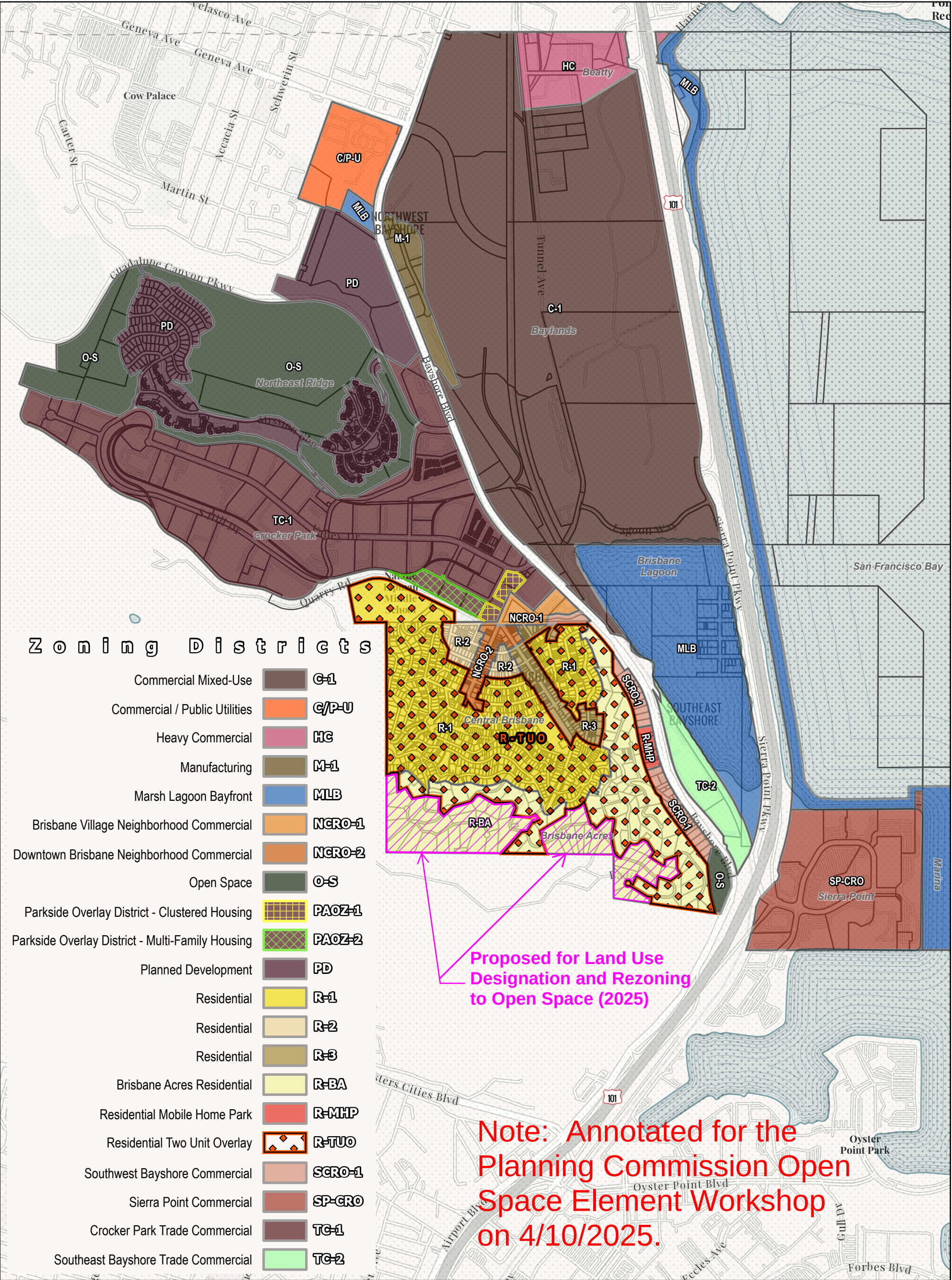
- Sierra Point Commercial/Retail/Office *SP C/R/O*
- Trade Commercial *TC*
- Heavy Commercial *HC*

Brisbane City Limits

Sphere of Influence Outside Brisbane City Limit



September 5, 2019



Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community

Parcel and HCP GIS data provided by San Mateo County
Zoning GIS data provided by City of Brisbane