



## City Council Agenda Item Staff Report

CITY OF SAN BRUNO

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**DATE:** July 31, 2019

**TO:** Honorable Mayor and Members of the City Council  
Planning Commission

**FROM:** Jovan D. Grogan, City Manager

**PREPARED BY:** Darcy Smith, Community and Economic Development Director

**SUBJECT:** Status Update on Bayhill Specific Plan, Draft Environmental Impact Report, and YouTube Phase 1 Office Development Project

### INTRODUCTION

Preparation of the Bayhill Specific Plan has been underway since mid-2017. Attachment 3 is an update on the Bayhill Specific Plan. In July 2018 a report was completed by the City's consultants that outlined four alternatives for the Plan Area. On October 30, 2018, at a joint study session of the City Council and Planning Commission, the Council and Commission appeared to reach consensus and provided some preliminary direction in regard to some Specific Plan options. On December 4, 2018, the Council selected a "Preferred Alternative" to be analyzed in the Draft Environmental Impact Report (DEIR) and provided some additional preliminary direction in regard to the Specific Plan.

Preparation of a Draft Bayhill Specific Plan based on that preliminary direction, and preparation of the DEIR based on the Preferred Alternative, is underway. Attachment 4 is a status report on the Draft EIR. YouTube, the primary property owner in the Plan Area, has also requested that the City consider its first phase of proposed office development concurrent with consideration of the Plan and has submitted plans for the first phase. An update on YouTube's first phase is described in Attachment 5 to this report, and the environmental impacts of Phase 1 are being considered in the DEIR.

The intent of the July 31, 2019 Joint Study Session is to provide an update on the development of the Bayhill Specific Plan, Draft EIR, proposed Phase 1 Development and to answer general questions from the City Council and Planning Commission on the progress of the Bayhill Specific Plan project. In short, the meeting is an opportunity for the Planning Commission and the City Council to receive an update on the work to study the Preferred Alternative and hear issues that you want to make sure are addressed when the Specific Plan, Draft EIR, and the proposed Phase 1 Development are brought to you for your formal review. No direction is requested at this time. The Draft Specific Plan and the DEIR are expected to be completed and available for public review in Fall 2019.

## **BACKGROUND:**

The City is leading preparation of a Specific Plan for the Bayhill Office Park and nearby areas. The Bayhill Specific Plan will guide future development within the Plan Area over approximately the next 20-years (see Attachment 1: Bayhill Specific Plan Area Map). The Planning area is approximately 92.2 acres in total area and is generally bounded by Interstate 280 to the west and 380 to the north, El Camino Real to the east (but exclusive of the properties fronting El Camino Real), and San Bruno Avenue West to the south from Interstate 280 to Elm Avenue. Four properties that front on El Camino Real and one on San Bruno Avenue West abut the Planning Area and are located within the City's adopted Transit Corridors Specific Plan area.

The need for the Specific Plan is the result of a request by YouTube for the City to consider the company's proposed plans to accommodate its anticipated employment growth by building additional office space within the Bayhill Office Park. YouTube currently owns ten parcels within the Office Park, which include approximately 1.1 million square feet in total office space. In 2019, YouTube purchased the former Gap properties at 901 Cherry Avenue and the vacant parcel located to the west of 901 Cherry Avenue. An updated ownership map is included as Attachment 2.

There is an existing Development Agreement with the City for the vacant parcel adjacent to 901 Cherry. The Development Agreement authorizes the construction of 287,000 square feet of office space consistent with the approved entitlements in the Development Agreement, as shown in Table 1 of Attachment 3. The property owner has the right to develop the project as approved under the Development Agreement which expires in February 2021.

The Bayhill Specific Plan area currently contains a total of about 1.6 million square feet of office space. To accommodate its anticipated long-term employment growth, YouTube presented a plan for phased redevelopment of properties they own within the Bayhill Office Park to add office space and create a campus environment. Staff informed YouTube representatives that other community and property owners' interests would need to be considered in the context of the company's proposed expansion within the Bayhill Office Park. Accordingly, the City required the preparation of a Specific Plan which is a comprehensive plan for the future development and redevelopment of the entire Bayhill Office Park area.

At their request, YouTube's first phase of development is being evaluated concurrent with preparation of the Specific Plan. YouTube's Phase 1 includes demolition of buildings at 1150-1250 Bayhill Drive, and construction of 440,000 square feet of new office space (net new space: 301,476 square feet). As part of Phase 1, YouTube also proposes other improvements in the area. A description of the proposed Phase 1 development is included as Attachment 5 to this staff report.

An Environmental Impact Report (EIR) is being prepared to fully analyze all potential environmental impacts associated with the anticipated development/redevelopment of the Bayhill Office Park area presented in the Specific Plan. Preparation of the Draft EIR began after staff received direction from the City Council on December 4, 2018 defining a Preferred Alternative for consideration in the EIR. The EIR Preferred Alternative is being studied in the EIR but will not necessarily be the land development plan that is included within the adopted Specific Plan. The City Council will have the option of approving a lower intensity of new development than what is being studied under in EIR Preferred Alternative.

The EIR for the Specific Plan will evaluate the environment impacts at what is referred to as the “plan level”. Specific Plans are policy and regulatory documents that can be implemented in a variety of ways. Certain kinds of environmental impacts (e.g., of construction or on aesthetics) cannot be fully anticipated until an actual development project is proposed. Typically, when a development project is proposed after the plan is adopted, some amount of additional environmental review is required at a “project level”. The EIR currently under preparation is evaluating the Plan at a “plan level” and YouTube’s Phase 1 at the “project level”. Both the Specific Plan and Phase 1 will be before the Council at the same time, along with an EIR that addresses both. The inclusion of Phase 1 at the project level has made the preparation of the EIR more complicated, iterative and time consuming than a plan level EIR for the Specific Plan would have been.

Summaries of the current status of the Specific Plan and the DEIR are included as attachments to the staff report (Attachment 3-4), Attachment 5 is a summary of the YouTube Phase 1 project. Finally, YouTube has requested the City consider a Development Agreement: a negotiated contract between the City and the Property Owner. In exchange for granting the property owner more certainty into the future, the City can receive benefits that it cannot generally receive through a standard entitlement process. A more thorough description of a development agreement is found in Attachment 6. Discussion between YouTube and City Staff of the content of a possible agreement is underway. The draft Bayhill Specific Plan, EIR, Phase 1 project and proposed Development Agreement will come first to the Planning Commission for recommendation, and then to the Council for action, as a package when they are completed. A summary of the major work completed to date is provided below. A summary of the October 30, 2018 Joint City Council and Planning Commission meeting, and the December 4, 2018 City Council meeting is also provided below.

### **Completed Work on the Bayhill Specific Plan**

Key Steps in the Bayhill Specific Plan alternative development process completed to date include:

- **Initial Community Visioning and Outreach, Summer/Early Fall 2017.** The first round of community outreach was completed in August and September 2017, and consisted of a Property Owner Forum, a Joint Study Session of the City Council and Planning Commission, a Community Workshop, and Stakeholder Interviews. The input received during this phase served as the foundation for the Bayhill Specific Plan Vision Statement and Guiding Principles document.
- **Existing Conditions Analysis, Fall 2017.** Background research on existing conditions, issues, and opportunities is summarized in an Existing Conditions Report completed in Fall 2017.
- **Alternatives Development and Analysis, Winter/Spring/Summer 2018.** Based on the results of the initial outreach as well as information received from YouTube, four concept Alternatives for the Bayhill Specific Plan were developed. The Alternatives presented different ways office uses, retail, housing, and public/civic spaces could be distributed within the Bayhill area, framing possible future development patterns. An Alternatives Report released in July 2018 provides a summary of the Alternatives and their transportation and fiscal impacts.

- **Alternatives Outreach, Summer 2018.** The Alternatives and corresponding analysis were presented at a second Property Owner Forum and the second Community Workshop. Additionally, an Online Survey was conducted, which closed on August 12, 2018.

All of the reports and documents from this completed work are available on the City of San Bruno website's project page for the Bayhill Specific Plan Project:

[www.sanbruno.ca.gov/BayhillSpecificPlan](http://www.sanbruno.ca.gov/BayhillSpecificPlan)

### **October 30, 2018 Joint Study Session and December 4, 2018 City Council Study Session**

Below is a brief summary of the initial direction received at the joint study session with the City Council and Planning Commission in October 2018 and the City Council Study Session in December 2018. Where possible, a status update is provided for each issue.

At an October 30, 2018 Joint City Council and Planning Commission Study Session, the City Council and Planning Commission were provided an overview of the four concept alternatives that had been developed, as well as a summary of the community feedback received during the community engagement. This meeting provided the Planning Commission and the City Council an opportunity to ask questions, confirm items where agreement has emerged, and discuss the key decisions that need to be made to proceed to the next step: selection of an EIR Preferred Alternative.

- **Cherry Avenue:** There was agreement to keep Cherry Avenue open to vehicular traffic, rather than incorporating a pedestrian plaza, as proposed in Alternative 3. The draft Specific Plan will keep Cherry Avenue open to vehicular traffic.
- **Bayhill Shopping Center:** There was agreement between the Council and Commission to maintain Bayhill Shopping Center in its current retail configuration. However, there was also agreement to allow for the site to be transformed into a mixed-use site with housing and retail uses. The draft Plan would establish an overlay allowing for housing development, but also requiring the retention of the same square footage of retail uses so that the current retail character of the Center is retained,
- **Retain uses and building heights as currently permitted within the Transit Corridors Plan:** The Bayhill Specific Plan Area originally included five adjoining properties adjacent to the existing Bayhill Office Park (four of which that front El Camino Real, and the other which fronts onto San Bruno Avenue West) located in the City's adopted Transit Corridors Specific Plan Area (TCP). At the joint study session, there was agreement to maintain existing uses and height limits permitted under the Transit Corridor Plan. The five adjoining properties are located in the El Camino Real Character Area which allows a maximum building height of 70 feet/5 floors. Because the Council indicated no intent to change land use designations or development regulations in this area, and to avoid confusion regarding the regulations applicable to this area, these five properties are no longer included in the Bayhill Specific Plan Planning Area and will be subject only to the regulations in the TCP. A recirculated EIR Notice of Preparation was issued on June 26, 2019 to inform the public and agencies about this change.

**Hotel Uses:** There is currently one hotel (Marriott Courtyard) located within the Bayhill Specific Plan Area. There was agreement between the Council and Commission to allow for a new and/or expanded hotel use on all properties east of Elm Avenue within the Bayhill Specific Plan area in the EIR Preferred Alternative. The draft Plan will continue to allow hotels as a permitted use.

- **Housing:** The four alternatives discussed on October 30 showed a range of potential housing sites located throughout the Bayhill Specific Plan area. There was agreement between the Council and Commission that the Specific Plan should allow for housing by incorporating a housing overlay where housing would be a permitted use at the following locations:
  - Along the San Bruno Avenue frontage between Traeger Avenue and Elm Avenue.
  - On the entire 801-851 Traeger site.
  - The entire Bayhill Shopping Center site (with a requirement to retain at least the existing amount of retail use).

The draft Specific Plan will allow for housing in the three areas described above and the EIR is considering the environmental impacts of that potential housing.

- **Office Development:** The four alternatives discussed on October 30 showed an estimated range (1,085,800 sq ft – 2,301,000 sq ft) of potential net new office development within the Bayhill Specific Plan area. There was agreement between the Council and Commission that the maximum amount of potential new office space (2,301,000 sq ft) as identified in Alternative 4, should be studied in the Environmental Impact Report. Additionally, there was agreement that additional potential new office space should be considered for the 801-851 Traeger Avenue site. Therefore, the EIR is considering the potential addition of 2.46 million sq ft of new office space. By evaluating this maximum amount of new office space in the EIR, the Planning Commission and Council will be able to consider the full range of impacts and mitigations, and the Council will have maximum discretion in deciding what level of office development to ultimately permit.
- **Open Space:** The four alternatives discussed on October 30 considered a variety of open space possibilities ranging from centralized parks/open space, pocket parks, and linear parks. There was agreement between the Council and Commission to move forward with the linear park/open space elements, similar to what is referenced in Alternative 3 and Alternative 4, rather than providing a centralized park, as referenced in Alternative 1 and Alternative 2. The open space would be located on private land but would be publicly accessible and of sufficient dimension for workers and community members to enjoy. The EIR preferred alternative does not include a specific recommendation for the location of this publicly accessible, privately owned open space. The EIR preferred alternative focuses on land uses that will have potential environmental impacts. The location and guidelines for the design of this linear open space is included in the Specific Plan, as further described in Attachment 2 and as visually represented in Attachment 13.

- **Community Benefits:** There was agreement that the project should provide community benefits, such as contributions to improvements at Commodore Park and toward a library. Community benefits are being considered in the Specific Plan and Development Agreement. The Specific Plan will include policies for obtaining community benefits for the additional development permitted by the Specific Plan. The City is meeting with YouTube to discuss community benefits to be provided for their development as part of the Development Agreement meetings. YouTube's community benefits will be included when the Specific Plan and Development Agreement are considered in the Fall of 2019.
- **Additional Street and Pedestrian Connections, Bike Lanes, Street Trees, and Pedestrian Lighting:** There was agreement between the Council and Commission to incorporate pedestrian connections, bike lanes, street trees, and pedestrian lighting throughout the Specific Plan area to facilitate multi-modal mobility. Guidelines and standards for the design and location of these improvements are being proposed in the Specific Plan, as further described in Attachment 3.

#### December 4, 2018 City Council Special Meeting

There were three topics at the October 30, 2018 joint meeting where there was not agreement by Planning Commission and City Council. On December 4, 2018, the City Council discussed the following three topics and there was apparent agreement on the following:

- **Grundy Lane:** All four Alternatives discussed on October 30 called for the realignment and straightening of Grundy Lane. Staff originally received mixed feedback from the Council and Commission on this matter. However, on December 4, there was Council agreement that Grundy Lane should be realigned and straightened with the incorporation of traffic calming measures. The Draft Specific Plan will include the straightening of Grundy, which is proposed to occur as part of Phase 1 of the YouTube project. The road will be modified to incorporate "sharrows" to allow bicycles and is proposed to retain parking on one side. Other improvements to Grundy Lane include curbside street trees and planting strips, repaved 8-foot-wide sidewalks, and improved pedestrian street crossings.
- **Civic Use: A civic use within the Specific Plan has been discussed without agreement that this is a good approach.** On December 4, 2018 staff presented an option to incorporate a civic use within the Specific Plan area by indicating in the Draft EIR Preferred Alternative that a library could be a permitted use on 2.1 acres fronting on San Bruno Avenue West between Elm Avenue and Traeger Avenue (See Attachment 3, Figure 3). Under this option, the library would be a permitted but not a required use and any impacts of a library on the site considered in the EIR. Showing this option does not indicate that this is the City's preferred site for a library or that the City will necessarily be able to develop a library on the site. The City Council agreed with incorporating a civic use (library or other civic use) in the EIR Preferred Alternative and a library is being evaluated in the EIR and would be permitted under the Draft Plan.
- **Ordinance 1284 / Building Heights:** The Bayhill Specific Plan Area is subject to Ordinance 1284. Ordinance 1284 prohibits (without voter approval) the following:

(1) Buildings or other structures exceeding fifty feet in height; (2) buildings or other structures exceeding three stories in height, and (3) above grade multistory parking structures or buildings. There was agreement from the Council that the EIR should consider, as an alternative, the impacts of modifying Ordinance 1284, should the matter be placed on the ballot and approved by voters. The following modifications to Ordinance 1284 are being considered as an alternative in the EIR:

- **Housing:** Increasing permitted residential building heights and stories in the housing overlay areas to 5 stories. With the addition of the housing overlays along San Bruno Avenue and at the Bayhill Shopping Center, the estimated potential for new housing units increases from 572 at 3 stories to 1070 at 5 stories.
- **Office:** Increasing permitted building height and stories for office, without increasing the office square footage in the Specific Plan Area. This increased height could increase the open space and provide more design flexibility.
- **Hotels:** Increasing permitted building heights and stories east of Elm Avenue for hotels. This may make hotel expansion or a new hotel more feasible. An additional 32,000 SF (53 rooms of hotel) was evaluated in the increased height option of the EIR.

Should a modification to Ordinance 1284 be placed on the ballot, the public will have clear information on the impacts of this alternative relative to the development permitted under current height limitations.

## **NEXT STEPS & PROCESS OVERVIEW**

After the July 31 Study Session, staff and consultants will finalize the draft Specific Plan, DEIR Phase 1 Project Review, and other outstanding entitlement documents. The list of major documents that the Planning Commission and Council will receive include:

- For the entire Bayhill Specific Plan Area
  - Bayhill Specific Plan
  - Environmental Impact Report
  - Development Agreement
  - General Plan Amendments to create a new Bayhill Specific Plan Land Use Designation
  - Implementing Zoning Ordinances for the Bayhill Specific Plan Area
  - Water Supply Assessment
- For the Phase 1 YouTube Office Development Project the major anticipated entitlements include:
  - Architectural Review Permit
  - Bayhill Specific Plan Development Permit (proposed new permit type created in the Specific Plan)
  - Conditional Use Permit for valet and off-site parking
  - Phased Vesting Tentative Map including related street vacations and dedications

- Master Signing Program.
- Temporary Use Permit for construction staging.

Additionally, City Council approval is required to authorize the installation of loading zones on public streets. A Heritage Tree Removal Permit is required for tree removal.

Employee and invited guest Putting together a carefully developed, comprehensive and internally consistent package of documents that addresses all the city's concerns is a large and complex effort. Staff expects that a public review draft of the Specific Plan and Draft EIR will be released in Fall 2019. The DEIR must be available for public comment for a least 45 days. Once the comment period has closed, the EIR consultant and staff will prepare a response to comments. The DEIR and Response to Comments constitute the Final Environmental Impact Report (FEIR). The 45-day review period will run concurrently with the Planning Commission review.

### Approval Process

Once the documents are available for public review, the review process will begin and will involve the following steps:

- **Airport Land Use Committee and Commission Review.** The 2012 Comprehensive Airport Land Use Compatibility Plan for San Francisco International Airport (ALUCP) addresses the compatibility of airport operations with surrounding land uses in local jurisdictions, including San Bruno. Because the Bayhill Specific Plan area is located within Airport Influence Area B, the Specific Plan and the proposed Phase 1 development must be reviewed by the San Mateo County Airport Land Use Committee (which is advisory to the Commission) and the Commission. The review by the Airport Land Use Committee and Commission will take place concurrent with the Planning Commission and Council review. The Airport Land-Use Committee and Commission must complete their review within 90 days after they deem the city's application complete.
- **Traffic Safety and Parking Committee Review.** Grundy Lane would be realigned and straightened as part of the proposed Phase 1 development. Street parking will be retained along one side of the Grundy Lane. Review from the Traffic Safety and Parking Committee (TSPC) would be required if existing red curbing is to be eliminated or to establish any proposed loading zones on public streets. The TSPC is a recommending body to the City Council.
- **Architectural Review Committee & Planning Commission Review.** The Architectural Review Committee review will commence with a review of YouTube's Phase 1 Project design. Once that review is completed, the entire package of all of the documents for the Bayhill Specific Plan, EIR and YouTube Phase 1 approval will be reviewed by the entire Planning Commission.

The proposed approach is for the Planning Commission to hold two study sessions and a public hearing. The first study session would focus on the draft Specific Plan and associated documents. The second study session would cover the Phase 1 project and associated documents. The Commission would make its recommendation at the public hearing that would be held after the two study sessions. This three meeting process for

review and recommendation is expected to take two to three months and commence in Fall 2019.

- **City Council.** Once the Planning Commission has completed its review and made its recommendation to the City Council, a similar process is proposed for the City Council as for the Planning Commission: two study sessions and then a public hearing after which the Council can take action. The Specific Plan zoning and Development Agreement (if recommended) will be adopted by ordinance, so a second reading will be required at a fourth Council meeting. The process for these four meetings to review, discuss and act on all of the documents is expected to take 3 months and commence in Winter 2019/2020.

**FISCAL IMPACT:**

There will be no direct fiscal impact to the City for the preparation of the Bayhill Specific Plan and the associated Environmental Impact Report. YouTube has agreed to reimburse the City of San Bruno for the costs of preparing the Plan and EIR and also reimburse the City of San Bruno for employee staff time. The city anticipates a fiscal benefit from adoption of the Specific Plan and YouTube Phase 1 Office Development Project.

**RECOMMENDATION:**

Receive Status Update on Draft Environmental Impact Report, and YouTube Phase 1 Office Development Project, and address any questions, comments, or concerns to staff.

**DISTRIBUTION:**

None

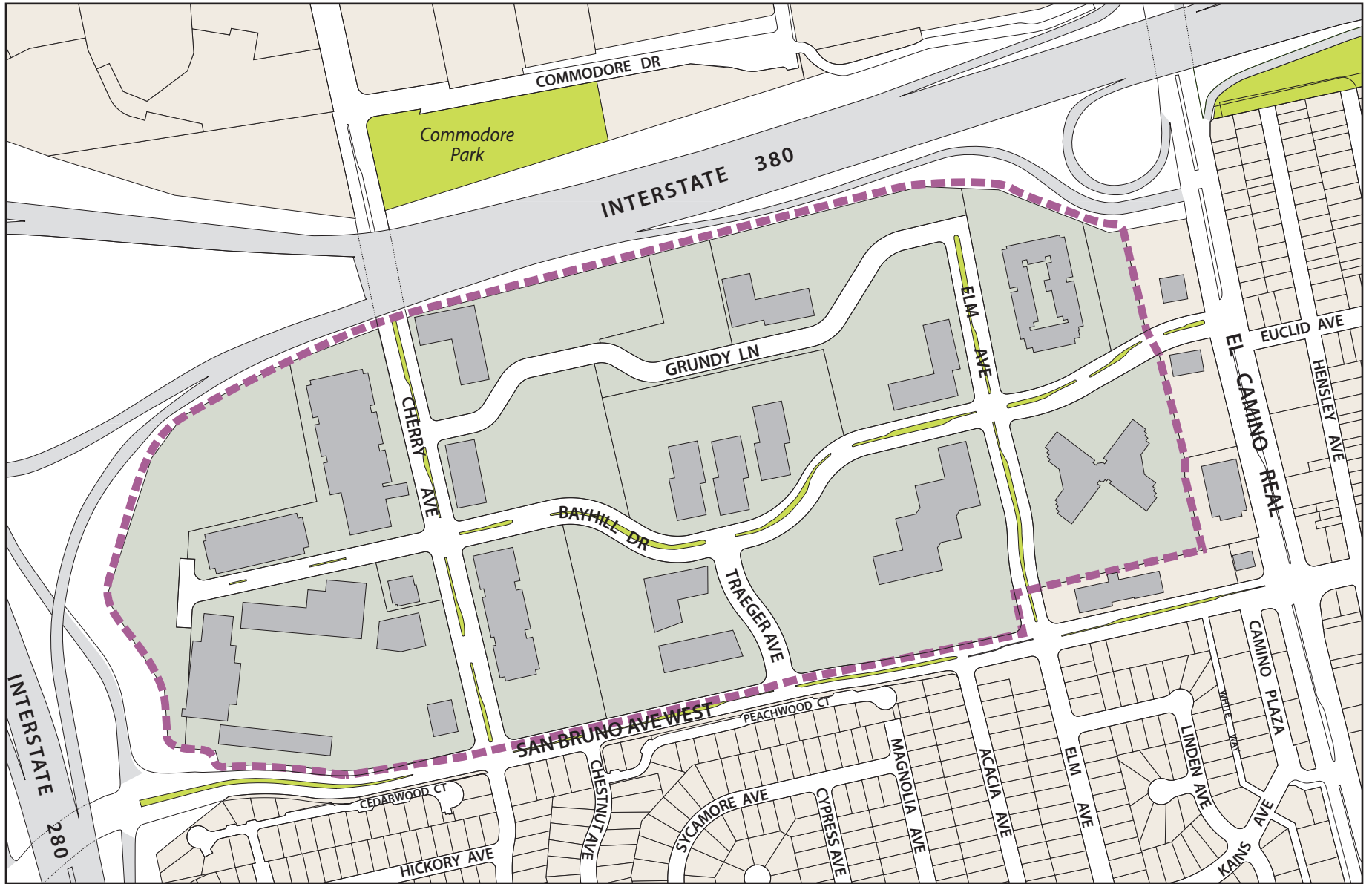
**ATTACHMENTS:**

1. Bayhill Specific Plan Area Map
2. Ownership Map
3. Specific Plan Update
4. Environmental Impact Report Update
5. YouTube Phase 1 Office Development Update
6. Development Agreement Update

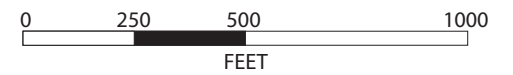
**DATE PREPARED:**

July 24, 2019

# Attachment 1: Planning Area

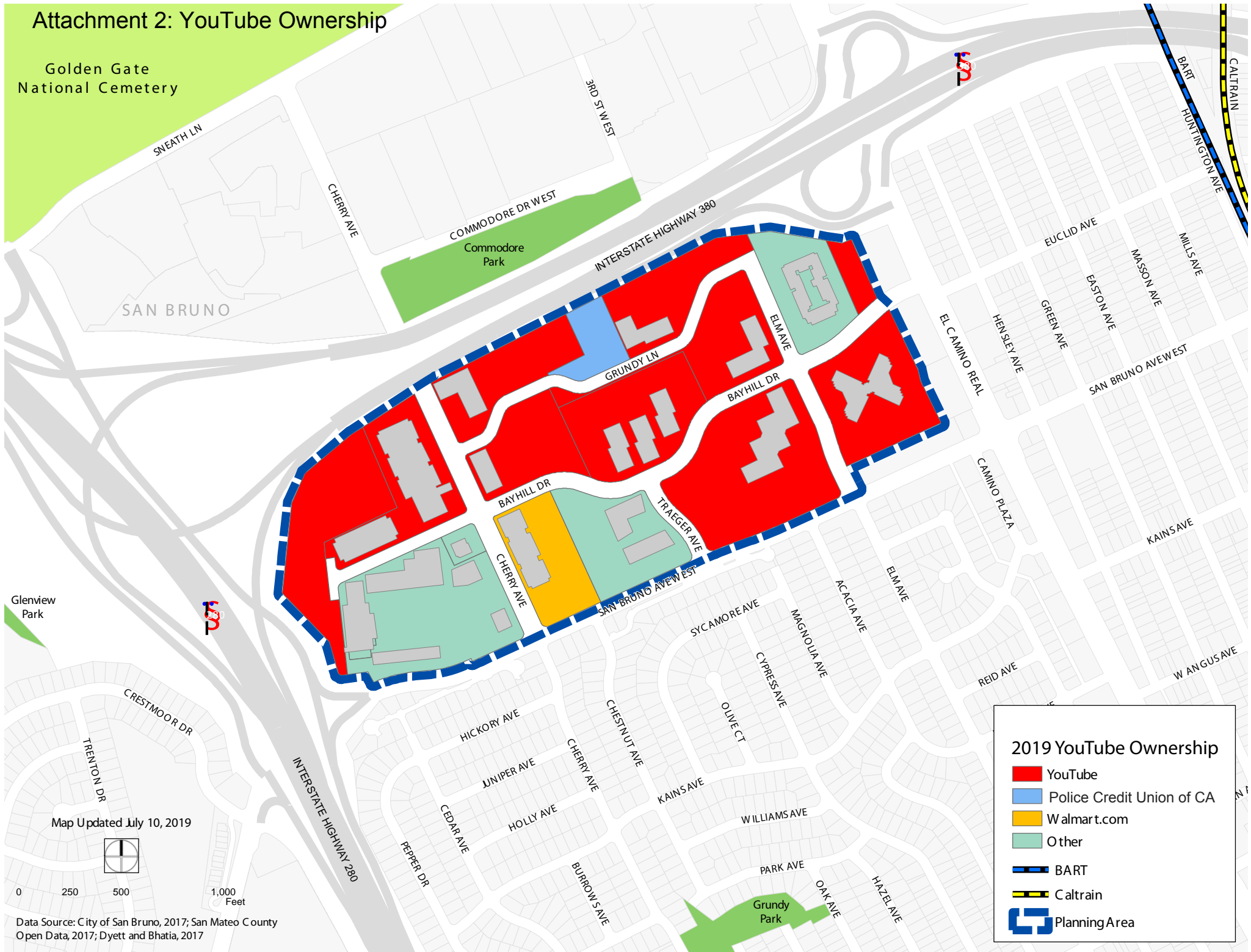


----- Planning Area



# Attachment 2: YouTube Ownership

Golden Gate National Cemetery



## 2019 YouTube Ownership

- YouTube
- Police Credit Union of CA
- Walmart.com
- Other
-  BART
-  Caltrain
-  Planning Area

Map Updated July 10, 2019



0 250 500 1,000 Feet

Data Source: City of San Bruno, 2017; San Mateo County Open Data, 2017; Dyett and Bhatia, 2017

# Attachment 3:

## Bayhill Specific Plan Update

### 1. Background

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This report summarizes the current status of the Bayhill Specific Plan in regard to key plan elements:

- Land Use
- Urban Design
- Transportation
- Infrastructure

When the Specific Plan is done, it will include appropriate zoning language to be adopted by ordinance that would implement the policies established in the plan. It will also include a plan for infrastructure improvements and a plan for funding needed infrastructure improvements.

### II. Specific Plan Sections

#### Land Use

The Bayhill Specific Plan outlines a long-term (20-year horizon) plan for enabling expansion of YouTube and other businesses and for the realization of the community's vision for the district. This strategy builds on the previous work done with the community as well as the Planning Commission and City Council joint October 2018 study session and the City Council December 2018 meeting.

Key features of the proposed land use plan include:

- Office designations that allow for YouTube and other existing and future businesses to thrive and expand, supporting Bayhill's continued role as San Bruno's premier employment hub.
- Preservation of retail uses that serve vital neighborhood commercial needs at the Bayhill Shopping Center.
- Housing and mixed-use overlays, where housing is permitted in addition to the base office or commercial designation. The overlays are shown along San Bruno Avenue between Traeger Avenue and Elm Avenue; on the 801-851 Traeger site; and on the Bayhill Shopping Center.
- A Civic Use location where a 2.1 acre civic use would be permitted along San Bruno Avenue between Traeger Avenue and Elm Avenue, subject to decision and direction by the City Council.

## **Existing Zoning**

Figure 1 shows existing zoning in the Planning Area. Development at Bayhill is currently largely at the maximum permitted by the existing Planned Development (PD) zoning; The most significant amount of undeveloped building area allowed under current PD zoning is at the vacant former Gap building site (now owned by YouTube) located to the west of 901 Cherry Avenue on Bayhill Drive, development rights of which are regulated through a development agreement with the City of San Bruno. There are a few parcels with Community Office (C-O) zoning and one small parcel with General Commercial (C) zoning, where the existing zoning would allow some additional development.

## **Proposed Allowable Development**

The city has been reviewing the impacts of the EIR's Preferred Alternative of 2.46 million square feet of net new office. That EIR analysis is not yet complete. The work to date indicates that, with appropriate mitigations, that level of development can be accommodated. Some key factors that support building office at this site are:

- The aggressive and successful existing TDM program that YouTube has implemented which dramatically reduces the number of employees arriving in single occupancy vehicles.
- Proximity to Caltrain and BART, which indicates that future occupants of these office buildings can also implement aggressive and successful TDM programs.
- Bayhill is already a developed office park and can be updated and improved with limited environmental impacts.

The Specific Plan would permit additional development beyond what exists today as shown in Table 1 and described below. Figure 2 shows referenced parcel numbers. In preparing Table 1 and assigning new square footage to individual parcels, the staff considered:

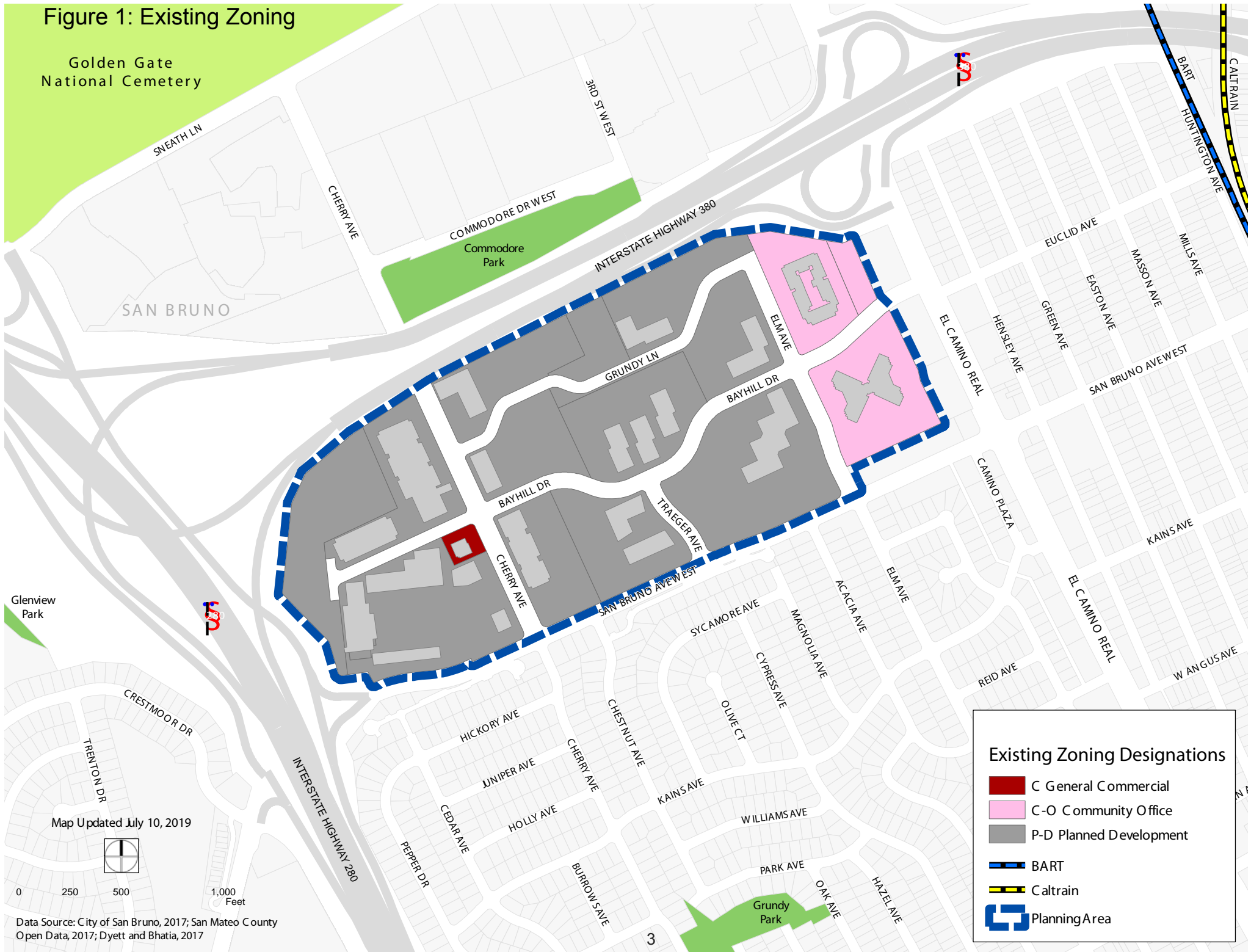
- The maximum 2.46 million square feet of additional office evaluated as the Preferred Alternative in the EIR
- Existing development on individual parcels and the likelihood of its replacement given the age and condition of the these buildings;
- Ability to provide additional parking to support increased square footage (parking has to be in underground garages per Ordinance 1284) ;
- YouTube's plans for the first phase of its development as well as subsequent phases;
- Insuring there is land available for the proposed Greenways;
- Proximity to transit and proximity to existing residential areas to the south.

The development table also shows potential development of housing at sites designated with Residential or Mixed-Use overlays.

Most of what is shown on Table 1 reflects the EIR's Preferred Alternative approach. There is one site, however, the formerly Gap-owned, but now YouTube-owned vacant parcel located to the west of 901 Cherry Avenue on Bayhill Drive (Parcel 5 on Figure 2) where a substantial reduction in permitted office square footage is recommended relative to that analyzed in the Preferred Alternative. It was shown with 560,000 SF of

# Figure 1: Existing Zoning

Golden Gate National Cemetery



### Existing Zoning Designations

-  C General Commercial
-  C-O Community Office
-  P-D Planned Development
-  BART
-  Caltrain
-  Planning Area

Map Updated July 10, 2019



0 250 500 1,000 Feet

Data Source: City of San Bruno, 2017; San Mateo County Open Data, 2017; Dyett and Bhatia, 2017

**Table 1: Bayhill Specific Plan - Existing and Potential Development Summary**

Parcel Number	Address(es)	Planned Land Area (sq. ft.)	Existing Development (sq. ft.)	Proposed Land Use Designation	Potential Net New Development* (sq. ft.)	Potential Total Existing and Net New Development (sq. ft.)	Potential Residential Overlay (Units)
<b>Bayhill Shopping Center</b>							
1	851 Cherry Ave	432,420	117,843	BNC / BMU	0	117,843	198
2	899 Cherry Ave	26,396	4,003	BNC / BMU	0	4,003	12
Subtotal		458,816	121,846		0	121,846	210
<b>Office Development</b>							
Bayhill General							
3	850 Cherry Ave	145,708	270,980	BRO	0	270,980	
4	801-851 Traeger Ave	264,366	134,712	BRO / BR	125,000	258,858	204
8	1250 Grundy Ln	74,313	67,586	BRO	0	67,586	
Subtotal		484,387	473,278		125,000	597,424	204
YouTube							
5	Vacant parcel/ Bayhill	290,545	0	BRO	287,000	287,000	
6	901 Cherry Ave	240,277	195,000	BRO	0	195,000	
7	1000 Cherry Ave	213,626	94,465	BRO	248,775	343,240	
9	1100 Grundy Ln	271,353	101,123	BRO	328,877	430,000	
10	900 Cherry Ave	151,869	102,252	BRO	191,225	293,477	
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	999 Bayhill Dr	37,873	0	BRO	40,510	40,510	
Subtotal		2,297,011	1,084,569		2,105,029	3,189,598	158
Unassigned Office					229,818	229,818	
Total Office		2,781,398	1,557,847		2,459,847	4,016,840	
Total Residential							572
<b>Hotel Development</b>							
16	1050 Bayhill Dr	187,613	79,152	-	0	79,152	
Subtotal		187,613	79,152		0	79,152	-

**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 net new office is evaluated in the EIR Preferred Alternative

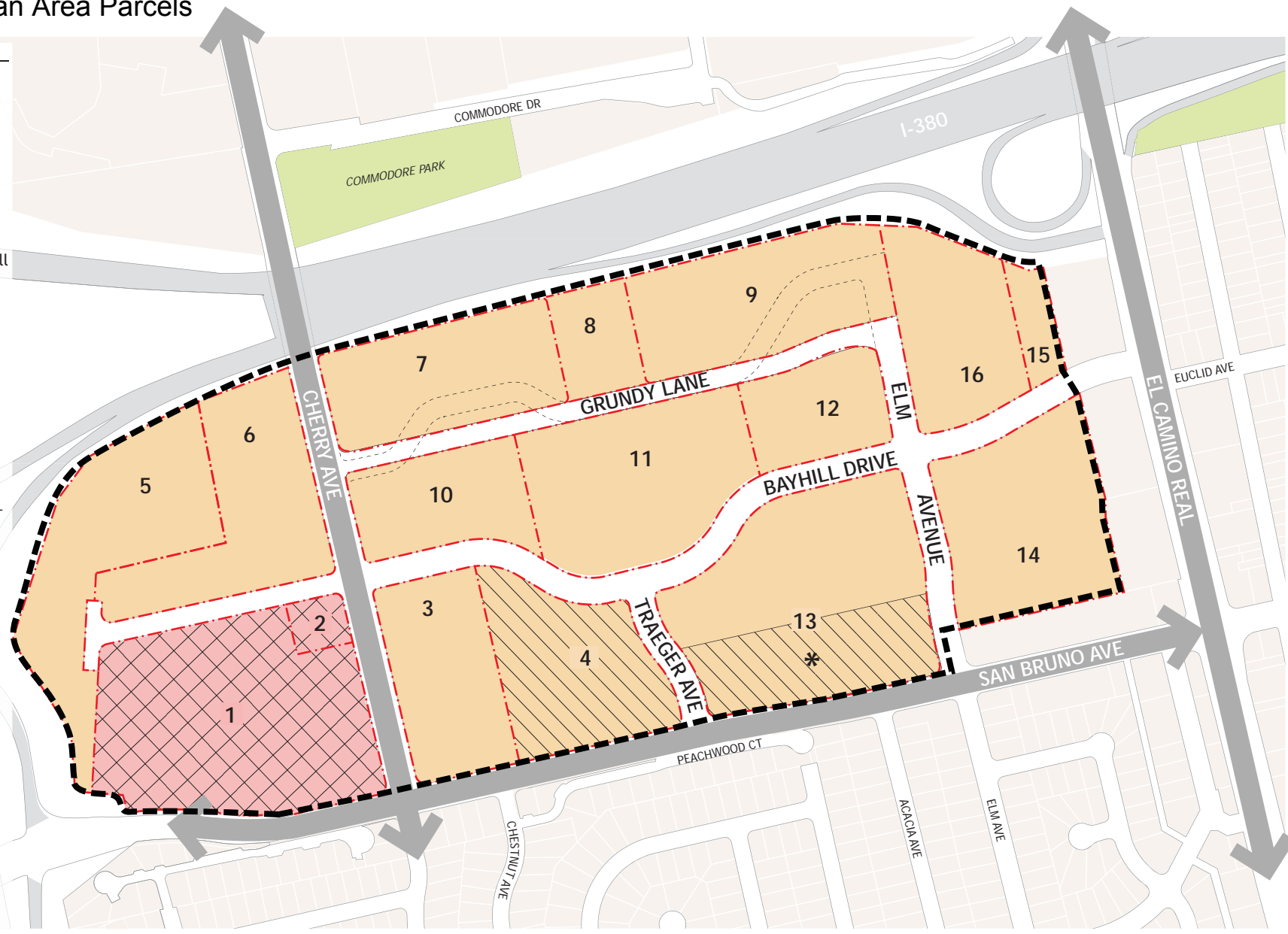
\*\* 2.1 acre civic use fronting San Bruno Avenue may be located within this block

Source: City of San Bruno, YouTube, 2019.

# Figure 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 Vacant Parcel/Bayhill
- 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 Residential Overlay
- Specific Plan Area Boundary
- Bayhill Neighborhood Center Commercial
- Bayhill Mixed-Use Overlay

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

office in the EIR Preferred Alternative, but the site has topography, access, easements, and other constraints. Permitting that much development on that sites is not recommended. The development proposed on Table 1 reduces the amount of proposed development to 287,000 SF, which is the amount of development for the property allowed by the current Development Agreement with the City.

On Table 1, some properties are allocated no new square footage because the current buildings are relatively new, in good condition and there is limited land and parking for new development. These parcels include the hotel and the Bayhill Shopping Center. The staff is exploring mechanisms to use the unallocated square footage shown on Table 1 to allow expansions on these properties in the future, if the additional SF can be constructed consistent with the requirements set forth in the Specific Plan.

Another option to create flexibility in the future that is being explored is a simple transfer of development square footage that would allow property owners to move the office square footage proposed on Table 1 around within the Specific Plan area to meet public objectives, such as increasing publicly accessible open space. No change or increase in overall allowable office development would result from any such transfer.

### **Community Benefits**

The Specific Plan will include requirements for Community Benefits. The purpose of the Community Benefit program is to ensure that major new office and residential development projects in the Specific Plan Area advance the overall quality of life goals of the City of San Bruno as a whole. Community Benefits are premised on the recognition that build-out of the Bayhill Specific Plan will have transformative and wide-ranging effects on the City and benefits to the developer. The Community Benefit Program is designed to ensure that the City receives additional or improved public facilities, services, and related amenities as part of allowing this new development.

### **Increased Height Alternative**

City Council requested the inclusion of the potential environmental impacts of an increased height alternative as part of the Environmental Impact Report (EIR). This alternative could only be implemented if the voters approved a modification to Ordinance 1284 which currently limits heights in the Specific Plan Area to three stories. By including this increased height alternative in the EIR, the community will have the benefit of an analysis of the potential environmental impacts and/or benefits should this change be placed on the ballot.

This alternative would allow housing, hotel and office buildings to reach 70 feet/five-story height limit further stipulating that office intensity would not increase under this scenario. Table 2 shows the increase in residential dwelling units and hotel rooms and no change in office square footage. This increased height alternative would allow for a substantial increase in the number of housing units in the overlay zones. A goal of increasing the height and density for housing would be to make the construction of housing more financially feasible. Office buildings would contain the same total volume but could be taller with smaller bases, enabling more of the site area to be in open space. The

**Table 2: Potential Development Under Increased Height EIR Alternative**

	Office Development (sq. ft.)	Hotel Development (sq. ft. / rooms)	Residential Development (Units)
Existing Development	1,555,000	79,152 (133 rooms)	- -
Total Potential - No Height Increase (50 feet/3-Story)	2,230,029	79,152 (133 rooms)	572
Total Potential - Increased Height (70 feet/5-Story)	2,230,029	110,813 (186 rooms)	1,070
Net Change - Increased Height	0	31,661 (53 rooms)	498

Source: Dyett & Bhatia, ICF, 2019

Specific Plan will not include additional design and development standards for this 5 story option. These development standards would need to be developed later if this alternative is pursued.

### **Land Use Designations**

The Specific Plan establishes two land use designations and two overlay zones, applied to various areas of the Specific Plan as illustrated in Figure 3: Land Use Designations. These land use designations provide guidance on where particular land uses are allowed within the Planning Area and the development standards new development would need to meet.

### **Land Use Districts**

#### *Bayhill Regional Office (BRO)*

Bayhill Regional Office permits administrative and professional offices located in a campus-style setting (Bayhill Office Park) and hotels. Development would be designed to permit cohesive environments that encourage safe and pleasant pedestrian movement, connectivity, open spaces and plazas, and cohesive streetscapes and landscaping, as articulated in policies and standards in the Specific Plan. Small convenience retail uses, personal services, eating and drinking establishments, and childcare are permitted as ancillary uses.

#### *Bayhill Neighborhood Commercial (BNC)*

Bayhill Neighborhood Commercial permits convenience and retail commercial uses including, but not limited to: grocery and drug stores; eating and drinking establishments; apparel and accessory stores; personal and business services; fitness studios; professional and medical offices; childcare; commercial recreation; and financial, insurance, and real estate offices.

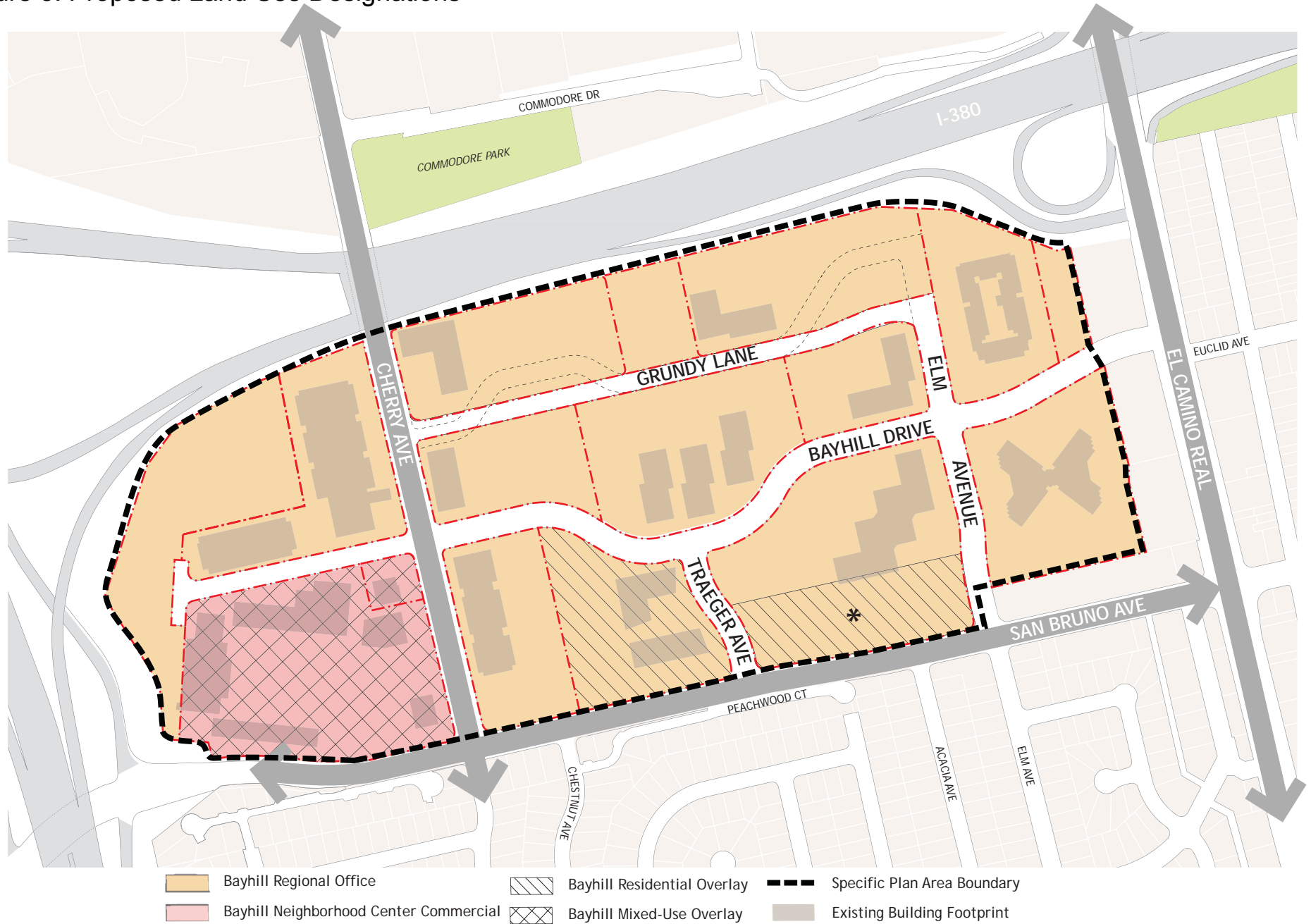
### **Overlay Districts**

Overlay districts permit additional uses while preserving underlying land use designations. Two overlay districts are provided to encourage housing development. The location and extent of these overlays is shown on the Proposed Land Use Designation map. (Figure 3) The projected number of housing units for areas with a residential overlay is shown on Table 1.

#### *Residential Overlay along San Bruno Avenue*

The Residential Overlay provides for residential development on certain properties along San Bruno Avenue located within Bayhill Regional Office (BRO) designation as shown on Figure 2. Housing may be provided combined with uses permitted under the base BRO designation or as a stand-alone use (that is, by replacing office buildings existing as of 2019). A total of 362 potential housing units are allowed.

Figure 3: Proposed Land Use Designations



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

PROPOSED LAND USE

### *Mixed-Use Overlay*

The Mixed-Use Overlay is shown on properties with Bayhill Neighborhood Commercial designation and enables horizontal or vertical mixed-use residential and commercial development. The current square footage of neighborhood commercial uses is proposed to be maintained as a condition of any housing. Housing may be provided at the ground level or on top of commercial uses. As shown in Table 1, approximately 210 housing units are permitted.

Properties currently included in the residential and mixed use overlay designations are presently built-out with office or commercial uses and their required parking. Developers may be unwilling to build this housing unless voters approve the five-story height increase described in the report.

## **Public Realm / Urban Design**

### **Enhanced Pedestrian Environment**

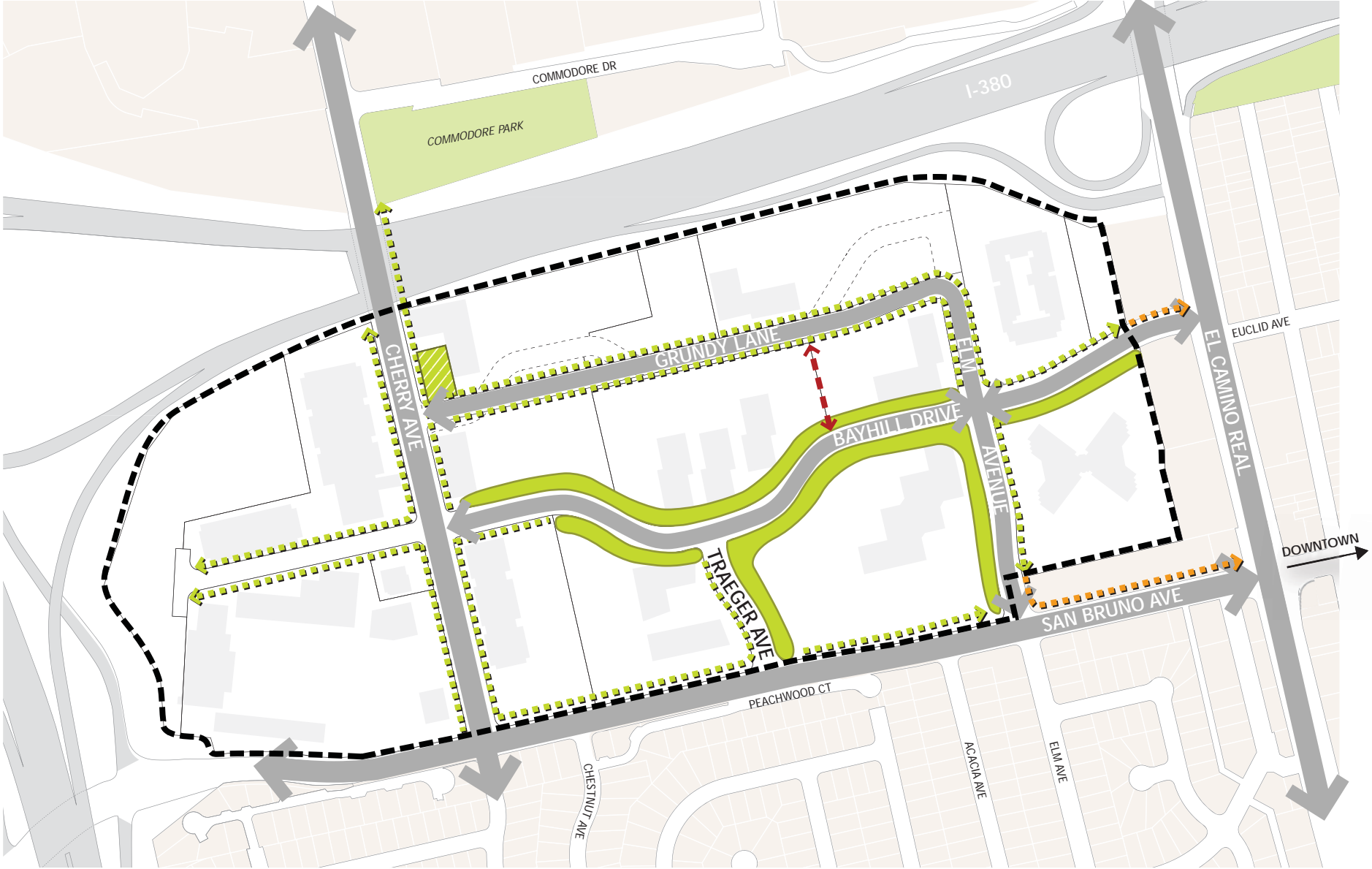
The quality of streets as public spaces, and their role in creating an attractive, interconnected public realm that encourages walking and bicycling, is a primary focus of the Bayhill Specific Plan. This approach is consistent with comments from the Planning Commission and City Council at the October 30 and December 4, 2018 review meetings. To achieve this objective, all streets within the Specific Plan Area are planned to contribute to an enhanced pedestrian environment with curbside street trees, pedestrian-oriented lighting, curbside planting strips, repaved 8-foot-wide sidewalks, and improved pedestrian street crossings.

The Specific Plan places particular emphasis on high-quality design approaches to landscaping along streets. Proposed underground parking garages will eliminate large surface parking areas that exist along Bayhill's public sidewalks today, providing an important urban design benefit. There are some urban design constraints with underground parking that the Specific Plan addresses. The Specific Plan focuses on insuring that landscaping above subsurface parking garages is designed such that setbacks and greenways appear natural and densely landscaped.

### **Greenways**

The draft Specific Plan features linear park/open spaces as a defining urban design element. Per Planning Commission and City Council direction, these "Greenway" spaces are planned "to be located on private land but would be publicly accessible and of sufficient dimension for employees and community members to enjoy." As depicted in Figure 4 Public Realm Concept, Greenways are planned to extend along Bayhill Drive, Traeger Avenue, and Elm Avenue. Each are important gateway streets to and through the Plan Area. Greenways are intended to be accessible and inviting to the public, adding attractive new walkable areas to the city. They will incorporate landscaped areas, as well as public sidewalks, curbside planters, benches, lighting, public art, and/or other amenities as appropriate.

Figure 4: Public Realm Concept



- Publicly Accessible Greenway
- Publicly Accessible Open Space
- Multi-Modal Transit Center
- Enhanced Pedestrian Ways
- Enhanced Pedestrian Ways (per TCP)
- Specific Plan Area Boundary

### **Private Open Space**

The Specific Plan promotes a variety of open space types. Some are publicly-accessible, such as Greenways and enhanced pedestrian environment street frontages. Others, such as internal building courtyards and/or terraces and pedestrian bridges are private. One of the Specific Plan’s goals is to reconcile objectives for a lively, pedestrian-oriented workplace district with YouTube’s understandable security concerns. The Specific Plan accommodates these objectives by balancing YouTube’s concept of large private “backyard” courtyard spaces for employees, with high quality exterior “front yard” spaces along public streets, to be shared by YouTube employees and the community of San Bruno at-large.

### **Building Orientation and Design**

YouTube’s development goals combined with the City’s 50-foot height limit, result in large building floor areas and footprints. To insure the design success of these buildings, the bulk, massing and front setbacks of the new buildings are an important topic in the Specific Plan.

### **Transportation**

The Bayhill Site 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 Site. The intensified land uses and increased trip generation expected as a result of the development permitted in the Plan are supported by a balanced circulation system that integrates pedestrian, bicycle, transit, and vehicular modes. Key policies and improvements to be included in the Specific Plan are denoted below.

### **Transportation Demand Management (TDM)**

TDM refers to policies and strategies that aim to reduce peak period travel demand, particularly for single occupant vehicles, or to redistribute that demand to off-peak times. The largest employers at Bayhill, including YouTube and Walmart, currently have robust TDM programs that include long-haul commuter shuttles, first-mile/last-mile shuttles to BART and Caltrain, bicycle parking and showers, and carshare. Based on YouTube’s 2018 employee commute survey, less than half of employees drive to work. The remaining half arrive to the Bayhill site by the Google-bus, transit, biking, or walking.

### Transportation Demand Management Strategies

Potential TDM measures include:

<b>Built Environment Factors</b>	<b>Services &amp; Programs</b>	<b>Education &amp; Outreach</b>
<ul style="list-style-type: none"> <li>▪ Traffic Calming Features</li> <li>▪ High-Quality Pedestrian Design</li> <li>▪ High-Quality Bike Connections</li> <li>▪ Passenger Loading Facilities</li> <li>▪ Parking Management</li> </ul>	<ul style="list-style-type: none"> <li>▪ Transit Subsidy</li> <li>▪ Long-Haul Shuttles</li> <li>▪ First-Mile/Last-Mile Shuttles</li> <li>▪ Carpooling</li> <li>▪ Carshare Parking,/Subsidies</li> <li>▪ Bicycle Parking/Amenities</li> <li>▪ Bikeshare/Scooter-share</li> <li>▪ Emergency Ride Home</li> </ul>	<ul style="list-style-type: none"> <li>▪ General Promotion and Advertising</li> <li>▪ Transportation Information Center</li> <li>▪ TDM Coordinator</li> </ul>

The Specific Plan will encourage continuing the current program and will require TDM programs and monitoring of all new Bayhill employers or property managers.

### Parking

Access by car will continue to be important for many people, including people commuting from home locations that are too far from public transit or a company-provided long-haul shuttle route. An integrated parking strategy that meets community and business owner desires for access, and supports the goals of the TDM Program is an essential component of the Plan. As such, the Plan includes recommended parking ratios consistent with the Transit Corridors Plan (3 parking spaces per 1,000 square feet of office) with the ability to reduce the parking supply for future phases based on parking occupancy data.

### Phase I Bus/Shuttle Hub

As part of YouTube's infrastructure investments, the Phase I project includes construction of an off-street multi-modal transportation hub that will accommodate YouTube employees in a dedicated area outside the public right-of-way. The proposed bus/shuttle hub is located in the site bound by Grundy Lane, Elm Avenue, and Bayhill Drive. The current proposal would accommodate existing and future YouTube/Google buses and limit impacts on public streets in the Plan area. Public transit routes, such as SamTrans and the local BART/Caltrain shuttle would continue to use on-street transit stops located in the public right-of-way.

## Other Planned Improvements

In addition to the planned improvements above, the Specific Plan proposes to include a series of improvements that will enhance pedestrian and bicycle circulation throughout the site and address potential increases in congestion. Key improvements include:

- **Grundy Lane** would be realigned between Cherry Avenue and Elm Avenue. The realigned roadway would provide opportunities to include a landscape, widened sidewalks, and bicycle sharrows. Grundy Lane would continue to provide on-street parking on one side of the street.
- **Bayhill Drive** would maintain its current alignment but the plan proposes to reduce it from a four-lane roadway to a two-lane roadway (one-lane in each direction) west of Elm Street, with a landscaped median/center turn lane and buffered bike lanes. The new cross-section would also include widened sidewalks and additional landscaping.
- **Traeger Avenue** is proposed to maintain its current alignment. The northbound roadway, from San Bruno Avenue to Bayhill Drive, would be modified to a single lane, though it will open up to two lanes as it approaches Bayhill Drive. The modified roadway would include a bike lane in the northbound direction and bicycle sharrows in the southbound direction. In addition, the north side sidewalk would be modified to include a landscaped section between the sidewalk and roadway.
- **Signalization and other improvements to intersections.** New CEQA guidelines require that a project's transportation impact in an EIR be based on vehicle miles traveled (VMT), rather than level of service. Therefore, the Draft Environmental Impact Report will no longer use Level of Service as the measure of environmental impact, Nevertheless, LOS, which is a measure of congestion at intersections, is the impact assessment tool most familiar to decision makers, and to provide that information, the impacts on LOS were evaluated for this project. For the most part, the impacts of the project can be addressed through the follow improvements, assuming an aggressive TDM program as described above.
  - Optimize signal timings based on additional traffic volumes at the following intersections:
    - Cherry Avenue/San Bruno Avenue
    - El Camino Real/San Bruno Avenue
    - I-380 Westbound/El Camino Real
    - I-280 Southbound Ramp/Sneath Lane
  - Signalize the intersection of Traeger Avenue/San Bruno Avenue

## Specific Plan/Phase 1 Infrastructure

The Specific Plan will recommend any necessary improvements to the City's infrastructure that result from plan build-out, and a financing plan for those improvements. To date, the City has been evaluating the project's effects on the following infrastructure elements (roads are addressed above).

## Wastewater

The City of San Bruno owns and maintains the sewer system that serves the area within its city limits. The Bayhill Specific Plan area is served by small diameter local sewers located along Cherry Avenue, Bayhill Drive, and Grundy Lane, and a major (18- to 24-inch) trunk sewer that runs through the area along San Bruno Avenue, Traeger Avenue, and Bayhill Drive, across El Camino Real and I-380 to Sneath Lane, and then east to Tanforan Avenue where it ultimately discharges to the City of South San Francisco's Shaw Road Pump Station. The wastewater is conveyed from there to South San Francisco's Water Quality Control Plant for treatment and disposal.

The City's sewer system was evaluated using a hydraulic model of the trunk sewer system developed as part of its 2014 Sewer Master Plan, updated to reflect current conditions. The evaluation looked at the EIR Preferred Alternative, at the 5 story alternative and at the cumulative impact associated with other expected development within the City. The results of the analysis indicated that all the sewers within the Bayhill Specific Plan area would have adequate capacity to convey predicted peak flows under all development scenarios and that there is adequate capacity in the treatment facility.

## Water

The Plan Area is located in Pressure Zone 3/5 of the City's water system and will be served primarily from connections to San Francisco Public Utilities Commission's water system. The Preliminary Phase 1 Utility Plan (April, 2019) proposes modifications to the existing water pipelines on Elm Avenue, Grundy Lane and Bayhill Drive to meet fire flow requirements. .

The City's water consultant performed a water system assessment (as required by State law) to ensure the city has sufficient available water supply to serve the project at build-out. That report concluded that there is sufficient overall supply. Staff is currently working on insuring that there is sufficient water supply for all circumstances, including after an earthquakes or other emergency.

## Groundwater

A portion of the City's water needs have traditionally been met with groundwater pumped from the city's wells. The aquifer underlying the City is, in some ways, a part of the City's "infrastructure" and is also an environmental resource that is monitored by State and regional agencies.

In order to meet the City's parking requirements, YouTube proposes as part of Phase 1 to construct a large underground parking structure. Additional subterranean structures will be needed for future phases. When subsurface structures are proposed as part of any project, there is the potential for the proposed excavation to encounter groundwater. In order for the construction to proceed when groundwater is encountered, the water must be pumped out of the excavation, a process known as "dewatering". The dewatering process may affect the underlying aquifer. Evaluating this potential impact is important to the City because of existing City agreements and management plans adopted to preserve and protect the groundwater aquifer and resources.

Upon preliminary review, the planned subterranean garages appear to intercept the groundwater table in some phases of YouTube's proposed development plan. Accordingly, as part of the evaluation of the impacts of the project, a groundwater assessment is now underway.

### **Stormwater**

The existing stormwater pipes in the Plan Area and downstream of the Plan Area are at (or above) capacity and there is occasional flooding during peak storm events on Elm and east of the project site. When the stormwater system is already above capacity, any additional runoff from the site will worsen the existing condition.

Because of the amount and type of construction proposed by YouTube (including substantial subterranean garages), the proposed project is expected to increase the amount of impervious surface thereby potentially increasing the runoff from the Plan area and potentially exacerbating the existing downstream flooding. There are various options that can be considered to address this problem, including increasing the capacity of the downstream system and/or finding ways to retain the peak runoff on-site (in detention basins or ponds). The EIR engineering consultants are evaluating this impact and considering various mitigations for it. YouTube is also considering its options for addressing the potential impact.

### **Conclusion**

In conclusion, when development is proposed at the scale proposed by YouTube within an existing urban area with in-place infrastructure, there are often challenges in determining how best to meet the infrastructure needs of the project. The City is engaged in ensuring that the impacts on the City's infrastructure are fully and comprehensively considered and appropriate requirements are placed on the project (and within the Specific Plan) to ensure that the City's infrastructure can accommodate the project without detriment to the existing system.

## Attachment 4:

# Draft Environmental Impact Report Status

## I. Background

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CEQA requires California public agencies to participate in an environmental review process to identify significant environmental impacts and adopt feasible mitigation or alternatives prior to making a final decision on a proposed project. The EIR for the Bayhill Specific Plan is being prepared by ICF.

The Draft EIR defines the Project as the proposed Specific Plan, inclusive of the Phase I Development, and analyzes the potential environmental impacts that could occur from future development under the Specific Plan. The Draft EIR provides two levels of analysis appropriate to the Specific Plan and the Phase I Development. The Phase I Development is analyzed at a project level, focusing on the changes to the environment that could occur from construction and operation of the Phase I Development. The Specific Plan is analyzed at a program level, which provides a broader analysis of a series of actions that can be characterized as one large project and are related geographically and/or as logical parts in a chain of contemplated actions. The program-level evaluation allows for “tiering” for future development under the Plan, where further environmental review would not be required for projects found to be consistent with the Plan and within the scope of the program EIR. The EIR will provide full CEQA clearance for both the adoption of the Specific Plan and approval of the Phase I Development. This study session report provides an overview of the EIR analysis that is currently underway.

The inclusion of Phase 1 at the project level has made the preparation of the EIR more complicated, iterative and time consuming than a plan level EIR for the Specific Plan would have been. A Draft Environmental Impact Report (DEIR) is expected to be completed in Fall, 2019. Once released, the DEIR is subject to a minimum of a 45 day review period for public comment. After public comments are received, a response to each comment is required and, should it be warranted, minor changes to the DEIR are proposed. The DEIR and Response to Comments constitute the Final Environmental Impact Report (FEIR).

To ensure a conservative approach in analyzing environmental impacts under CEQA, EIRs typically analyze what could be considered a worst-case scenario in order to disclose all potential significant impacts that could occur from implementation of a project. For a programmatic evaluation of a land use plan, this entails projecting buildout calculations to carry through the environmental review analysis. The term “buildout” refers to the future scenario in which development permitted under the Specific Plan is fully implemented. The Specific Plan would establish a housing overlay zone on a 19.6-acre area in the southern portion of the Project Site that would allow for the development of up to 573 multifamily residential units. Regional office uses would continue to be allowed in the housing overlay zone, and a mix of both use types could be developed as long as the maximum permitted density is not exceeded. To account for the variability

resulting from the housing overlay zone, two different buildout scenarios have been developed for purposes of the EIR analysis, based on the EIR Preferred Alternative selected by the City Council in December 2018:

- The Maximum Office Scenario assumes that no residential construction occurs within the housing overlay zone, and up to 2,459,847 square feet of net new office space is constructed, for a total of 4,017,694 square feet of office space in the Planning Area when considering existing uses.
- The Maximum Housing Scenario assumes that the maximum amount of housing allowed under the Specific Plan (3-stories) is constructed, resulting in 573 multi-family residential units and up to 1,942,896 square feet of net new office space, for a total of 3,500,743 square feet of office space in the Planning Area when considering existing uses.

Each chapter of the EIR analyzes the buildout scenario that represents the “worst-case” scenario for the resource area being analyzed. The “worst-case” scenario is the scenario with the greatest potential to result in significant impacts.

### **Scoping Process**

The City released a Notice of Preparation (NOP) for the EIR in November 2017 and held a public scoping meeting in December 2017. The NOP is being recirculated to reflect a change to the Planning Area and Phase I Development site boundaries to remove properties in the Transit Corridor Plan (TCP) area. The Phase I Development site boundary was revised to include 1150-1250 Bayhill Drive, as these buildings would be demolished as part of the Phase 1 Development, and a proposed bus/transit station located on the western portion of 950 Elm Avenue.

## **II. EIR Status**

Future development under the Specific Plan would be required to be consistent with and implement the policies in the Specific Plan. Accordingly, the Draft EIR analysis begins by identifying draft Specific Plan policies that would ensure that new development under the Plan would be designed and implemented so as to avoid potential adverse environmental effects. Where the Draft EIR analysis determines that a significant impact would occur despite implementation of the identified Specific Plan policies, the impact is classified as significant, and mitigation measures are identified that would reduce, eliminate, or avoid the adverse effect.

The Draft EIR includes a detailed analysis of the Project’s potential impacts on the environment with respect to the following topics: Aesthetics, Air Quality, Energy, Greenhouse Gas Emissions, Land Use/Planning, Noise, Population/Housing, Hydrology/Water Quality, Public Services/Recreation, Transportation, and Utilities/Service Systems. A general description of these topics is included below.

During the scoping process for the Draft EIR, the City of San Bruno determined that implementation of the Project would not result in significant environmental impacts on the following topics: Agriculture and Forestry Resources, Biological Resources, Cultural Resources and Tribal Cultural Resources, Geology/Soils, Hazards/Hazardous Materials, Mineral Resources, and Wildfire. In accordance with Section 15128 of the State CEQA

Guidelines, the Draft EIR includes a brief discussion indicating the reasons that these effects were determined not to be significant and are therefore not discussed in detail in the EIR.

The Draft EIR with the analysis of the topics described above is being prepared and will be available for public review in the Fall of 2019.

### **Alternatives**

In accordance with Section 15126.6 of the CEQA Guidelines, the EIR will evaluate a reasonable range of alternatives to the Project that would feasibly attain most of the basic project objectives and would avoid or substantially lessen the identified significant environmental impacts of the Project. This will include a No Project Alternative, as required by CEQA. The alternatives under study are being developed as the EIR analysis progresses, based on the Project impacts identified.

As directed by Council, the EIR will also evaluate an Increased Height Alternative under the assumption that a voter initiative is placed on the ballot and passed by the voters to amend Ordinance 1284 and building heights are permitted up to five stories in the plan area.

## **Attachment 5: YouTube Phase 1 Office Development Update**

YouTube formally submitted plans for their proposed Phase 1 office development on April 26, 2019. The proposed Phase 1 office development submittal is currently being processed, and has been deemed incomplete by City staff. Additional information and modifications are needed for staff to deem the application complete and ready for review by the Architectural Review Committee, Planning Commission, and City Council. Revised plans are being prepared and will be reviewed by the City staff. Renderings of the Phase 1 project design are shown on Figures 5 through 8. These renderings are based on YouTube's initial submittal and will be reviewed by staff for consistency with draft Specific Plan policies. The proposed Phase 1 office development is the first phase of a five-phase plan to redevelop YouTube owned properties within the Bayhill Office Park area.

The proposed Phase 1 office development is comprised of two separate parcels: 1000 Cherry Avenue (Phase 1 North), and 900 Cherry Avenue (Phase 1 South). The proposed Phase 1 office development is being processed concurrently with the development of the Bayhill Specific Plan and Draft EIR. The proposed Phase 1 office development consists of two 3-story office buildings totaling 440,000 square feet of office space. The proposed buildings would measure no higher than three stories, or 50 feet in total height. Three levels of subterranean parking are also proposed. The buildings and associated subterranean parking garages would be located on existing surface parking lots located adjacent to the existing buildings at 1000 and 900 Cherry Avenue (see parcel 7 & 10 on Attachment 3 – Figure 2). The property at 900 Cherry Avenue is currently developed with a six-story office building measuring approximately 102,250 square feet in total area. The property at 1000 Cherry Avenue is currently developed with a three-story office building measuring approximately 94,500 square feet in total area. The two existing buildings located at 900 and 1000 Cherry Avenue would remain.

The anticipated entitlements include:

- Architectural Review Permit
- Bayhill Specific Plan Development Permit (proposed new permit type created in the Specific Plan)
- Conditional Use Permit for valet and off-site parking
- Phased Vesting Tentative Map including related street vacations and dedications
- Master Signing Program
- Temporary Use Permit for construction staging.

Additionally, City Council approval is required to authorize the installation of loading zones on public streets. A Heritage Tree Removal Permit is required for tree removal.

Below grade connections under Grundy Lane are proposed at one of the three sub-grade garage levels. An above grade pedestrian bridge that extends over Grundy Lane would connect the two buildings at the second floor level. The Phase 1 proposal also includes a Phased Vesting Tentative Map that delineates future pedestrian bridges and subgrade crossings. Grundy Lane is also proposed to be realigned to be straightened as part of the Phase 1 development. The realigned Grundy lane would incorporate bicycle sharrows and would continue to provide on-street parking on one side of the street. Additionally, the northern

portion of Elm Avenue located directly to the north of the realigned Grundy Lane is proposed to be abandoned during Phase 1.

The proposed Phase 1 office development also includes an off-street multi-modal transportation hub that would accommodate YouTube employees in a dedicated area outside the public right-of-way. The proposed multi-modal transportation hub is located on the 950 Elm Avenue property owned by YouTube and would connect Grundy Lane and Bayhill Drive. The proposed multi-modal transportation hub would provide a centralized location for private buses and shuttles; thereby, limiting impacts on the public street with the Bayhill Office Park area. Public transit routes, such as SamTrans and the local BART/Caltrain shuttle would continue to use on-street transit stops located in the public right-of-way.

Regarding parking, the City is requiring that three parking spaces per 1,000 square foot of office space be provided on-site for the proposed Phase 1 office development. However, the overall parking ratio may be reduced for future phases of development based on parking occupancy data. YouTube is proposing a total of approximately 1,900 parking spaces for Phase 1 (including existing and proposed buildings). Parking would be provided via standard parking spaces, tandem parking spaces, and mechanical parking devices. The existing buildings located at 1150 – 1250 Bayhill Drive would be demolished as part of the proposed Phase 1 office development; this area would be used for construction staging and would provide temporary parking during the construction of the Phase 1 office development.

Employee pedestrian access to the proposed Phase 1 office development would be provided at several locations along each street frontage (Grundy Lane and Bayhill Drive). The main pedestrian entry to the proposed Phase 1 North office development would be provided via a publicly accessible entry plaza adjacent to Grundy Lane. Additionally, the main pedestrian entry to the proposed Phase 1 South office development will also be provided via the same entry plaza adjacent to Grundy Lane. A second pedestrian entrance to the proposed Phase 1 South office development would be provided via a publicly accessible entry plaza on Bayhill Drive. Employee vehicular access to the proposed Phase 1 North and Phase 1 South garage would be provided at two locations along Grundy Lane. The Phase 1 South building would also provide invited guest vehicular access to the garage along Bayhill Drive.



Figure 5 - Aerial View of Phase 1 YouTube Office



Figure 6 - View of Phase 1 Office Looking West on Grundy Lane Toward Cherry Avenue



Figure 7 - View of the Phase 1 South Entry Plaza



Figure 8 - View of Phase 1 Office Looking West on Bayhill Drive Toward Cherry Avenue

## **Attachment 6:**

# **Development Agreement Update**

You Tube has requested that the City consider a Development Agreement for its properties, and the City Manager and his negotiating team has agreed to discuss the terms of a possible agreement, including negotiated requirements, referred to as “Community Benefits.”

California Government Code Section 65864, et seq., and City Resolution 1986-77 authorize the City to enter into a binding, long-term development agreement establishing certain development rights in the property. Development Agreements can provide certainty, definition and commitment as to proposed development and as to necessary public improvements required by development. In San Bruno, Development Agreements are common for larger projects to be built in multiple phases that will require multiple years to construct. Development Agreements provide certain rights and benefits for the developer and certain rights and benefits for the City if the City Council elects to approve the applications for the Project and enter into the Development Agreement.

A Development Agreement provides the Developer with assurance that upon approval of the project, the applicant may proceed with the project in accordance with existing policies, rules and regulations, and subject to conditions of approval. The Development Agreement specifies the duration of the agreement, the permitted uses of the property, the density or intensity of use, the maximum height and size of proposed buildings, and provisions for reservation or dedication of land for public purposes. The Development Agreement includes conditions, terms, restrictions, time deadlines for the construction, and requirements that must be met during the course of the development.

Cities enter into Development Agreement’s because they can obtain negotiated community benefits that would otherwise not be available under current Ordinances and laws. Because the City is being requested to approve legislative actions to permit the proposed project through the adoption of the Specific Plan, and changes to the YouTube project sites’ land use designations and zoning classifications and other legislative acts (such as changes to City public streets), the City can negotiate community benefits that it cannot get through the normal entitlement process. These may include, but are not limited to financial contributions toward off-site or on-site infrastructure improvements that exceed the developers fair share of costs based on the Development Impact Fees, construction of these improvements, or other community benefits improve the quality of life in the community (e.g. contributions toward civic facilities). The negotiated community benefits that cities may receive from a DA are in addition to required “mitigation measures” required under the California Environmental Quality Act (CEQA). A development is typically required to mitigate as much as feasible the environmental impacts of a project, and to contribute its fair share toward any required infrastructure improvements. The community benefits cities receive from a Development Agreement are in addition to these mitigations.

The City Staff is currently meeting regularly with YouTube representatives to discuss what may be included in a DA should an increase in development potential be permitted under the Specific Plan and the associated discretionary land use entitlements. The Planning Commission will review any public review draft DA recommended by the City Manager, and make a recommendation to the City Council who has the final approval authority. CEQA must be completed prior to action on the DA. Should the City Manager's team and YouTube arrive at a draft DA, it will be considered along with the Specific Plan during the approval process.