

# **APPENDIX D – BAY CONSERVATION AND DEVELOPMENT COMMISSION (BCDC) GUIDELINES**

*Adopted by BCDC January 21, 1982 as amended*

## **SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION**

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TO: All Commissioners and Alternates

FROM: Michael B. Wilmar, Executive Director

SUBJECT: REVISED PUBLIC ACCESS GUIDELINES FOR THE ANZA AREA, BURLINGAME (For Commission consideration on January 7, 1982)

### Summary

The staff recommends that the Commission adopt the attached public access guidelines. They have been revised slightly in response to Design Review Board and Commission comments as presented by the staff at the public hearing on December 17, 1981: (1) the first two sentences of Section "A" were revised so they are not so ponderous; (2) landscaping is required to be compatible with the Bay edge environment; (3) a note was added to Section "B-7" stating that virtually all fill for public access will be pile-supported; and (4) a note was added to Exhibit "B" stating that no part of the restaurant is to be on fill and the building must be designed so it is not perceived as an obstacle to public access.

The staff has not recommended changing the language in the guidelines concerning the possible bridge across Sanchez Creek Lagoon connecting Highway 101 and Airport Boulevard as was suggested by several Commissioners. The City of Burlingame believes that the guidelines must be adopted in their entirety (although the City is willing to consider changes in language). As the staff believes that effective implementation of the guidelines requires the cooperation of the City, and that the guidelines represent a reasonable compromise, the staff has not proposed any changes to this section.

The guidelines allow the construction of a two-lane, pile-supported bridge if the City can demonstrate such things as:

1. there is no upland alternatives to handling the traffic;
2. public access is maximized by such measures as retaining and improving the eucalyptus grove next to Highway 101 for public access; and
3. environmental impacts are minimized including demonstrating that the on and off ramps will be safe and mitigation is provided for unavoidable adverse environmental impacts.

Under these limitations, the staff believes that the impacts of the bridge will be minimized and the public access benefits of the guidelines can be realized with the cooperation of the City. The staff believes these benefits outweigh any detriment to the Bay caused by the fill.

Furthermore, the staff does not believe this sets a precedent that requires the Commission to approve fill for bridges whenever someone wants to develop an area that has limited accessibility without such fill. Those decisions would be made on the basis of, among other things, whether the public benefits of the project outweigh the detriments. Such a determination would involve so many different factors that the staff believes they could be easily distinguished from the situation in the Anza area.

### Procedure

Formally, these guidelines could be adopted by a majority of those Commissioners present at the Commission meeting. However, because the guidelines are intended to serve as a basis for making permit decisions, the staff recommends that the Commission require a majority of the Commissioners to adopt them.

### Staff Recommendation

The staff recommends the Commission adopt the following resolution:

The Commission hereby adopts the attached guidelines to use in evaluating maximum feasible public access consistent with the project in making permit decisions in the Anza area. To achieve the implementation of these guidelines, the Commission directs the staff to continue working cooperatively with the City of Burlingame. In adopting these guidelines, the Commission finds that Section "G" should not be construed to establish a precedent for authorizing fill for traffic improvements desired because of traffic congestion or limited accessibility created or allowed by poor planning. Each such case will be reviewed on a case-by-case basis to determine its consistency with the McAteer-Petris Act and the Bay Plan.

## **BAY CONSERVATION AND DEVELOPMENT COMMISSION PUBLIC ACCESS GUIDELINES FOR ANZA AREA, BURLINGAME**

### A. Use of the Guidelines

These guidelines are intended to be general in nature and, therefore, it is expected that individual developments will vary somewhat from the specific numbers included in these guidelines. However, any reduction in the amount or widths of public access or other amenities should not be accepted unless there is a corresponding and offsetting improvement in public access to the Bay through some other aspect of the design not contemplated by these guidelines because of their general nature. Moreover, as these guidelines only establish the relationship of public access among the various parcels, they should not be considered as the maximum requirement. Individual permit applications must still be evaluated on a case-by-case basis to determine whether the public access proposed is the maximum feasible for that specific site and use.

### B. General

1. Public access should be continuous along the shoreline and paths and other improvements should be coordinated between developments.
2. Buildings and improvements should be designed to encourage use of the adjacent public access areas by the public.
3. Parking and service facilities should be integrated with any development they serve, located so as not to interfere with or detract from public access to and along the shoreline, and landscaped to minimize visual impacts.
4. Landscaping around buildings and in public access areas should be compatible with the Bay edge environment and similar to or compatible with the existing landscaping in the area.
5. The usable portion of the public access area, as measured from the top of bank, should be a minimum of 40 feet wide. Where buildings taller than 40 feet are proposed, the minimum width of the usable public access area between the building itself and the top of the bank should be increased to the height of the most prominent part of the building as viewed from the shoreline.
6. As used in these guidelines, "public access area" means available exclusively for public access to and along the shoreline, and landscaping consistent with such use.
7. With the possible exception of the pile-supported direct connection between Highway 101 and Airport Boulevard over Sanchez Creek Lagoon (see Section G), no other traffic improvements to serve the Anza area involving Bay fill should be authorized. Minor fill to improve shoreline appearance or public access, however, may be authorized. Virtually all such fill will be pile-supported.

**C. Bay Proper**

1. Development within each of the three blocks of the presently undeveloped lots along the shoreline of the Bay proper should be coordinated in terms of design, public access to and along the shoreline, view corridors, uses, and traffic circulation in a manner similar to that shown on Exhibits B and C. The height of development in the block of lots immediately west of Bayfront Channel should be only one and two or two and one-half stories to provide variety from the taller development along the rest of the shoreline and to conform to the height of existing development in that area.
2. Major public access areas should be provided next to Fisherman's Park, on both corners of the entrance to the Bayfront Channel, and on the peninsula between the Bay proper and Anza Lagoon as shown on Exhibit A.
3. Along the shoreline of the Bay proper, the public access area should average a minimum of 75 feet in width as measured from the line of highest tidal action.
4. Any exceptions to the minimum widths of public access areas shall be allowed only if the design of the building and adjacent public access is such that the public is encouraged to make greater use of the shoreline and other substantial public access areas are provided to offset the reduction in the minimum width, such as is shown on Exhibit B.

**D. Bayfront Channel**

1. Major public access areas should be located at the corners of Bayfront Channel and the Bay proper and at the corner of Bayfront Channel and Sanchez Creek Lagoon, as shown on Exhibit A.
2. Public access along both sides of the Channel should average a minimum of 65 feet in width. Where lots are narrow, the average can be calculated over more than one parcel if the public access on the other parcel has been guaranteed.
3. A pedestrian/bicycle bridge should be provided across Bayfront Channel where it meets the Bay. The existing bridge across Bayfront Channel at its intersection with Sanchez Creek Lagoon should be retained for public access.

**E. Sanchez Creek Lagoon Area**

1. A major public access area should be located at the corner of Sanchez Creek Lagoon and Bayfront Channel as shown on Exhibit A.
2. A major public access area and view corridor should be provided on State Parcel One and include approximately 50 feet of each of the adjacent parcels between Sanchez Creek Lagoon and Airport Boulevard as shown on Exhibit A. Within the 50-foot wide setback adjacent to State Parcel One, parking may be authorized on the

20 feet farthest from State Parcel One provided it is adequately screened by landscaping.

3. Public access should average 65 feet in width along the remainder of the entire shoreline of Sanchez Creek Lagoon as measured from the line of highest tidal action.
4. Building heights along Sanchez Creek Lagoon should progress from a maximum of five stories above the elevation of existing curb grade at each end of the Lagoon to a maximum of two stories adjacent to State Parcel One at the center of the Lagoon. Taller buildings far from the shoreline at the eastern end of Sanchez Creek Lagoon are appropriate.
5. Development along the shoreline of the Sanchez Creek Lagoon should be coordinated in terms of design, public access to and along the shoreline, view corridors, uses and traffic circulation.
6. Public access connections from Airport Boulevard to the Sanchez Creek Lagoon should be provided every 200 to 400 feet to encourage public use and awareness of the access along the Lagoon. These areas should provide a direct physical and visual connection to the public access along the Lagoon, be landscaped, and be free of service or parking uses that can detract from the purpose of the connections. Adjacent buildings should be designed to complement the connection.
7. Development along Sanchez Creek Lagoon should be designed and located to avoid long expanses of building mass. Building masses should be varied, and separations between buildings should be coordinated with separations in existing buildings in the area, to reduce the visual impact of the development from Highway 101.

F. Anza Lagoon

The last vacant parcel with shoreline frontage only on Anza Lagoon may be developed with high density uses provided most of the shoreline band is devoted to public access and any tall buildings are sited away from the southern-most portion of the Lagoon as shown on Exhibit A.

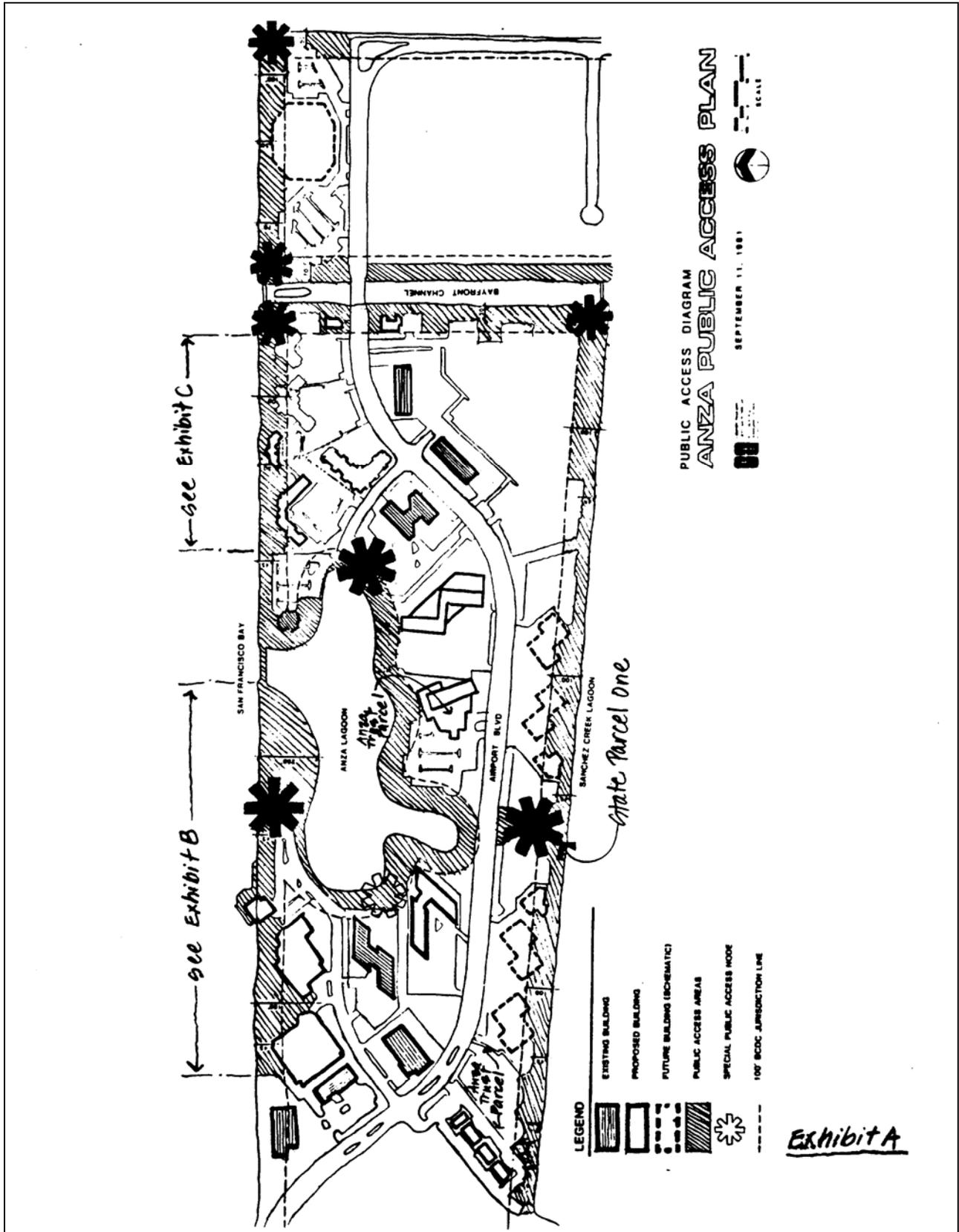
G. Bridge Connection from Highway 101

Any direct connection between Highway 101 and Airport Boulevard over Sanchez Creek Lagoon should not be authorized unless it has all of the following characteristics supported by complete traffic studies of the transportation system:

1. There is no feasible upland alternative, including operational improvements.
2. Fill is minimized by use of a pile-supported bridge structure in a location that minimizes the amount of fill with no more than two lanes and a pedestrian and bicycle pathway.

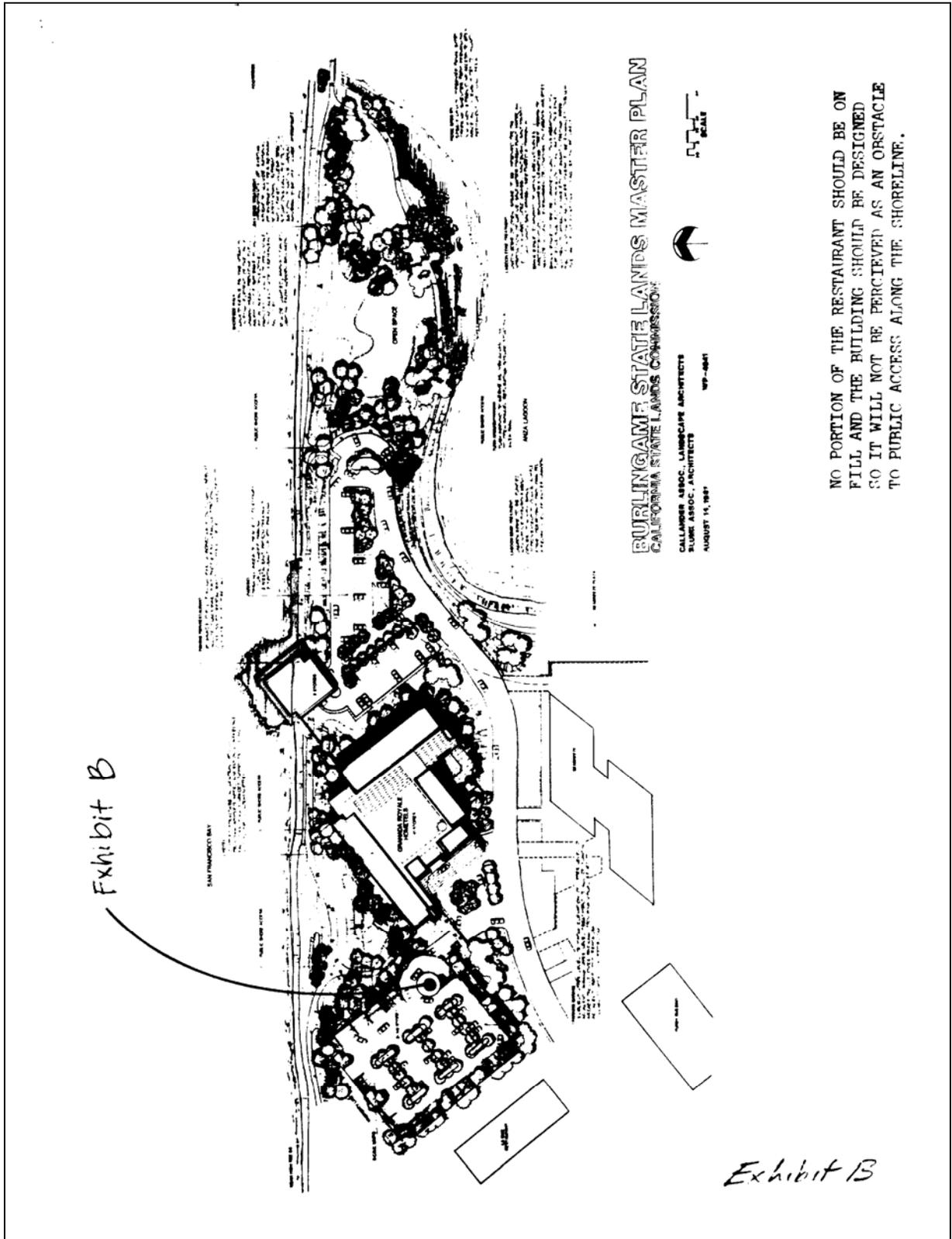
3. Maximum feasible public access is provided by such measures as:
  - a. Retention and improvement of the eucalyptus grove along Highway 101 for public access, provided that improvements at the grove, such as parking, must be safe and should minimize impacts to the grove and maximize public use of the grove and shoreline (these improvements need not be extensive as most use will likely be by fishermen and highway travelers);
  - b. Linking the eucalyptus grove along Highway 101 with public access around the rest of the Anza area and integrating such access with consistent development of the City's proposed park on the landfill site north of Sanchez Creek Lagoon, provided that public access connections to the marsh at the western end of Sanchez Creek Lagoon should not take place unless they are coordinated with the City's development of the park and only in a manner that protects the marsh from intrusion; and
  - c. Provision of inland public parking connected to public access around the rest of the Anza area.
  
4. The environmental impacts of the overcrossing should be minimized by:
  - a. Locating any on or off traffic lanes near Highway 101 to preserve the trees in the eucalyptus grove and retain a large portion of the grove between the traffic lanes and Sanchez Creek Lagoon for public access;
  - b. Designing the on and off traffic lanes to be safe;
  - c. Elevating the crossing sufficiently from the Lagoon surface to allow light to reach the water's surface; and
  - d. Mitigating any unavoidable adverse impacts from the fill.

**EXHIBIT A – PUBLIC ACCESS DIAGRAM**



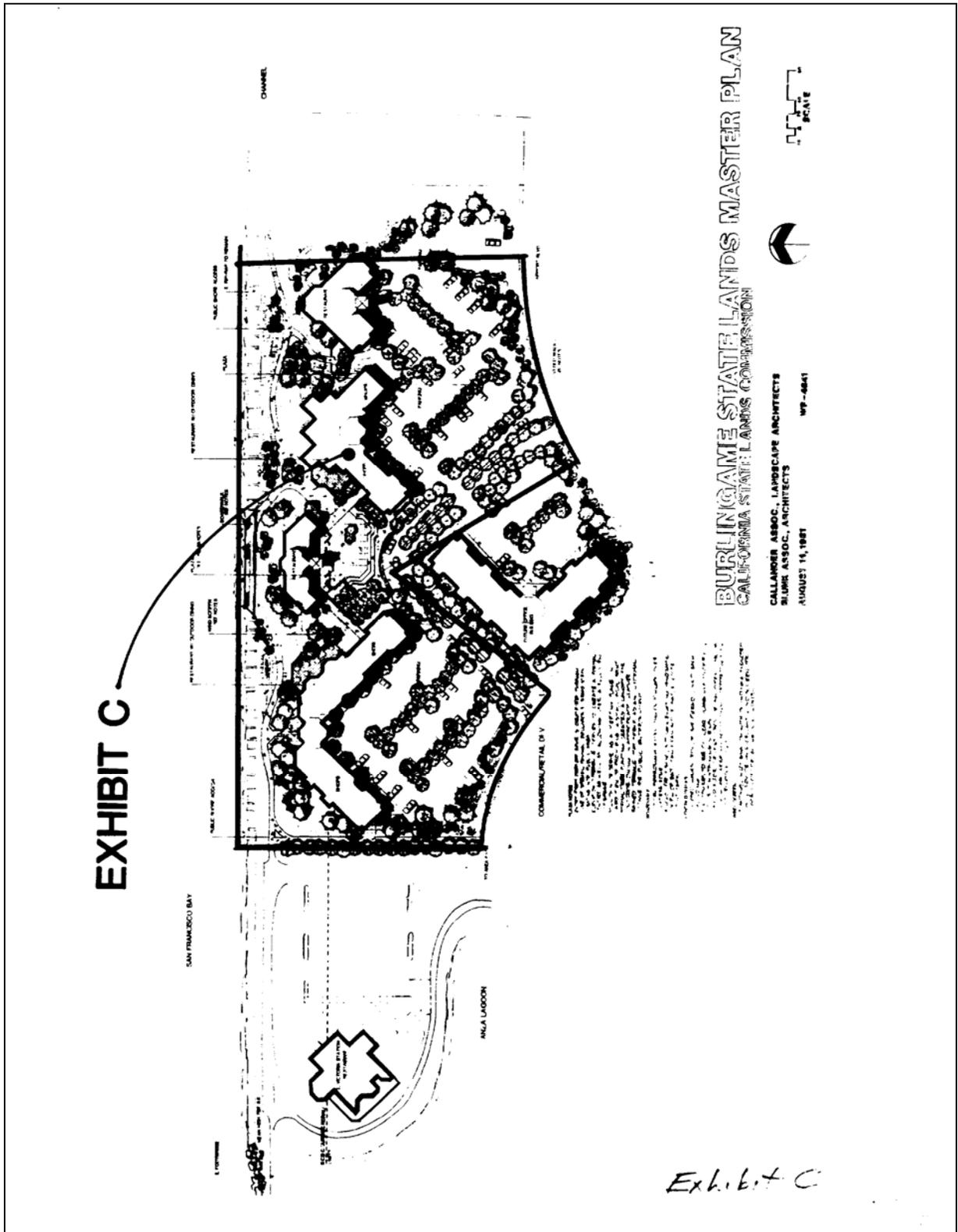
Source: BCDC Public Access Guidelines for the Anza Area, Burlingame, adopted January 21, 1982

**EXHIBIT B – PUBLIC ACCESS DIAGRAM DETAIL AREA**



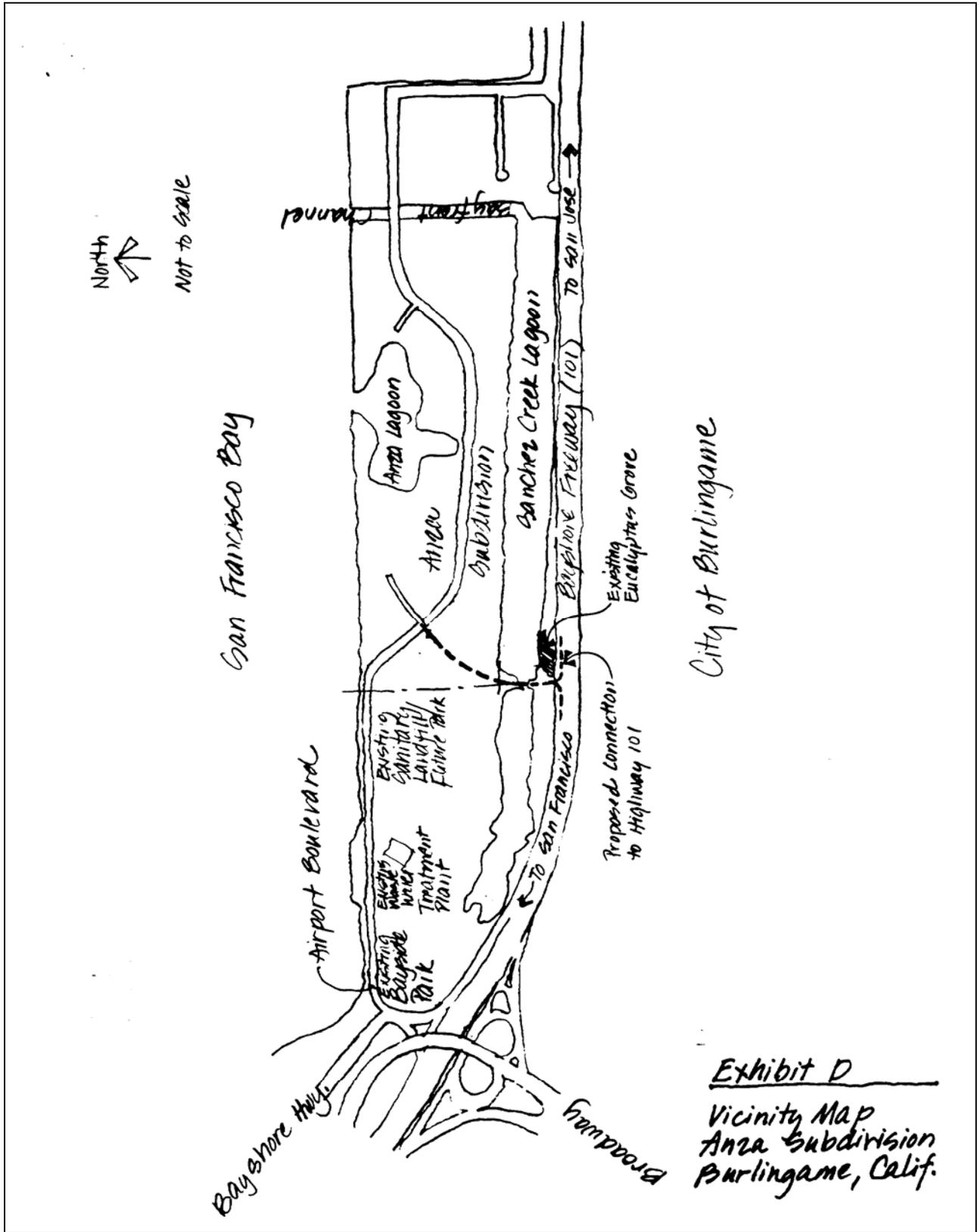
Source: BCDC Public Access Guidelines for the Anza Area, Burlingame, Adopted January 21, 1982

**EXHIBIT C – PUBLIC ACCESS DIAGRAM FOR STATE LANDS PARCEL**



Source: BCDC Public Access Guidelines for the Anza Area, Burlingame, Adopted January 21, 1982

EXHIBIT D – VICINITY MAP ANZA AREA



Source: BCDC Public Access Guidelines for the Anza Area, Burlingame adopted January 21, 1982