410 Airport Boulevard Project Initial Study/Mitigated Negative Declaration

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Contents

Tables iii
Figures iv
Acronyms and Abbreviations v

Chapter 1 Background 1-1
Chapter 2 Project Description 2-1
Existing Conditions at the Project Site 2-1
Project Location 2-1
Project Site 2-3
Project Components 2-3
Land Use and Zoning 2-3
Proposed Development 2-4
Access and Circulation 2-7
Design, Landscaping, and Open Space 2-7
Exterior Lighting 2-9
Utilities 2-9
Employees 2-12
Project Construction 2-12
Construction Schedule and Phasing 2-12
Sea-Level Rise Improvements 2-13
Site Grading, Construction Debris, and Hauling 2-13
In-Water Construction Work 2-14
Construction Equipment and Staging 2-14
Construction Employment 2-15
Project Approvals 2-15
Chapter 3 Environmental Checklist 3-1
Environmental Factors Potentially Affected 3-1
Determination 3-1
Evaluation of Environmental Impacts 3-2
Introduction 3-2
I. Aesthetics 3.1-1
II. Agricultural and Forestry Resources 3.2-1
III. Air Quality 3.3-1
IV. Biological Resources 3.4-1

V. Cultural Resources 3.5-1
VI. Energy 3.6-1
VII. Geology, Soils, and Paleontological Resources 3.7-1
VIII. Greenhouse Gas Emissions 3.8-1
IX. Hazards and Hazardous Materials 3.9-1
X. Hydrology and Water Quality 3.10-1
XI. Land Use and Planning 3.11-1
XII. Mineral Resources 3.12-1
XIII. Noise 3.13-1
XIV. Population and Housing 3.14-1
XV. Public Services 3.15-1
XVI. Recreation 3.16-1
XVII. Transportation 3.17-1
XVIII. Tribal Cultural Resources 3.18-1
XIX. Utilities and Service Systems 3.19-1
XX. Wildfire 3.20-1
XXI. Mandatory Findings of Significance 3.21-1

APPENDICES

Appendix A Air Quality, Greenhouse Gas, and Health Risk Assessment Modeling Files
Appendix B Biological Resources Report
Appendix C Cultural Resources Report
Appendix D CAP Checklist
Appendix E Limited Phase I ESA
Appendix F Noise and Vibration Assessment
Appendix G Transportation Study

Tables

PAGE

Table 2-1. Proposed Construction Phasing 2-13

Table 3.3-1. Ambient Air Quality Monitoring Data from Redwood City Monitoring Station 3.3-2

Table 3.3-2. BAAQMD Project-Level Regional Criteria Pollutant Emissions Thresholds 3.3-5

Table 3.3-3. Average Daily Criteria Pollutant Emissions from Project Construction (pounds per day) 3.3-11

Table 3.3-4. Estimated Unmitigated Project-Level Health Risk Results from Construction 3.3-15

Table 3.3-5. Estimated Mitigated Project-Level Health Risk Results from Construction 3.3-16

Table 3.3-6. Maximum Cumulative Health Risks—Residential 3.3-17

Table 3.3-7. Maximum Cumulative Health Risks—Worker Receptors 3.3-18

Table 3.4-1. Interim Criteria for Injury to Fish from Impact Pile-Driving Activities 3.3-18

Table 3.5-1. Previously Conducted Cultural Resource Studies within the Project Site 3.5-2

Table 3.7-1. Regional Faults and Seismicity 3.7-3

Table 3.7-2. WGCEP (2015) Estimates of 30-Year Probability (2014 to 2043) of a Magnitude 6.7 or Greater Earthquake 3.7-3

Table 3.8-1. Lifetimes and Global Warming Potentials of Key Greenhouse Gases 3.8-2

Table 3.8-2. Global, National, State, and Local Greenhouse Gas Emissions Inventories 3.8-3

Table 3.8-3. Bay Area Air Quality Management District Greenhouse Gas Thresholds for Land Use Projects 3.8-4

Table 3.8-4. Project Consistency with BAAQMD Greenhouse Gas Land Use Thresholds 3.8-8

Table 3.13-1. Typical A-Weighted Sound Levels 3.13-3

Table 3.13-2. Caltrans Vibration Guidelines for Potential Damage to Structures 3.13-4

Table 3.13-3. Caltrans Guidelines for Vibration Annoyance Potential 3.13-5

Table 3.13-4. Summary of Long-Term Noise Measurements 3.13-7

Table 3.13-5. Summary of Short-Term Noise Measurements (dBA) 3.13-8

Table 3.13-6. Construction Equipment 50-foot Noise Emission Limits 3.13-13

Table 3.13-7. Typical Ranges of Construction Noise Levels at 50 Feet, L_{eq} (dBA) 3.13-14

Table 3.13-8. Phase I Construction Noise Levels 3.13-15
Table 3.13-9. Phase II Construction Noise Levels 3.13-17
Table 3.13-10. Phase III Construction Noise Levels 3.13-19
Table 3.13-11. Construction Equipment Vibration Levels 3.13-22
Table 3.14-1. Population Projections (2025 to 2030) 3.14-1
Table 3.14-2. Household Projections (2025 to 2030) 3.14-2
Table 3.14-3. Job Projections (2025 to 2030) 3.14-3
Table 3.15-1. Public Schools Serving the Project Area 3.15-2

Figures

PAGE

Figure 2-1 Project Location 2-2
Figure 2-2 Proposed Site Plan 2-5
Figure 2-3 Proposed Education Center/Event Building Floor Plan 2-6
Figure 2-4 Proposed Site Circulation And Access 2-8
Figure 2-5 Proposed Education Center/Event Building Sections 2-10
Figure 2-6 Project Rendering of the Education Center/Event Building Looking Northwest 2-11
Figure 3.4-1 Impacts to Waters of the U.S./State 3.4-25
Figure 3.13-1 Noise Measurement Locations 3.13-6
Figure 3.13-2 City of Burlingame Outdoor Noise Land Use Compatibility Criteria 3.13-11

Acronyms and Abbreviations

°C	degree Celsius
µg/m^3	micrograms per cubic meter
AA	Anza Area
AB	Assembly Bill
ABAG	Association of Bay Area Governments
ABAG	Association of Bay Area Governments
ADT	average daily traffic
ALUCP	Airport Land Use Compatibility Plan
APN	assessor's parcel number
ATCM	Airborne Toxic Control Measure
ATCM	Airborne Toxic Control Measure
BAAQMD	Bay Area Air Quality Management District
BAAQMD CEQA Guidelines	*California Environmental Quality Act, Air Quality Guidelines*
BAAQMD Justification Report	*Justification Report: CEQA Thresholds for Evaluating the Significance of Climate Impacts from Land Use Projects and Plans*
BART	Bay Area Rapid Transit
Bay	San Francisco Bay
Bay Trail	San Francisco Bay Trail
Bay-Delta Plan Amendment	Water Quality Control Plan for the San Francisco/Sacramento-San Joaquin Delta Estuary
BCDC	Bay Conservation and Development Commission
BFC	Bayfront Commercial
BFE	base flood elevation
bgs	below ground surface
bgs	below ground surface
BMPs	best management practices
BPD	Burlingame Police Department
BPT	Burlingame Point
BSD	Burlingame School District
BTUs	British thermal units
C/CAG	City/County Association of Governments
CAA	Clean Air Act
CAAQS	California Ambient Air Quality Standards
CAL FIRE	California Department of Forestry and Fire Protection
Cal-IPC	California Invasive Plant Council
Cal/OSHA	Division of Occupational Safety and Health
CalEEMod	California Emissions Estimator Model

CalEnviroScreen	California Communities Environmental Health Screening Tool
CalEPA	California Environmental Protection Agency
CALGreen	California Green Building Standards Code
Caltrans	California Department of Transportation
CAP	Climate Action Plan
CAP Checklist	Climate Action Plan Consistency Checklist for New Development
CAPP	Community Air Protection Program
CARB	California Air Resources Board
CBSC	California Building Standards Code
CCE	community-choice energy
CCFD	Central County Fire Department
CCFD	Central County Fire Department
CCR	California Code of Regulations
CDFW	California Department of Fish and Wildlife
CEMP	California Eelgrass Mitigation Policy
CEQA	California Environmental Quality Act
CESA	California Endangered Species Act
CFGC	California Fish and Game Code
CFR	Code of Federal Regulations
cfs	cubic feet per second
CH_4	methane
CHRIS	California Historical Resources Information System
City	City of Burlingame
CMP	Congestion Management Plan
CNDDB	California Natural Diversity Database
CNEL	community noise equivalent level
CNPS	California Native Plant Society
CO	carbon monoxide
CO_2	carbon dioxide
CO_2e	carbon dioxide equivalent
CRHR	California Register of Historical Resources
CRPR	California Rare Plant Rank
CUPA	Certified Unified Program Agency
CWA	Clean Water Act
cy	cubic yards
cy	cubic yards
dB	decibels
dBA	A-weighted decibels
DBH	diameter at breast height

DOT	U.S. Department of Transportation
DPS	distinct population segment
DTSC	Department of Toxic Substances Control
EFH	essential fish habitat
EIR	environmental impact report
EMS	emergency medical services
EPA	U.S. Environmental Protection Agency
ESA	Endangered Species Act
ESA	Environmental Site Assessment
EV	Electric vehicle
FAA	Federal Aviation Administration
FAR	floor area ratio
FEMA	Federal Emergency Management Agency
FHSZ	Fire Hazard Severity Zone
FHWA	Federal Highway Administration
FHWG	Fisheries Hydroacoustic Working Group
FMP	fish management plan
FR	*Federal Register*
FTA	Federal Transit Administration
FTA Manual	*Transit Noise and Vibration Impact Assessment Manual*
g	grams
General Plan or 2040 General Plan	Envision Burlingame General Plan
GHG	greenhouse gas
GIS	geographic information system
GWP	global warming potential
HFCs	hydrofluorocarbons
HRA	health risk assessment
HTL	high-tide line
HVAC	heating, ventilation, and air-conditioning
I	Interstate
I/I	Innovative Industrial
in/sec	inch per second
IPCC	Intergovernmental Panel on Climate Change
JD	jurisdictional determination
JPA	Joint Powers Authority
kWh	kilowatt hour
L_{eq}	equivalent sound level
LID	low-impact development

L_{max}	Maximum noise level
LUST	leaking underground storage tank
m	meters
mgd	million gallons per day
MHHW	mean higher high water
MLD	Most Likely Descendent
MLLW	mean lower low water
MOU	memorandum of understanding
MRP	Municipal Regional Permit
MRZ	Mineral Resource Zone
MS4	municipal separate storm sewer systems
MTC	Metropolitan Transportation Commission
MTC	Metropolitan Transportation Commission
N_2O	nitrous oxide
NAAQS	National Ambient Air Quality Standards
NAHC	Native American Heritage Commission
NMFS	National Marine Fisheries Service
NO_2	nitrogen dioxide
NO_X	nitrogen oxides
NPDES	National Pollutant Discharge Elimination System
NWIC	Northwest Information Center
O_3	ozone
OEHHA	Office of Environmental Health Hazard Assessment
OPR	Office of Planning and Research
OSHA	Occupational Safety and Health Administration
PCE	Peninsula Clean Energy
PG&E	Pacific Gas & Electric
PG&E	Pacific Gas and Electric Company
PM_{10}	particulate matter no more than 10 microns in diameter
$PM_{2.5}$	particulate matter no more than 2.5 microns in diameter
Porter-Cologne Act	Porter-Cologne Water Quality Control Act
PPV	peak particle velocity
PRC	Public Resources Code
Project	410 Airport Boulevard Project
Project or Proposed Project	Bay Rise Park Project
Project site	410 Airport Boulevard
R&D	research and development
RCNM	Roadway Construction Noise Model

RCRA	Resource Conservation and Recovery Act
RHNA	Regional Housing Needs Assessment
RMS	root mean square
ROG	reactive organic gas
RRMU	Rollins Road Mixed Use
RTP/SCS	regional transportation plan/sustainable communities strategy
RWQCB	Regional Water Quality Control Board
RWS	Regional Water System
RWS	Regional Water System
SB	Senate Bill
SEL	sound exposure level
sf	square foot
SFBAAB	San Francisco Bay Area Air Basin
SFBAAB	San Francisco Bay Area Air Basin
SFHA	special flood hazard area
SFO	San Francisco International Airport
SFPUC	San Francisco Public Utilities Commission
SLC	State Lands Commission
SLF	Sacred Lands File
SMARA	Surface Mining and Reclamation Act
SMCWPPP	San Mateo Countywide Pollution Prevention Program
SMP	soil management plan
SMUHSD	San Mateo Union High School District
SO_2	sulfur dioxide
SPL	sound pressure level
State	State of California
SWE	surface water elevation
SWPPP	stormwater pollution prevention plan
SWRCB	State Water Resources Control Board
TAC	toxic air contaminant
TDM	Transportation Demand Management
Unified Program	Unified Hazardous Waste and Hazardous Materials Management Regulatory Program
USACE	U.S. Army Corps of Engineers
USFWS	U.S. Fish and Wildlife Service
USGS	U.S. Geological Survey
UWMP	Urban Water Management Plan
VMT	vehicle miles traveled
WSCP	Water Shortage Contingency Program
WWTP	wastewater treatment plant

Chapter 1
Background

1. **Project Title:**

   410 Airport Boulevard Project (Project)

2. **Lead Agency Name and Address:**

   City of Burlingame (City)
   Planning Division
   501 Primrose Road
   Burlingame, CA 94010

3. **Contact Person and Phone Number:**

   Ruben Hurin
   Planning Manager
   501 Primrose Road
   Burlingame, CA 94010
   Telephone: 650-558-7256
   email: rhurin@burlingame.org

4. **Project Location:**

   410 Airport Boulevard
   Burlingame, CA

5. **San Mateo County Assessor's Parcel Number:**

   Assessor's Parcel Numbers: 026-363-600 and 026-363-610

6. **Project Sponsor's Name and Address:**
   The SPHERE Institute
   500 Airport Boulevard, Suite #340
   Burlingame, CA 94010
   Contact: Greg Boro

7. **General Plan Designation:**

   Bayfront Commercial (BFC)

8. **Zoning Designation:**[1]

   Anza Area (AA)

[1] The zoning designation for the Project site was AA at the time the Project was submitted; the Project is evaluated as such throughout this IS/MND. However, it is noted that, since the Project was submitted, the zoning designation has changed for the Project site (now zoned BFC to bring the site's zoning into conformance with the General Plan designation). The AA zoning designation allows a mix of uses, including office uses, research and development (R&D), and associated laboratory uses and instructional activities with building heights of up to 65 feet and floor area ratios (FARs) of 0.6. The updated BFC zoning designation also allows office and R&D uses as well as both local and tourist-related commercial uses that take advantage of views of and access to the Bay. Building heights under the BFC designation are up to 65 feet, with FARs from 1.0 to 3.0.

9. **Description of Project:**

   Please refer to Chapter 2, *Project Description*.

10. **Surrounding Land Uses and Setting:**

    The approximately 10.2-acre Project site is in a developed and urbanized area of the city at the south end of the Bayfront area in Burlingame. The surrounding land uses near the Project site include mostly commercial, office, and industrial land uses. The northern portion of the Project site fronts San Francisco Bay. The southern portion of the Project site is bounded by Airport Boulevard and Bay View Place, which borders four adjacent office developments at 411 Airport Boulevard, 433 Airport Boulevard, 500 Airport Boulevard, and 533 Airport Boulevard. The western portion of the Project site is bounded by a surface parking lot and restaurant. The eastern portion of the site fronts Sanchez Creek.

11. **Other Public Agencies Whose Approval May Be Required (e.g., permits, financing approval, participation agreement), Potential Responsible Agencies, and Trustee Agencies:**

    The following approvals may be required for the Project:

    - Planning Commission approval and design review for construction of the education center/event space building (City of Burlingame Municipal Code Section 25.47.060 and 25.57.010[c]), conditional use permit for use similar to "publicly owned recreation facility" (Municipal Code Section 25.47.025[n]), and parking variance for the off-site parking to provide valet parking and accommodate proposed uses and events held at the education center.
    - U.S. Army Corps of Engineers—Permit for filling or dredging waters of the United States.
    - California State Lands Commission—Long-term lease.
    - California Department of Fish and Wildlife—Streambed Alteration Agreement.
    - U.S. Fish and Wildlife Service—Section 7 consultation.
    - National Oceanic and Atmospheric Administration—National Marine Fisheries Service, Section 7 consultation and possible Incidental Take Permit.
    - Central County Fire Department—Fire alarm permit, fire sprinkler permit, and emergency responder radio communication permit.
    - Native American Heritage Commission—Identification of areas of concern within the vicinity of the Project site or resources that may be listed in the commission's Sacred Land File.
    - Bay Area Air Quality Management District—Stationary-source permit for generator or similar equipment (authority to construct and permit to operate).
    - California Regional Water Quality Control Board/San Mateo Countywide Water Pollution Prevention Program—Approval of National Pollutant Discharge Elimination System permit for stormwater discharges.
    - California Regional Water Quality Control Board—Water quality certification and waste discharge requirements for restoration projects (statewide permit).
    - San Mateo County Environmental Health Division—Review of food service functions and onsite generators.

- San Francisco Bay Conservation and Development Commission—Permit for Bay fill and work within 100 feet of the Bay shoreline.
- Federal Aviation Administration—Determination of "no hazard to air navigation."
- City/County Association of Governments of San Mateo County, Airport Land Use Committee—Review of Project construction within the vicinity of the airport.

12. **Have California Native American tribes that are traditionally and culturally affiliated with the Project area requested consultation, pursuant to Public Resources Code Section 21080.3.1? If so, has consultation begun?**

    On December 21, 2023, ICF, on behalf of the City, submitted a request to the Native American Heritage Commission (NAHC) to review its Sacred Lands File (SLF) for the Project site. The NAHC is the official state repository of Native American sacred site records in California. ICF received a response from the NAHC on December 29, 2023, stating that a record search of the NAHC SLF was completed for the Project. The results were negative. A list of 11 tribal contacts was provided with the NAHC response.

    On June 14, 2024, the City sent letters to each of the 11 contacts from the list provided by the NAHC as well as Native American contacts who had previously requested to be contacted by the City for potential consultation. The City informed them of the Project and formally invited them to consultation pursuant to Public Resources Code (PRC) Section 21080.3.1 (i.e., Assembly Bill [AB] 52). Letters containing details about the Project and a location map were sent to the 11 representatives from the following six tribal groups: Amah Mutsun Tribal Band of Mission San Juan Bautista, Costanoan Rumsen Carmel Tribe, Indian Canyon Mutsun Band of Costanoan, Muwekma Ohlone Indian Tribe of the San Francisco Bay Area, the Ohlone Indian Tribe, and the Wuksachi Indian Tribe/Eshom Valley Band.

    The City did not receive any requests for consultation during the 30-day notification period. Therefore, the City has determined that the consultation process is concluded, pursuant to PRC Section 21080.3.1 (i.e., AB 52) and PRC Section 21084.3.

    Please refer to Section V, *Cultural Resources*, and Section XVIII, *Tribal Cultural Resources*, for more details.

Chapter 2
Project Description

The Project Sponsor, SPHERE Institute, is proposing to redevelop approximately 10.2 acres (9.4 acres on land and 0.83 acre in Sanchez Channel) in the Bayfront area of Burlingame for the Bay Rise Park Project (Project or Proposed Project). The parcels at 410 Airport Boulevard (Project site) are within historical baylands that were previously filled. The Project site is currently vacant and undeveloped, other than a Federal Aviation Administration (FAA) tower, an unimproved portion of the San Francisco Bay Trail (Bay Trail) along the bay side of the site, and two substandard parking surfaces.

The Proposed Project would transform the vacant parcel into a public nature and recreation park with an approximately 8,600-square-foot (sf) education center/event building (approximately 14,000 sf, including the roof overhang), a drop-off loop, and one-way drive, which would enter the Project site from Airport Boulevard and exit onto Bay View Place. The Project would provide 29 on-site parking spaces that would be accessed from the one-way drive. There is no street parking currently available along Airport Boulevard and Bay View Place. However, the City of Burlingame (City) is considering allowing street parking on both sides of Bay View Place, which would make available approximately 30 parking spaces. In addition, the Proposed Project would restore the natural tidal-marsh ecology of the portion of San Francisco Bay (Bay) shoreline within the Project site by regrading and planting native plant species. It would also improve the section of the Bay Trail on the Project site; facilitate water access and recreation, with water access ramps for kayaking and board sailing; and provide new viewing decks and patios, a small take-out café, multi-purpose and lawn areas, secondary trails throughout the site, an interpretive program, and interpretive elements related to sea-level rise resiliency demonstration. Furthermore, the Project would also incorporate a small accessory building (approximately 20 feet by 30 feet) to store jet skis, personal protective equipment, and rescue equipment required by the Central County Fire Department (CCFD), along with an approximately 12- by 20-foot trash enclosure structure.

To ensure that all potential environmental effects of the Project are considered, this Initial Study assumes maximum buildout of the Project, as proposed. Because development of the Project depends largely on grant funding, certain physical elements of the Project may need to be scaled back, based on the availability of funding. For example, the design of the education center/event building may need to be revised to reduce the size of the building envelope and building height, based on the final construction budget. Similarly, development of the proposed water access ramps would be contingent upon the availability of adequate grant funding. This Initial Study conservatively analyzes the impacts of the Project, assuming full funding for all proposed elements.

Existing Conditions at the Project Site

Project Location

As shown in Figure 2-1, the 10.2-acre (445,490 sf) Project site, which includes approximately 9.4 acres on land and approximately 0.83 acre in Sanchez Channel, is in the northeastern portion of Burlingame, between US 101 and the Bay. The Project site is in a developed and urbanized area of the city at the south end of the Bayfront area in Burlingame. The southern portion of the Project site is bounded by Airport



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Figure 2-1
Project Location
410 Airport Blvd Project

Boulevard and Bay View Place, which borders four adjacent office developments at 411 Airport Boulevard, 433 Airport Boulevard, 500 Airport Boulevard, and 533 Airport Boulevard. The western portion of the Project site is bounded by a surface parking lot and restaurant. The northern portion of the Project site fronts onto the Bay; the eastern portion of the site fronts onto Sanchez Creek.

Regional access to the Project site is provided by US 101 via Broadway, Anza Boulevard, and Peninsula Avenue. Commute.org operates a shuttle service from the Millbrae Bay Area Rapid Transit (BART)/Caltrain station to the Bayfront area; a shuttle stop is directly across from the Project site. Airport Boulevard also includes bicycle lanes.

Project Site

The Project site at 410 Airport Boulevard includes assessor's parcel numbers (APNs) 026-363-600 and 026-363-610, which are leased from the State Lands Commission (SLC). The site is a vacant lot within historical baylands that were previously filled. It currently comprises developed and/or landscaped areas, open water (i.e., an intertidal rocky shoreline/mudflats), ruderal grassland, and seasonal wetland habitats. The majority of the Project site is ruderal upland habitat, with a few non-native shrubs and trees scattered around the site.

The Project site is within the San Francisco Bay Conservation and Development Commission (BCDC) Shoreline Band.[2] An unimproved portion of the Bay Trail is located along the northern edge of the Project site, and an unused gravel parking lot is located at the western edge of the Project site, adjacent to a paved parking lot for Kincaid's, a restaurant. There is also an abandoned paved parking lot on the eastern edge of the site, along with other hardscape infrastructure from the former Sherman restaurant, which was on a moored boat in Sanchez Creek. An FAA tower associated with San Francisco International Airport (SFO) is on an easement within this eastern parking lot. The easement is currently leased from SLC.

The Project site is relatively flat, with ground surface elevations ranging from 6 to 12 feet. There are several localized areas with higher elevations of up to 15 feet on the north side of the Project site.[3]

Project Components

Land Use and Zoning

At the time the Project was submitted, the designation for the Project site was Bayfront Commercial (BFC) and Anza Area (AA) under the Envision Burlingame General Plan (General Plan or 2040 General Plan) and the City's Zoning Code, respectively. The BFC land use designation allows greater development intensities for office and hospitality uses to encourage the conversion of underutilized lots; it also prioritizes public access to the waterfront. Permitted uses under the BFC designation include entertainment venues, restaurants, hotels and motels, retail establishments, higher-intensity office uses, and public open space. The AA zoning designation allows a mix of uses, including office uses, research and development (R&D), and associated laboratory uses and instructional activities. Building heights of up to 65 feet are permitted. Offices with a maximum floor area ratio (FAR) greater than 0.6, including R&D developments with associated laboratory uses, require a conditional use permit.

[2] The shoreline band is the land extending inland 100 feet from the shoreline of the Bay, which is within the jurisdiction of BCDC.

[3] Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation, Burlingame Shoreline Park, Burlingame, California*. June 28.

As described in more detail in the following sections, the Project would redevelop vacant parcels with a new public nature and recreation park. It would be consistent with the allowable uses for the AA zoning district, which allows a building height of 40 feet within 100 feet of the Bay shoreline and a FAR of 0.6. The proposed education center/event building would have a maximum height of approximately 33 feet; the Project's FAR would be 0.03. However, the Project would require a parking variance for off-site parking as well as valet parking, which would accommodate proposed uses and events held at the education center/event building.

The Project would be consistent with all other zoning regulations, including those pertaining to uses, setbacks, view corridors, lot coverage, minimum lot size, landscaping, and trash and loading docks. Overall, the Project would be consistent with the requirements for development in the BFC land use designation and AA zoning district. The General Plan states that "the Bayfront will be a regional recreation and business destination." The Project would support this overall vision by providing a new, publicly accessible 10.2-acre public nature and recreation park with an education center/event building on the waterfront.

Proposed Development

The Project would transform the vacant Project site into a public nature and recreation park with an education center/event building, which would have a footprint of approximately 8,600 sf (approximately 14,000 sf including the roof overhang); a drop-off loop; and one-way drive, which would enter the Project site from Airport Boulevard and exit onto Bay View Place. The Project would provide 29 on-site parking spaces that would be accessed from the one-way drive. There is no street parking currently available along Airport Boulevard and Bay View Place. However, the City is considering allowing street parking on both sides of Bay View Place, which would make available approximately 30 parking spaces. The Project would restore the natural tidal-marsh ecology of the portion of Bay shoreline within the Project site by planting native plant species, among other improvements. The Project would also incorporate a small building (approximately 20 feet by 30 feet) to store jet skis, personal protective equipment, and rescue equipment required by the CCFD, along with an approximately 12- by 20-foot trash enclosure building.

The proposed education center/event building would include two exhibit galleries, along with a deck and plazas. The galleries would be open to the public 7 days a week from approximately 9:00 a.m. to 5:00 p.m. In addition, a take-out café and restrooms would be incorporated along the east and west sides of the building, respectively. The café would be open 7 days a week from approximately 8:00 a.m. to 3:00 p.m., with possible extended summer hours of 7:00 a.m. to 3:00 p.m. The proposed education center/event building would host programs and other events associated with educational, recreational, performance, community, private, and corporate/nonprofit/government activities. These events may temporarily limit public access to portions of the education center/event building; however, access to the Bay Trail, exterior park restrooms, the café, and lawn areas would be provided during these events.

The Project would include access to the Bay and the Bay Area Water Trail along the northwest and east sides of the Project site. The northwest side of the site would provide access to the Bay, with use of a ramp, for kitesurfing and windsurfing as well as a lawn lay-down area for setting up equipment. The east side of the site would provide direct access to Sanchez Creek for kayaking and paddleboarding from a kayak launch and water rescue ramp to be used by the CCFD. Furthermore, this eastern ramp would also improve access to the Bay for fishing. Construction of the ramps may be done as part of a later phase and be contingent on funding.

The Project site plan can be seen in Figures 2-2 and 2-3.

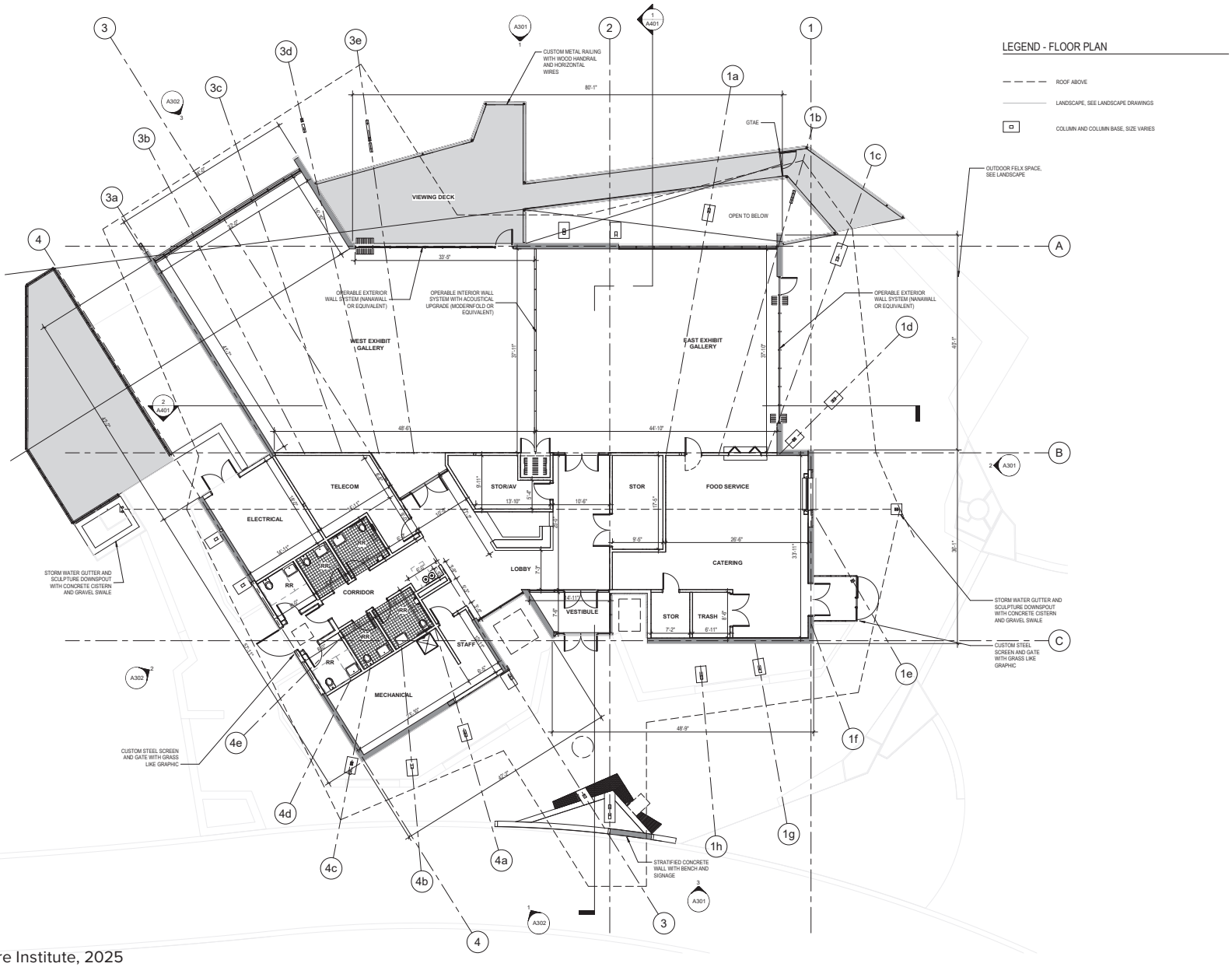


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Figure 2-2
Proposed Site Plan
410 Airport Blvd Project



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Figure 2-3

Proposed Education Center/Event Building Floor Plan

410 Airport Blvd Project

Access and Circulation

As shown in Figure 2-4, access to the Project site would be provided through use of a driveway on Airport Boulevard. The entrance on Airport Boulevard would lead to a one-way circular driveway that would serve as a loading and unloading area for park visitors, delivery trucks, garbage trucks, and emergency vehicles. The circular drive would then continue along the southern portion of the Project site and exit onto Bay View Place. The one-way drive would have 29 spaces with angled parking. Of those 29 parking spaces, six spaces would have electric-vehicle (EV) charging stations; an additional 11 parking spaces would be EV ready. The City is also considering allowing street parking on both sides of Bay View Place, which would make available approximately 30 parking spaces. All on-site parking areas would remain open to the public during private education center events, which would use valet/shuttle services.[4] The 29 parking spaces would be gated on both sides for security and open 7 days a week from dawn to dusk. In addition, the Project would provide at least four short-term bicycle parking racks near the education center/event building.

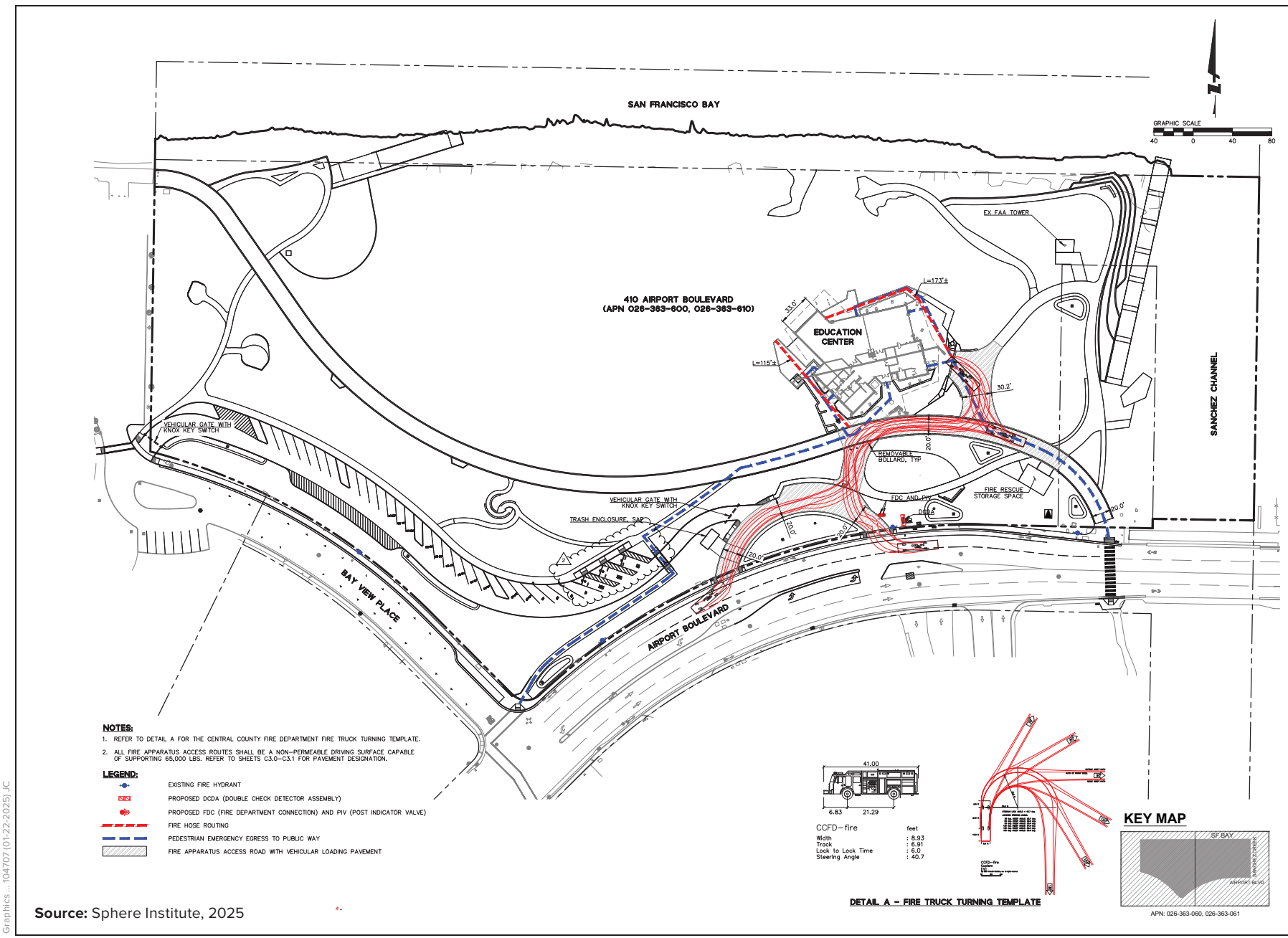
With respect to pedestrian circulation, the Project would provide a network of trails on the east side of the site that would provide access to the water rescue/kayak access ramp as well as the boardwalk along the eastern portion of the site. In addition, the Project would improve and reroute the segment of the Bay Trail that is currently on the site. The new segment would extend from the southeastern corner of the site to the northwestern corner where it would connect to the existing Bay Trail. The new Bay Trail segment would provide pedestrian access to the proposed kitesurfing area, parking lot, overlook grove, and education center/event building. Furthermore, the new Bay Trail segment would provide access to sidewalk frontages along adjacent roadways as well as the bus stop at Airport Boulevard and Bay View Place.

Paths and boardwalks would branch off the Bay Trail to provide access within the park. The site's secondary pathways would provide direct access to the Bay edge, including the network of trails on the eastern portion of the site and the upper and lower boardwalks in the northeast corner of the site. Other secondary pathways would provide a safe access route from the sidewalk and southern parking lot to the Project's key elements.

Design, Landscaping, and Open Space

The Project site currently contains 41 trees, 11 of which are considered "protected," per the City's Tree Ordinance (Municipal Code Section 11.06.020). Construction of the Project would remove 39 of the trees, 10 of which are a protected size. However, in accordance with the City's Tree Ordinance, the Project would provide more than 80 new trees on the site. In addition, the Project would convert existing ruderal habitat and low-quality seasonal habitat to a high-quality tidal-marsh ecosystem. This would be done by restoring appropriate native habitats in the Bayfront area, including tidal-marsh and marsh-upland ecotone habitats; promoting native vegetation; and controlling non-native species. Furthermore, as mentioned previously, the Project would improve a portion of the Bay Trail that would overlook the restored tidal marsh, provide Bay Area Water Trail access (i.e., from the kitesurfing ramp and kayak launch areas), and incorporate lawns, multi-purpose areas, and secondary trails throughout the Project site.

[4] It should be noted that the Project would require a parking variance for off-site parking as well as valet parking, which would accommodate proposed uses and events held at the education center/event building.



Source: Sphere Institute, 2025

Graphics ... 104707 (01-22-2025) JC

Figure 2-4
Proposed Site Circulation and Access
410 Airport Blvd Project

The Project would incorporate both passive and active sustainability strategies into the proposed education center/event building design. The proposed building would be oriented and sited so as to maximize natural ventilation and solar access, thereby reducing the proposed building's reliance on mechanical heating and cooling systems. In addition, the proposed building would be all electric and would incorporate high-performance materials with low embedded energy and high sound insulation properties, along with materials manufactured with a high level of recycled content. Furthermore, the building's roof would be designed to capture rainwater; it would be composed of high-albedo material to reflect sunlight and lower direct heat gain. Within the proposed building, an energy management system would manage building temperature and optimize energy use by balancing outdoor temperatures with cross-ventilation window openers and actuators. The proposed building would also incorporate high-performance heating, ventilation, and air-conditioning (HVAC) systems to optimize building heating and cooling efficiency as well as low-flow plumbing fixtures to reduce potable water use. Furthermore, the Project Sponsor is currently evaluating the future use of integrative systems that would incorporate small-scale wind power or solar panels to lower the overall energy use required by the Project.

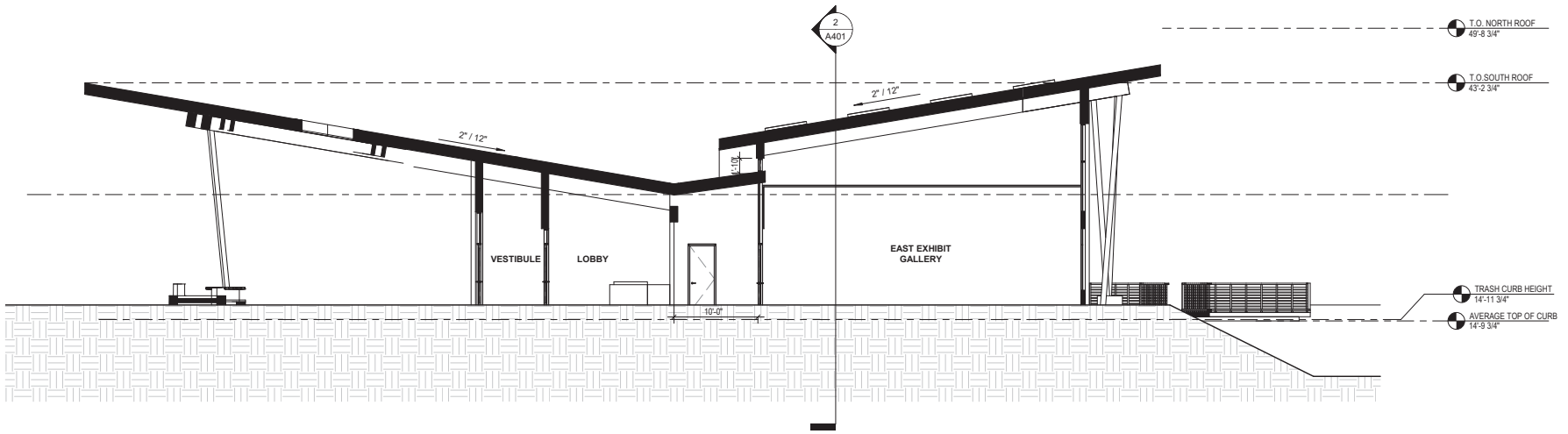
The Project would also incorporate bird-safe glazing on certain portions of the education center/event building to reduce the frequency of bird collisions with glazed façades. At a minimum, the proposed bird-safe glazing treatment would be used on the large glass panels on the north/northwest and east façades. Bird-safe glazing treatments could include fritting, netting, permanent stencils, frosted glass, exterior screens, physical grids placed on the exterior of the glazing, or ultraviolet patterns that would be visible to birds. A preliminary schematic design and visual rendering of the proposed education center/event building are provided in Figures 2-5 and 2-6, respectively.

Exterior Lighting

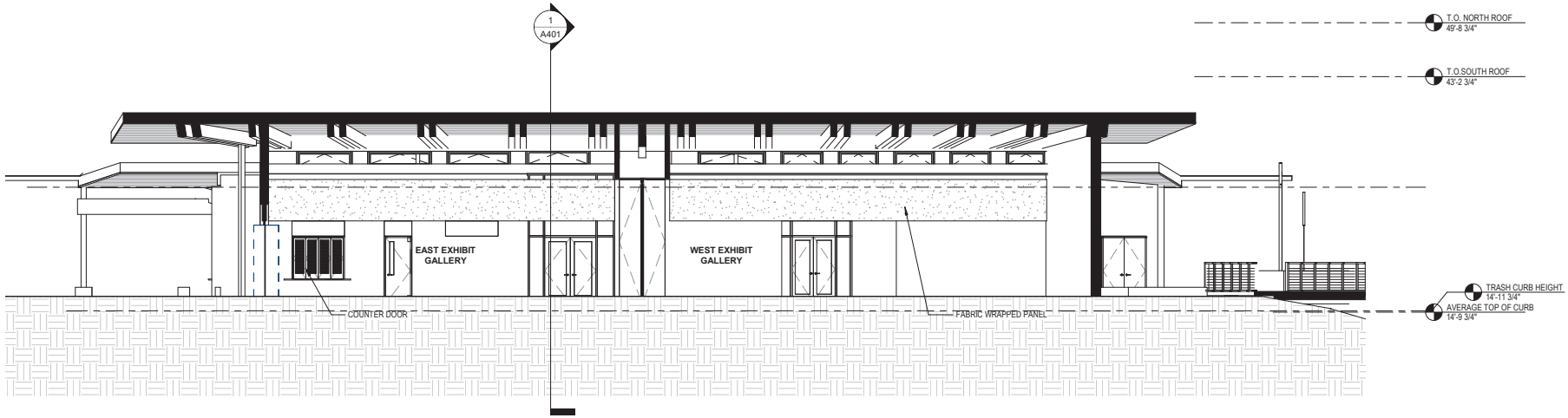
Lighting would be designed to meet the requirements of City Municipal Code Section 18.16.030, which would prevent light spillage off-site. Furthermore, the lighting design would comply with the City Exterior Illumination Ordinance. Therefore, the focus for outdoor lighting included in landscaping and along the exterior of the education center would be on safety, security, and sensitivity. Lighting provided on the Project site would highlight paths, wayfinding features, and destinations. Automated interior blackout shades would be installed on all windows on the north/northwest and east façades of the education center/event building, as well as south-facing windows, and be programmed to close when the building is not in use and between approximately 10:00 p.m. and sunrise.

Utilities

On-site utilities would be served by existing energy (electric), domestic water, wastewater, and storm drain facilities. All on-site utilities would be designed in accordance with applicable codes and current engineering practices. The Project would be all electric and meet the latest California Green Building Standards Code (CALGreen) and City Reach Code requirements, as applicable to the Project. Existing Pacific Gas and Electric Company electric lines in the vicinity of the Project site would continue to serve the site. It is anticipated that the Project would consume approximately 450,000 kilowatt hours of electricity per year once operational. No natural gas would be consumed during Project operations.



1 BUILDING SECTION-ENTRY
1/8" = 1'-0"



2 BUILDING SECTION-EAST/WEST
1/8" = 1'-0"

Source: Sphere Institute, 2025

Graphics ... 104707 (01-27-2025) JC

Figure 2-5
Proposed Education Center/Event Building Sections
410 Airport Blvd Project



Source: Sphere Institute, 2025

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ICF

Figure 2-6

Project Rendering of the Education Center/Event Building Looking Northwest

410 Airport Blvd Project

The Burlingame Public Works Department provides water and wastewater services at the Project site. Three new water service connections from the Project site would connect to an existing 12-inch municipal water main in Airport Boulevard: one 6-inch connection for fire-water service**,** one 2-inch connection for water for the proposed building, and one 2-inch connection for irrigation water**.** It is anticipated that operation of the Project would require approximately 3,300,000 gallons of water per year, including 300,000 gallons for use by the proposed education center/event building and approximately 3,000,000 gallons for landscape irrigation use. New sewer service connections would be extended to the Project site from the existing 10-inch municipal sewer main in Airport Boulevard.

The Project would connect to the existing 36-inch municipal storm drain in Airport Boulevard, using an 8-inch connection. In addition, the Project would incorporate on-site retention facilities, including rainwater cisterns, a bioretention feature, and self-retainment landscaping features. Of the approximately 9.4 acres of land on the Project site, 2.23 acres (or approximately 24 percent of the Project site) would comprise impervious surface areas or permeable pavement.[5] However, with the exception of the water access features, these areas would not drain toward the Bay and restored marsh area; runoff would be treated with use of the bioretention and self-retainment landscaping features, as previously mentioned.

Employees

The Project would generate a need for approximately two employees for operation of the public nature and recreation park.

Project Construction

The proposed construction methods, which are considered conceptual at this time, would be subject to review and approval by the City. For purposes of this environmental document, the analysis considers the construction plan described below.

Construction Schedule and Phasing

Project construction is expected to start in October 2025, with projected occupancy in June 2029, subject to the entitlements timeline, plan check timeline, and final construction schedule. The Project would be constructed in four phases, as depicted in Table 2-1, below.

Construction would occur 5-6 days per week. Construction work hours would be limited to 7:00 a.m. to 7:00 p.m. Monday through Friday and 9:00 a.m. to 5:00 p.m. on Saturdays. Construction in the City public right-of-way would be limited to weekdays and non-City holidays between 8:00 a.m. and 5:00 p.m. No nighttime construction would occur. If after-hours work is required for building or site integrity, local approvals and permits would be obtained prior to the start of construction. Examples of activities that may occur outside of normal working hours are material deliveries and concrete pours. The size of the construction workforce would vary during the different subphases of construction.

[5] CBEC Eco Engineering. 2021. *CEQA Impacts Assessment for Hydrology—Project: 18-1012-2: The Park at 410 Airport Boulevard*. November 24.

Table 2-1. Proposed Construction Phasing

Construction Phase	Construction Element	Anticipated Timeline
Phase 0	Stockpile soil	Beginning in October 2025; approximately 1 month
Phase 1	Demolition and site preparation Grading and excavation Trenching and utility installation Installation of kitesurfing ramp and Bay overlook/access	Beginning in March 2026; approximately 8 months
Phase 2	Grading and excavation Installation of piled foundations Installation and construction of education center foundation and slab Paving and sidewalks	Beginning in February 2027; approximately 16 months
Phase 3	Demolition Paving Construction of education center building exterior and interior Construction of fishing overlook/access Construction of kayak launch	Beginning in June 2028; approximately 12 months

Sea-Level Rise Improvements

The Project site is largely within Federal Emergency Management Agency (FEMA) Flood Hazard Area X, an area with 100-year protection from extreme tides and wind-wave runup under historic conditions. The Bay shoreline along the Project site has been designated as Zone VE, which has a base flood elevation (BFE) of 12 feet (to the nearest foot).[6] The Project site is also designated as a tsunami hazard area, according to the California Geological Survey's March 23, 2021, Tsunami Hazard Area Map for the County of San Mateo. As part of the Project, existing fill within the restored marsh would be over-excavated by 1 to 3 feet below the design grade and replaced with clean soil that meets Regional Water Quality Control Board requirements. The placement of 1 to 3 feet of clean soil would allow minor lateral meandering of the restored tidal marsh. It would not present substantial obstacles to floodflows under extreme sea-level rise within the designed marsh plain area. The rest of the Project site would be subjected to a similar or reduced risk of flooding compared to existing site conditions. In addition, the Project is being designed in coordination with OneShoreline to ensure compatibility with the Millbrae-Burlingame Shoreline Protection and Enhancement Project.[7]

Site Grading, Construction Debris, and Hauling

The Project would require approximately 9.4 acres to be graded. In addition, the Project would require demolition, soil import and export, excavation, and tree removal. Approximately 76,000 sf of the existing pavement on the Project site would be demolished. In addition, approximately 25,000 cubic yards (cy) of

[6] Ibid.

[7] The Millbrae-Burlingame Shoreline Protection and Enhancement Project would include a combination of offshore and shoreline features to protect communities from coastal hazards and sea-level rise; it would also improve habitats and recreational opportunities along the Bay shoreline south of SFO and immediately adjacent to the cities of Millbrae and Burlingame.

imported soil would be required during construction. Excavation depths would extend approximately 2 feet to a maximum of approximately 60 feet below grade for construction activities related to water access elements and the building structure. Excavation depths for utility trenching would range from 3 to 8 feet below grade. As described in more detail in the following section, construction work would be required in aquatic habitats for construction of the kitesurfing ramp, water rescue/kayak ramp, tidal inlet, and northwestern shoreline repairs.

The Project would produce approximately 40,000 cy of excavated material. About 25,000 cy of the excavated material would be exported off-site; 15,000 cy is anticipated to be recycled on-site. As such, construction of the Project would require the disposal of exported materials at a permitted landfill. All soil and debris, including contaminated soil, would be hauled to the Dumbarton or Newby Landfill or a similar facility. Haul trucks would enter and exit the site primarily from Airport Boulevard, with some trucks using Bay View Place as needed. Trucks traveling south from the Project site would take Airport Boulevard to Peninsula Avenue and then continue onto US 101. Trucks traveling north from the Project site would take Airport Boulevard to either Anza Boulevard to US 101 or Broadway to US 101. The number of truck trips required to dispose of the excavated soil would be approximately 3,125 over the entire construction period.

In-Water Construction Work

Construction of the Project would include work in aquatic habitats for installation of the kitesurfing ramp, bay overlook area, tidal inlet, northeastern shoreline repairs, and the water rescue/ kayak ramp. This work would result in permanent impacts on up to 0.40 acre of aquatic habitat through the construction of permanent features and up to 0.69 acre of temporary impacts through shoreline enhancement activities. Construction of in-water features would be done using sheet piles, coffer dams, and temporary dewatering. Construction of the water rescue/kayak ramp in Sanchez Creek, the boardwalk/overlook, and the kitesurf ramp may include the installation of piles. The water rescue/kayak ramp would require approximately 20 steel-pipe piles, the boardwalk/overlook would require three steel-pipe piles, and the kitesurf ramp would require approximately nine steel-pipe piles. Six of the piles at the water rescue/kayak ramp and five piles at the kitesurfing ramp would be in-water piles; the remaining 22 piles would be land-based piles. All steel-pipe piles would be approximately 24 inches in diameter. The Project may also install temporary or permanent sheet-pile walls along the edge of the Project site, on the Bay side, to allow for the construction of the water rescue ramp and marsh. Construction work in aquatic habitats below the high-tide line along the Bay shoreline (also referred to as *in-water work*) would be done using sheet-pile coffer dams and dewatering to prevent the ingress of Bay waters. A turbidity curtain could be installed around the work area to contain sediment that becomes temporarily suspended during construction. Coffer dam/sheet-pile installation would occur within the footprint of the turbidity curtain.

Construction Equipment and Staging

Typical equipment would be used during Project construction, including an excavator, dump and delivery trucks, backhoe, bulldozer, crane, loaders, concrete/industrial saws, graders, trenchers, water trucks, concrete truck, forklift, concrete pump, bore/drill rigs, air compressor, tug, roller, and paver. Pile driving would be required for deep foundations as well as construction of the kayak launch. Potential construction and laydown staging areas would be within the Project site.

Construction Employment

The size of the construction workforce would vary during the different phases of construction. The average number of construction workers per day would be approximately 25. The maximum number of construction workers on a peak day would be approximately 50.

Project Approvals

The following City discretionary approvals would be required prior to development:

- Environmental review, with approval of a mitigation monitoring and reporting program
- Design review
- Conditional use permit for publicly owned recreational facility
- Parking variance for off-site parking and valet parking, which would accommodate proposed uses and events held at the education center
- Tree removal permit
- Grading, building, and occupancy permits

Reviews and approvals by other agencies that may be needed for the Project to proceed are also identified. Some of these agencies will need to approve certain parts of the Project prior to full implementation.

- U.S. Army Corps of Engineers – Permit for filling or dredging waters of the United States.
- California State Lands Commission – Long-term lease.
- California Department of Fish and Wildlife – Streambed Alteration Agreement.
- U.S. Fish and Wildlife Service – Section 7 consultation.
- National Oceanic and Atmospheric Administration – National Marine Fisheries Service, Section 7 consultation and possible Incidental Take Permit.
- Central County Fire Department – Fire alarm permit, fire sprinkler permit, emergency responder radio communications permit.
- Bay Area Air Quality Management District – Stationary-source permit for generators or similar equipment (authority to construct and permit to operate).
- California Regional Water Quality Control Board/San Mateo Countywide Water Pollution Prevention Program – Approval of National Pollutant Discharge Elimination System permit for stormwater discharges.
- California Regional Water Quality Control Board – Water quality certification and waste discharge requirements for restoration projects (statewide permit).
- San Mateo County Environmental Health Division – Review of food service functions and on-site generators.
- Native American Heritage Commission – Identification of areas of concern within the vicinity of the Project site or resources that may be listed in the commission's Sacred Land File.

- San Francisco Bay Conservation and Development Commission – Permit for Bay fill and work within 100 feet of the Bay shoreline.
- Federal Aviation Administration – Determination of "no hazard to air navigation."
- City/County Association of Governments of San Mateo County, Airport Land Use Committee – Review of Project construction within the vicinity of an airport.

Chapter 3
Environmental Checklist

Environmental Factors Potentially Affected

The environmental factors checked below could be affected by the 410 Airport Boulevard Project (Project) (i.e., the Project would involve at least one impact that would be a "potentially significant impact"), as indicated by the checklists on the following pages.

☐ Aesthetics	☐ Agricultural and Forestry	☒ Air Quality
☒ Biological Resources	☒ Cultural Resources	☐ Energy
☒ Geology/Soils	☐ Greenhouse Gas Emissions	☐ Hazards/Hazardous Materials
☐ Hydrology/Water Quality	☐ Land Use/Planning	☐ Mineral Resources
☐ Noise	☐ Population/Housing	☐ Public Services
☐ Recreation	☐ Transportation	☒ Tribal Cultural Resources
☐ Utilities/Service Systems	☐ Wildfire	☒ Mandatory Findings of Significance

Determination

On the basis of this initial evaluation:

☐ I find that the Project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☒ I find that, although the Project could have a significant effect on the environment, there will not be a significant effect in this case because revisions to the Project have been made by or agreed to by the Project proponent. A MITIGATED NEGATIVE DECLARATION will be prepared.

☐ I find that the Project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ I find that the Project MAY have an impact on the environment that is "potentially significant" or "potentially significant unless mitigated," but at least one effect (1) has been adequately analyzed in an earlier document, pursuant to applicable legal standards, and (2) has been addressed by mitigation measures, based on the earlier analysis, as described on attached sheets. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the Project could have a significant effect on the environment, because all potentially significant effects (a) have been analyzed adequately in an earlier ENVIRONMENTAL IMPACT REPORT or NEGATIVE DECLARATION, pursuant to applicable standards, and (b) have been avoided or mitigated, pursuant to that earlier ENVIRONMENTAL IMPACT REPORT or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the Project, nothing further is required.

Ruben Hurin	12/10/2025
Signature	Date
Ruben Hurin	City of Burlingame
Printed Name	For

Evaluation of Environmental Impacts

Introduction

This section identifies the environmental impacts of the Project by answering questions from Appendix G (Environmental Checklist Form) of the California Environmental Quality Act (CEQA) Guidelines. The environmental issues evaluated in this chapter include:

- Aesthetics
- Agricultural and Forestry Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Energy
- Geology/Soils
- Greenhouse Gas Emissions
- Hazards/Hazardous Materials
- Hydrology/Water Quality
- Land Use/Planning
- Mineral Resources
- Noise
- Population/Housing
- Public Services
- Recreation
- Transportation
- Tribal Cultural Resources
- Utilities/Service Systems
- Wildfire
- Mandatory Findings of Significance

The analysis in this document considers all phases of Project planning, construction, implementation, and operation. Pursuant to Section 15063(d) of the CEQA Guidelines, the document identifies the Project's environmental setting and discusses its environmental effects. For each impact identified, a level of significance is determined, using the following classifications:

- **Potentially Significant Impact** is appropriate if there is substantial evidence that an effect is significant or the established threshold has been exceeded. When a determination of "potentially significant impact" is made, an environmental impact report (EIR) may be required.
- **Less than Significant with Mitigation Incorporated** applies where the incorporation of mitigation measures would reduce an effect from a "potentially significant impact" to "less-than-significant impact." Mitigation measures are prescribed to reduce the effect to a less-than-significant level.
- **Less than Significant** applies when the Project would affect or be affected by the environment, but based on sources cited in the report, the impact would not have an adverse effect and would not exceed the established thresholds.
- **No Impact** denotes situations in which there is no adverse effect on the environment. Referenced sources show that the impact does not apply to the Project.
- **Not a CEQA Impact** applies to impacts related to the environment that would affect the Project. Pursuant to the recent Supreme Court case decision in the *California Building Industry Association vs. Bay Area Air Quality Management District* case, CEQA does not require an analysis of how existing environmental conditions would affect a Project's residents or users, unless the Project would exacerbate those conditions. Therefore, when discussing impacts of the environment on the Project, the analysis first determines if the potential exists for the Project to exacerbate the issue. If evidence indicates that it would not, then the analysis concludes by stating such. If it could exacerbate the issue, then evidence is provided to determine if the exacerbation would or would not be significant.

As noted in Chapter 2, Project Description, to ensure that all potential environmental effects of the Project are considered, this Initial Study assumes maximum buildout of the Project as proposed. Because development of the Project would be largely dependent on grant funding, certain physical elements of the Project may need to be scaled back, based on the availability of funding. For example, the design of the education center/event building may need to be revised to reduce the size of the building envelope and building height, based on the final construction budget. Similarly, development of the proposed water access ramps would be contingent upon the availability of adequate grant funding. This Initial Study conservatively analyzes the impacts of the Project, assuming full funding for all proposed elements.

I. Aesthetics

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Except as provided in Public Resources Code Section 21099, would the Project:				
a. Have a substantial adverse effect on a scenic vista?	☐	☐	☒	☐
b. Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings along a state scenic highway?	☐	☐	☐	☒
c. In nonurbanized areas, substantially degrade the existing visual character or quality of public views of the site and its surroundings? (Public views are those that are experienced from publicly accessible vantage point). If the Project is in an urbanized area, would the Project conflict with applicable zoning and other regulations governing scenic quality?	☐	☐	☒	☐
d. Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area?	☐	☐	☒	☐

Setting

Regional Visual Context

The city of Burlingame is in San Mateo County, east of the Santa Cruz Mountains and west of San Francisco Bay (Bay). Burlingame is surrounded by the city of Millbrae to the northwest, the Bay to the east, the city of San Mateo to the southeast, and the town of Hillsborough to the southwest. Most of the city is within a gently sloping valley in a highly developed urban/suburban area. The western portions of the city are in the foothills of the Santa Cruz Mountains, which offer scenic views of the Bay and the East Bay Hills.

The Santa Cruz Mountains run the length of the San Francisco Peninsula and separate the Pacific Ocean from the Bay. The mountain range is the principal topographic feature in the region and visible from the majority of Burlingame as well as adjacent cities, especially in areas east of US 101. The portion visible from Burlingame includes Montara Mountain, Cahill Ridge, Sawyer Ridge, Skyline Ridge, and Sweeney Ridge. The coastal fog that spills over the ridgeline is a frequent occurrence that contributes to the regional setting's visual character.

The Envision Burlingame General Plan (General Plan or 2040 General Plan) considers views from the hills of marshlands and the Bay, as well as Old Bayshore Highway and Airport Boulevard, to be "scenic resources." According to the Burlingame General Plan, the landscape of the hills in Burlingame and the sweeping Bayfront create scenic views that merit protection and enhancement. In addition, the Burlingame General Plan considers Airport Boulevard and US 101 to be local "Scenic Roadways" through Burlingame. This is because they provide visual access to natural features, such as bodies of water, mountains, and tress, as well as built features, such as architectually significant buildings. Scenic corridors provide an enjoyable travel experience, link urban and open areas, and enable access to recreational areas.

Project Vicinity Visual Context

The Project site is in the northeastern portion of the city, between US 101 and the Bay. The visual character of the relatively flat Bayfront area is influenced by both the attractive landscape along the Bay and the mix of man-made elements in the area, including industrial, office, and recreational uses. The Project site is in an urbanized area at the south end of the Burlingame Bayfront area. The southern portion of the Project site is bounded by Airport Boulevard and Bay View Place, which borders four adjacent office developments at 411 Airport Boulevard, 433 Airport Boulevard, 500 Airport Boulevard, and 533 Airport Boulevard. The western portion of the Project site is bounded by a surface parking lot and restaurant (Kincaid's). The northern portion of the Project site fronts onto the Bay; the eastern portion of the site fronts onto Sanchez Creek. To the east, across Sanchez Channel, is the Burlingame Point office development, which consists of two five-story buildings, one seven-story building, and one eight-story building.

Project Site Visual Context

The Project site is a vacant lot within historical baylands that were previously filled. It currently comprises developed and/or landscaped areas, open water (i.e., an intertidal rocky shoreline/mudflats), ruderal grassland, and seasonal wetland habitats. The majority of the Project site is ruderal upland habitat, with a few non-native shrubs and trees scattered around the site.

The Project site is within the San Francisco Bay Conservation and Development Commission (BCDC) Shoreline Band.[8] An unimproved portion of the San Francisco Bay Trail (Bay Trail) is located along the northern edge of the Project site, and an unused gravel parking lot is located at the western edge of the Project site, adjacent to a paved parking lot for Kincaid's, a restaurant. There is also an abandoned paved parking lot on the eastern edge of the site, along with other hardscape infrastructure from the former Sherman restaurant, which was on a moored boat in Sanchez Creek. A Federal Aviation Administration (FAA) tower associated with San Francisco International Airport (SFO) is on an easement within this eastern parking lot.

The Project site is relatively flat, with ground surface elevations ranging from 6 to 12 feet. There are several localized areas with higher elevations of up to 15 feet on the north side of the Project site.[9] The Project site includes unobstructed views of the Bay, San Bruno Mountain, and the East Bay Hills when facing north or east. The higher elevations of the Santa Cruz Mountains and Skyline Ridge are visible to the south and west; however, these are mainly visible through channelized view corridors (i.e., between the vegetation and buildings that front Airport Boulevard).

Light and Glare

Light pollution refers to all forms of unwanted light in the night sky, including glare, light trespass or spill on adjacent sensitive receptors, sky glow, and over-lighting. Views of the night sky are an important part of the natural environment. Excessive light and glare can be visually disruptive to humans as well as nocturnal animal species. Commercial development (and associated lighting) is concentrated in the downtown area, at intersections along major arterials, and along the Bayfront area. Light pollution in other areas of the city is relatively minimal and restricted primarily to areas with lighting along major streets and freeways or areas with nighttime illumination within commercial and industrial buildings.

[8] The Shoreline Band is the land extending inland 100 feet from the shoreline of the Bay, which is within the jurisdiction of BCDC.

[9] Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation, Burlingame Shoreline Park, Burlingame, California*. June 28.

There are limited light sources at the Project site due to its undeveloped nature. However, cobra-style street lighting is provided along Airport Boulevard to the south. Although there are buildings on the adjacent properties, the surrounding area is not brightly illuminated at night because the commercial and office buildings are in use mainly during the day.

Glare from reflective building surfaces is present in the Project vicinity because of the architectural styles of the mid-rise buildings in some of the surrounding areas to the south. However, vegetation often blocks the reflective surfaces on the lower levels of these buildings.

Discussion

a. Have a substantial adverse effect on a scenic vista? (Less than Significant)

For purposes of this analysis, a scenic vista is defined as a vantage point with a broad and expansive view of a significant landscape feature (e.g., a mountain range, lake, coastline) or a significant historic or architectural feature (e.g., a historic tower). A scenic vista is a location that offers a high-quality, harmonious, and visually interesting view.

The Burlingame General Plan does not identify scenic vistas. However, it considers views of the hillsides and the waterfront along the Bay to be scenic public views. In the vicinity of the Project site, views of the Santa Cruz Mountains and Skyline Ridge (collectively referred to as "the hillsides") are visible when facing south or west. However, as discussed above, the hillsides are viewed mainly through channelized view corridors between the existing vegetation and buildings along Airport Boulevard. The Project would include a public nature and recreation park, which would not block any scenic views. Although an education center/event building would be constructed as part of the Project, the size and massing of this building (14,000 square feet, including a roof overhang with a height of approximately 33 feet) would not have an adverse effect on scenic public views of the hillsides.

The waterfront along the Bay provides scenic public views that are visible from the Project site when looking north or east. The Project would include various features along the waterfront, such as a Bay overlook, lawns, boardwalks, and an improved Bay Trail. These features would increase public visibility of the Bay at the Project site compared to existing conditions. Therefore, the Project would not have an adverse effect on scenic public views of the waterfront.

The higher elevations of Burlingame provide eastern views of the city, the Bay, and the East Bay Hills. The height of the proposed building (33 feet) would not affect these vistas because of the distance between the viewers and the Project site; the superior position of the viewers (i.e., at a higher elevation), relative to the Project site; the built-out, urban nature of the city; and the vast expanse of the Bay views. The proposed building, as well as the proposed public nature and recreation park, would be a minor element in the views from higher elevations in the city. Therefore, the Project would have a ***less-than-significant*** impact on a scenic vista.

b. Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings along a state scenic highway ? (No impact)

The Project site is not adjacent to or in view of a designated state scenic highway or corridor. The closest designated scenic highway is Interstate (I) 280, which is approximately 2.5 miles to the west.[10] The Project site cannot be seen from any portion of I-280. Therefore, ***no impacts*** related to scenic resources within a state scenic highway corridor would occur.

[10] California Department of Transportation. n.d. *Scenic Highways*. Available: https://dot.ca.gov/programs/design/lap-landscape-architecture-and-community-livability/lap-liv-i-scenic-highways. Accessed: June 14, 2024.

c. Conflict with applicable zoning and other regulations governing scenic quality? (Less than Significant)

The Project site is in an urban area; however, the existing site is currently undeveloped. The Project site is designated as Bayfront Commercial (BFC) and zoned as Anza Area (AA) under the General Plan and the City's Zoning Code, respectively. The BFC land use designation allows greater development intensities for office and hospitality uses to encourage the conversion of underutilized lots; it also prioritizes public access to the waterfront. Permitted uses under the BFC designation include entertainment venues, restaurants, hotels and motels, retail establishments, higher-intensity office uses, and public open space. The AA zoning designation allows a mix of uses, including office uses, research and development (R&D), and associated laboratory uses and instructional activities. Building heights of up to 65 feet are permitted. Offices with a maximum floor area ratio (FAR) greater than 0.6, including R&D developments with associated laboratory uses, require a conditional use permit. The Project would redevelop vacant parcels with a new public nature and recreation park. It would be consistent with the allowable uses for the AA zoning district, which allows a building height of 40 feet within 100 feet of the Bay shoreline and a FAR of 0.6. The proposed education center/event building would have a maximum height of approximately 33 feet; the Project's FAR would be 0.03. Therefore, the Project would not conflict with applicable zoning governing scenic quality.

The Project site is currently vacant and undeveloped, other than an FAA tower, an unimproved portion of the Bay Trail along the Bay side of the site, and two substandard parking surfaces. The Project would transform the vacant parcel into a 10.2-acre public nature and recreation park with an education/event center building and a drop-off loop and one-way drive. The Project site would also include a kitesurfing ramp with a Bay overlook, multi-purpose and lawn areas, a restored marsh, boardwalk to the Bay, small take-out café, secondary trails throughout the site, an interpretive program, and a sea-level rise resiliency program. Policy CC-6.3 (Infill Development) encourages increased intensity through high-quality infill development on surface parking lots and supports the conversion of surface parking lots into active commercial and hospitality uses. The proposed education center/event building and public nature and recreation park would be constructed on an existing unused gravel parking lot. Therefore, the Project would be consistent with Policy CC-6.3 by encouraging infill development on existing surface parking lots.

Burlingame General Plan Policy CC-6.4 (Design Character) promotes design standards that facilitate attractive interfaces between use types, enhance the public realm, and activate commercial districts. For the education/event center, the Project would incorporate both passive and active sustainability strategies into the proposed education/event center building design. The proposed building would be oriented and sited on the Project site to maximize natural ventilation and solar access, thereby reducing the proposed building's reliance on mechanical heating and cooling systems. The Project would also incorporate bird-safe glazing on certain portions of the education center/event building to reduce the frequency of bird collisions with glazed façades.

The Project would enhance the public realm by providing publicly accessible open spaces and active and passive recreational areas. In addition, the Project would convert existing ruderal habitat and low-quality seasonal habitat to a high-quality tidal-marsh ecosystem. This would be done by restoring appropriate native habitats in the Bayfront area, including tidal-marsh and marsh-upland ecotone habitats; promoting native vegetation; and controlling non-native species. Furthermore, the Project would improve a portion of the Bay Trail that would overlook the restored tidal marsh, provide Bay Area Water Trail access (i.e., from the kitesurfing ramp and kayak launch areas), and incorporate lawns, multi-purpose areas, and secondary trails throughout the Project site. Therefore, the new public nature and recreation park would be consistent with Policy CC-6.4.

Goal CC-6 of the Burlingame General Plan supports a cohesive design character for the Bayfront area that protects views of the waterfront. In addition, Goal HP-7 and Policies CC-6.1, HP-7.3, and HP-7.7 protect public views of the waterfront by restricting the height of buildings within the associated viewsheds. The proposed education center/event building would have a maximum height of approximately 33 feet and a FAR of 0.03. Therefore, the new structure would not block public views of the Bay from the Bay Trail or other nearby open space. In addition, because of the relatively flat topography of the Project site and vicinity, as well as the prevalence of buildings and vegetation, at-grade views from surrounding locations to the Project site are largely restricted. The education center/event building and a small fire department building would be the only structures at the Project site. The rest of the 10.2-acre Project site would include publicly accessible open spaces with unobstructed views of the Bay. Therefore, the Project would be consistent with General Plan goals and policies that protect views of the waterfront.

Policy HP-7.3 helps protect local scenic roadways, such as Airport Boulevard. According to this policy, mature trees along Airport Boulevard should be retained, and new development should not detract from the aesthetics of this corridor. Although the Project site fronts the scenic corridor, the Project would enhance the frontage by providing new vegetation and a one-way drop-off loop into the Project site. In addition, the new education center/event building would be setback from Airport Boulevard. Although the views from Airport Boulevard would most likely be enhanced upon implementation of the Project, some existing trees along the scenic corridor would be removed. The Project site currently contains 41 trees, 11 of which are considered "protected," per the City's Tree Ordinance (Municipal Code Section 11.06.020). Construction of the Project would remove 39 of the trees, 10 of which are of a protected size. Several of these trees front onto Airport Boulevard. However, in accordance with the City's Tree Ordinance, the Project would provide more than 80 new trees on the site, including new trees along Airport Boulevard. Therefore, the Project would be consistent with the General Plan Policy HP-7.3 regarding local scenic roadways.

Policy HP-7.5 identifies connectivity opportunities for areas between scenic routes (e.g., Airport Boulevard) and adjacent public recreation areas such as parks, scenic outlooks, and biking and hiking trails. As described above, the Project would provide 10.2 acres of publicly accessible open space, improve the section of the Bay Trail on the Project site, facilitate water access and recreation with water access ramps for kayaking and board sailing, and provide new viewing decks and patios, a small take-out café, multi-purpose and lawn areas, secondary trails throughout the site, an interpretive program, and interpretive elements related to a sea-level rise resiliency demonstration. The Project would provide 29 on-site parking spaces that would be accessed from the one-way drive off Airport Boulevard. Therefore, the Project would provide connectivity opportunities between scenic routes and a new public recreation area.

Consistent with Burlingame Municipal Code Section 25.47.052, the Planning Commission would review the Project for consistency with exterior building design guidelines for the Anza subarea. In particular, the proposed architecture and landscaping would be reviewed with respect to compatibility with the materials used in existing development, the location and use of plant materials, and the transitions where changes in land use would occur.

The Project would be consistent with all other zoning regulations that serve to protect the visual character of the Bayfront area, including those pertaining to use, setbacks, parking, view corridors, lot coverage, lot frontage, minimum lot size, landscaping, and trash and loading areas. Therefore, the Project would not conflict with AA zoning requirements. Furthermore, adherence to relevant design guidelines and Burlingame General Plan goals and policies would ensure that the Project would not result in degradation of the existing visual character or quality of the Project site or its surroundings. Moreover, the Project would be subject to the City's design review process and landscaping standards to ensure visual compatibility with the character of the surrounding area. Therefore, the Project would not conflict with applicable zoning or other regulations that govern scenic quality. The impact would be considered ***less than significant***.

d. Create a new source of substantial light or glare that would adversely affect daytime or nighttime views in the area? (Less than Significant)

Streetlights, exterior commercial lighting, and vehicular lights are found in the surrounding area and along adjacent corridors, particularly Airport Boulevard and US 101. However, due to the undeveloped nature of the Project site, no light sources are currently present. Proposed development at the Project site would result in increased nighttime lighting from vehicles, interior circulation areas, the new education center/event building, and security features. Lighting provided on the Project site would highlight paths, wayfinding features, and destinations. Automated interior blackout shades would be installed on all windows on the north/northwest and east façades of the education center/event building, as well as south-facing windows, and be programmed to close when the building is not in use and between approximately 10:00 p.m. and sunrise.

Site lighting would complement the geometry of the landscape design as well as the materials used in the architectural design of the new building. Although the new building would contribute additional sources of light, exterior lighting would be designed and installed to comply with existing regulations, including those regarding light pollution. Exterior light fixtures at the Project site would comply with the California Building Standards Code (Title 24, Building Energy Efficiency Standards), which requires new fixtures to reduce the amount of lateral spreading to surrounding uses. This is consistent with Burlingame Municipal Code Section 18.16.030, which requires all new exterior lighting to be designed and located so that the cone of light and/or glare from the light element is kept entirely on the property or below the top of any fence, edge, or wall. Therefore, the focus for outdoor lighting included in landscaping and along the exterior of the education center/event building would be for safety, security, and sensitivity proposes. The light footprint would not extend beyond the periphery of the Project site.

Glass surfaces on the education center/event building would slightly increase reflected sunlight, ambient light, and glare compared with existing conditions. However, the new exterior lighting for the Project would be designed to minimize light and glare, per existing regulations. In addition, due to the size and location of the proposed education center/event building, any glare from the windows would be minimal and would not extend to surrounding areas. The Project would also incorporate bird-safe glazing on certain portions of the education center/event building to reduce the frequency of bird collisions with glazed façades. Bird-safe glazing treatments, which would reduce glare, could include fritting, netting, permanent stencils, frosted glass, exterior screens, physical grids on the exterior of the glazing, or ultraviolet patterns that would be visible to birds. Therefore, impacts due to light and glare would be ***less than significant***.

II. Agricultural and Forestry Resources

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
In determining whether impacts on agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Department of Conservation as an optional model to use in assessing impacts on agriculture and farmland. In determining whether impacts on forest resources, including timberland, are significant environmental effects, lead agencies may refer to information compiled by the California Department of Forestry and Fire Protection regarding the state's inventory of forestland, including the Forest and Range Assessment Project and the Forest Legacy Assessment Project, and the forest carbon measurement methodology provided in the forest protocols adopted by the California Air Resources Board. Would the Project:				
a. Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?	☐	☐	☐	☒
b. Conflict with existing zoning for agricultural use or conflict with a Williamson Act contract?	☐	☐	☐	☒
c. Conflict with existing zoning for, or cause rezoning of, forestland (as defined in Public Resources Code Section 12220[g]), timberland (as defined by Public Resources Code Section 4526), or timberland zoned for timberland production (as defined by Government Code Section 51104[g])?	☐	☐	☐	☒
d. Result in the loss of forestland or conversion of forestland to non-forest use?	☐	☐	☐	☒
e. Involve other changes in the existing environment that, because of their location or nature, could result in the conversion of Farmland to non-agricultural use or the conversion of forestland to non-forest use?	☐	☐	☐	☒

Setting

The Project site is a vacant lot within historical baylands that were previously filled. It currently comprises developed and/or landscaped areas, open water (i.e., an intertidal rocky shoreline/ mudflats), ruderal grassland, and seasonal wetland habitats. The majority of the Project site is ruderal upland habitat, with a few non-native shrubs and trees scattered around the site. An unimproved portion of the Bay Trail is located along the northern edge of the Project site, and an unused gravel parking lot is located at the western edge of the Project site, adjacent to a paved parking lot for Kincaid's, a restaurant. There is also an abandoned paved parking lot on the eastern edge of the site, along with other hardscape infrastructure from the former Sherman restaurant, which was on a moored boat in Sanchez Creek. A Federal Aviation Administration (FAA) tower associated with San Francisco International Airport (SFO) is on an easement within this eastern parking lot.

The California Department of Conservation map of important farmland identifies the city of Burlingame, including the entirety of the Project site, as Urban and Built-up Land.[11]

Discussion

a. Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use? (No Impact)

The Project site and all surrounding lands are identified as Urban and Built-up Land, per the 2018 San Mateo County Important Farmland Map.[12] No important farmland, including Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, exists within or adjacent to the Project site. There is no potential for the Project to result in the conversion of farmland. There would be ***no impact***.

b. Conflict with existing zoning for agricultural use or conflict with a Williamson Act contract? (No Impact)

The Project site is designated as BFC and zoned AA under the Burlingame General Plan and the City's Zoning Code; BFC land designation and AA zoning does not allow agricultural land uses. Accordingly, no agricultural land, including agricultural land under a Williamson Act or Farmland Security Zone contract, currently exists at the Project site.[13] Therefore, the Project would not result in a conflict with existing zoning for agricultural use or a Williamson Act contract. There would be ***no impact***.

c. Conflict with existing zoning for, or cause rezoning of, forestland (as defined in Public Resources Code Section 12220[g]), timberland (as defined by Public Resources Code Section 4526), or timberland zoned for timberland production (as defined by Government Code Section 51104[g])? (No Impact)

The Project site is not zoned for forestland, timberland, or timberland production and therefore would not conflict with existing zoning for, or cause rezoning of, forestland or timberland. There would be ***no impact.***

d. Result in the loss of forestland or conversion of forestland to non-forest use? (No Impact)

As described above, no forestland is present within or near the Project site. Therefore, the Project would not result in the loss of forest land or conversion of forestland to non-forest use. There would be ***no impact.***

e. Involve other changes in the existing environment that, because of their location or nature, could result in the conversion of Farmland to non-agricultural use or the conversion of forestland to non-forest use? (No Impact)

Other changes in the existing environment that, because of their location or nature, could result in the conversion of Farmland to non-agricultural use or the conversion of forestland to non-forest use could include actions that would affect livestock on Farmland of Local Importance or actions that would affect forest health. The Project site does not have livestock, nor does it contain forestland; it is located among industrial and urban development. Therefore, the Project would not involve the conversion of farmland to nonagricultural use or the conversion of forestland to non-forest use. There would be ***no impact***.

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[11] Department of Conservation. 2018. *San Mateo County Important Farmland Map*. Accessed: May 29, 2024.

[12] Ibid.

[13] City of Burlingame. 2021. *City of Burlingame Zoning Map.* Available: https://www.burlingame.org/DocumentCenter/View/3219/Zoning-Map-PDF. Accessed: December 3, 2025.

III. Air Quality

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Where available, the significance criteria established by the applicable air quality management district or air pollution control district may be relied upon to make the following determinations. Would the Project:				
a. Conflict with or obstruct implementation of the applicable air quality plan?	☐	☐	☒	☐
b. Result in a cumulatively considerable net increase in any criteria pollutant for which the Project region is a nonattainment area for an applicable federal or state ambient air quality standard?	☐	☒	☐	☐
c. Expose sensitive receptors to substantial pollutant concentrations?	☐	☒	☐	☐
d. Result in other emissions (such as those leading to odors) that would adversely affect a substantial number of people?	☐	☐	☒	☐

Setting

The Project site is in the city of Burlingame in San Mateo County, which is within the San Francisco Bay Area Air Basin (SFBAAB). Concentrations of ozone (O_3), carbon monoxide (CO), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), lead, and particulate matter (PM_{10} [particulate matter no more than 10 microns in diameter] and $PM_{2.5}$ [particulate matter no more than 2.5 microns in diameter]) are commonly used as indicators of ambient air quality conditions. These pollutants are known as criteria pollutants and regulated by the U.S. Environmental Protection Agency (EPA) and California Air Resources Board (CARB) through the National Ambient Air Quality Standards (NAAQS) and California Ambient Air Quality Standards (CAAQS), respectively. The NAAQS and CAAQS limit criteria pollutant concentrations to protect human health and prevent environmental and property damage. Other pollutants of concern in the Project area are nitrogen oxides (NO_X) and reactive organic gases (ROGs), which are precursors to O_3, and toxic air contaminants (TACs) and can cause cancer and other human health concerns.

Ambient Criteria Pollutant Conditions and Regional Attainment Status

A number of ambient air quality monitoring stations are located in the SFBAAB to monitor progress toward attainment of the NAAQS and CAAQS. There are no monitoring stations in Burlingame, but there is one monitoring station 11 miles southeast in Redwood City at 897 Barron Avenue. However, PM_{10} is not measured at the Redwood City station; therefore, data from the next closest station that monitors PM_{10} (the San Francisco-Arkansas Street station) have been collected as well. Recent air quality monitoring results from these monitoring stations are summarized in Table 3.3-1. The data represent air quality monitoring for the last 3 years for which a complete dataset is available (2020–2022). As indicated in Table 3.3-1, the monitoring stations have experienced infrequent violations of state and federal air quality standards during this time period.

Table 3.3-1. Ambient Air Quality Monitoring Data from Redwood City Monitoring Station

Pollutant Standards	2021	2022	2023
Ozone (O_3)			
Maximum 1-hour concentration (ppm)	0.085	0.079	0.089
Maximum 8-hour concentration (ppm)	0.063	0.061	0.061
Number of days standard exceeded[b]			
CAAQS 1-hour concentration (> 0.09 ppm)	0	0	0
CAAQS 8-hour concentration (> 0.070 ppm)	0	0	0
NAAQS 8-hour concentration (> 0.075 ppm)	0	0	0
Carbon Monoxide (CO)			
Maximum 8-hour concentration (ppm)	0.9	1.0	1.0
Maximum 1-hour concentration (ppm)	1.6	1.8	1.8
Number of days standard exceeded [b]			
NAAQS 8-hour concentration (> 9 ppm)	0	0	0
CAAQS 8-hour concentration (> 9.0 ppm)	0	0	0
NAAQS 1-hour concentration (> 35 ppm)	0	0	0
CAAQS 1-hour concentration (> 20 ppm)	0	0	0
Nitrogen Dioxide (NO_2)			
State maximum 1-hour concentration (ppb)	40	43	55
State second-highest 1-hour concentration (ppb)	39	43	51
Annual average concentration (ppb)	7	8	7
Number of days standard exceeded[b]			
CAAQS 1-hour concentration (180 ppb)	0	0	0
Particulate Matter (PM_{10})[a]			
National maximum 24-hour concentration (µg/m^3)	32.2	34.2	43.8
National second-highest 24-hour concentration µg/m^3)	26.4	28.5	40.4
State maximum 24-hour concentration µg/m^3)	33.0	36.0	44.9
State second-highest 24-hour concentration µg/m^3)	27.0	30.0	42.7
National annual average concentration µg/m^3)	8.2	7.7	7.4
State annual average concentration (µg/m^3)	16.1	*	*
Number of days standard exceeded [b]			
NAAQS 24-hour concentration (> 150 µg/m^3)	0	0	0
CAAQS 24-hour concentration (> 50 µg/m^3)	0	0	0
Particulate Matter ($PM_{2.5}$)			
National maximum 24-hour concentration (µg/m^3)	30.1	27.4	41.0
National second-highest 24-hour concentration (µg/m^3)	20.1	23.7	33.5
State maximum 24-hour concentration (µg/m^3)	30.1	27.4	41.0
State second-highest 24-hour concentration (µg/m^3)	20.1	23.7	33.5
National annual average concentration (µg/m^3)	6.0	6.8	8.0
State annual average concentration (µg/m^3)	6.1	6.8	*
Number of days standard exceeded[b]			
NAAQS 24-hour concentration (> 35 µg/m^3)	0	0	1

Sources [Table 3.3-1]:
CARB. 2024. *iADAM: Air Quality Data Statistics.* Top 4 Summary. Available: https://www.arb.ca.gov/adam/topfour/topfour1.php. Accessed: November 22, 2024.
EPA. 2024. *Monitor Values Report*. Available: https://www.epa.gov/outdoor-air-quality-data/monitor-values-report. Accessed: November 22, 2024.
Notes:
[a] Data for PM_{10} were unavailable from the Redwood City Monitoring Station or anywhere else in San Mateo County; therefore, data were taken from the San Francisco-Arkansas Street Monitoring Station in San Francisco County.
[b] An exceedance is not necessarily a violation.
ppm = parts per million; ppb = parts per billion; NAAQS = National Ambient Air Quality Standards; CAAQS = California Ambient Air Quality Standards; µg/m³ = micrograms per cubic meter; * = insufficient data available to determine value.

Local monitoring data are used to designate areas as nonattainment, maintenance, attainment, or unclassified areas, according to the ambient air quality standards. San Mateo County is currently classified as a nonattainment area for the federal and state O_3 and $PM_{2.5}$ standards and a nonattainment area for the state PM_{10} standard.[14, 15]

Existing TAC Sources and Health Risks

The Bay Area Air Quality Management District (BAAQMD) maintains an online inventory of health risks associated with all permitted stationary sources within the SFBAAB.[16] Within 1,000 feet of the Project site, there are seven permitted facilities with associated background health risks. Aside from stationary sources, emissions of TACs around the Project site are also generated from mobile sources on roads and highways, including US 101 and Airport Boulevard. Health risks associated with the nearby permitted stationary source, highways, and surface streets, as well as railways, are considered in the analysis of the Project's cumulative health risks.

Sensitive Receptors

Sensitive land uses are generally considered to include those uses where exposure to pollutants could result in health-related risks for sensitive individuals, including children and the elderly. Per BAAQMD, sensitive receptors include "children, the elderly, off-site workers, students, and those with preexisting medical conditions. They are typically found in residences, schools, parks and playgrounds, day-care centers, nursing homes, and medical facilities, but some receptors are overlooked because they are found in an unlikely location," including "encampments for the unhoused, warehouses with indoor sports facilities for children and youth, privately operated indoor playgrounds for young children, and privately operated youth-serving facilities."[17]

[14] CARB. 2023. *Maps of Current State and Federal Area Designations*. October. Available: https://ww2.arb.ca.gov/resources/documents/maps-state-and-federal-area-designations. Accessed: December 4, 2024.
[15] EPA. 2023. *California Nonattainment/Maintenance Status for Each County by Year for All Criteria Pollutants*. January 31. Available: https://www3.epa.gov/airquality/greenbook/anayo_ca.html. Accessed: December 4, 2024.
[16] BAAQMD. 2023. *Stationary-Source Screening Map*. Available: https://baaqmd.maps.arcgis.com/apps/webappviewer/index.html?id=845658c19eae4594b9f4b805fb9d89a3. Accessed: December 4, 2024.
[17] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

Land uses in the Project area include primarily commercial buildings.[18] Sensitive receptors in the Project area include off-site workers at the nearby commercial buildings, located as close as 25 feet from the Project site, and students at British Swim School of Embassy Suites Burlingame and T&Y Education, located as close as 175 feet from the Project site. The nearest residential uses are more than 1,400 feet from the Project site and thus are not in proximity to the Project area. The nearest hotel use is the Hilton San Francisco Airport Bayfront, located approximately 415 feet away. Because the nearest residential uses are more than 1,000 feet away, the health risk assessment (HRA) conservatively modeled this hotel use as a residential receptor.

Environmental Burdens

The Office of Environmental Health Hazard Assessment (OEHHA) maintains the California Communities Environmental Health Screening Tool (CalEnviroScreen), which provides relative rankings of census tracts, based on 21 environmental, health, demographic, and socioeconomic indicators (e.g., O_3 concentrations, groundwater threats, education levels). Ranking scores are provided for each indicator, which are also combined to provide an overall ranking score for the census tract. The scores are not a measure of health risk; rather, they reflect the relative pollution burden and vulnerabilities in one census tract compared to other census tracts in the state. Scores are given on a scale of 0 to 100, with larger numbers representing areas with relatively high existing pollution burdens and population sensitivities.

Disadvantaged communities are defined as census tracts ranking in the top 25th percentile for environmental burdens and socioeconomic conditions (i.e., CalEnviroScreen score of 75 or higher). Low-income communities are defined as census tracts that are either at or below 80 percent of the statewide median income or at or below the threshold designated as low income according to the California Department of Housing and Community Development's state income limits.

The Project is within census tract 6081605400, which has a CalEnviroScreen percentile score of 21.[19] This score indicates that the census tract experiences more minor pollution and secondary effects than the rest of the state. Because the census tract has a CalEnviroScreen percentile score lower than 70 percent, it is not considered an overburdened community, per BAAQMD guidance.

Regulatory Setting

BAAQMD California Environmental Quality Act, Air Quality Guidelines

BAAQMD is responsible for ensuring that the NAAQS and CAAQS are met within the SFBAAB. BAAQMD manages air quality through a comprehensive program that includes long-term planning, regulations, incentives for technical innovation, education, and community outreach. The 2017 Clean Air Plan provides an integrated strategy to reduce O_3, particulate matter, TACs, and greenhouse gas (GHG) emissions in a manner that is consistent with federal and state air quality programs and regulations.

In April 2023, BAAQMD published the most recent version of its *California Environmental Quality Act, Air Quality Guidelines* (BAAQMD CEQA Guidelines). The BAAQMD CEQA Guidelines provide recommended procedures for evaluating potential air impacts during the environmental review process, consistent with CEQA requirements, and include recommended thresholds of significance, mitigation measures, and background air quality information.

[18] City of Burlingame. n.d. *Land Use Look-Up Application*. Available: https://bgmaps.maps.arcgis.com/apps/webappviewer/index.html?id=dc6ddd4d57c54beabcb447d86362d791. Accessed: December 4, 2023.

[19] OEHHA. 2023. *CalEnviroScreen 4.0*. Available: https://experience.arcgis.com/experience/ed5953d89038431dbf4f22ab9abfe40d/#data_s=id%3AdataSource_25-17c3d89e7e2-layer-1%3A3322. Accessed: November 22, 2024.

The CEQA Guidelines include recommended assessment methodologies for air toxics and odors as well as best practices for centering environmental justice, health, and equity. As stated in Appendix G of the CEQA Guidelines, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make checklist determinations. Accordingly, BAAQMD's thresholds are used to evaluate the significance of air quality impacts associated with the Project.

Regional Criteria Pollutants and Precursors

BAAQMD has developed screening criteria for construction and operational criteria air pollutants and precursors to provide a conservative indication of whether implementing a proposed project could result in potentially significant criteria air pollutants and precursor impacts. If a proposed project meets all screening criteria, as detailed in Sections 4.1.1 and 4.1.2 of the BAAQMD CEQA Guidelines, then the lead agency would not need to perform a detailed assessment of a project's emissions.[20]

For projects that do not meet the screening criteria for construction or operational criteria air pollutants and precursors, BAAQMD provides significance thresholds to evaluate impacts for ROGs, NO_X, PM_{10}, and $PM_{2.5}$, as shown in Table 3.3-2. These thresholds are based on the stationary-source emissions limits of the federal Clean Air Act (CAA) and BAAQMD Regulation 2, Rule 2. The federal New Source Review program, created by the federal CAA, set emissions limits to ensure that stationary sources of air pollution are constructed in a manner that is consistent with attainment of the NAAQS. Similarly, to ensure that new stationary sources do not cause or contribute to a violation of the NAAQS, BAAQMD Regulation 2, Rule 2, requires any new source that emits criteria air pollutants above specified emissions limits to offset those emissions. Although the emission limits are adopted in the regulation to control stationary-source emissions, the amount of the emission is the key determining factor, regardless of source, when addressing public health impacts of regional criteria pollutants. Therefore, the emissions limits are appropriate for the evaluation of land use development and construction activities as well as stationary sources. Projects resulting in emissions below the thresholds are not considered projects that contribute to an existing or projected air quality violation or result in a considerable net increase in criteria pollutant emissions.

Table 3.3-2. BAAQMD Project-Level Regional Criteria Pollutant Emissions Thresholds

Analysis	Thresholds
Regional Criteria Pollutants (Construction)	o Reactive Organic Gases (ROG): 54 pounds/day o Nitrogen Oxides (NO_X): 54 pounds/day o Particulate Matter (PM_{10}): 82 pounds/day (exhaust only); compliance with best management practices (fugitive dust) o Fine Particulate Matter ($PM_{2.5}$): 54 pounds/day (exhaust only); compliance with best management practices (fugitive dust)
Regional Criteria Pollutants (Operations)	o Reactive Organic Gases (ROG): Same as construction o Nitrogen Oxides (NO_X): Same as construction o Particulate Matter (PM_{10}): 82 pounds/day o Fine Particulate Matter ($PM_{2.5}$): 54 pounds/day

Source: BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

[20] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

Note that the federal New Source Review emissions limits and BAAQMD's offset limits are identified in the regulation on an annual basis (in tons per year). For construction activities, the limits are converted to average daily emissions (in pounds per day), as shown in Table 3.3-2, because of the short-term and intermittent nature of construction activities. If emissions would not exceed average daily emissions limits, a project would not exceed annual levels.

Health Effects of Regional Criteria Pollutants and Precursors

Air districts develop region-specific CEQA thresholds of significance in consideration of existing air quality concentrations as well as attainment or nonattainment designations under the NAAQS and CAAQS. The NAAQS and CAAQS are informed by a wide range of scientific evidence that demonstrates that there are known safe concentrations of criteria pollutants. Although recognizing that air quality is a cumulative problem, air districts typically consider projects that generate criteria pollutant and O_3 precursor emissions that are below the thresholds to be minor in nature. Such projects would not adversely affect air quality or exceed the NAAQS or CAAQS. For projects generating emissions that exceed the mass emissions thresholds, BAAQMD recommends tying the project emissions to potential negative health consequences if scientifically feasible. Furthermore, the BAAQMD CEQA Guidelines note that, to comply with the Friant Ranch decision,[21]

> lead agencies need to sufficiently explain the nature and magnitude of significant impacts identified by criteria air pollutant and precursor air quality analyses such that readers can meaningfully understand them. Moreover, lead agencies must make a reasonable effort to connect a project's emissions, where significant, to foreseeable health impacts or provide evidence as to why such an analysis is not scientifically possible.[22]

Local Risks and Hazards

Carbon Monoxide

Heavy traffic congestion can contribute to high levels of CO. Individuals exposed to such "hot spots" may have a greater likelihood of developing adverse health effects. BAAQMD has adopted screening criteria that provide a conservative indication of whether project-generated traffic would cause a potential CO hot spot. If the screening criteria are met, a quantitative analysis, through site-specific dispersion modeling of project-related CO concentrations, would not be necessary. A project would not cause localized violations of the CAAQS for CO if the following BAAQMD CO screening criteria are met.[23]

- The project is consistent with an applicable congestion management program established by the county congestion management agency for designated roads or highways, the regional transportation plan, and local congestion management agency plans.
- Project-generated traffic would not increase traffic volumes at affected intersections to more than 44,000 vehicles per hour.

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[21] The California Supreme Court's 2018 decision in *Sierra Club v. County of Fresno* (6 Cal. 5th 502), also referred to as the Friant Ranch Decision, included review of the long-term regional air quality analysis contained in the EIR for the proposed Community Plan Update and Friant Ranch Specific Plan. The court found that the EIR's air quality analysis was inadequate because it failed to provide enough detail "for the public to translate the bare [criteria pollutant emissions] numbers provided into adverse health impacts or to understand why such a translation is not possible at this time."

[22] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

[23] Ibid.

- Project-generated traffic would not increase traffic volumes at affected intersections to more than 24,000 vehicles per hour where vertical and/or horizontal mixing is substantially limited (e.g., tunnel, parking garage, bridge underpass, natural or urban street canyon, below-grade roadway).

Particulate Matter

BAAQMD adopted an incremental $PM_{2.5}$ concentration-based significance threshold in which a "substantial" contribution at the project level for an individual source is defined as total (i.e., exhaust and fugitive) $PM_{2.5}$ concentrations exceeding 0.3 micrograms per cubic meter ($\mu g/m^3$). In addition, BAAQMD considers projects to have a cumulatively considerable $PM_{2.5}$ impact if sensitive receptors are exposed to $PM_{2.5}$ concentrations from local sources within 1,000 feet, including existing sources, project-related sources, and reasonably foreseeable future sources, that exceed 0.8 $\mu g/m^3$.[24]

BAAQMD has not established an incremental, concentration-based PM_{10} threshold of significance. However, BAAQMD considers impacts related to mass emissions of fugitive PM_{10} from earthmoving activities to be less than significant with application of BAAQMD's basic construction measures.

Toxic Air Contaminants

BAAQMD has adopted incremental cancer and hazard thresholds to evaluate receptor exposure to single sources of TAC emissions. The "substantial" TAC threshold defined by BAAQMD is exposure of a sensitive receptor to an individual emissions source, resulting in an excess cancer risk level of more than 10 in 1 million or a non-cancer (i.e., chronic or acute) hazard index greater than 1.0.[25] BAAQMD also considers projects to have a cumulatively considerable TAC impact if they contribute to TAC emissions that, when combined with existing sources within 1,000 feet of sensitive receptors, result in excess cancer risk levels of more than 100 in 1 million or a hazard index greater than 10.0.[26]

Asbestos

The BAAQMD CEQA Guidelines state that projects that have the potential to disturb asbestos (from soil or building material) must comply with all the requirements of CARB's Airborne Toxic Control Measure (ATCM) for Construction, Grading, Quarrying, and Surface Mining Operations as well as BAAQMD Regulation 11, Rule 2, Asbestos Demolition, Renovation and Manufacturing.[27] CARB's ATCM for Construction, Grading, Quarrying, and Surface Mining Operations requires work practices that minimize asbestos emissions from activities where naturally occurring asbestos is found or is likely to be found. BAAQMD Regulation 11, Rule 2, controls emissions of asbestos to the atmosphere during demolition, renovation, and transportation. The rule requires lead agencies and their contractors to notify BAAQMD of any regulated renovation or demolition activity and provide a description of structures and methods utilized to determine whether asbestos-containing materials are potentially present. In addition, Regulation 11, Rule 2, requires any asbestos-containing material found on a site to be removed prior to demolition or renovation, thereby minimizing the release of airborne asbestos emissions. Thus, projects that comply with the requirements of CARB's ATCM for Construction, Grading, Quarrying, and Surface Mining Operations as well as BAAQMD Regulation 11, Rule 2, would not have a significant air quality impact with respect to asbestos emissions.

[24] Ibid.
[25] Ibid.
[26] Ibid.
[27] Ibid.

Air Pollution and Health and Equity Regulation

California has advanced several policies and regulations to address and center health and equity as part of public planning. Many of these regulations have a nexus with air quality. Senate Bill (SB) 535 recognizes that environmental pollution has had a disproportionate effect on disadvantaged communities and requires these areas be prioritized for emission reduction projects funded by California's cap-and-trade program. Assembly Bill (AB) 1550 expanded funding prioritization from cap-and-trade proceeds to include low-income communities. AB 617 requires the state to monitor and report criteria pollutant and TAC emissions for certain stationary sources. The bill also requires development of a statewide plan to reduce these emissions in communities that experience a high cumulative exposure burden. In response to AB 617, CARB developed the Community Air Protection Program (CAPP), which includes air monitoring and emissions reductions programs, which were initially focused on 10 designated communities throughout California.

Odors

According to the BAAQMD CEQA Guidelines, odor impacts could occur if a project proposes a new odor source near existing receptors.[28] BAAQMD recommends that projects identify the location of planned odor sources and include policies to reduce potential odor impacts on existing receptors. It provides recommended screening distances for siting new receptors near existing odor sources.

Discussion

a. Conflict with or obstruct implementation of the applicable air quality plan? (Less than Significant)

As described under *Regulatory Setting*, the current air quality attainment plan for the SFBAAB is BAAQMD's 2017 Clean Air Plan, which defines control strategies to reduce emissions and ambient concentrations of air pollutants; safeguards public health by reducing exposure to air pollutants that pose the greatest health risk, with an emphasis on protecting the communities most heavily affected by air pollution; and reduces GHG emissions to protect the climate.[29] According to the BAAQMD CEQA Guidelines, the determination of 2017 Clean Air Plan consistency should consider the items below for project-level analyses.[30]

Does the project support the primary goals of the 2017 Clean Air Plan?

The Project includes numerous improvements that would support regional attainment of the CAAQS and NAAQS. Specifically, the Project would use sustainable construction and design methods for the park and education center/event building, including best practices for controlling fugitive dust and exhaust emission as well as passive and active strategies to conserve water and energy. Specifically, the Project would prepare a dust control plan that would include control measures regarding covering, watering, and vehicle requirements, along with measures that call for checking drains after storms, which would reduce emissions of fugitive dust and exhaust.

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[28] Ibid.

[29] BAAQMD. 2017. *Final 2017 Clean Air Plan*. Adopted April 19. Available: https://www.baaqmd.gov/~/media/files/planning-and-research/plans/2017-clean-air-plan/attachment-a_-proposed-final-cap-vol-1-pdf.pdf?la=en. Accessed: December 4, 2024.

[30] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

To conserve water and energy through passive strategies, the Project would implement the following design features:

- Orientation and Siting: The education center/event building's position on the site would maximize natural ventilation and solar access, reducing reliance on mechanical heating and cooling.
- Building Envelope: The education center/event building would be all electric and would use high-performance materials with low embedded energy and high sound insulation properties. The large building overhangs would be designed to shade the building envelope in summer to control heat gain while allowing sunlight to warm the building in winter when the sun angles are low in the sky.
- Natural Ventilation: The education center/event building would employ cross-ventilation strategies and stack ventilation to promote air circulation and minimize the need for mechanical cooling/air conditioning.
- Daylighting: The education center/event building would maximize natural light penetration through strategically placed windows and skylights, reducing reliance on artificial lighting.
- Water Management: The education center/event building's roof would be designed to capture rainwater and internal low-flow plumbing fixtures would reduce potable water use.
- High-Albedo Roof: High-albedo roofing material would reflect sunlight and lower direct heat gain.
- Recycled Materials: The Project Sponsor would require use of materials manufactured with high-level recycled content.

Active conservation strategies could include managing the building temperature by balancing outdoor temperatures with cross-ventilation window openers, installing small-scale wind or solar power generation infrastructure, and using efficient heating, ventilation, and air-conditioning (HVAC) systems. By reducing the Project's energy use, water consumption, and waste generation, these strategies would reduce emissions generated by Project operation, thereby supporting the primary goals of the 2017 Clean Air Plan.

Does the project include all applicable control measures from the 2017 Clean Air Plan?

The Project's consistency with the measures is discussed below for each emissions sector.

Stationary Sources: The stationary-source control measures, which are designed to reduce emissions from stationary sources such as metal fabricating facilities, cement kilns, refineries, and glass furnaces, are incorporated into rules adopted by BAAQMD and then enforced by BAAQMD permit and inspection programs. Because the Project does not propose the operation of any stationary sources, such as emergency generators, the stationary-source control measures from the Clean Air Plan are not applicable to the Project.

Transportation: The 2017 Clean Air Plan recognizes that community design dictates individual travel mode and that a key long-term control strategy to reduce emissions of criteria pollutants, TACs, and GHGs from motor vehicles is to channel future Bay Area growth into vibrant urban communities where goods and services are close at hand and people have a range of viable transportation options. The Project would support the growth of vibrant urban communities in the Bay Area by redeveloping vacant parcels within existing urban growth boundaries with a new public nature and recreation park. Furthermore, as described in Section XVII, *Transportation*, the Project would have a less-than-

significant impact with respect to vehicle miles traveled (VMT). The Project would thus support the 2017 Clean Air Plan efforts to reduce VMT and GHG emissions from passenger cars and light-duty trucks through community design.

Energy: The energy-related measures generally apply to electrical utility providers and local government agencies, not individual projects. The Project would nonetheless support efforts to transition away from fossil-fuel energy sources and toward cleaner fuel sources by being fully electric and exploring integrative systems that incorporate small-scale wind power or solar panels to offset the Project's overall energy needs. The Project would also minimize electricity consumption by incorporating active and passive strategies to conserve energy, as mentioned above.

Buildings: The control measures for this sector focus on working with local governments that have authority over local building codes to facilitate adoption of best management practices (BMPs) and policies related to GHGs. As such, the building control measures of the Clean Air Plan are not applicable to the Project. The Project would nonetheless support efforts to reduce emissions from buildings by implementing both passive and active strategies to reduce water consumption, energy use, and waste generation, as mentioned above.

Waste Management: The Project would comply with the City's Construction and Demolition Recycling Ordinance, incorporated as Chapter 18.17 of the Municipal Code. Moreover, the Project would select building materials manufactured with high levels of recycled content, as mentioned above.

Water: The water control measures apply to publicly owned treatment works and local government agencies, not individual projects. Nevertheless, the Project would comply with the City's policies regarding water conservation in landscaping and indoor water conservation, incorporated as Chapters 18.17 and 18.19 of the Municipal Code, respectively. Moreover, the Project would include low-flow plumbing fixtures to reduce potable water use, and the building roof would be designed to capture rainwater, as mentioned above.

Agriculture and Natural and Working Lands: The agriculture control measures are designed to reduce emissions of methane; the natural and working lands control measures focus on increasing carbon sequestration on rangelands and wetlands. Because the Project would not include any agricultural activities and would not directly disturb rangelands or wetlands, the measures from these categories are not applicable to the Project.

Does the project disrupt or hinder implementation of any 2017 Clean Air Plan control measures?

As described above, the Project would incorporate a variety of sustainable design features to reduce air pollutant emissions associated with transportation, energy, buildings, waste generation, and water usage. As a result, the Project would not disrupt, delay, or otherwise hinder implementation of any applicable control measure from the 2017 Clean Air Plan. Rather, the Project would support and facilitate implementation of the measures.

For these reasons, the Project would not fundamentally conflict with the 2017 Clean Air Plan. This impact would be ***less than significant***.

b. Result in a cumulatively considerable net increase in any criteria pollutant for which the Project region is a nonattainment area for an applicable federal or state ambient air quality standard? (Less than Significant with Mitigation)

Regional Criteria Pollutant and Precursor Emissions

Construction

Construction of the Project would generate ROG, NO_X, PM_{10}, and $PM_{2.5}$ emissions that could result in short-term air quality effects. Construction would start in 2025 and be completed by 2029.[31] The Project is expected to be constructed in four stages, starting with Phase 0 and concluding with Phase 3. Emissions would be released in the form of exhaust from off-road equipment, employee vehicles, vendor trucks, and haul trucks; fugitive dust from site grading and earthmoving; suspended road dust from vehicle travel; and off-gassing from architectural coatings and paving.

Short-term emissions generated by Project construction were calculated using the California Emissions Estimator Model (CalEEMod), version 2022.1, which uses vehicle emission factors from CARB's EMFAC2021, as recommended by BAAQMD and other air districts in California.[32] Modeling was based on default values from CalEEMod, which are generated by the model and based on a project's location and land use type as well as project-specific information, where available, including land use types and sizes; expected construction phase durations; the equipment inventory; demolition and earthwork specifics; the number and length of employee, vendor, and haul truck trips; and the area to be paved.

The quantity of emissions generated on a daily basis would vary, depending on the intensity and types of construction activities occurring simultaneously. Consistent with BAAQMD guidance, average daily emissions have been calculated to assess construction impacts.[33] The average daily criteria air pollutant emissions that would be generated during Project construction are shown in Table 3.3-3. Detailed model assumptions and inputs for the calculations can be found in Appendix A (*Air Quality, Greenhouse Gas, and Health Risk Assessment Modeling Files*).

Table 3.3-3. Average Daily Criteria Pollutant Emissions from Project Construction (pounds per day)

Construction Year	ROG	NO_X	PM_{10} Exhaust	$PM_{2.5}$ Exhaust
2025	3	31	1	1
2026	2	17	1	1
2027	1	7	< 1	< 1
2028	3	12	< 1	< 1
BAAQMD threshold	54	54	82	54
Exceeds threshold?	No	No	No	No

Source: Appendix A.
ROG = reactive organic gas; NO_X = nitrogen oxides; PM_{10} = particulate matter 10 microns or less in diameter; $PM_{2.5}$ = particulate matter 2.5 microns or less in diameter

[31] Modeled emissions were based on a January 2025 start date, but the Project schedule has since been updated to commence in October 2025 and conclude in June 2029. However, because construction phase durations and overlap periods would not change, and because construction equipment generally becomes cleaner over time, this analysis conservatively evaluates the Project's construction emissions.

[32] CAPCOA. 2022. *California Emissions Estimator Model User Guide*. April. Available: https://caleemod.com/documents/user-guide/CalEEMod_User_Guide_v2022.1.pdf. Accessed: December 4, 2024.

[33] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

Notes: Emissions are rounded to the nearest whole number.

As shown in Table 3.3-3, construction of the Project would not generate ROG, NO_X, PM_{10} exhaust, or $PM_{2.5}$ exhaust emissions in excess of BAAQMD's numeric thresholds. Project construction would thus not contribute a significant level of air pollution that would degrade regional air quality within the SFBAAB. As a result, this impact would be ***less than significant***.

Fugitive Dust

Project construction activities would also generate fugitive dust emissions (i.e., $PM_{2.5}$ and PM_{10}). As noted in the BAAQMD CEQA Guidelines, projects implementing the BAAQMD-recommended basic BMPs for construction-related fugitive dust emissions are considered to have a less-than-significant criteria air pollutant impact related to construction-generated fugitive dust emissions.[34] Although the BAAQMD's basic BMPs would sufficiently mitigate fugitive dust mass emissions, project construction would nevertheless result in a potential impact with respect to the incremental $PM_{2.5}$ concentration-based significance threshold.[35] This potential impact is discussed in Impact c, below, and it can be mitigated by strengthening one of the individual BMPs. Instead of watering exposed surfaces two times per day, which is the watering frequency called for by BAAQMD, watering exposed surfaces three times per day would mitigate the potentially significant $PM_{2.5}$ concentration impact. The modified set of BMPs, which require watering three times per day rather than two, are presented below and apply to both the mass emissions impact discussion (Impact b) and concentration-based impact discussion (Impact c). As such, with the inclusion of Mitigation Measure AQ-1, which requires implementation of modified BAAQMD BMPs, the Project's construction-generated fugitive dust emissions would not contribute a significant level of air pollution that would degrade regional air quality within the SFBAAB. This impact would be ***less than significant with mitigation***.

> **Mitigation Measure AQ-1: Require Implementation of Modified Bay Area Air Quality Management District Basic Best Management Practices for Construction-Related Fugitive Dust Emissions.**
>
> The Project Sponsor shall require its contractor(s), as a condition of contracts (e.g., standard specifications), to reduce construction-related fugitive dust emissions by implementing the following modified Bay Area Air Quality Management District basic best management practices.
>
> - All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, unpaved access roads) shall be watered three times per day.[36]
> - All haul trucks transporting soil, sand, or other loose material off-site shall be covered.
> - All visible mud or dirt trackout onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.
> - All vehicle speeds on unpaved roads shall be limited to 15 mph.

[34] Ibid.

[35] This threshold is discussed above under *Particulate Matter.*

[36] This component of the mitigation measure modifies BAAQMD's BMP by increasing the watering frequency from two to three times per day. The increased frequency is necessary to mitigate Impact c but would also apply to Impact b.

- All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.
- All excavation, grading, and/or demolition activities shall be suspended when average wind speeds exceed 20 mph.
- All trucks and equipment, including their tires, shall be washed off prior to leaving the site.
- Unpaved roads providing access to sites located 100 feet or more from a paved road shall be treated with a 6- to 12-inch layer of compacted layer of wood chips, mulch, or gravel.
- Publicly visible signs shall be posted with the telephone number and name of the person to contact at the lead agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. The air district's general air pollution complaints number shall also be visible to ensure compliance with applicable regulations.

The Project Sponsor shall submit evidence of compliance to the City prior to grading permit issuance.

Operation

The Project would be fully operational by 2029.[37] Project operation would generate emissions of ROG, NO_X, PM_{10}, and $PM_{2.5}$ that could result in long-term air quality effects during operations. Long-term air pollutant emissions would result from motor vehicles traveling to and from the Project site, operation of landscape maintenance equipment, the use of cleaning supplies, and the periodic reapplication of architectural coatings.

As described above, projects that meet all screening criteria outlined in Sections 4.1.1 and 4.1.2 of the BAAQMD CEQA Guidelines do not need to perform a detailed assessment of criteria air pollutant and precursor emissions. For operational emissions, BAAQMD identifies the following criteria for screening:[38]

- The project size is at or below the applicable operational screening level size.
- Operational activities would not include stationary engines (e.g., backup generators) and industrial sources subject to air district rules and regulations.
- Operational activities would not overlap with construction-related activities.

For projects that include multiple land use types, BAAQMD prepared the *Mixed Land Use Screening Tool for Criteria Pollutants and Precursors*. Because the Project proposes recreational and educational uses, this tool was used to evaluate the Project's consistency with BAAQMD's screening criteria for operational emissions. Given the proposed 10.2 acres of recreational space (i.e., 9.4 acres on land and 0.83 acre in Sanchez Channel), including an 8,600-square-foot education center/event building with approximately 14,000 square feet of roof overhang, and 29 parking spaces, BAAQMD's mixed-use

[37] Emissions were modeled by assuming a full buildout year of 2028, but the Project's construction schedule has since been updated to conclude in June 2029. However, because equipment and vehicles generally become cleaner over time, this analysis conservatively evaluates the Project's operational emissions.

[38] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

screening tool indicates that the Project size is below the applicable operational screening level size.[39] Furthermore, the Project would not include any stationary engines (e.g., backup generators) or industrial sources, and Project operation would not overlap with construction-related activities. The Project therefore satisfies all screening criteria for operational criteria pollutant and precursor emissions, in accordance with BAAQMD guidance. As a result, a detailed assessment of the Project's operational criteria air pollutant and precursor emissions is not required, and Project operation would result in a ***less-than-significant*** impact with respect to criteria air pollutants and precursors.

Health Effects of Regional Criteria Pollutant and Precursor Emissions

As discussed above, BAAQMD's regional thresholds consider existing air quality concentrations and attainment or nonattainment designations under the NAAQS and CAAQS. The NAAQS and CAAQS are informed by a wide range of scientific evidence that demonstrates that there are known safe concentrations of criteria pollutants. Although BAAQMD recognizes that air quality is a cumulative problem, it considers projects that generate criteria pollutant and O_3 precursor emissions that fall below the thresholds to be minor in nature; therefore, such projects would not adversely affect air quality to the extent that the health-protective NAAQS or CAAQS would be exceeded.

As discussed above, Project construction and operation would not generate regional criteria pollutants in excess of the applicable BAAQMD thresholds. Thus, the Project would not be expected to contribute a significant level of air pollution that would degrade air quality within the SFBAAB. As a result, this impact would be ***less than significant***.

Localized Carbon Monoxide Emissions

CO hot spots are typically observed at heavily congested intersections where a substantial number of gasoline-powered vehicles idle for prolonged durations. Peak-hour traffic volumes at major roadways in the vicinity were analyzed to determine whether CO emitted by Project-generated traffic would exceed the BAAQMD screening criteria.

Based on information provided by Hexagon Transportation Consultants, Inc., the Project would not cause a significant increase in traffic and would not have the potential to conflict with the applicable congestion management program. Moreover, the Project would not have the potential to increase maximum traffic volumes to levels that would exceed BAAQMD's recommended screening criteria (i.e., 44,000 vehicles per hour or 24,000 vehicles per hour for areas where vertical and/or horizontal mixing is substantially limited). The Project would not result in conflicts with the applicable congestion management program and would not exceed BAAQMD's screening criteria for evaluating local CO hot spots. As a result, the Project can be assumed not to result in, or contribute to, a localized concentration of CO that would exceed the applicable NAAQS or CAAQS. As a result, this impact would be ***less than significant***.

[39] BAAQMD. 2023. *Mixed Land Use Screening Tool for Criteria Pollutants and Precursors*. Available: https://www.baaqmd.gov/~/media/files/planning-and-research/ceqa/tools/baaqmd-screening-tool_050622_final-xlsm.xlsm?rev=9b1a2d9e625b4c3e991f0f6c06aef706&sc_lang=en. Accessed: November 5, 2024.

c. Expose sensitive receptors to substantial pollutant concentrations? (Less than Significant with Mitigation)

Diesel Particulate Matter (PM_{10}) and Localized $PM_{2.5}$

Construction

The Project would generate diesel PM_{10} exhaust emissions (diesel particulate matter [DPM]), a TAC, and $PM_{2.5}$ emissions during construction. Specifically, Project-related construction activities would generate DPM[40] from off-road diesel equipment and heavy-duty trucks. $PM_{2.5}$ exhaust and fugitive dust emissions would be generated from off-road equipment, on-site soil movement, and on-road travel by heavy-duty trucks and workers' vehicles.

Because the Project would introduce DPM and $PM_{2.5}$ emissions in an area near existing sensitive receptors, an HRA was conducted. The HRA used EPA's most recent air dispersion model, AERMOD (version 23132) and the most recent HRA guidance and calculation methods from BAAQMD's 2022 *CEQA Air Quality Guidelines*, Appendix E, Recommended Methods for Screening and Modeling Local Risks and Hazards.[41] The modeling inputs used in the HRA and modeling results are included in Appendix A. Table 3.3-4 presents the unmitigated incremental increases in health risks for the off-site residential receptors[42] and off-site worker receptors within 1,000 feet of the Project site. The results in Table 3.3-4 reflect implementation of BAAQMD's dust-reducing BMPs exactly as written in the CEQA Guidelines, which are required for a project to have a less than-significant- impact with respect to mass emissions of fugitive dust. Thus, implementation of the BMPs is required regardless of the results of the HRA, and the results shown in Table 3.3-4 are considered to be an unmitigated scenario for the HRA.

Table 3.3-4. Estimated Unmitigated Project-Level Health Risk Results from Construction

Offsite Receptor Type	Cancer Risk (cases per million)[a]	Non-Cancer Chronic Risk	Annual $PM_{2.5}$ Concentrations ($\mu g/m^3$)
Resident	8.16	0.007	0.07
Workers	2.78	0.033	**0.35**
BAAQMD Significance Threshold	10.0	1.0	0.3
Exceeds Threshold?	No	No	**Yes**

Source: See Appendix A for detailed modeling files.

Notes:

$\mu g/m^3$ = micrograms per cubic meter; $PM_{2.5}$ = particulate matter with an aerodynamic diameter of 2.5 or less. Exceedances are bolded.

a. The evaluation of cancer risks in the HRA was based on an exposure duration of 3.38 years for Project construction.

As shown in Table 3.3-4, the unmitigated results would not exceed the health risk thresholds for the cancer risk or non-cancer hazard index; however, Project construction would exceed the annual $PM_{2.5}$ concentration threshold at locations where there are worker receptors. Therefore, impacts would be ***potentially significant***.

40 Per BAAQMD guidance, $PM_{2.5}$ exhaust is used as a surrogate for DPM.

41 BAAQMD. 2023. *California Environmental Quality Act Air Quality Guidelines*. Appendix E, Recommended Methods for Screening and Modeling Local Risks and Hazards. Available: https://www.baaqmd.gov/~/ media/files/planning-and-research/ceqa/ceqa-guidelines-2022/appendix-e-recommended-methods-for-screening-and-modeling-local-risks-and-hazards_final-pdf.pdf?rev=b8917a27345a4a629fc18fc8650951e4&sc_lang=en. Accessed: May 15, 2024.

42 Nearby hotel uses were conservatively modeled as residential uses.

To reduce this impact, implementation of Mitigation Measure AQ-1 would be required. As noted above, Mitigation Measure AQ-1 modifies BAAQMD's BMPs by requiring exposed surfaces to be watered three times daily instead of two times daily. Results for a mitigated scenario, where exposed surfaces are watered three times daily instead of two, are presented in Table 3.3-5.

Table 3.3-5. Estimated Mitigated Project-Level Health Risk Results from Construction

Offsite Receptor Type	Cancer Risk (cases per million)[a]	Non-Cancer Chronic Risk	Annual $PM_{2.5}$ Concentrations ($\mu g/m^3$)
Resident	8.16	0.007	0.06
Workers	2.78	0.033	0.28
BAAQMD Significance Threshold	10.0	1.0	0.3
Exceeds Threshold?	No	No	No

Source: See Appendix A for detailed modeling files.

Notes:

$\mu g/m^3$ = micrograms per cubic meter; $PM_{2.5}$ = particulate matter no more than 2.5 microns in diameter

a. The evaluation of cancer risks in the HRA was based on an exposure duration of 3.38 years for Project construction.

As shown in Table 3.3-5, with implementation of Mitigation Measure AQ-1, the annual $PM_{2.5}$ concentrations at worker receptor locations would be below the threshold. Therefore, with implementation of Mitigation Measure AQ-1, Project-generated construction emissions would not expose sensitive receptors to substantial pollutant concentrations or associated health risks, and this impact would be ***less than significant with mitigation***.

Operation

As discussed above, the Project would not include any stationary engines (e.g., backup generators) or industrial sources, and Project operation would not overlap with construction-related activities. In addition, a detailed assessment of the Project's operational criteria air pollutant and precursor emissions is not required because the project satisfies all screening criteria, in accordance with BAAQMD guidance. Because the Project satisfies all screening criteria outlined in Sections 4.1.1 and 4.1.2 of the BAAQMD CEQA Guidelines and would not include any stationary sources, Project operations would not expose sensitive receptors to substantial pollutant concentrations or associated health risks, and this impact would be ***less than significant***.

Cumulative Health Risk Assessment

According to the BAAQMD CEQA Guidelines, combined health risk levels should be determined for all TAC sources within 1,000 feet of a project site and compared to BAAQMD's cumulative health risk thresholds.[43]

Nearby existing TAC sources and TACs associated with construction of the Project could contribute to a cumulative health risk for sensitive receptors near the Project site. BAAQMD's inventory of health risk levels from stationary sources was used to estimate the combined levels of health risks from existing stationary

[43] BAAQMD. 2023. *2022 CEQA Guidelines.* California Environmental Quality Act Guidelines, Appendix E, Recommended Methods for Screening and Modeling Local Risks and Hazards. August 8. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental- quality-act-ceqa/updated-ceqa-guidelines. Accessed: May 15, 2024.

sources in combination with the Project.[44] Geographic information system (GIS) raster files provided by BAAQMD were used to estimate roadway and railway emissions.[45] The results of the cumulative impact health risk assessment for off-site residential receptors and worker receptors are summarized in Table 3.3-6 and Table 3.3-7, respectively. Refer to Appendix A, the modeling inputs and results.

As shown in Table 3.3-6 and Table 3.3-7, below, the combined level of health risk from the Project and other local sources of TACs would be less than all BAAQMD-recommended cumulative health risk thresholds prior to incorporation of Mitigation Measure AQ-1. Therefore, the level of health risk associated with TACs emitted by the Project in combination with the health risks associated with other nearby TAC sources would not result in a cumulative local health risk impact for sensitive receptors, and this impact would be ***less than significant.***

Table 3.3-6. Maximum Cumulative Health Risks—Residential

Source	Maximum Affected Residential Receptor		
	Cancer Risk (per million)	**Non-Cancer Chronic Hazard Index[a]**	**Annual $PM_{2.5}$ Concentration ($\mu g/m^3$)**
Existing Sources			
Stationary[a]	43.23	0.03	0.06
Roadway	8.57	0.03	0.29
Rail	3.24	0.001	0.004
Existing Total	**55.04**	**0.061**	**0.354**
Project Construction			
Project Construction (3.38-year exposure)	8.16	0.007	0.07
Existing + Construction (cancer only)	**63.2**	—	—
Existing + Construction (chronic HI/annual $PM_{2.5}$)	—	**0.068**	**0.424**
BAAQMD Cumulative Thresholds	100	10.0	0.8
Exceeds Thresholds?	**No**	**No**	**No**

Source: See Appendix A for detailed modeling files.

Notes:

$\mu g/m^3$ = micrograms per cubic meter; $PM_{2.5}$ = particulate matter with an aerodynamic diameter of 2.5 or less; HI = health index

a. This analysis conservatively assumed the maximum stationary risks apply without taking into account the distance from the affected sensitive receptor.

[44] BAAQMD. 2022. *Health Risk Screening and Modeling*. April 8. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/ceqa-tools/health-risk-screening-and-modeling?sc_lang=vi-VN. Accessed: December 4, 2025.

[45] Ibid.

Table 3.3-7. Maximum Cumulative Health Risks—Worker Receptors

Source	Maximum Affected Worker Receptor		
	Cancer Risk (per million)	Non-Cancer Chronic Hazard Index[a]	Annual $PM_{2.5}$ Concentration ($\mu g/m^3$)
Existing Sources			
Stationary[1]	43.23	0.03	0.06
Roadway	6.64	0.02	0.18
Rail	1.71	0.001	0.002
Existing Total	**51.58**	**0.051**	**0.242**
Project Construction			
Project Construction (3.38-year exposure)	2.78	0.033	0.35
Existing + Construction (cancer only)	**54.36**	—	—
Existing + Construction (chronic HI/annual $PM_{2.5}$)	—	**0.084**	**0.592**
BAAQMD Cumulative Thresholds	100	10.0	0.8
Exceeds Thresholds?	**No**	**No**	**No**

Source: See Appendix A for detailed modeling files.

Notes:

$\mu g/m^3$ = micrograms per cubic meter; $PM_{2.5}$ = particulate matter with an aerodynamic diameter of 2.5 or less; HI = health index

a. This analysis conservatively assumed the maximum stationary risks apply without taking into account the distance from the affected sensitive receptor.

Asbestos

Asbestos is a naturally occurring mineral that was previously used in building construction because of its heat resistance and strong insulating properties. Exposure to asbestos, however, has been shown to cause many disabling and fatal diseases, including lung cancer, mesothelioma, and pleural plaques. The potential for naturally occurring asbestos on site is low; however, demolition of the existing hardscape (asphalt and concrete) on the Project site may expose workers and nearby receptors to asbestos if the material was used during construction of the original hardscape. The Project would therefore comply with CARB's ATCM for Construction, Grading, Quarrying, and Surface Mining Operations as well as BAAQMD Regulation 11, Rule 2, Asbestos, Demolition, Renovation, and Manufacturing. Because the Project would be required to control asbestos emissions according to applicable CARB and BAAQMD regulations, receptors would not be exposed to substantial asbestos risks. Impacts associated with asbestos emissions would thus be ***less than significant***.

d. Result in other emissions (such as those leading to odors) that would adversely affect a substantial number of people? (Less than Significant)

Odor impacts could occur if a project proposes a new odor source near existing receptors. The Project site is surrounded by primarily commercial uses; there are many off-site workers within 1,000 feet of the Project site. According to BAAQMD, land uses associated with odor complaints can include wastewater treatment plants, landfills, food manufacturing plants, and other odor-generating facilities, as detailed in Table 5-4 of the BAAQMD CEQA Guidelines.[46]

[46] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

Potential odor emitters during construction activities include diesel exhaust from off-road equipment, asphalt paving, and the use of architectural coatings and consumer products. Odors during operation could result from vehicle exhaust and the reapplication of architectural coatings, but these odors would be limited to areas adjacent to the educational building. Both construction and operational odors would be temporary and would dissipate rapidly with distance.

The Project does not propose any changes that would include odor-generating facilities. Finally, the Project would comply, as applicable, with BAAQMD's Regulation 7, which limits emissions of odorous compounds from all non-exempt entities within BAAQMD jurisdiction. Accordingly, Project construction and operation are not expected to create objectionable odors that would affect a substantial number of people. This impact would be ***less than significant***.

IV. Biological Resources

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service?	☐	☒	☐	☐
b. Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service?	☐	☒	☐	☐
c. Have a substantial adverse effect on state or federally protected wetlands (including, but not limited to, marshes, vernal pools, coastal wetlands, etc.) through direct removal, filling, hydrological interruption, or other means?	☐	☒	☐	☐
d. Interfere substantially with the movement of any native resident or migratory fish or wildlife species, or established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	☐	☒	☐	☐
e. Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	☐	☐	☒	☐
f. Conflict with the provisions of an adopted habitat conservation plan, natural community conservation plan, or other approved local, regional, or state habitat conservation plan?	☐	☐	☐	☒

Setting

The 10.2-acre Project site includes 9.4 acres of land and approximately 0.83 acre of open-water habitat in San Francisco Bay and Sanchez Creek. The Project site comprises an area created by fill that was placed in former San Francisco Bay habitats in the 1960s. The northern edge of the Project site borders the tidal waters of San Francisco Bay and is subject to considerable erosive force from wind-driven waves. The existing shoreline erosion protection consists of large concrete slabs, with smaller riprap material toward the toe of the slope on the San Francisco Bay side and Sakrete concrete above the concrete slabs at or near the top of bank along Sanchez Creek. The Project site's elevations are above the influence of regular tidal inundation from the Bay. Under current conditions, it is likely that the Project site could flood during a 50-year coastal flood event (i.e., a flood event that has a 2 percent chance of occurrence in any given year).

The Project site is underlain by two soil types: (1) W – Water and (2) 134 – Urban Land-Orthents, reclaimed complex, 0 to 2 percent slopes, which is found in areas that were once part of San Francisco Bay and the adjacent tidal flats. The Urban Land-Orthents soil type includes soils consisting of artificial fill overlying Bay mud.

Methods

Background Review

The analysis in this section is based on the biological resources report prepared by H.T. Harvey on December 3, 2024 (Appendix B, *Biological Resources Report*); the report is based on a desktop review and site survey. Prior to conducting fieldwork, H.T. Harvey & Associates ecologists reviewed Project plans, aerial images,[47] a U.S. Geological Survey (USGS) topographic map, the California Department of Fish and Wildlife's (CDFW's) California Natural Diversity Database (CNDDB),[48] a 2013 wetland delineation report prepared for the property by Monk & Associates,[49] 2015 U.S. Army Corps of Engineers– (USACE-) verified delineation map (SPN File Number 2013-00355S), and other relevant reports, scientific literature, and technical databases. In addition, for plants, H.T. Harvey reviewed all species on current California Native Plant Society (CNPS) California Rare Plant Rank (CRPR) 1–4 lists occurring in the San Mateo, California, 7.5-minute USGS quadrangle and surrounding eight quadrangles (Hunter's Point, San Leandro, Redwood Point, Palo Alto, Half Moon Bay, Woodside, Montara Mountain, and San Francisco South).[50] H.T. Harvey also queried the CNDDB[51] for natural communities of special concern that occur in the Project region.

Field Surveys

Reconnaissance-level biological surveys of the Project site were conducted by H.T. Harvey on May 19 and May 21, 2020, and June 17, 2021.

A jurisdictional determination (JD) and verified delineation map was issued for the Project site by the San Francisco District of USACE on June 15, 2015 (SPN File Number 2013-00355S). An aquatic resources delineation was conducted on January 12, 2021, to confirm that conditions on the Project site had not changed in the 5 years since the original JD was issued. USACE conducted a site visit with H.T. Harvey & Associates on April 13, 2021, to verify the findings of the updated delineation and is currently processing an updated JD.

A tree inventory and assessment were completed by H.T. Harvey on May 21, 2020 (with a follow-up visit in January 2024). All trees with a circumference of 13 inches (diameter at breast height [DBH] of 4 inches or greater) were included in the inventory and assessment. The results of the tree survey are presented in a preliminary arborist report, included in this report as Appendix B.

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47 Google Inc. 2021. *Google Earth* (version 7.3.0.3832). Available: https://earth.google.com.

48 California Department of Fish and Wildlife. 2023. *California Natural Diversity Database*. RareFind 5.0. California Department of Fish and Wildlife. Available: http://www.dfg.ca.gov/biogeodata/nddb/mapsanddata.asp. Accessed: December.

49 Monk & Associates. 2013. *Request for Jurisdictional Determination: Bayview Park Project, City of Burlingame San Mateo County, California.* Submitted to U.S. Army Corps of Engineers, San Francisco Regulatory Division. August.

50 California Native Plant Society. 2024. *Rare Plant Inventory* (online edition, v9.5). Rare Plant Program. Available: https://www.rareplants.cnps.org.

51 California Department of Fish and Wildlife. 2025. *California Natural Diversity Database*. Special Animals List. January. California Department of Fish and Wildlife. Sacramento, CA.

A preliminary eelgrass survey and analysis was overseen by Merkel & Associates, Inc., in April and May 2021. These surveys were conducted in conformance with the California Eelgrass Mitigation Policy (CEMP)[52] and covered a 45-meter (148-foot) buffer surrounding the Project site. The results of the eelgrass survey are presented in Appendix B.

Land Cover Types

During the field surveys, four land cover types were identified in the Project site: ruderal grassland (5.88 acres), seasonal wetland (0.40 acre), open water (3.50 acres), and developed/landscaping (3.04 acres). Each of these land cover types is described below. Of these, the seasonal wetland and open-water types would be considered sensitive habitats, along with waters of the United States and waters of the State. Additional details for each land cover type are included in Appendix B.

Ruderal Grassland

Ruderal grassland is characterized by non-native upland grass and herbaceous forb species. There is very low cover from any native species in this grassland type. In a few locations, the ruderal grassland habitat type also includes individual trees and scattered shrubs. The ruderal grassland habitat did not appear to be regularly mowed or maintained (prior to SPHERE taking over management); however, this habitat is degraded by trash deposition and encampments of unhoused people. In the summer of 2020, a fire on the Project site burned about half of the ruderal grassland habitat before being extinguished.

Grasslands can be used as foraging, burrowing, and nesting locations by some species. Although the extent of grassland within the Project site is too limited to support many bird species associated with extensive grasslands, red-winged blackbirds (*Agelaius phoeniceus*) breed in dense grassland habitats, and more than 50 birds and a small number of fledglings were observed during earlier Project site visits within the breeding season. Birds observed foraging in or otherwise occupying the grasslands within the Project site during the reconnaissance survey included mourning doves (*Zenaida macroura*), California towhees (*Melozone crissalis*), and house finches (*Haemorhous mexicanus*). Small mammals can often be abundant in ruderal grasslands, and several small mammal runways (clear pathways in the grass) were scattered throughout the grassland. In addition, two small burrows were observed along the north and east perimeters of the Project site. The runways and burrows appeared to be from a California ground squirrel (*Spermophilus beecheyi*), but no individuals of this species were observed during the reconnaissance survey. Although the grassland area supports an abundance of weedy plant species, native insects frequently forage on both native and non-native flowering plants in ruderal grasslands, and yellow-faced bumble bees (*Bombus vosnesenskii*), solitary bees, and western tiger swallowtail butterflies (*Papilio rutulus*) were observed foraging among the blackberry, gumweed (*Grindelia camporum*), and fennel during the reconnaissance survey.

Seasonal Wetland

Seasonal wetland habitat occurs in the shallow depressions spread across the Project site from the northwest corner to the southeast corner but primarily in the north-central portion. These depressions range in size from 10 square feet to more than 5,600 square feet. The hydrology supporting the seasonal wetlands is associated with the brief, shallow (less than 6 inches deep) inundation that occurs periodically in winter months following precipitation events. The wetlands support primarily non-native or invasive plant species. Similar to the ruderal grassland habitat, all seasonal wetlands on the Project site are affected

[52] National Marine Fisheries Service. 2014. *California Eelgrass Mitigation Policy and Implementing Guidelines.* West Coast Region. October.

to a greater or lesser degree by trash deposition and/or encampments of unhoused people. Overall, the habitat quality of these seasonal wetlands is considered low due to the limited duration of inundation, the lack of connection to a larger watershed, and the dominance of non-native species.

Seasonal wetlands on the Project site provide only marginal habitat for wetland-associated wildlife species due to their highly disturbed nature, limited extent, and limited depth and duration of ponding, if supported at all. Thus, wildlife diversity is expected to be low. No amphibians are expected to use these wetlands because they do not provide suitable breeding habitat and the Project site is isolated by salt water and intensive development from potential source populations of amphibians. The wetlands do not pond deeply or long enough to provide suitable habitat for waterbirds, such as ducks or shorebirds, and no individuals of those species have been observed using seasonal wetlands on the Project site during surveys. When this habitat is dry, it is functionally similar to the adjacent ruderal grasslands from the perspective of wildlife use. Thus, many of the same bird species, small mammals, and pollinators described in the developed/landscaped and ruderal annual grassland land cover types may forage in the seasonal wetlands, such as the dark-eyed junco, California towhee, California ground squirrel, and bumble bees.

Open Water

Open-water habitat occurs within the Project site bayward of the existing concrete rubble shoreline protection and in Sanchez Creek. The northern edge of the Project site borders the tidal waters of San Francisco Bay, while the eastern boundary consists of Sanchez Creek, a tidal channel that is connected to a tidal lagoon located south and southwest of the Project site. The boundaries of the open-water land cover type were identified as the limits of the high-tide line (HTL), which roughly corresponds with a tidal elevation of 8.4 feet (NAVD88). The concrete rubble shorelines along the Bay edge and Sanchez Creek intertidal zones on the Project site are subjected to daily tidal fluctuations; the shorelines have functional similarly to natural rocky habitats and support mats of brown, green, and red macro algae. The concrete rubble shoreline protection slopes downward at a steep angle to a shallow, mostly subtidal mudflat. Along the Bay edge, the mudflat is exposed only at the lowest daily tides a few times a month; along Sanchez Creek, mudflats are less frequently exposed. No eelgrass beds, which provide important wildlife and fish habitat, were observed during the 2021 eelgrass survey of the Project site.

Open waters surrounding the Project site support a variety of fish, waterbirds, and marine mammals. Fish that may occur as occasional foragers in open waters of the San Francisco Bay and Sanchez Creek include bat ray (*Myliobatis californica*), Pacific herring (*Clupea pallasi*), threespine stickleback (*Gasterosteus aculeatus*), and starry flounder (*Platichthys stellatus*). Central California coast steelhead (*Oncorhynchus mykiss*) and Central Valley fall-run Chinook salmon (*Oncorhynchus tshawytscha*) may occur as infrequent migrants while foraging in these waters. Northern anchovy (*Engraulis mordax*) and topsmelt (*Atherinops affinis*) are also uncommon visitors that may forage infrequently in the area. Non-breeding resident and winter-visitor waterbirds that frequently forage for fish and marine invertebrates in Bay waters adjacent to the Project site, as well as Sanchez Creek, include surf scoter (*Melanitta perspicillata*), western gull (*Larus occidentalis*), Caspian tern (*Hydroprogne caspia*), bufflehead (*Bucephala albeola*), mallard (*Anas platyrhynchos*), and Clark's grebe (*Aechmophorus clarkii*), the latter of which was observed during the reconnaissance survey. Though no haul-out sites for marine mammals are known in the Project vicinity, Pacific harbor seals (*Phoca vitulina richardii*) and California sea lions (*Zalophus californianus*) occasionally forage in Bay waters near the Project site.

Artificial substrates, such as the riprap and concrete debris in the intertidal zone, support mussels, clams, anemones, and oysters.[53] Low densities of bivalve mollusks were observed along the concrete shoreline; these included primarily native Olympia oysters (*Ostrea lurida*) and mussels (*Mytilus* spp.). High densities of barnacles (*Chthamalus* spp.) were also observed during the reconnaissance site visit; most were attached to the concrete shoreline. Other species, such as crabs and fish species, may also live on or under the substrate. Pacific herring were found in open waters within the Bay; they spawn in the intertidal and subtidal zone but have the potential to spawn at the riprap shoreline on the Project site. Waterbirds such as black oystercatcher (*Haematopus bachmani*), surfbird (*Aphriza virgata*), and ruddy turnstone (*Arenaria interpres*) may be occasional visitors, foraging on invertebrates associated with this shoreline habitat, but they are not expected to breed here.

Mudflats are an important habitat because they support a vast array of crustaceans, worms, and other invertebrates that are important food sources for resident and migratory shorebirds. Shorebirds such as the western sandpiper (*Calidris mauri*), least sandpiper (*Calidris minutilla*), dunlin (*Calidris alpina*), marbled godwit (*Limosa fedora*), short-billed dowitcher (*Limnodromus griseus*), and black-bellied plover (*Pluvialis squatarola*) may occasionally forage on these mudflats when they are exposed. Such shorebirds are most abundant during fall and spring migration and during the winter non-breeding season. Due to the limited extent of mudflat habitat immediately adjacent to the Project site, few shorebirds are attracted to the Project site under existing conditions; however, one greater yellowlegs (*Tringa melanoleuca*) was observed during the reconnaissance site visit.

Developed/Landscaped

The developed/landscaped land cover type surrounds the ruderal grassland habitat and includes the areas of existing pavement and/or gravel occurring outside the fenced-off main portion of the property, along with the hedgerow of ornamental trees planted around the perimeter of the Project site. The paved and/or gravel areas are largely devoid of vegetation and include only occasional ornamental plantings of non-native trees and shrubs along the southern perimeter.

Areas of pavement and gravel that are devoid of vegetation do not provide high-quality wildlife habitat; however, lizards, such as the western fence lizard (*Sceloporus occidentalis*), may bask on these surfaces. Furthermore, a wide variety of wildlife species cross or move along the roads and trails while en route to other habitats. The other wildlife species most often associated with developed/landscaped areas are those that are tolerant of periodic human disturbances, including introduced species such as the European starling (*Sturnus vulgaris*), rock pigeon (*Columba livia*), house mouse (*Mus musculus*), Norway rat (*Rattus norvegicus*), and black rat (*Rattus rattus*). Numerous common, native species are also able to use these habitats for nesting and roosting, especially around the ornamental trees. These include a variety of birds, such as the American crow (*Corvus brachyrhynchos*), Anna's hummingbird (*Calypte anna*), Bewick's wren (*Thryomanes bewickii*), dark-eyed juncos (*Junco hyemalis*), and California scrub-jay (*Aphelocoma californica*), all of which were observed on the Project site during the reconnaissance survey. Killdeer (*Charadrius vociferus*) also occur frequently in developed habitats and may nest in the gravel areas on the north and south sides of the Project site; they would be less likely to do so along the eastern pathway, which is subject to frequent pedestrian foot traffic. An examination of the trees on the Project site failed to find any large

[53] California State Coastal Conservancy and Ocean Protection Council, NOAA National Marine Fisheries Service and Restoration Center, San Francisco Bay Conservation and Development Commission, and San Francisco Estuary Partnership. 2010. *San Francisco Bay Subtidal Habitat Goals Report—Conservation Planning for the Submerged Areas of the Bay.*

cavities that might provide suitable bat roosting habitat. Therefore, large roosting or maternity colonies of bats are not expected to occur on the Project site. Similarly, a focused survey of trees around the Project site detected no evidence (i.e., old nests) of raptors having previously nested on the Project site. Native striped skunk (*Mephitis mephitis*) sometimes occupy developed or ruderal habitats near the Bay and may occur on the Project site, based on the presence of one potential burrow.

Wetlands and Waters of the United States/Waters of the State

State of California (State) and federally protected waters and wetlands surround the site as the open-water and subtidal habitat of San Francisco Bay and Sanchez Creek; 0.40 acre of seasonal wetland habitat is present in the uplands on the Project site. USACE has claimed jurisdiction over waters of San Francisco Bay and Sanchez Creek below the HTL under Section 404 of the Clean Water Act (CWA). In addition, USACE's existing preliminary JD considers the seasonal wetlands to be three-parameter wetlands that are subject to jurisdiction under Section 404 of the CWA. The open waters of San Francisco Bay and Sanchez Creek, as well as the seasonal wetlands, would also be considered State protected waters and wetlands by the Regional Water Quality Control Board (RWQCB) and protected under the Porter-Cologne Water Quality Control Act (Porter-Cologne Act) and Section 401 of the CWA. The open waters of Sanchez Creek, up to the top of bank, are expected to be regulated by CDFW under California Fish and Game Code (CFGC) Section 1603 by virtue of being the downstream continuation of a stream conveying freshwater from the upslope watershed to the west.

Invasive Plant Species

The majority of the species observed throughout the ruderal grassland and within the seasonal wetlands on the Project site are non-native plant species; many are listed as invasive species by the California Invasive Plant Council (Cal-IPC).[54] The discussion that follows categorizes the subset of non-native plant species that occur on the Project site that have been rated by the Cal-IPC as limited, moderate, or highly invasive.

Bristly ox-tongue (*Helminthotheca echioides*), wild radish (*Raphanus sativus*), blackwood acacia (*Acacia melanoxylon*), California burclover (*Medicago polymorpha*), rose clover (*Trifolium hirtum*), olive tree (*Olea europaea*), ribwort plantain (*Plantago lanceolata*), rabbitsfoot grass (*Polypogon monspeliensis*), smilo grass (*Stipa miliacea*), and curly dock (*Rumex crispus*) are rated as "limited" by the Cal-IPC (2024). Fennel (*Foeniculum vulgare*), Italian thistle (*Carduus pycnocephalus*), stinkwort (*Dittrichia graveolens*), slender oat (*Avena barbata*), wild oats (*Avena fatua*), ripgut brome (*Bromus diandrus*), Bermuda grass (*Cynodon dactylon*), Italian rye grass (*Festuca perennis*), foxtail barley (*Hordeum murinum*), Harding grass (*Phalaris aquatica*), and Ngaio (*Myoporum laetum*) also occur in the Project site and are rated as moderately invasive; thus they can cause substantial ecological impacts on physical processes, plant and animal communities, and vegetation structure.[55] Broadleaved pepperweed (*Lepidium latifolium*), Scotch broom (*Cytisus scoparius*), French broom (*Genista monspessulana*), pampasgrass (*Cortaderia elloana*), and Himalayan blackberry (*Rubus armeniacus*) are rated as highly invasive by Cal-IPC and, thus, may also cause significant ecological impacts.[56]

[54] California Invasive Plant Council. 2024. *The Cal-IPC Inventory*. Available: http://www.cal-ipc.org/plants/inventory.

[55] Ibid.

[56] Ibid.

Protected Trees

Essential Fish Habitat

Essential fish habitat (EFH) is essential to the long-term survival and health of a fishery. It includes those habitats that support all life stages as well as habitats that support breeding, spawning, feeding, and growth to maturity of a managed species. All intertidal habitats on the Project site up to the elevation of mean higher high water (6.84 feet, NAVD88) are considered to be EFH for a number of species that are federally managed under one or more of the following three fish management plans (FMPs):

- Coastal Pelagic FMP – northern anchovy, Pacific sardine (*Sardinops sagax*), mackerel, squid
- Pacific Groundfish FMP – various rockfish, sole, and sharks
- Pacific Salmon FMP – Chinook salmon

Of the 89 species federally managed under the three plans, 13 species are expected to occur in the South-Central Bay (i.e., from the Bay Bridge south to the San Mateo Bridge), based on the National Marine Fisheries Service (NMFS) evaluation of FMP species distributions in San Francisco, San Pablo, and Suisun Bays.[57] These are the northern anchovy and Pacific sardine of the Coastal Pelagic FMP; leopard shark (*Triakis semifasciata*), soupfin shark (*Galeorhinus galeus*), spiny dogfish (*Squalus acanthias*), big skate (*Raja binoculata*), lingcod (*Ophiodon elongatus*), brown rockfish (*Sebastes auriculatus*), English sole (*Parophrys vetulus*), sand sole (*Psettichthys melanostictus*), starry flounder, cabezon (*Scorpaenichthys marmoratus*) of the Pacific Groundfish FMP; and Chinook salmon of the Pacific Coast Salmon FMP. These species may occasionally migrate or forage in the intertidal and open-water habitats adjacent to the Project site; however, nursery habitat for these species is not present in these areas. In addition, all areas of San Francisco Bay that support beds of Olympia oyster are also considered EFH because they improve water quality and increase fish abundance. Because the Project would modify portions of the intertidal habitat along the north and east sides of the Project site, consultation with NMFS regarding potential Project effects on EFH would be required.

Special-Status Species

For purposes of this analysis, "special-status" species are:

- Species listed or proposed for listing as threatened or endangered under the Endangered Species Act (ESA) (50 Code of Federal Regulations [CFR] 17.12 [listed plants], 50 CFR 17.11 [listed animals], and various notices in the *Federal Register* [proposed species]).
- Species that are candidates for possible future listing as threatened or endangered under the ESA (88 FR 41560, June 27, 2023).
- Species listed or proposed for listing by the State of California as threatened or endangered under the California Endangered Species Act (CESA) (California Code of Regulations [CCR], Title 14, Section 670.5).
- Animals fully protected in California (CFGC Section 3511 [birds], 4700 [mammals], 5050 [amphibians and reptiles], and 5515 [fish]).
- Animal species of special concern identified on the Special Animals List by CDFW (CNDDB 2025).

[57] National Marine Fisheries Service. 2013. *Fisheries Management Plan Species Distributions in San Francisco, San Pablo and Suisun Bays*. Available: http://swr.ucsd.edu/hcd/loclist.htm.

- Species that meet the definitions of rare or endangered under CEQA Guidelines Section 15380.
- Plants listed as rare under the California Native Plant Protection Act (CFGC Section 1900 et seq.).
- Plants with a CRPR of 1 or 2, which are plants considered by CDFW and CNPS to be "rare, threatened, or endangered in California."[58]
- Plants with a CRPR of 3 or 4, which are plants about which more information is needed to determine their status or plants of limited distribution; may be included as special-status species on the basis of local significance or recent biological information.

Special-Status Plants

CNPS[59] and CNDDB[60] data identify 102 special-status plant species as potentially occurring in at least one of the nine USGS quadrangles containing or surrounding the Project site with respect to CRPR 1 or 2 species or Santa Mateo County with respect to CRPR 3 and 4 species. All 102 of the potentially occurring special-status plant species were determined to be absent from the Project site for at least one of the following reasons: (1) lack of suitable habitat types; (2) absence of specific microhabitat or edaphic requirements, such as serpentine soils; (3) the elevation range of the species, which is outside the range on the Project site; and/or (4) the species is considered extirpated. Table 2 of the biological resources report (Appendix B), below, lists the species that would be included as special-status plants (i.e., State and federally listed species and unlisted CRPR 1B or 2B species). Within 2 miles of the Project site, two species are found in the CNDDB with two records each, Hillsborough chocolate lily (*Fritillaria biflora* var. *ineziana*), a CRPR 1B.1 species, and Franciscan onion (*Allium peninsulare* var. *fanciscanum*), a CRPR 1B.2 species. One occurrence of Hillsborough chocolate lily was recently observed in serpentine bunchgrass habitat, which is not present on the Project site. Franciscan onion occurs in woodland and grassland habitats, often on serpentine soils, which are not present on the Project site. The other occurrence of the lily and both occurrences of Franciscan onion are historic observations from the late 19th and early 20th century. The lily blooms in March and April, and the onion blooms from April to June. Neither was observed during surveys of the Project site, although the May and June surveys were too late in the season for the lily's blooming period.

The entirety of the Project site consists of fill placement on former Bay habitats; therefore, the habitats present represent recently created novel habitats. Given the degree of development surrounding the Project site, there would not have been opportunities for special-status plants to colonize the site. The existing shoreline within the Project site is not considered suitable habitat because it comprises riprap along a levee, with no suitable substrate for the growth of special-status plants. The seasonal wetlands on the Project site are dominated by non-native invasive species and subject to frequent disturbance, which further diminishes their suitability as habitat for special-status plant species. Therefore, because the entire Project site is located on non-native fill, combined with the level of disturbance on and surrounding the Project site and the lack of any habitat dominated by native species, special-status plant species were determined to be absent from the Project site.

[58] California Native Plant Society. 2024. *Rare Plant Inventory* (online edition, v9.5). Rare Plant Program. Available: https://www.rareplants.cnps.org.

[59] Ibid.

[60] California Department of Fish and Wildlife. 2023. *California Natural Diversity Database*. RareFind 5.0. California Department of Fish and Wildlife. Available: http://www.dfg.ca.gov/biogeodata/nddb/mapsanddata.asp. Accessed: December.

Special-Status Animals

The legal status and likelihood of occurrence for special-status animal species that are known to occur on the Project site or in the Project region are listed in Table 3 of the biological resources report (Appendix B). Most of the special-status species listed in the table are not expected to occur on the Project site because it lacks suitable habitat, is outside the known range of the species, and/or is isolated from the nearest known extant populations by development or otherwise unsuitable habitat. Animal species not expected to occur on the Project site for these reasons include Bay checkerspot butterfly (*Euphydryas editha bayensis*), mission blue butterfly (*Icaricia icarioides missionensis*), San Bruno elfin butterfly (*Callophrys mossii bayensis*), Callippe silverspot butterfly (*Speyeria callippe callippe*), Myrtle's silverspot butterfly (*Speyeria zerene myrtleae*), western bumble bee (*Bombus occidentalis occidentalis*), Crotch bumble bee (*Bombus crotchii*), California red-legged frog (*Rana draytonii*), San Francisco garter snake (*Thamnophis sirtalis tetrataenia*), western snowy plover (*Charadrius alexandrinus nivosus*), California Ridgway's rail (*Rallus obsoletus obsoletus*), California black rail (*Laterallus jamaicensis coturniculus*), salt marsh harvest mouse (*Reithrodontomys raviventris*), long-eared owl (*Asio otsu*), pallid bat (*Antrozous pallidus*), Townsend's big-eared bat (*Corynorhinus townsendii*), San Francisco dusky-footed woodrat (*Neotoma fuscipes annectens*), salt marsh wandering shrew (*Sorex vagrans halicoetes*), and western pond turtle (*Emys pallida*).

A number of special-status bird species can occasionally occur in the Project site as nonbreeding foragers (i.e., they do not nest on the Project site). These are the California least tern (*Sternula antillarum browni*), tricolored blackbird (*Agelaius tricolor*), northern harrier (*Circus cyaneus*), burrowing owl (*Athene cunicularia*), Vaux's swift (*Chaetura vauxi*), olive-sided flycatcher (*Contopus cooperi*), San Francisco common yellowthroat (*Geothlypis trichas sinuosa*), yellow warbler (*Setophaga petechia*), Alameda song sparrow (*Melospiza melodia pusillula*), Bryant's savannah sparrow (*Passerculus sandwichensis alaudinus*), western red bat (*Lasiurus blossevillii*), peregrine falcon (*Falco peregrinus anatum*), white-tailed kite (*Elanus leucurus*), and California brown pelican (*Pelecanus occidentalis californicus*). None of these species are expected to occur regularly or in large numbers on the Project site.

No suitable aquatic habitat that would support special-status fish and marine mammal species is present in the terrestrial portions of the Project site. However, the open waters of San Francisco Bay and Sanchez Creek immediately adjacent to the Project site (e.g., within areas where Project activities would occur within tidal waters) provide potential foraging habitat for Central California coast steelhead, green sturgeon (*Acipenser medirostris*), longfin smelt (*Spirinchus thaleichthys*), Pacific lamprey (*Entosphenus tridentatus*), Central Valley fall-run Chinook salmon, California sea lion, and Pacific harbor seal. San Francisco Bay is also designated as critical habitat for Central California coast steelhead (70 FR 52488, September 2, 2005), the southern distinct population segment [DPS] of North American green sturgeon (74 FR 52299, October 9, 2009), and EFH for coastal pelagic, Pacific groundfish, and Pacific salmon fisheries.

Monarch butterfly is not known to breed or overwinter on the Project site or in the vicinity, but it could occasionally forage in the area and roost in the trees on-site during fall and spring migration. Pacific herring spawn within 1 mile of the site at Coyote Point and elsewhere in San Francisco Bay;[61] potentially suitable spawning habitat is present on concrete debris on the northern and eastern perimeters of the Project site. Olympia oyster (*Ostrea lurida*) occurs throughout San Francisco Bay, and potentially suitable habitat is present in the concrete debris shoreline habitat on the northern and eastern portions of the Project site.

[61] California Department of Fish and Wildlife. 2019. *2018–2019 Summary of the Pacific Herring Spawning Population and Commercial Fisheries in San Francisco Bay.*

Discussion

a. Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service? (Less than Significant with Mitigation)

Impacts on Special-Status Plants

As discussed above, no special-status plant species are expected to occur within the Project site. As a result, no effects on special-status plants are expected to occur from construction of the Project. There would be ***no impact***.

Wildlife

Impacts on Monarch Butterfly

Monarch butterflies are not known to form roost aggregations along the San Francisco Bay shoreline in San Mateo County, and there is no expectation that such roosts will form in the future on or near the Project site. Further, this species is not expected to breed on the Project site due to the absence of milkweed, its larval host plant. Rather, monarch butterflies are expected to occur on the site only as occasional visitors during migration. Project construction and operation are not expected to result in injury or mortality for monarchs or the loss of any important foraging habitat for migrant individuals. The impact on monarch butterfly would be ***less than significant***.

Impacts on Nonbreeding Special-Status Birds

Several special-status bird species occur on the Project site as nonbreeding migrants, transients, or foragers, but they are not known or expected to breed or occur in large numbers within or near the Project site. These are the California least tern, tricolored blackbird, northern harrier, burrowing owl, Vaux's swift, olive-sided flycatcher, San Francisco common yellow-throat, yellow warbler, Alameda song sparrow, Bryant's savannah sparrow, and white-tailed kite. California least tern (a federal and State endangered and fully protected species) nests primarily in Alameda County; no suitable nesting habitat is present on or near the site. This species may forage over the open waters adjacent to the Project site. The tricolored blackbird (a State threatened species) is not expected to occur on the Project site as a breeder due to the absence of suitable breeding habitat, but individuals may occur occasionally as foragers during the non-breeding season. Burrowing owl (a California species of special concern and candidate for listing under CESA) is not expected to breed on the site due to the lack of suitable burrowing habitat but may infrequently occur as a non-breeding migrant. Vaux's swift and olive-sided flycatcher (both California species of special concern) breed in forested habitats, which are not present on the Project site. However, they may occur as migrants. Other avian California species of special concern, including northern harrier, San Francisco common yellowthroat, Alameda song sparrow, Bryant's savannah sparrow, and yellow warbler, breed in or near wetland or riparian habitats. No suitable breeding habitat for these species is present on the site, but the species may occur on the Project site as nonbreeding visitors. White-tailed kite (State fully protected species) nests in shrubs and trees near open grassland habitats. The species may also occasionally occur on the site as a nonbreeding visitor but would not nest on the site.

Project activities would result in some loss or disturbance of foraging habitsats and could disturb foraging or roosting individuals. Construction activities might result in a temporary direct impact through the alteration of foraging patterns (e.g., avoidance of work sites because of increased noise and activity levels during Project

construction) but would not result in a loss of individuals because they would be expected to fly away from construction areas or equipment before they could be injured or killed. Further, the Project site does not provide important foraging habitat that is used regularly by large numbers of individuals of any of these species. As a result, the Project would have very little impact on the species' regionally available foraging habitat and no substantive impact on regional populations of the species. Rather, the Project may improve habitat for some of the species through restoration of natural habitat. It is possible that Alameda song sparrow, San Francisco common yellowthroat, and Bryant's savannah sparrow could even breed on the Project site after the Project is implemented. It is also possible that marsh birds such as the California Ridgway's rail and California black rail could occur on the Project site after tidal marsh restoration occurs. However, the extent of the restored tidal marsh would not be able to provide nesting habitat for either of those two species; rather, if those species occur at all after tidal marsh restoration, they would occur as infrequent visitors during dispersal, primarily outside the breeding season. Implementation of Mitigation Measure BIO-1 would reduce potential construction-related effects on non-breeding special-status birds. The impact would be ***less than significant with mitigation***.

Mitigation Measure BIO-1: Conduct Environmental Resources Worker Awareness Training

All field management and construction personnel shall be trained by a qualified biologist experienced in construction monitoring on the importance of protecting sensitive natural resources (e.g., special-status fish, birds, and marine mammals and designated critical and/or suitable habitats for these species, including EFH) prior to any ground-disturbing activity. Preconstruction training shall be conducted so that construction personnel are aware of their responsibilities and the importance of compliance. All trainees shall be required to sign a sheet, indicating their attendance and completion of environmental training. Construction personnel shall be educated on the types of sensitive resources in the Project area and the measures required to avoid and minimize impacts on these resources. Materials covered in the training program shall include environmental rules and regulations, as well as specific site requirements to limit activities to approved work areas; timing restrictions; and avoidance of sensitive resource areas. In general, the training shall include the following components:

- A review of the special-status birds, fish, and marine mammals and sensitive habitats that could be found in work areas, including known nests or bat roosts, if present.
    - Measures to avoid or minimize impacts on special-status birds, bats, fish, and marine mammals, their habitats, and EFH.
- A review of all conditions and requirements of environmental permits, reports, and plans (e.g., USACE permits).
    - Consequences for violations of the laws and regulations protecting resources.
- Boundaries of the work area.
    - Exclusion and construction fencing methods and staking methods to protect resources.
- Roles and responsibilities, including an explanation regarding the authority of biological monitors to stop work, as required by permits and/or Project approvals.
    - What to do when special-status fish or wildlife, or plants, are encountered (including dead, injured, stressed, or entrapped individuals) in work areas.

Impacts on Nonbreeding Western Red Bat

The western red bat (a California species of special concern) usually roosts in the foliage of trees (Pierson et al. 2006). Day and night roosts are often located along the edges of riparian areas, near streams, grasslands, and even urban areas. During the breeding season, western red bats establish individual tree roosts and occasionally small maternity colonies in riparian habitats (Zeiner et al. 1990). Western red bats do not breed in San Mateo County but may occasionally be present on the Project site as a migrant or winter resident. Unlike most birds, bats experience daily bouts of torpor to save energy during seasonally cool periods. As a result, torpid bats cannot immediately fly away when disturbed; they typically require upwards of 40 minutes to arouse and flee. Therefore, there is some potential for tree removal to injure or kill individual red bats. Although little is known about the habitat use of western red bats during the nonbreeding season,[62] western red bats are uncommon, and few individuals would be expected to be affected by Project construction. Implementation of Mitigation Measure BIO-1 and BIO-2 would reduce potential construction-related effects on western red bat. The impact would be ***less than significant with mitigation***.

Mitigation Measure BIO-2: Minimize Impacts on Western Red Bat

- Prior to tree trimming or removal, the Project proponent shall retain a qualified biologist to conduct pre-construction surveys for western red bat. Prior to initiating tree trimming or removal, a qualified biologist shall examine the trees to be removed or trimmed to identify suitable bat roosting habitat. Because of the limited timeframe for tree removal for bats (September 15 to October 31), the tree habitat assessment should be conducted early enough to provide information to inform tree removal planning. The biologists shall identify high-quality habitat features (e.g., large tree cavities, basal hollows, loose or peeling bark, larger snags), and the area around these features shall be searched for bats and indications of bat use. If the tree can be adequately assessed and no habitat for roosting bats is present, no further actions are necessary and tree removal or trimming may commence. Because signs of bat use are not easily found, and trees cannot be completely surveyed for bat roosts, the Project proponent shall implement protective measures for trees containing potential roosting habitat. Trimming and removal of trees with suitable roosting habitat shall be conducted between September 15 and October 31, which corresponds to a time period when bats would not be likely to have entered winter hibernation and would not be caring for flightless young. The trimming and removal of trees shall be monitored by a qualified biologist. Trees shall be removed in pieces rather than felling the entire tree. If weather conditions remain conducive to regular bat activity beyond October 31, later tree removal may be considered in consultation with CDFW.

Fish and Aquatic Resources

Impacts on Special-Status Fish, Designated Critical Habitat, EFH, and Marine Mammals during In-Water Work

In-water construction may result in direct physical injury or mortality to fish from activities, including pile driving, coffer dam installation, and coffer dam dewatering (i.e., fish stranding or entrainment into pumps used during dewatering). Installation of piles or placement of riprap (i.e., for the northwestern shoreline repairs) could result in fish being crushed, although that risk would be expected to be low, based

[62] Pierson, E. D., W. E. Rainey, and C. Corben. 2006. *Distribution and Status of Western Red Bats* (Lasiurus blossevillii) *in California.* California Department of Fish and Game, Habitat Conservation Branch. Species Conservation and Recovery Program Report 2006-04.

on the limited spatial extent of the work and the high probability of fish avoiding such activities. Displacement of fish away from habitat near construction activities seems the most likely adverse effect. Fish and other aquatic species may also be injured or killed due to acoustic effects associated with impact pile driving; this potential impact is further described below. Fish entrapped in construction areas enclosed by turbidity curtains and coffer dams that are subsequently dewatered would die without fish rescue activities, although the number of fish being trapped in such areas would be low relative to the number of fish throughout the species' range. Fish that are rescued from coffer dams prior to or during dewatering could be injured and killed during rescue activities or as a result of handling. Mitigation Measures BIO-3, BIO-4, BIO-5, and BIO-6 would avoid or minimize the potential for direct physical injury and mortality for fish. Implementation of these mitigation measures would ensure the protection of State and federally listed fish and other special-status fish species by restricting in-water construction to periods when special-status fish are absent or their abundance is relatively low; moving fish away from areas where they could be harmed; rescuing stranded fish in coffer dams by following standard fish herding, collecting, handling, and relocation protocols; and requiring that pumps used to dewatered coffer dams be screened according to CDFW and NMFS screening guidelines for pumps. Therefore, this impact is ***less than significant with mitigation***.

Mitigation Measure BIO-3: Seasonal Restrictions

In-water work shall be avoided during the seasonal period when juvenile salmonids are moving through the estuary on their way to the ocean or when groundfish and prey species could be directly affected. Because steelhead are potentially present, in-water work shall be conducted between June 1 and November 30, based on the standard work windows for steelhead and Pacific herring. All in-water construction, including installation of turbidity curtains, sheet piles/coffer dams, and steel pipe piles, shall occur during this window. Construction will be limited to daylight hours only. If completion of in-water work within this period is not feasible due to scheduling issues, new timing guidelines shall be established and submitted to NMFS and CDFW for review and approval.

Mitigation Measure BIO-4: Fish Exclusion at Turbidity Curtain Sites

Fish shall be excluded from the work area prior to in-water work. Construction of the water rescue/kayak ramp, kitesurfing ramp, and tidal inlet will be initiated at low tide. Prior to initiating work, qualified biologists shall use a block net to encourage fish to leave the work area. The net will be moved from the shore and out and away from the work area. Once fish have moved out of the area, the turbidity curtains will be installed around the work area. The turbidity curtains will be removed after sediments have settled and the work is completed.

Mitigation Measure BIO-5. Avoid and Minimize Adverse Effects on Special-Status Fish Species from Coffer Dams.

The following restrictions shall be implemented during installation of the coffer dams and coffer dam dewatering.

- Sheet piles used for coffer dams shall be installed and removed using a vibratory pile driver.
    - Coffer dams shall be installed and removed only during the approved in-water work window (between June 1 and November 30, pending resource agency approval).

- All pumps used during dewatering of coffer dams shall be screened according to CDFW and NMFS guidelines for pumps.[63,64]

Mitigation Measure BIO-6: Fish Relocation

If fish cannot be excluded entirely from areas where turbidity curtains shall be employed, qualified biologists shall relocate the remaining fish outside the work area using seine nets, dip nets, or other means. The method of relocation shall be determined by the qualified biologist, in consultation with NMFS (and CDFW as necessary) and consistent with methods described in the *California Salmonid Stream Habitat Restoration Manual,* fourth edition,[65] and *NOAA Restoration Center's Programmatic Approach to ESA/EFH Consultation Streamlining for Fisheries Habitat Restoration Projects*,[66] based on site conditions and species present. A Fish Rescue and Relocation Plan shall be prepared and shall provide at a minimum the following items:

- Qualifications of the fish rescue team: only fisheries biologists who are approved by the U.S. Fish and Wildlife Service (USFWS) and NMFS and permitted by CDFW under a CESA memorandum of understanding (MOU) shall handle and relocate CESA-listed species.
    - Schedule and description of proposed fish relocation techniques.
- Measures implemented to minimize injury and mortality of listed species and other native aquatic species during fish relocation and dewatering activities, as described in Volume II Part IX, pages 52 and 53, of the *California Salmonid Stream Habitat Restoration Manual.*
    - Timeline of data availability and reporting requirements to NMFS, CDFW, and USFWS.

The Fish Rescue and Relocation Plan shall be submitted to CDFW, NMFS, and USFWS for review and approval no later than 60 days prior to conducting in-water work, or as specified in permit conditions. Fish exclusion due to turbidity curtains and relocation shall be confirmed prior to any in-water construction, including installation of sheet piles/coffer dams and steel-pipe piles.

Mitigation Measure BIO-7: Biological Monitoring for In-Water Work

A qualified biologist shall monitor construction of all in-water work along the Bay shoreline to ensure that no fish are remaining in the work area and that no marine mammals or fish move into the work area. If fish or marine mammals are observed within the work area, the monitor shall direct the contractor to wait until the animals leave the area or pause work if animals move into the area.

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63 California Department of Fish and Game. 2010. Fish Screen Criteria. In *California Salmonid Stream Habitat Restoration Manual*, Appendix S. Available: https://nrm.dfg.ca.gov/FileHandler.ashx? DocumentID=75315. Accessed: January 12, 2025.

64 National Marine Fisheries Service. 1997. *Fish Screening Criteria for Anadromous Salmonids.* January. Southwest Region. Santa Rosa, CA. Available: https://nrm.dfg.ca.gov/FileHandler.ashx? DocumentID=75315. Accessed: January 12, 2025.

65 Flosi, G., S. Downie, J. Hopelain, M. Bird, R. Coey, and B. Collins. 2010. *California Salmonid Stream Habitat Restoration Manual.* Fourth edition. California Department of Fish and Game, Wildlife and Fisheries Division.

66 Pecharich, J. 2017. *NOAA Restoration Center's Programmatic Approach to ESA/EFH Consultation Streamlining for Fisheries Habitat Restoration Projects*. March. NMFS, Santa Rosa, CA.

Impacts from Sediment Disturbance

Construction would involve activities that could cause erosion and disturbance of sediment and soil, subsequently resulting in sediment transport and delivery to Sanchez Creek and San Francisco Bay. Sediment input to these water bodies could temporarily increase water column turbidity and sedimentation rates above ambient levels and alter fish physiology, behavior, and habitat conditions in aquatic habitats. Construction activities that have the potential to result in erosion and sediment transport and delivery to Sanchez Creek and San Francisco Bay include (1) demolition of existing pavement, soil import and export, excavation, and vegetation removal to support construction of Project elements on the parcel; (2) installing piles for the water rescue/kayak ramp in Sanchez Creek, the boardwalk/overlook, and the kitesurf ramp; and (3) placing rock slope protection to improve shoreline erosion protection and enhance rocky intertidal habitat along portions of the Bay shoreline and the Sanchez Creek bank adjacent to the proposed kitesurfing ramp, tidal inlet, and water rescue/kayak ramp.

Direct effects on special-status fish species from elevated levels of suspended sediments would be minimized or avoided because in-water construction activities would be restricted to June 1 through November 30 when most special-status fish species would not be present in the Project area (Mitigation Measure BIO-3). Implementation of Mitigation Measure BIO-8 (Erosion and Sedimentation Control) would protect surface water quality during construction by employing standard construction best management practices (BMPs) to treat and minimize runoff. In addition, the Project would be subject to a construction-related stormwater permit and dewatering requirements of the federal CWA and National Pollutant Discharge Elimination System (NPDES) program, which would require the Project proponent to develop and implement a stormwater pollution prevention plan (SWPPP) before and throughout the construction period as one of its BMPs to protect fish and aquatic habitat from exposure to elevated levels of contaminants and sediment, thereby preventing runoff, spills, and sediment from entering waterways in proximity to construction activities by using physical barriers and sediment basins or locating construction and staging activities away from waterways to the extent practicable (see Section X, *Hydrology and Water Quality*). A short-term introduction of sediment to the Bay following construction may be expected as the site is exposed to tides. This may have the potential to result in habitat effects for special-status fish species, including designated critical habitat for green sturgeon, Central California coast steelhead, and EFH for coastal pelagic, Pacific groundfish, and Pacific salmon fisheries. For example, the deposition of excessive amounts of fine sediment on the bottom of Sanchez Creek and the Bay could eliminate habitat for aquatic insects—an important prey item for fish—and reduce the density, biomass, number, and diversity of aquatic insects and vegetation. However, sediment and discharges would be managed by a SWPPP. Long-term impacts from sedimentation off-site are not anticipated.

Based on general observations of similar in-water construction activities, increases in turbidity and suspended sediment generated during construction would be temporary and localized and unlikely to reach levels that would substantially alter or eliminate habitat, including designated critical habitat and EFH for special-status fish species. In addition to implementation of Mitigation Measures BIO-3 and BIO-8, a turbidity curtain would be deployed prior to construction of in-water features and the installation or removal of sheet piles for coffer dams. These construction methods would further limit the potential for construction-related turbidity and sedimentation within aquatic habitats in Sanchez Creek and the Bay. This impact would be ***less than significant with mitigation***.

Mitigation Measure BIO-8: Erosion and Sedimentation Control

During construction, the Project shall employ standard construction BMPs to treat and minimize runoff. The Project shall also obtain 401 water quality certification from the RWQCB, which may contain additional measures to ensure protection of water quality. Construction BMPs shall be reviewed and coordinated with RWQCB, as necessary, for implementation during work and may include, but are not limited to, the following:

- For impacts on tidal habitats:
    - Install temporary sediment turbidity curtains around the worksite to minimize sediment transport.
        1. To the extent practicable, work only during periods of slack tide (minimal current) and low wind to minimize transport of sediment-laden water.
    - All dewatering systems and discharge protocols shall be reviewed and pre-approved to comply with regulatory standards prior to operation on-site.
- Sediment mitigation measures shall be in place prior to the onset of Project construction and shall be monitored and maintained until construction activities have been completed. Temporary stockpiling of excavated or imported material shall occur only in approved construction staging areas. Excess excavated soil shall be disposed of at a regional landfill or at another approved and/or properly permitted location. Stockpiles that are to remain on the site throughout the wet season shall be protected to prevent erosion.
    - No litter, debris, or sediment shall be dumped into storm drains. Daily trash and debris removal shall occur at the site.
- Equipment staging and parking of vehicles shall occur on established access roads and flat surfaces.
    - The integrity and effectiveness of construction fencing and erosion control measures shall be inspected on a daily basis. Corrective actions and repairs shall be carried out immediately for fence breaches and ineffective BMPs.
- Fueling, washing, and maintenance of vehicles shall occur in developed habitat, away from San Francisco Bay and Sanchez Creek. Equipment shall be regularly maintained to avoid fluid leaks. Any leaks shall be captured in containers until equipment is moved to a repair location. Hazardous materials shall be stored only within developed habitat. Containment and cleanup plans shall be prepared and put in place for immediate cleanup of fluid or hazardous materials.
    - At no time shall sediment-laden water be allowed to enter San Francisco Bay and Sanchez Creek.
- All litter and construction debris shall be disposed of off-site in accordance with State and local regulations. All trash and debris within the work area shall be placed in containers with secure lids before the end of work each day in order to reduce the likelihood of predators being attracted to the site by discarded food wrappers and other rubbish that may be left on-site. If containers meeting these criteria are not available, all rubbish shall be removed from the Project site at the end of each work day.
    - Absorbent materials designated for spill containment and clean-up activities shall be available on-site for use with an accidental spill.
- Upon completion of in-water work activities, any turbidity curtains shall be removed in a manner that allows flows to resume with the least disturbance to the substrate.

Impacts on Aquatic Species that Are Prey for Fish

Benthic macroinvertebrates and other marine organisms that are prey for many fish might be killed or their abundance reduced during work in-water work. However, the effect on prey species resulting from the in-water work would be temporary because construction activities would be short lived, and the construction area would be relatively small relative to the amount of available prey in the surrounding Bay waters. Thus, the loss of aquatic prey species because of in-water work activities is not expected to adversely affect special-status fish. Further, these prey species are expected to recolonize impact areas once the Project is complete. Therefore, this impact is ***less than significant***.

Acoustic Impacts on Marine Mammals and Fish from Pile Driving

Underwater noise would be generated by a variety of construction activities, including pile driving (impact and vibratory); [67] construction of the water rescue/kayak ramp in Sanchez Creek, the boardwalk/overlook, and the kitesurf ramp; and the placement of riprap for erosion protection. Approximately 32 piles would be driven (i.e., approximately 20 steel-pipe piles for the water rescue/kayak ramp, approximately three steel-pipe piles for the boardwalk/overlook, and approximately nine steel-pipe piles for the kitesurf ramp (see Table 2 of the biological resources report in Appendix B). All steel-pipe piles to be installed would be 24 inches in diameter; it is estimated that six of the piles at the water rescue/kayak ramp and five at the kitesurfing ramp would be in-water (in Bay-saturated soils); the remaining 22 piles would be land based. The Project may also install temporary or permanent sheet-pile walls along the edge of the Project site, on the Bay side, to allow construction of the water rescue ramp and the marsh. Impact pile driving in or near aquatic habitat (i.e., within 200 feet) would be of most concern because it would generate sound levels that could injure or kill fish and other aquatic organisms.

Because there is some potential for special-status and sensitive fish, as well as marine mammals, to be present in the open waters adjacent to the Project site, these species may be affected by in-water noise generated by these activities. Sounds generated by percussive pile driving have the potential to affect fish in several ways, ranging from the alteration of behavior to physical injury or mortality, depending on the intensity and characteristics of the sound, the distance and location of the fish in the channel relative to the sound source, and the size and species of fish involved.[68, 69,70] The Fisheries Hydroacoustic Working Group (FHWG)[71] has developed agreed-upon dual interim injury threshold criteria for listed fish species for impact pile driving (Table 3.4-1).

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[67] Impact pile driving uses a hydraulic hammer mounted on a piling rig with a ram mass to dynamically drive piles into the ground, while vibratory pile driving uses a low-impact method of creating vertical vibrations that put soil particles into motion, thereby loosening the soil and allowing the pile to penetrate the soil. Impact pile driving results in high-intensity impulsive sounds that can cause injury in fish. Vibratory hammers generally produce less sound than impact hammers and are often employed as a mitigation measure to reduce the potential for adverse effects on fish that can result from impact pile driving (California Department of Transportation 2015:2-17). In addition, there are no established injury criteria for vibratory pile driving (California Department of Transportation 2015:2-17); therefore, effects on fish from vibratory pile driving are typically behavioral.

[68] Yelverton, J. T., D. R. Richmond, W. Hicks, K. Saunders, and E. R. Fletcher. 1975. *The Relationship between Fish Size and Their Response to Underwater Blast.* Report DNA 3677T, Director, Defense Nuclear Agency, Washington, D.C.

[69] Hastings, M. C., and A. N. Popper. 2005. *Effects of Sound on Fish*. California Department of Transportation. No. CA05-0537.

[70] Molnar, M., D. Buehler, R. Oestman, J. Reyff, K. Pommerenck, and B. Mitchell. 2020. *Technical Guidance for the Assessment of Hydroacoustic Effects of Pile Driving on Fish*. October. CTHWANP-RT-20-365.01.04. Sacramento, CA. Prepared by the California Department of Transportation, Division of Environmental Analysis.

[71] Fisheries Hydroacoustic Working Group. 2008. *Memorandum: Agreement in Principle for Interim Criteria for Injury to Fish from Pile Driving Activities.* June 12.

Table 3.4-1. Interim Criteria for Injury to Fish from Impact Pile-Driving Activities

Interim Criteria	Agreement in Principle
Peak sound pressure level (SPL)	206 dB re: 1 µPa (for all sizes of fish)
Cumulative sound exposure level (SEL)	187 dB re: 1 μPa^2-sec—for fish size ≥ 2 grams 183 dB re: 1 μPa^2-sec—for fish size < 2 grams

Source: Fisheries Hydroacoustic Working Group 2008
dB = decibel; µPa = micropascal; sec = second

The peak sound pressure level (SPL) is considered the maximum sound pressure level a fish can receive from a single strike without injury. The cumulative sound exposure level (SEL) is considered the total amount of acoustic energy that a fish can receive from single or multiple strikes without injury. The cumulative SEL threshold is based on the cumulative daily exposure of a fish to noise from sources that are discontinuous (e.g., noise that occurs for only 8 to 12 hours in a day, with 12 to 16 hours between exposure). This quiet period assumes that the fish is able to recover from any pile driving effects during this 8–12-hour period.

The FHWG identified sound pressure levels of 206 peak decibels (dB-peak) at 10 meters (m) as being injurious to fish. Accumulated SELs at 10 m of 187 dB for fish that are greater than 2 grams (g), and 183 dB for fish below that weight, are considered to cause temporary shifts in hearing, resulting in temporarily decreased fitness (i.e., reduced foraging success, reduced ability to detect and avoid predators).[72] It is highly unlikely that listed salmonids and sturgeon weighing less than 2 g would be present on the Project site during construction because fish that size rear in freshwater, but juvenile longfin smelt may be present and would require that the 183 dB criterium to be applied for the hydroacoustic analysis.

Based on pile-driving analyses for other projects with impact pile driving, the distance from source piles to sound level thresholds for fish would very likely extend to tens of feet for the 206 dB injury threshold and up to several thousand feet for the 183 dB injury threshold, assuming an unimpeded propagation path, with potential behavioral effects extending much farther (e.g., a couple of miles). A detailed evaluation of anticipated hydroacoustic impacts for impact pile driving will be required as part of permit conditions and agreements to ensure compliance with State and federal environmental laws and regulations (e.g., as part of ESA Section 7 consultation) to predict distances to the 2008 interim dual critical threshold levels and determine the area where Project-related underwater sound pressure levels would not attenuate below the injury threshold levels (i.e., zone of injury). These predicted distances would also serve as the basis for the hydroacoustic monitoring to verify Project underwater sound pressure estimates during construction actions.

Vibratory pile driving methods produce more continuous lower-energy sounds, which are below the thresholds associated with injury. There are currently no established noise thresholds associated with continuous sound waves, and vibratory methods are generally accepted as an effective measure for minimizing or eliminating the potential for injury of fish during in-water pile driving operations, though they are likely to still cause physiological and behavioral changes.[73, 74] Likewise, sounds generated by percussive pile driving have the potential to affect marine mammals in several ways, ranging from the

[72] Ibid.

[73] McCauley, R., J. Fewtrell, and A. Popper. 2003. High-Intensity Anthropogenic Sound Damages Fish Ears. In *The Journal of the Acoustical Society of America*, 113:638–42, 10.1121/1.1527962.

[74] Popper, A., and M. Hastings. 2009. The Effects of Anthropogenic Sources of Sound on Fishes. In *Journal of Fish Biology*, 75(3):455–489.

alteration of behavior to physical injury or mortality, depending on the intensity and characteristics of the sound, the distance and location of the animal relative to the sound source, and the size and species of animal involved. Current NMFS practice regarding exposure of marine mammals to high-level sounds is that cetaceans and phocid pinnipeds exposed to impulsive sounds of 185 SEL or above have the potential to be injured (i.e., Level A harassment).[75] NMFS[76] considers the potential for behavioral (Level B) harassment to occur when marine mammals are exposed to sounds below injury thresholds but at or above the 160 dB root-mean-square (RMS) threshold for impulse sounds (e.g., impact pile driving) and 120 dB RMS threshold for continuous noise (e.g., vibratory pile driving).

Given the number of piles being installed, the duration of this activity is expected to be short. Further, the Project is likely to use vibratory hammers when driving piles, if feasible, which should minimize noise levels (compared to the use of impact hammers). However, during vibratory pile driving, resistant subsurface sediment layers could be encountered, which would result in the piling refusing to go deeper. Pre-construction geotechnical surveys revealed dense clays underneath softer fill material and Bay mud,[77] making this scenario likely. The contractor would then be required to use an impact hammer to finish setting the piling.

Placement of riprap has the potential to result in temporary loud noises, although the available data from analogous situations suggest such effects would be limited. For example, sound data taken during the 2012 installation of rock barriers as part of the Department of Water Resource's temporary barriers project in the South Delta showed that noise levels at 100 m from construction were below the NMFS threshold for adverse behavioral effects (150 dB). Effects on fish in the Bay would be limited to behavioral effects only while the riprap is being placed.

Implementation of Mitigation Measures BIO-1, BIO-3, and BIO-9 would reduce potential noise impacts resulting from in-water work to less-than-significant levels because hydroacoustic monitoring would be conducted during impact pile driving to ascertain compliance with established objectives (e.g., distances to cumulative noise thresholds) and identify corrective actions to be taken should the predicted threshold distances be exceeded. In addition, the proposed seasonal and daily timing restrictions and localized effect of pile driving and other in-water construction activities would limit adverse noise-generated effects to a small proportion of special-status fish species in the Bay. Any fish present in proximity to in-water construction activities would be expected to leave the affected area relatively quickly in response to general construction noise and physical disturbance, thereby limiting their exposure. Therefore, this impact is **less than significant with mitigation**.

Mitigation Measure BIO-9: Noise Impact Minimization

To minimize impacts on fish and marine mammals, the Project Applicant shall implement the following measures to reduce the magnitude of pressure waves generated by pile driving:

1. All pile driving shall be conducted between June 1 and November 30 and limited to no more than 12 hours in any single day.
2. To the extent feasible, all piles shall be installed with a vibratory pile driver.

[75] National Marine Fisheries Service. 2023. *National Marine Fisheries Service: Summary of Endangered Species Act Acoustic Thresholds (Marine Mammals, Fishes, and Sea Turtles).* January.

[76] Ibid.

[77] Langan Engineering and Environmental Services, Inc. 2022. *Site Plan with Sampling Location for Burlingame Shoreline Park, Burlingame, California.*

3. An impact pile driver shall be used only when necessary to complete installation of piles, in accordance with seismic safety or engineering criteria.
4. If an impact pile driver is used, it shall be cushioned using a 12-inch-thick wood block, which will reduce noise levels by 4 to 5 dB.
5. Bubble curtains shall be used during any impact pile driving in water. The bubble curtain will reduce the noise levels by up to 15 dB. The bubble curtain shall be operated in a manner consistent with the following performance standards:
    a. The bubble curtain shall distribute air bubbles around 100 percent of the piling perimeter for the full depth of the water column.
    b. The lowest bubble ring shall be in contact with the mudline for the full circumference of the ring, and the weights attached to the bottom ring shall ensure 100 percent mudline contact. No parts of the ring or other objects shall prevent full mudline contact.
    c. Air flow to the bubblers must be balanced around the circumference of the pile.
6. A "soft start" technique shall be employed if an impact pile driver shall be used on any piles (on land or in water). The first few taps of the hammer on the piling should deter fish and marine mammals away from the pilings before full impact strength is applied, reducing the potential for fish and marine mammals to be present and exposed to potential injury during full hammer strikes. This technique shall be used upon initiation of pile driving or when there is a downtime of 30 minutes or more without pile driving.
7. Pile driving shall occur only during daylight hours.
8. A hydroacoustic monitoring plan shall be developed prior to and implemented during pile driving activities to ascertain compliance with established objectives (e.g., distances to cumulative noise thresholds) and identify corrective actions to be taken should the predicted threshold distances be exceeded. Hydroacoustic monitoring shall be conducted at 10 m from all pile driving if an impact hammer is used to set the pilings. Impact hammer pile driving shall be limited to no more than 12 hours daily to provide a 12-hour rest period between impact pile driving events. To minimize the potential for injury to marine mammals, the following measures shall additionally be implemented:
    a. If threshold noise levels are recorded during pile driving, a shutdown zone equal to the distance at which injury threshold sound levels were recorded shall be established around each pile.
    b. A qualified biological monitor shall visually scan the Project site and surrounding waters for the presence of marine mammals at least 30 minutes before and continuously throughout periods of impact pile driving. If any marine mammal is sighted in the shutdown zone before pile driving begins, the contractor (or other authorized individual) shall delay pile-driving activities until the animal has moved outside the shutdown zone or the animal is not resighted (within 15 minutes for pinnipeds or 30 minutes for cetaceans).
    c. If any marine mammal is about to enter or is observed in the shutdown zone during pile driving, the pile-driving activities shall be shut down until the animal has moved outside the shutdown zone or the animal is not resighted (within 15 minutes for pinnipeds or 30 minutes for cetaceans).

9. A biological monitor or team shall be present during all pile driving to observe the work area before, during, and after pile driving. The monitor(s) shall staff the hydroacoustic monitoring equipment and record marine mammal use within the action area. The monitor(s) shall also be responsible for ensuring that all pile driving work is conducted according to permit terms and conditions. In addition, contractors shall consult with the biological monitor(s) to ensure that any changes to means and methods are in compliance with permit conditions related to the protection of estuarine resources.
10. A debris containment structure (i.e., floating boom) shall be installed outside of the pile driving area to ensure that any floating debris that enters the water will be contained for later collection and disposal.
11. A full complement of oil spill clean-up equipment shall be on-site and available for immediate deployment should there be an accidental discharge of fuel, lubricant, or hydraulic oils.

Impacts on Olympia Oyster Beds

Small populations of native oysters have been documented within San Francisco Bay.[78,79] Native oysters are not currently protected by statute or regulation but are considered rare, threatened, or endangered under Section 15380 of the CEQA Guidelines; therefore, potential impacts on native oysters are evaluated herein. Detailed surveys for native oysters were not conducted as part of the biological resources report. Potentially suitable habitat is distributed throughout the northern and eastern shoreline of the Project site. Suitable substrate consists of the existing riprap to which oyster larvae can easily attach.[80] Larval forms of oysters are free floating in San Francisco Bay and known to occur at Coyote Point, 1 mile east of the Project site, and Oyster Point Marina, approximately 4 miles to the west. No obvious or large beds of oysters were observed during the reconnaissance survey of the Project site. Nonetheless, due to their proximity to the site and the presence of suitable habitat along the north and east shoreline, the potential for Olympia oysters to colonize the Project site cannot be ruled out. Therefore, construction of shoreline features, including the kitesurfing ramp, tidal inlet, water rescue/kayak ramp, and associated riprap, could affect oysters through the removal of existing concrete debris and rock in those work areas. However, the living shoreline enhancement design would entail replacement of existing hard substrate with a similar material that would also be suitable for oyster settlement. For example, the Project would remove existing concrete debris along the kitesurfing ramp and tidal inlet and replace it with new rock slope protection that would incorporate living shoreline elements such as riprap modified with ample rugosity to provide suitable settlement habitat for native oysters. Thus, although the proposed Project features would temporarily affect substrate potentially used by native oysters, that substrate would be replaced with equal amounts of equivalent (or better) habitat after the Project is complete. Thus, the work would not substantially reduce Olympic oyster populations or available habitat. Consequently, the Project would not have a substantial adverse effect on native oysters. Therefore, this impact is ***less than significant***.

78 Harris, H. E. 2004. *Distribution and Limiting Factors of* Ostrea conchaphila *in San Francisco Bay.* Master's thesis. San Francisco State University.

79 Latta, Marilyn. Habitat Restoration Director, Save the Bay. October 18, 2006—meeting with D. Ebert and others.

80 Harris, H. E. 2004. *Distribution and Limiting Factors of* Ostrea conchaphila *in San Francisco Bay.* Master's thesis. San Francisco State University.

b. Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, or regulations or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service? (Less than Significant with Mitigation)

There is no riparian habitat within the Project area. Sensitive natural communities occurring within or in the general vicinity of the Project site include seasonal wetlands, which are discussed below under Impact c., and potentially (farther from the Project site) eelgrass beds, which are discussed here. Although eelgrass beds are considered special aquatic sites by USACE, and therefore would be considered as part of the wetland permitting process, they are also considered a sensitive natural community by CDFW and NMFS and thus are discussed under this criterion. Surveys conducted in April and May 2021 did not detect any eelgrass growing within a 148-foot buffer of the Project boundary site. Nevertheless, eelgrass has previously been found in relatively low abundance east and west of the Project area. Given the history of intermittent eelgrass presence in the near vicinity of the proposed Project and prior eelgrass habitat suitability modeling predicting potentially suitable conditions occurring within the Project vicinity, a preconstruction survey may be requested by the resource agencies, as specified in the CEMP.[81]

Disturbance to the mudflats and intertidal habitat on the Bay side of the existing concrete rubble shoreline from the creation of the new tidal inlet, as well as removal of debris and placement of fill and piles required for the kitesurfing and water rescue/kayak ramps, could affect eelgrass on the subtidal mudflat along the Project site if it were present. Potential effects from these activities could range from short term to permanent, depending on the extent and degree of disturbance, and would be expected to result in possible mortality, physical injury, or physiological stress from the reduction in habitat suitability and physical disturbance/removal. Placement of fill for the kitesurfing ramp and water rescue/kayak ramp could result in direct loss of eelgrass beds, if present. Any such impacts resulting in substantial damage to eelgrass beds would require mitigation because eelgrass beds are considered to be of critical importance to marine life and are generally quite rare throughout San Francisco Bay. This potential impact would be reduced to adequate levels through implementation of Mitigation Measure BIO-10, and the impact would be ***less than significant with mitigation***.

Mitigation Measure BIO-10: Pre-Construction Surveys for Eelgrass and Translocation or Compensatory Mitigation if Necessary

Prior to onset of any in-water construction activities, and within 60 days of construction initiation, an eelgrass survey shall be conducted within the same buffer of the Project boundary previously surveyed and described in Appendix C of the biological resources report (Appendix B). As per the CEMP, the survey area shall be scaled as appropriate to the size of the potential action and the potential extent and distribution of eelgrass impacts, including both direct and indirect effects. The survey shall be conducted according to the methods contained in the CEMP.[82] If eelgrass beds are absent within the area surveyed, then no further mitigation shall be required. If eelgrass is found within the surveyed area, then a qualified biologist shall determine (in coordination with NMFS and CDFW) whether the eelgrass bed is likely to be affected to the point that relocation or compensatory mitigation is necessary. That determination shall be based on distance between the eelgrass and the work area, tidal current patterns, water depth, and other factors that may influence whether increased turbidity or sediment mobilization could affect the eelgrass. If eelgrass shall be affected to the point that translocation is appropriate, any translocation of

[81] National Marine Fisheries Service. 2014. *California Eelgrass Mitigation Policy and Implementing Guidelines.* West Coast Region. October.

[82] Ibid.

eelgrass beds shall be conducted consistent with the methods described in the CEMP and/or those described in *Eelgrass Conservation in San Francisco Bay: Opportunities and Constraints*.[83] If it is determined that eelgrass shall be affected but it is not possible to translocate eelgrass beds, then the Project applicant shall provide compensatory mitigation consistent with the CEMP for eelgrass. As per the CEMP, multiple compensatory mitigation options are possible, but in this case, the most appropriate would be in-kind mitigation. The eelgrass Mitigation and Monitoring Plan shall be prepared in conjunction with input from NMFS and CFDW and, as per the CEMP, shall provide at a minimum the following items:

- Results of preliminary eelgrass survey and pre/post-Project eelgrass surveys and summary of projected eelgrass impacts
    - Goals of the in-kind mitigation to achieve no net loss of eelgrass or eelgrass habitat function
- Description of proposed mitigation site and reference site(s)
    - Mitigation design, including:
        - Description of proposed mitigation methods
            2. Construction schedule, including specific starting and ending dates for all work including mitigation activities
    - Planting plan (eelgrass propagule procurement and installation)
            3. Maintenance plan
- Schedule and description of proposed post-Project monitoring and when results shall be provided to NMFS and CDFW
    - Schedule and description of process for continued coordination with NMFS and CDFW through mitigation implementation
- Monitoring measures, and performance and success criteria. Monitoring events and milestones are detailed in the CEMP but include the following milestones, as an example:
    - By Year 1, the mitigation site should achieve a minimum of 40 percent coverage of eelgrass and 20 percent density of the reference site(s) over not less than 1.2 times the area of the impact site
        4. By Year 2, the mitigation site should achieve a minimum of 85 percent coverage of eelgrass and 70 percent density of the reference site(s) over not less than 1.2 times the area of the impact site
    - By Year 3, the mitigation site should achieve a minimum of 100 percent coverage of eelgrass and 85 percent density of the reference site(s) over not less than 1.2 times the area of the impact site
- Description of alternative contingent mitigation or adaptive management should the proposed mitigation fail to achieve performance measures
    - Description of mitigation reporting

[83] Boyer, K. E., and S. Wyllie-Echeverria. 2010. *Eelgrass Conservation in San Francisco Bay: Opportunities and Constraints: Final Report for the San Francisco Bay Subtidal Habitat Goals Project.* Available: http://www.sfbaysubtidal.org/PDFS/Ap8-1%20Eelgrass.pdf.

The mitigation shall be deemed complete and the applicant released from further responsibilities when the final success criteria have been met or when the mitigation is deemed complete as determined by NMFS.

c. Have a substantial adverse effect on state or federally protected wetlands (including, but not limited to, marshes, vernal pools, coastal wetlands, etc.) through direct removal, filling, hydrological interruption, or other means? (Less than Significant with Mitigation)

Seasonal Wetland Habitat Impacts

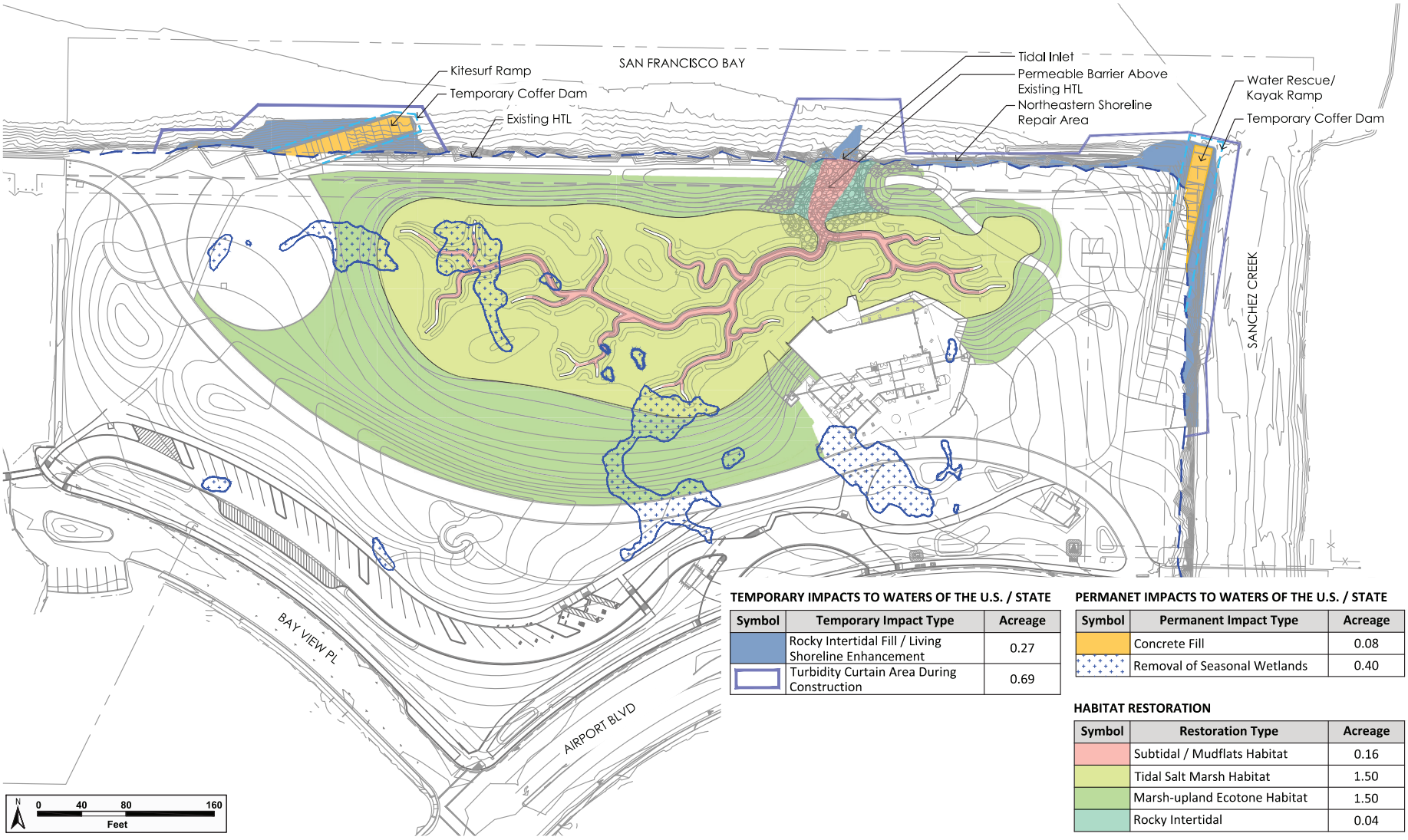
The Project would permanently affect the entirety of the 0.40 acre of seasonal wetlands on the site through mass grading required for Project implementation (Figure 3.4-1). To achieve the Project goal to restore a tidal marsh with substantial ecological benefit, it is necessary to affect the seasonal wetlands in their current position. Avoidance of the seasonal wetlands would preclude the restoration of substantial tidal marsh and limit the final extent of ecotone habitat.

Although the permanent loss of 0.40 acre of seasonal wetlands could be considered significant under CEQA, the Project would result in restoration of 1.5 acres of new tidal marsh and 0.16 acre of subtidal/mudflat habitat (i.e., slough channels) below the current HTL and restoration of 1.5 acres of marsh-upland ecotone above the current HTL. This restored tidal marsh ecosystem is expected to provide ecological functions and acreage substantially greater than the existing low-quality seasonal wetlands. Vegetation in the ecotone will be established through a combination of seeding and container plant installation, along with three years of vegetation maintenance. Due to the substantially increased acreage of wetland that would result from implementation of the Project, the loss of 0.40 acre of seasonal wetland would be mitigated out of kind with 1.5 acres of tidal marsh. Although it is not known at this point what percentage of marsh-upland ecotone habitat would develop into seasonal wetland habitat, at least a third to half of that area is expected to be dominated by native plant species that would be characteristic of seasonal wetland habitats around the San Francisco Bay edge, including species such as creeping wild rye (*Elymus triticoides*), marsh gumplant (*Grindelia stricta*), saltgrass, perennial pickleweed, and alkali heath. With restoration of habitats by Project implementation, this impact would be ***less than significant***.

Impacts on Aquatic Habitat

Installation of shoreline treatments (e.g., kitesurfing ramp, water rescue/kayak ramp, tidal inlet, northeastern shoreline repair, associated rock slope protection) that require modification of the substrate within San Francisco Bay will result in temporary and permanent impacts on waters of the United States and waters of the State that would be subject to Section 10, Section 404, and Section 401 regulation under the CWA as well as the Porter-Cologne Act (Figure 3.4-1). Because this habitat within San Francisco Bay is known to support listed fish, designated critical habitat for North American green sturgeon and Central California coast steelhead and EFH for Pacific salmon (i.e., Chinook salmon), coastal pelagic, and Pacific groundfish species, temporary and permanent impacts would be subject to Section 7 consultation under the ESA and EFH consultation under the Magnuson-Stevens Fishery Conservation Act.

Up to 0.27 acre of aquatic habitat below the HTL would be temporarily affected by removal of concrete debris and replacement with imported hard substrate (e.g., riprap) (Figure 3.4-1), including living shoreline habitat enhancement elements below the HTL, as rocky intertidal fill/living shoreline enhancement. The rocky intertidal fill/living shoreline enhancement areas are considered a temporary impact because the Project would replace anthropogenic concrete debris in the footprint of temporary



TEMPORARY IMPACTS TO WATERS OF THE U.S. / STATE

Symbol	Temporary Impact Type	Acreage
	Rocky Intertidal Fill / Living Shoreline Enhancement	0.27
	Turbidity Curtain Area During Construction	0.69

PERMANET IMPACTS TO WATERS OF THE U.S. / STATE

Symbol	Permanent Impact Type	Acreage
	Concrete Fill	0.08
	Removal of Seasonal Wetlands	0.40

HABITAT RESTORATION

Symbol	Restoration Type	Acreage
	Subtidal / Mudflats Habitat	0.16
	Tidal Salt Marsh Habitat	1.50
	Marsh-upland Ecotone Habitat	1.50
	Rocky Intertidal	0.04

Source: H. T. HARVEY & ASSOCIATES Ecological Consultants
Bay Rise Park - Biological Resources Report (4113-02)
December 2024

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Figure 3.4-1
Impacts to Waters of the U.S. / State
410 Airport Blvd Project

impacts with a type of hard substrate (rock slope protection) that would facilitate rapid colonization by native hard substrate macroalgae and aquatic invertebrates below approximately mean high water. The rapid colonization would be facilitated by both import of hard substrate with adequate rugosity and reuse of some of the existing hard substrate that currently supports native macroalgae and aquatic invertebrates (as a propagule source). From approximately mean high water up to the HTL, where feasible, the rock slope protection would incorporate soil and active revegetation to establish native salt marsh vegetation (in rock-crown treatments). With restoration of habitats by Project implementation, this impact would be ***less than significant***.

The Project would also result in 0.69 acre of temporary impacts during construction in open-water habitat from placement of a turbidity curtain area around the in-water work areas. Coffer dam/sheet pile installation would occur within the footprint of the turbidity curtains; thus, this 0.69-acre area would also include temporary impacts due to dewatering and fish exclusion. Pre-existing biotic and abiotic conditions within the turbidity curtain area are expected to rapidly re-establish following completion of construction and removal of the turbidity curtain, and this impact would be ***less than significant***.

The shoreline treatments would also result in up to 0.08 acre of permanent impacts on existing aquatic habitat below the HTL by installation of concrete water access ramps that would be frequently utilized by people for water access ("concrete fill" in Figure 3.4-1). Although permanent impacts on 0.08 acre of waters of the United States and waters of the State could be considered significant under CEQA, the Project proposes to restore approximately 0.16 acre of new subtidal/intertidal mudflat habitat (i.e., slough channels) within the proposed tidal inlet and restored tidal marsh. In addition, the Project would restore at least 1.5 acres of jurisdictional tidal salt marsh below the HTL. Overall, the Project is expected to provide a net benefit to the surrounding aquatic intertidal habitat because a total of 1.7 acres of tidal marsh, rocky intertidal, and subtidal/mudflat habitat would be restored. With restoration of habitats by Project implementation, this impact would be ***less than significant.***

In complying with State requirements to control the discharge of stormwater pollutants under the NPDES/Construction General Permit, the Project would be required to develop and maintain the SWPPP, which would include the use of BMPs to protect water quality until the site is stabilized. Standard permit conditions under the NPDES/Construction General Permit require the applicant to use various measures, including on-site sediment control BMPs, damp street sweeping, temporary cover of disturbed land surfaces to control erosion during construction, and stabilized construction entrances and/or wash racks, among other factors. In addition, in many Bay Area counties, including San Mateo County, projects must also comply with the RWQCB, San Francisco Bay Region, Municipal Regional Stormwater NPDES Permit (MRP) (Water Board Order No. R2-2009-0074). This MRP requires that all projects implement BMPs and incorporate low-impact development practices into the design that prevent stormwater runoff pollution, promote infiltration, and hold/slow down the volume of water coming from a site. To meet these permit and policy requirements, the Project would incorporate the use of such elements as tree planters, grassy swales, and bioretention and/or detention basins. Compliance with these permits would prevent significant negative water quality impacts and improve stormwater runoff compared to existing conditions at the Project site, thereby avoiding water quality impacts on San Francisco Bay. Implementation of Mitigation Measure BIO-8 would further minimize any adverse indirect effects on waters or wetlands from construction-related activities (e.g., dewatering discharge). With the water quality protection measures required by compliance with the Construction General Permit and the MRP, as well as implementation of Mitigation Measure BIO-8, the Project would not have a substantial adverse effect on aquatic habitats. Therefore, the impact would be ***less than significant with mitigation***.

d. Interfere substantially with the movement of any native resident or migratory fish or wildlife species, or established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites? (Less than Significant with Mitigation)

Impacts on Wildlife and Fish Movement

Despite its location along San Francisco Bay, the Project site does not provide important environmental corridors for movement of aquatic or terrestrial wildlife species. The Project site is situated along the Pacific Flyway for migratory birds and may host occasional migratory birds that stopover to rest and forage. However, due to the disturbed habitat that covers a majority of the site, other nearby areas, such as Coyote Point, which supports more complex habitats, attract more migratory species. The Project site is situated near Anza Lagoon, an urban aquatic park to the north, and common urban-adapted species such as the native raccoon (*Procyon lotor*) and common bird species very likely make small-scale movements between the two sites to forage and breed. However, few other terrestrial species depend on the site as a movement corridor. Furthermore, the majority of the Project site would remain open space and, after restoration of the site is completed, would provide higher-quality habitat compared with the current conditions. As such, the Project is expected to increase foraging and resting opportunities for migratory birds along the Pacific Flyway.

Sanchez Creek does attract a variety of fish, which very likely travel between San Francisco Bay and Sanchez Lagoon and the marsh to forage and rest. However, proposed Project features along Sanchez Creek, such as the water rescue/kayak launch, would not impede movement of fish along the creek. The combination of positive sloped grading and the rock entrance elevation incorporated into the tidal marsh design would provide positive drainage, thereby avoiding fish stranding in the marsh at low tide. Therefore, the impact on movement of wildlife and fish species would be ***less than significant***.

Impacts on Native Wildlife Nursery Sites

San Francisco Bay is home to the largest population of Pacific herring in California. This species provides food for a variety of Bay species that occur in the Bay and is an economically important fishery for the region (Watters et al. 2004). Pacific herring spawn on a variety of natural and artificial substrates including eelgrass, rocks, oyster reefs, pier pilings, and riprap in intertidal and shallow subtidal habitat. Due to their ecological value and economic importance in the Bay, this fishery has been monitored annually since the early 1970s by CDFW.[84]

In the vicinity of the Project site, spawning has been documented within 1 mile of the site at Coyote Point in 2021 and in recent years[85,86,87] as well as approximately 8 miles to the north at Candlestick Point during the 2018–2019 season; they have also been documented approximately 4 to 6 miles to the north at San Bruno Point and Oyster Point).[88] Spawning has not been reported along the shoreline of the Project site during ongoing monitoring of this portion of the Bay; therefore, Pacific herring are unlikely to spawn on the site. However, because potential spawning habitat is present on-site and herring are known to spawn within 1

[84] California Department of Fish and Wildlife. 2019. *2018–2019 Summary of the Pacific Herring Spawning Population and Commercial Fisheries in San Francisco Bay.*

[85] Ibid.

[86] The Lost Anchovy. 2021. *2021 Herring Spawn Report.* Available: https://thelostanchovy.com/2021-herring-spawn-report. Accessed: July 30.

[87] Watters, D. L., H. M. Brown, F. J. Griffin, E. J. Larson, and G. N. Cherr. 2004. Pacific Herring Spawning Grounds in San Francisco Bay: 1973–2000. In *American Fisheries Society Symposium,* 39:3–14.

[88] Ibid.

mile of the site, the potential for spawning cannot be ruled out. Nevertheless, the Project has an in-water work window (June 1–November 30) that precludes in-water work during the spawning season; thus, impacts on spawning herring would be adequately avoided. Therefore, this impact would be ***less than significant***.

Impacts on Wildlife from Artificial Lighting

Many animals are sensitive to light cues, which influence their physiology and shape their behaviors, particularly during the breeding season.[89,90] Artificial light has been used as a means of manipulating breeding behavior and productivity in captive birds for decades[91] and has been shown to influence the territorial singing behavior of wild birds.[92,93,94] Although it is difficult to extrapolate results of experiments on captive birds to wild populations, it is known that photoperiod (the relative amount of light and dark in a 24-hour period) is an essential cue triggering physiological processes as diverse as growth, metabolism, development, breeding behavior, and molting (de Molenaar et al. 2006). This holds true for birds, mammals,[95] and other taxa as well, suggesting that increases in ambient light may interfere with these processes across a wide range of species, resulting in impacts on wildlife populations.

Artificial lighting may indirectly affect mammals and birds by increasing the nocturnal activity of predators such as owls, hawks, and mammalian predators.[96,97,98,99] The presence of artificial light may also influence habitat use by rodents[100] and by breeding birds[101,102] by causing avoidance of well-lit areas, resulting in a net loss of habitat availability and quality.

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89 Ringer, R. K. 1972. Effect of Light and Behavior on Nutrition. In *Journal of Animal Science*, 35:642–647.

90 de Molenaar, J. G., M. E. Sanders, and D. A. Jonkers. 2006. Road Lighting and Grassland Birds: Local Influence of Road Lighting on a Black-tailed Godwit Population. In *Ecological Consequences of Artificial Night Lighting*. C. Rich and T. Longcore (eds.), pages 114–436. Island Press, Covelo, CA.

91 Ibid.

92 Longcore, T., and C. Rich. 2004. Ecological Light Pollution. In F*rontiers in Ecology and the Environment,* 2(4):191–198.

93 Miller, M. W. 2006. Apparent Effects of Light Pollution on Singing Behavior of American Robins. In *Condor*, 108(1):130–139.

94 de Molenaar, J. G., M. E. Sanders, and D. A. Jonkers. 2006. Road Lighting and Grassland Birds: Local Influence of Road Lighting on a Black-tailed Godwit Population. In *Ecological Consequences of Artificial Night Lighting*. C. Rich and T. Longcore (eds.), pages 114–436. Island Press, Covelo, CA.

95 Beier, P. 2006. Effects of Artificial Night Lighting on Mammals. In *Ecological Consequences of Artificial Night Lighting*. C. Rich and T. Longcore (eds.), pages 19–42. Island Press, Covelo, CA.

96 Negro, J. J., J. Bustamante, C. Melguizo, J. L. Ruiz, and J. M. Grande. 2000. Nocturnal Activity of Lesser Kestrels under Artificial Lighting Conditions in Seville, Spain. In *Journal of Raptor Research*, 34(4):327–329.

97 Longcore, T., and C. Rich. 2004. Ecological Light Pollution. In F*rontiers in Ecology and the Environment,* 2(4):191–198.

98 DeCandido, R., and D. Allen. 2006. Nocturnal Hunting by Peregrine Falcons at the Empire State Building, New York City. In *Wilson Journal of Ornithology,* 118(1):53–58.

99 Beier, P. 2006. Effects of Artificial Night Lighting on Mammals. In *Ecological Consequences of Artificial Night Lighting*. C. Rich and T. Longcore (eds.), pages 19–42. Island Press, Covelo, CA.

100 Ibid.

101 Rogers, D. I., T. Piersma, and C. J. Hassell. 2006. Roost Availability May Constrain Shorebird Distribution: Exploring the Energetic Costs of Roosting and Disturbance around a Tropical Bay. In *Biological Conservation*, 33(4):225–235.

102 de Molenaar, J. G., M. E. Sanders, and D. A. Jonkers. 2006. Road Lighting and Grassland Birds: Local Influence of Road Lighting on a Black-tailed Godwit Population. In *Ecological Consequences of Artificial Night Lighting*. C. Rich and T. Longcore (eds.), pages 114–436. Island Press, Covelo, CA.

Excessive lighting can also alter the behavior of migrating birds. Vertical beams can disorient birds flying at lower altitudes. Birds that encounter beams from up-lights are likely to respond to the lights and become disoriented or attracted to the lights to the point that they collide with buildings or other nearby structures.

Within the last approximately 100 years, fish have been exposed to artificial lighting at night and potentially affected in several ways (e.g., changes in essential behaviors such a feeding, schooling, and migration; increased predation; effects on metabolic processes and reproduction).[103, 104, 105, 106] The Project is not expected to affect spawning because salmonid, green and white sturgeon, and longfin smelt do not spawn in the Project area. The Project is also not expected to delay upstream migration of adult salmonids because South San Francisco Bay is a migration corridor and adults are very likely using water quality cues to move quickly through the channel to freshwater tributaries to spawn. The Project could increase susceptibility of outmigrating juvenile salmonids to predation because light disrupts their movements[107, 108] and attracts their predators.[109] The activity of certain salmonids in San Francisco Bay, including adult green sturgeon, is independent of light level, without discernable peaks in activity throughout the day or based on light level.[110]

Currently, there is no lighting on the site, but there is a substantial amount of lighting associated with development west and south of the site. Still, trees that line the site along Bayview Place and Airport Boulevard offer some amount of shielding of this lighting, and much of the site is not exposed to artificial lighting. The Project would include outdoor lighting in the landscape and along the exterior of the education center. Lighting would be designed with sensitivity to the adjacent restored habitat and existing habitats (i.e., Sanchez Creek and the Bay) such that the Project would avoid glare, excess light, and light pollution; minimize effects of wildlife through the selection of light color; and reduce high-contrast lighting. In addition, automated interior blackout shades would be installed on all windows on the education center's north/northwest and east façades as well as the galleries' south-facing clerestory windows. These shades would be programmed to close when the building is not in use and between 10 p.m. and sunrise. Given the amount of existing lighting adjacent to the site and the proposed minimization of lighting on the site, the Project would not have appreciably greater illuminance than the existing conditions. Furthermore, those species that currently occur on the site are adapted to artificial lighting and would continue to use the site after Project construction. The lighting design for the Project has not been finalized; therefore, implementation of Mitigation Measure BIO-11 would be required to ensure the Project would sufficiently minimize potential impacts of lighting on wildlife species. Therefore, the impact would be ***less than significant with mitigation***.

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[103] Nightingale, B., T. Longcore, and C. A. Simenstad. 2006. Artificial Night Lighting and Fishes. In *Ecological Consequences of Artificial Night Lighting,* Chapter 11, pages 257–277. Island Press, Washington, D.C.

[104] Longcore, T., A. Rodriguez, B. Witherington, J. F. Penniman, L. Herf, and M. Herf. 2018a. Rapid Assessment of Lamp Spectrum to Quantify Ecological Effects of Light at Night. In *Journal of Experimental Zoology,* 1–11.

[105] Longcore, T. 2018b. Hazard or Hope? LEDs and Wildlife. In *LED Professional Review*, (70):52–57.

[106] Brayley O. D., A. Wakefield, and M. J. How. 2021. The Biological Effects of Light Pollution on Terrestrial and Marine Organisms. In *International Journal of Sustainable Lighting*, 13–38.

[107] Johnson, P. R., K. Bouchard, and F. A. Goetz. 2005. Effectiveness of Strobe Lights for Reducing Juvenile Salmonid Entrainment into a Navigation Lock. In *North American Journal of Fisheries Management,* 25(2):491–501.

[108] Rondorf, D. W., G. L. Rutz, and J. C. Charrier. 2010. *Minimizing Effects of Over-Water Docks on Federally Listed Fish Stocks in McNary Reservoir: A Literature Review for Criteria.* U.S. Army Corps of Engineers, Walla Walla, WA. Report No. 2010-W68SBV91602084.

[109] Nelson, T. R., C. J. Michel, M. Gary, P., B. M. Lehman, and N. J. Demetras. 2021. Effects of Artificial Lighting at Night on Predator Density and Salmonid Predation. In *Transactions of the American Fisheries Society,* 150:147–159.

[110] Kelly, J. T., A. P. Klimley, and C. E. Crocker. 2007. *Movements of Green Sturgeon,* Acipenser medirostris*, in the San Francisco Bay Estuary, California*.

Mitigation Measure BIO-11: Minimize Exterior Lighting

To the extent consistent with the normal and expected operations of the completed Project, measures shall be implemented to minimize the degree to which natural habitats on and surrounding the Project site are illuminated by Project lighting. Such measures may include the installation of motion-sensor lighting, automatic light shut-off mechanisms, downward-facing exterior light fixtures, the use of Dark-Sky-compliant lighting, and others. Exterior lighting within the Project footprint shall be shielded as needed to block illumination from shining upward or outward into the Bay and Sanchez Creek.

Impacts Due to Bird Collision

Development of the Project would result in the construction of one new building on a currently undeveloped site. Construction of the new buildings may increase the risk of avian mortality due to collisions. Glass windows and building façades can result in injury or mortality of birds due to collisions with these surfaces. Because birds do not perceive glass as an obstruction the way humans do, they may collide with glass when the sky or vegetation is reflected in glass (e.g., they see the glass as sky or vegetated areas), when transparent windows allow birds to perceive an unobstructed flight route through the glass (such as at corners), and when the combination of transparent glass and interior vegetation (such as in planted atria) results in attempts by birds to fly through glass to reach that vegetation. These risks are highest for buildings in or near areas of high avian activity or movement, such as migratory corridors, large open spaces, large water bodies, and riparian habitats.

The Project site is located along the Pacific Flyway and within 1 mile of Coyote Point Recreation Area, which supports large numbers of resident and migratory bird species.[111] Currently, avian abundance and diversity is low on the Project site, despite the site's proximity to Coyote Point. This is due to the relatively low-quality habitat that currently exists on the site and the surrounding development. Once the Project is completed, it is anticipated that avian abundance would increase on the site, especially in the restored marsh and ecotone habitats. Thus, the site could be perceived as an "oasis" of bird habitat. Though many of the species associated with the bay shoreline and marsh habitats are not expected to use the upland habitats on the Project site, many resident and migratory species would move between the Project site and nearby habitats. Thus, following construction of the Project, birds using on-site habitats and flying between habitats on the site or flying through the area (from any direction) have some potential to collide with the new building in the absence of bird safe façades.

Given the expected increased value of the site to birds after construction, more birds are expected to utilize and/or fly through the site over the long term, relative to existing conditions. Enough individuals of a variety of species could collide with the new building over time to be a potentially significant impact.

To avoid impacts on birds due to collisions, the Project has incorporated a variety of bird-safe design features into the façade of the education building. For example, the education building would incorporate bird-safe glazing on certain portions of the building to reduce the frequency of bird collisions with glazed façades. The minimum extent of the proposed bird-safe glazing treatment on the building's façades would include the large glass panels on the north/northwest and east façades. Bird-safe glazing treatments may include fritting, netting, permanent stencils, frosted glass, exterior screens, physical grids placed on the exterior of glazing, or ultraviolet patterns visible to birds. The

[111] Cornell Lab of Ornithology. 2025. *eBird: An Online Database of Bird Distribution and Abundance.* Cornell Lab of Ornithology, Ithaca, NY. Available: http://www.ebird.org. Accessed: November 6, 2025.

bird-safe pattern would have vertical elements at least ¼-inch wide, with a minimum spacing of 4 inches, and horizontal elements at least ⅛-inch wide, with a minimum spacing of 2 inches. With these proposed bird-safe design features, impacts due to bird collisions would be sufficiently minimized, and the impact would be ***less than significant***.

Impacts on Nesting Birds and Raptors

Due to the absence of native-dominated or sensitive habitats from the Project site, the habitat on the site supports primarily regionally common, urban-adapted breeding birds, and the numbers that occur on the site (i.e., two to three pairs of each species) represent only a very small proportion of these species' regional populations. In addition, many of these birds are expected to continue to nest and forage on the Project site following Project construction. Although the Project would remove the majority of existing trees, new trees would be planted, and restoration of the site would improve habitat conditions by providing restored tidal salt marsh and marsh-upland ecotone habitats. These habitats, along with landscaping, would continue to provide food and structural resources for the common, urban-adapted resident and migrant birds that use the site and may create nesting and foraging opportunities for additional species. Construction disturbance during the bird nesting season (February 1 through August 31, for most species) could result in the incidental loss of eggs or nestlings, either directly through the destruction or disturbance of active nests or indirectly by causing the abandonment of nests, which would be a significant impact. Implementation of Mitigation Measure BIO-1 and BIO-12 would reduce impacts on nesting birds and raptors by providing environmental awareness training to construction personnel, conducting pre-construction surveys, and implementing protective measures during construction activities. Therefore, the impact would be ***less than significant with mitigation***.

Mitigation Measure BIO-12: Conduct Preconstruction Surveys and Implement Protective Measures to Avoid Disturbance of Nesting Birds and Raptors

To reduce impacts on nesting birds and raptors, the Project proponent shall implement the measures listed below prior to construction activities.

- **Avoidance of the Nesting Season.** To the extent feasible, commencement of demolition and construction activities should be scheduled to avoid the nesting season. If demolition and construction activities are scheduled to take place outside the nesting season, all potential demolition/construction impacts on nesting birds protected under the Migratory Bird Treaty Act (MBTA) and the CFGC shall be avoided. The nesting season for most birds in San Mateo County extends from February 1 through August 31.
    - **Vegetation Removal.** If construction activities shall not be initiated until after the start of the nesting season, all potential nesting substrates (e.g., bushes, trees, grasses, and other vegetation) that are scheduled to be removed by the Project shall be removed prior to the start of the nesting season (e.g., prior to February 1) to the extent feasible. This shall preclude the initiation of nests in this vegetation and minimize the potential delay of the Project due to the presence of active nests in these substrates.
- **Pre-Activity/Pre-Disturbance Surveys—**If it is not possible to schedule construction activities between September 1 and January 31, then pre-activity surveys for nesting birds shall be conducted by a qualified biologist to ensure that no nests shall be disturbed during Project implementation. Surveys shall be conducted no more than 7 days prior to the initiation of ground-disturbing activities. During this survey, the biologist shall inspect all trees and other

potential nesting habitats (e.g., trees and shrubs) in and immediately adjacent to the impact areas for nests. If no active nests are detected during these surveys, no additional measures are required if construction begins within 3 calendar days. An additional survey shall be conducted after any construction breaks of 3 calendar days or more.

  - **Non-Disturbance Buffers.** If an active nest is found sufficiently close to work areas to be disturbed by these activities, the biologist shall determine the extent of a construction-free buffer zone to be established around the nest (typically 300 feet for raptors and 100 feet for other species but subject to variation depending on the opinion of the biologist) to ensure that no nests of species protected by the MBTA and the CFGC shall be disturbed during Project implementation.

- **Nest Monitoring.** A qualified wildlife biologist shall monitor the nest(s) to ensure that construction activities do not affect nest success. Buffers (described above) may be reduced if a full-time qualified biologist is present to monitor the nest. Active nests shall be monitored to track progress of nesting activities until the biologist determines that the young have fledged and are capable of independent survival or the nest site is no longer active.

  - **Authority of Qualified Wildlife Biologist(s).** If, during construction, the qualified wildlife biologist(s) determines that a nesting bird is disturbed by construction activities to the point where continued activities could lead to nest failure, the qualified wildlife biologist(s) shall have the authority to immediately stop work. The qualified wildlife biologist(s) shall determine if additional protective measures (including increasing the non-disturbance buffer distance) need to be implemented and shall continue monitoring the nest until the qualified biologist(s) determine that bird behavior has normalized.

e. Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance? (Less than Significant)

Impacts Due to Removal of Ordinance-Size Trees

The Project would remove up to 11 trees that meet the definition of "protected" trees by City of Burlingame. Per the City of Burlingame Tree Ordinance, a tree removal permit from the City's Parks Division and payment of a fee are required for the removal of any trees that meet the definition of "protected" tree, as defined in the *Protected Trees* section above. The removal of trees protected by the City of Burlingame Tree Ordinance, in the absence of compliance with the City Municipal Code, would be considered potentially significant under CEQA. In accordance with the provisions of the City of Burlingame Tree Ordinance, the Project would comply with standard City of Burlingame tree removal permit conditions and replace trees that are removed in accordance with tree removal policies. Such compliance will sufficiently minimize any potential impacts due to conflicts with the City of Burlingame Tree Ordinance, and this impact would be ***less than significant***.

Impacts Due to Conflicts with the City of Burlingame's Bird-Safe Design Requirements

The zoning code for the City of Burlingame references bird-safe design requirements within the design guidelines of the Bay Front Commercial (BFC) zoning district in which the Project is located. Section 25.12.060 (Design Principles for Bayfront Commercial Zoning District) includes the following:

> Bird Friendly Design. All development shall incorporate a bird-friendly design that minimizes potential adverse impacts on native and migratory birds, such as fritted or patterned glass, projecting architectural features, lighting design, and screening with trees.

As discussed in Impact IV(d), the Project would incorporate bird-safe glazing on, at a minimum, the north/northwest and east façades of the education building. The bird-safe pattern would have vertical elements at least ¼ inch wide, with a minimum spacing of 4 inches, and horizontal elements at least ⅛ inch wide, with a minimum spacing of 2 inches, which would minimize potential adverse impacts on native and migratory birds. Such compliance would reduce impacts due to conflicts with the City's bird-safe design zoning requirements, and this impact would be ***less than significant***.

f. Conflict with the provisions of an adopted habitat conservation plan, natural community conservation plan, or other approved local, regional, or state habitat conservation plan? (No Impact)

The San Bruno Mountain Habitat Conservation Plan is the only habitat conservation plan that has been approved in San Mateo County, but this plan does not cover the Project site or the surrounding vicinity. No natural community conservation plans have been approved or are in preparation in San Mateo County. Therefore, the proposed Project would not conflict with any adopted habitat conservation plans or natural community conservation plans or with any other approved local, regional, or State habitat conservation plans. Therefore, there would be ***no impact.***

V. Cultural Resources

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Cause a substantial adverse change in the significance of a historical resource pursuant to Section 15064.5?	☐	☐	☐	☒
b. Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5?	☐	☒	☐	☐
c. Disturb any human remains, including those interred outside of dedicated cemeteries?	☐	☐	☒	☐

Setting

The Project site is in the northeastern portion of Burlingame, between US 101 and San Francisco Bay. The geologic setting in the vicinity of the Project site has been dramatically altered over time. The area was within tidal marshes until the 1960s.[112] The underlying landform of the tidal marshes is Holocene and generally considered sensitive for archaeological material. Tidal marshes were important resource collection areas for the native people of the Bay Area and often associated with human occupation. The presence of freshwater streams, shore birds, and marine resources makes tidal marshes rich in dietary material.

The original Bayshore Highway (now US 101) was constructed south of the Project site during the 1930s, although the Project site itself was not created until a campaign of land reclamation began during the 1960s. In 1962, commercial real estate developers and brothers David and George Keyston initiated reclamation efforts on 155 acres of reclaimed tidelands along San Francisco Bay by forming Reclamation District No. 2097 and hiring a civil engineer to develop a plan for light industrial and commercial development. Historic maps depict the area as mostly marshland in 1968 and as dry land by 1973.[113] During this time, excavated material was used to fill the marshes and create a more stable base for development. [114] In 1972, an agreement between the Anza Pacific Corporation, the State Lands Commission, and the U.S. Army Corps of Engineers catalyzed reclamation efforts after stalled efforts in the late 1960s. The Project site was completed by 1973; the following year, the entire 155 acres was reclaimed, though the Project site has remained undeveloped. In contrast, the surrounding area has experienced growth since 1973, and by 2000, it was completely developed.[115] Additional historic context and summaries of the geological setting and buried site sensitivity for the Project site are included in the

[112] U.S. Geological Survey. 1961, 1964. *San Francisco Topographic Quadrangle Map*. Reston, VA. Accessed: January 24, 2025.

[113] U.S. Geological Survey. 1968, 1973. *San Mateo Topographic Quadrangle Map*. Reston, VA. Accessed: July 25, 2018.

[114] Pampeyan, E. H. 1994. *Geologic Map of the Montara Mountain and San Mateo 7.5-minute Quadrangles*, San Mateo County, California. U.S. Geological Survey.

[115] Nationwide Environmental Title Research, LLC. 1968, 1980, 1993, and 2002. Aerial photograph: 37.6425426976551, -122.40378233044878. Available: https://www.historicaerials.com/viewer. Accessed: January 24, 2025.

Standard Records Search and Literature Review in Support of Bay Rise Park at 410 Airport Boulevard, Burlingame, San Mateo County, California, prepared for the Project by PaleoWest (Appendix C, *Cultural Resources Report*).[116]

The Project site at 410 Airport Boulevard includes assessor's parcel numbers (APNs) 026-363-600 and 026-363-610, which are leased from the State Lands Commission (SLC). The site is a vacant lot within historical baylands that were previously filled. The Project site is within the San Francisco Bay Conservation and Development Commission (BCDC) Shoreline Band. An unimproved portion of the Bay Trail is located along the northern edge of the Project site, and an unused gravel parking lot is located at the western edge of the Project site, adjacent to a paved parking lot for Kincaid's, a restaurant. There is also an abandoned paved parking lot on the eastern edge of the site, along with other hardscape infrastructure from the former Sherman restaurant, which was on a moored boat in Sanchez Creek. A Federal Aviation Administration (FAA) tower associated with San Francisco International Airport (SFO) is on an easement within this eastern parking lot. The easement is currently leased from SLC.

Records Search

ICF archaeologist Shelby Caulder conducted a review of existing literature in the California Historical Resources Information System (CHRIS) at the Northwest Information Center (NWIC) on December 14, 2023. During the review, the Project site, as well as a 0.5-mile buffer, was examined to identify archaeological resources or previously conducted cultural resource studies. One previously conducted cultural resource study was found within the Project site; 10 previously conducted cultural resource studies were found that covered areas within 0.5 mile of the Project site. Of the 10 studies, five were archaeological field studies, four were field studies that included both archaeological and architectural resources, and one was a field study that pertained to historical architecture. Although the Project site was not found to be adequately surveyed as a result of prior studies, supplemental survey was deemed unnecessary because the landform was constructed in the early 1970s. Table 3.5-1 identifies the previously conducted cultural resource study.

Table 3.5-1. Previously Conducted Cultural Resource Studies within the Project Site

Study Number	Author	Date	Title
S- 020508	Suzanne Baker and Ward Hill	1998	Archaeological Survey and Historic Architectural Survey of the Low-Level Windshear Alert System (LLWAS) Project, Sites #4, #5, and #8, San Mateo County, California

No previously recorded archaeological resources were identified within the Project site or within 0.5 mile of the Project site. Fourteen built-environment resources were identified within 0.5 mile of the Project site.

In addition to the CHRIS records search, a search of the Native American Heritage Commission's (NAHC's) Sacred Land File (SLF) was also requested on December 21, 2023. The NAHC responded on December 29 and confirmed that the search of the SLF was negative. AB 52 consultation was also conducted, as detailed in Section 3.18, Tribal Cultural Resources.

[116] PaleoWest. 2024. *Standard Records Search and Literature Review in Support of Bay Rise Park at 410 Airport Boulevard, Burlingame, San Mateo County, California.* September.

Historical Resources

According to the *Standard Records Search and Literature Report in Support of Bay Rise Park at 410 Airport Boulevard, Burlingame, San Mateo County, California*, prepared by PaleoWest on September 25, 2024, no potential built-environment historical resources are present on the Project site.[117]

Archaeological Resources

No archaeological resources have been identified within the Project site or within the 0.5-mile buffer. Given that the landform the Project site sits on was constructed in the early 1970s, there is little sensitivity for finding archaeological material on the surface as well as within the imported fill (approximately 6 to 10 feet below surface). Below the imported fill lays approximately 2 to 4 feet of younger Bay Mud. Because this area was previously a tidal marsh and an important resource collection area for the native tribes of the Bay Area, the stratigraphy, including younger Bay Mud, is considered to have elevated sensitivity for archaeological materials.

Discussion

a. Cause a substantial adverse change in the significance of a historical resource, pursuant to Section 15064.5? (No Impact)

For a cultural resource to be considered a historical resource (i.e., eligible for listing in the California Register of Historical Resources [CRHR]), it must generally be 50 years or older. Under CEQA, historical resources can include precontact (i.e., Native American) archaeological deposits, historic-period archaeological deposits, historic buildings, and historic districts. CEQA requires agencies that are considering projects that are subject to discretionary action to consider the potential impacts on cultural resources that may occur from project implementation.

The Project site does not contain any above-ground built-environment resources (buildings, structures, objects, or districts) that would have the potential to qualify as CEQA historical resources. No historic-aged (more than 50 years old) built-environment resources are located within the study area for the project, and no built-environment resources were identified within the study area as a result of the records search conducted for the Project. Therefore, new development on the Project site would not have the potential to cause a substantial adverse change in the significance of any built-environment historical resource, as defined in Section 15064.5 of the CEQA Guidelines. The Project would not demolish a significant historical resource or alter its physical characteristics, nor would it change elements within the historic setting of such a resource. Therefore, the Project would have ***no impact*** on built-environment historical resources

b. Cause a substantial adverse change in the significance of an archaeological resource, pursuant to Section 15064.5? (Less than Significant with Mitigation Incorporated)

No archaeological resources were identified on the Project site or within 0.5 mile of the Project site during the literature review conducted at the NWIC. However, the Project site is in an area that has some potential for encountering as-yet unknown archaeological resources. As stated previously, the Project site is in an area that was previously a tidal marsh and an important resource collection area for the native tribes of the Bay Area. The archaeological and historical contexts of the Project site, combined with its Holocene-age soils, indicate some sensitivity for subsurface archaeological deposits. The Project site, which has been

[117] PaleoWest. 2024. *Standard Records Search and Literature Review in Support of Bay Rise Park at 410 Airport Boulevard, Burlingame, San Mateo County, California.* September.

developed, is in an area with known imported fill, which is between 6 and 10 feet deep and underlain by 2 to 4 feet of younger Bay Mud. Beneath this are interbedded layers of dense sand and stiff clay. With a possibility of construction related excavations reaching a maximum depth of 60 feet, some of the deeper ground-disturbing activities have the potential to affect intact and as-yet undocumented archaeological resources during construction. Therefore, the Project has the potential to affect as-yet unknown prehistoric and historic archaeological resources. Such resources may be eligible for listing in the CRHR. If such resources were to be destroyed by Project-related activities, the impact would be significant. Implementation of Mitigation Measure CUL-1 would require construction work to stop if an archeological material or feature is encountered during ground-disturbing activities. Mitigation Measure CUL-1 would also require proper treatment of any archeological resources that are found during construction. Implementation of Mitigation Measure CUL-1 would ensure that impacts on as-yet unknown cultural resources would be avoided and minimized, resulting in a ***less-than-significant impact after mitigation***.

Mitigation Measure CUL-1: Stop Work if Archaeological Material or Features Are Encountered during Ground-disturbing Activities

The applicant shall retain a professional archaeologist to provide a preconstruction briefing to supervisory personnel of any excavation contractor and alert them to the possibility of exposing significant prehistoric archaeological resources within the Project site. During the briefing, the archaeologist shall discuss archaeological objects that could be exposed, the need to stop excavation at the site of the discovery, and the procedures to follow regarding protection of the discovery and notification of the Project Sponsor and archaeological team. An "Alert Sheet" shall be posted in conspicuous locations at the Project site to alert personnel to the procedures and protocols to follow regarding the discovery of potentially significant prehistoric archaeological resources.

If deposits or precontact or historical archaeological materials are encountered during Project construction activities, all work within 25 feet of the discovery shall be redirected and a qualified archaeologist shall assess the situation, consult with agencies as appropriate, and make recommendations for the treatment of discovery. Project personnel shall not collect or move any archaeological materials. Archaeological materials can include flaked-stone tools (e.g., projectile, points, knives, and choppers) or obsidian, chert, basalt, or quartzite toolmaking debris; bone tools; culturally darkened soil (i.e., midden soil often containing heat-affected rock, ash, and charcoal, shellfish remains, bones, and other cultural materials); and stone-milling equipment (e.g., mortars, pestles, and handstones). Prehistoric archaeological sites often contain human remains. Historical materials can include wood, stone, concrete, or adobe footings, walls, and other structural remains; debris-filled wells or privies; and deposits of wood, glass, ceramics, metals, and other refuse.

If the find is determined to be potentially significant, the archaeologist, in consultation with the Native American representative, shall develop a treatment plan, which could include site avoidance, capping, or data recovery. The final disposition of archaeological, historical, and paleontological resources recovered on State Lands under the jurisdiction of the California State Lands Commission must be approved by the Commission.

c. Disturb any human remains, including those interred outside of dedicated cemeteries? (Less than Significant)

Although no isolated human remains, cemeteries, or archaeological resources that contain human remains were identified within the Project site during the literature review at the NWIC, the potential

exists for previously undiscovered human remains to be encountered during Project demolition or construction. In the event that human remains are identified during Project activities, these remains would be required to be treated in accordance with Section 7050.5 of the California Health and Safety Code and Section 5097.98 of the Public Resources Code, as appropriate. Section 7050.5 of the California Health and Safety Code states that, in the event of discovery or recognition of any human remains in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains until the coroner of the county in which the remains are discovered has determined whether or not the remains are subject to the coroner's authority. If the human remains are of Native American origin, the coroner must notify the NAHC within 24 hours of this identification. The NAHC will identify a Native American Most Likely Descendent (MLD) to inspect the site and provide recommendations for the proper treatment of the remains and associated grave goods. Compliance with the California Health and Safety Code would ensure that impacts on human remains would be ***less than significant***.

VI. Energy

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources during Project construction or operation?	☐	☐	☒	☐
b. Conflict with or obstruct a state or local plan for renewable energy or energy efficiency?	☐	☐	☒	☐

Setting

Electricity

Grid electricity and natural gas service in Burlingame is provided by Pacific Gas & Electric (PG&E) and Peninsula Clean Energy (PCE). PG&E is a publicly traded utility company that generates, purchases, and transmits energy under contract with the California Public Utilities Commission. PG&E's service territory is 70,0000 square miles in area, roughly extending north to south from Eureka to Bakersfield and east to west from the Sierra Nevada to the Pacific Ocean. PG&E's electricity distribution system consists of 106,681 circuit miles of electric distribution lines and 18,466 circuit miles of interconnected transmission lines.[118] PG&E electricity is generated by a combination of sources, such as hydropower, gas-fired steam, and nuclear energy, as well as newer sources of energy, such as wind turbines and photovoltaic plants or solar farms. The grid, or bulk electric grid, is a network of high-voltage transmission lines that link power plants to substations. The distribution system, composed of lower-voltage secondary-lines, is at the street and neighborhood level. It consists of overhead or underground distribution lines, transformers, switching equipment, and service "drops" that connect to the individual customer.[119] The Project site has existing overhead utility distribution lines along the southern boundary of the site along Airport Boulevard.

The City of Burlingame is part of PCE, San Mateo County's electricity provider, which distributes additional renewable power to the region. PCE is a community-choice energy (CCE) program, which is a locally controlled community organization that enables residents and businesses to have a choice regarding where their energy comes from. CCE programs allow local governments to pool the electricity demands of their communities, purchase power with higher renewable content, and reinvest in local infrastructure. Currently, PG&E delivers the power, maintains the lines, and bills customers, but the power is purchased by the CCE program from renewable energy sources such as solar, wind, hydroelectric, geothermal, and biomass.[120]

[118] PG&E. 2024. *Company Profile*. Available: https://www.pge.com/en/about/company-information/company-profile.html. Accessed: June 28, 2024.

[119] PG&E. n.d. *PG&E's Electric System*. Available: https://www.pge.com/assets/pge/docs/about/pge-systems/pge-electric-system.pdf. Accessed: June 28, 2024.

[120] Peninsula Clean Energy. 2024. *Background.* Available: https://www.peninsulacleanenergy.com/background/?_gl=1*1uzgbjs*_ga*NTQwMzYxNTIwLjE2OTQ0NjkwNT. Accessed: June 28, 2024.

Natural Gas

PG&E's natural gas (methane) pipe delivery system includes 42,000 miles of distribution pipelines and 6,700 miles of transmission pipelines. Gas delivered by PG&E originates in gas fields in California, the Southwest, Rocky Mountains, and Canada. Transportation pipelines send natural gas from fields and storage facilities in large pipes under high pressure. The smaller distribution pipelines deliver gas to individual businesses or residences. PG&E gas transmission pipeline systems serve approximately 15 million gas and electric energy customers in California. The system is operated under an inspection-and-monitoring program in real time on a 24-hour basis. The program provides leak inspections, conducts surveys, and patrols of the pipelines.[121]

Discussion

a. Result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources during Project construction or operation? (Less than Significant)

Construction

Project construction activities would require the use of trucks and other types of heavy equipment that operate on fossil fuels. Construction activities are expected to require truck trips related to demolition, excavation, tree removal, and the import of fill and other construction materials. In addition to haul trucks, Project construction would require the use of other powered equipment, including an excavator, dump truck, backhoe, drill rig, bulldozer, air compressor, crane, and roller and paver.

It is estimated that the Project would consume approximately 31,626 million British thermal units (BTUs) of energy in total during construction activities. Energy consumed during construction of the Project would result primarily from the use of diesel-powered construction equipment (e.g., excavators). In addition, the Project would be consistent with relevant policies from the City's Climate Action Plan (CAP), which is geared toward reducing construction-related GHG emissions, including emissions from energy resources. This is discussed further in Section VIII, *Greenhouse Gas Emissions*. Construction energy consumption would cease once construction of the Project is complete; therefore, it is considered short term. Construction would not result in wasteful, inefficient, or unnecessary consumption of energy resources. The impact would be ***less than significant***.

Operation

The Project would consume energy to support normal day-to-day operations associated with the proposed public nature and recreation park with an education center/event building. It is anticipated that the Project would consume approximately 450,000 kilowatt hours (kWh) (or approximately 1,535 million BTU) and 3,300,000 gallons of water per year during operations. Vehicles and mass transit used by employees and visitors when traveling to and from the Project site would require energy in the form of gasoline, diesel, natural gas, and/or electricity. The specific fuel required would depend on the mode of transportation and type of engine used to propel the vehicle. However, due to the small size of the Project, it is anticipated that it would generate fewer than 110 daily vehicle trips and would not consume significant amounts of energy resources in the form of fuel. In addition, the

[121] PG&E. 2024. *Gas Systems—Discover the Basics of Our System by the Number*s. Available: https://www.pge.com/en/about/pge-systems/gas-systems.html#tabs-fc6b80548f-item-94036063d6-tab. Accessed: June 28, 2024.

Project would provide access to alternative modes of transportation such as transit (e.g., Burlingame Point Shuttle) as well as bicycle and pedestrian options (e.g., Bay Trail). The Project would provide at least four short-term bicycle parking spaces and 17 electric-vehicle (EV) parking spaces on the Project site.

Energy would also be required to heat and cool the proposed education center/event building, provide indoor and outdoor lighting, and transport water/wastewater. The Project would be within the 70,000-square-mile PG&E service territory for electricity and natural gas generation, transmission, and distribution; because the building would be entirely electric, no gas would be required for operation. The proposed education center/event building would be oriented and sited on the Project site so as to maximize natural ventilation and solar access, thereby reducing the proposed building's reliance on mechanical heating and cooling systems. In addition, the proposed building would incorporate high-performance materials with low embedded energy and high sound insulation properties as well as materials manufactured with a high level of recycled content. Furthermore, the building's roof would be designed to capture rainwater and composed of high-albedo material to reflect sunlight and lower direct heat gain. Within the proposed all-electric building, an energy management system would manage building temperatures and optimize energy use by balancing outdoor temperatures with window openers and actuators for cross-ventilation. The proposed building would also incorporate high-performance heating, ventilation, and air conditioning (HVAC) systems to optimize building heating and cooling efficiency as well as low-flow plumbing fixtures to reduce potable water use. The Project Sponsor is also currently evaluating future use of integrative systems that would incorporate small-scale wind power or solar panels to lower the overall energy use required by the Project. Because of the Project's size and location within an urban setting, buildout of the Project would not significantly increase energy demand within the service territory and would not require new energy facilities.

The Project would be required by law to adhere to California Code of Regulations (CCR) Title 24, the California Green Building Standards Code (CALGreen), and adopted City energy conservation ordinances and regulations. Unless otherwise noted in the regulation, all newly constructed buildings in California are subject to the requirements of CALGreen, which contains both mandatory and voluntary measures. For non-residential land uses, there are several mandatory measures, including measures regarding reductions in exterior light pollution, water-conserving plumbing fixtures and fittings, recycling, and efficient HVAC systems. In addition, the Project would be required to implement relevant policies from the City's CAP, which are geared toward reducing operational GHG emissions. This is discussed further in Section VIII, *Greenhouse Gas Emissions*. Accordingly, with implementation of adopted state and City energy conservation measures, the Project would result in a ***less-than-significant impact*** with respect to the wasteful, inefficient, or unnecessary consumption of energy resources.

b. Conflict with or obstruct a state or local plan for renewable energy or energy efficiency? (Less than Significant)

The Project would be required to use energy-efficient building materials and construction practices, in accordance with CALGreen and Chapter 18.30 of the City Municipal Code, which contains the Green Building Standards Code. The Project would also use modern appliances and equipment, in accordance with the 2006 Appliance Efficiency Regulations (CCR Title 20, Sections 1601 through 1608). Per these requirements, the Project would use recycled construction materials; environmentally sustainable building materials; designs that reduce the amount of energy used in building heating and cooling systems, compared to conventionally built structures; and landscaping that incorporates water-efficient irrigation systems, all of which would conserve energy. In addition, the City's 2040 General Plan contains goals, policies, and programs that require local planning and development decisions to consider impacts

on energy resources. The Project would adhere to general plan goals, policies, and programs, which would serve to increase energy conservation and minimize potential impacts associated with energy use. As part of the City's approval process, the Project would be required to comply with existing regulations, including General Plan policies and zoning regulations that promote energy conservation and efficiency by requiring sustainable building practices and reducing automobile dependency. Furthermore, implementation of the City's CAP and compliance with CALGreen, as well as other applicable state and local energy efficiency measures, would result in energy conservation and savings. Refer to Section VIII, *Greenhouse Gas Emissions,* for additional discussion of the Project's consistency with regulations related to sustainability. The Project would result in a ***less-than-significant impact*** related to conflicting with a state or local plan for renewable energy and energy efficiency.

VII. Geology, Soils, and Paleontological Resources

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death involving:				
1. Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? Refer to Division of Mines and Geology Special Publication 42.	☐	☐	☐	☒
2. Strong seismic ground shaking?	☐	☐	☐	☒
3. Seismically related ground failure, including liquefaction?	☐	☐	☒	☐
4. Landslides?	☐	☐	☐	☒
b. Result in substantial soil erosion or the loss of topsoil?	☐	☐	☒	☐
c. Be located on a geologic unit or soil that is unstable or would become unstable as a result of the Project and potentially result in an on-site or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?	☐	☐	☒	☐
d. Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial direct or indirect risks to life or property?	☐	☐	☒	☐
e. Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems in areas where sewers are not available for the disposal of wastewater?	☐	☐	☐	☒
f. Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?	☐	☒	☐	☐

Setting

Geology and Soils

Burlingame is in the Coast Ranges geomorphic province in eastern San Mateo County, adjacent to San Francisco Bay.[122] The Bay Area is considered one of the most seismically active areas in the country and therefore is subject to the effects of earthquakes. The city of Burlingame, as well as the Project site, is situated in the central portion of the San Francisco Peninsula at the eastern edge of a system of ridges, valleys, and hills that lie east of the northwest-trending rift valley of the active San Andreas fault. The San Andreas fault is a major fault that traverses the Bay Area, extending from the Gulf of California in Mexico to Cape Mendocino in California. Basement rock west of the San Andreas fault is generally granite; to the east, it is generally composed of marine sedimentary, submarine volcanic, and metamorphic rocks of the Franciscan Complex, both of Jurassic to Cretaceous age. Overlying the basement rocks are Cretaceous marine and Tertiary marine and non-marine sedimentary rock, with some continental volcanic rock. These Cretaceous and Tertiary rocks, which have been extensively folded and faulted because of movement along the San Andreas fault system, are overlain with sediments of Quaternary age.

The Project site is relatively flat, with ground surface elevations generally ranging from 6 to 12 feet but with several localized high areas north of the site reaching 15 feet.[123] The Project site is underlain by non-engineered fill, consisting of very soft to stiff clay with varying amounts of gravel and sand, along with trace concrete fragments and clayey sand with gravel, varying in thickness from approximately 7 to 16 feet. Beneath the fill is a weak, compressible marine clay known locally as Bay Mud, ranging from 1.5 to 11 feet. Underlying the Bay Mud is medium-stiff to hard clay and sandy clay as well as interbedded layers of medium-dense to very dense sand and gravel with varying amounts of silt. Bedrock is expected to be several hundred feet below ground surface (bgs).[124] Groundwater was encountered at depths ranging from 4.4 to 13 feet bgs but is expected to fluctuate considerably, based on tidal conditions.[125]

As stated previously, the Project site is in an area that is subject to earthquakes. The Alquist-Priolo Earthquake Fault Zoning Act (1972) and the Seismic Hazards Mapping Act (1990) direct the State Geologist to delineate regulatory zones to help cities and counties prevent the construction of buildings for human occupancy on the surface trace of active faults. The Project site is not in an established California Earthquake Fault Zone. No active faults or extensions of active faults exist beneath the Project site.[126] However, the Project site is near several active faults that are capable of generating large earthquakes.

Table 3.7-1 shows the regional fault segments, the distance from the Project site, the direction from the Project site, and the estimated mean characteristic moment magnitude.[127] Table 3.7-2 provides specific estimates of the probabilities of a magnitude 6.7 or greater earthquake on Bay Area faults within the next 30 years.

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[122] California Department of Conservation, California Geological Survey. 2002. *California Geomorphic Provinces Note 36*. Available: https://www.conservation.ca.gov/cgs/documents/publications/cgs-notes/CGS-Note-36.pdf. Accessed: September 13, 2023.

[123] Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation, Burlingame Shoreline Park, Burlingame, California*. June 28. Prepared for the SPHERE Institute.

[124] Ibid.

[125] Ibid.

[126] Ibid.

[127] Moment magnitude is an energy-based scale that provides a physically meaningful measure of the size of a faulting event. Moment magnitude is directly related to the average slip and fault rupture area.

Table 3.7-1. Regional Faults and Seismicity

Fault Segment	Approx. Distance from Fault (mi)	Direction from Site	Mean Characteristic Moment Magnitude
N. San Andreas – Peninsula	3.1	West	7.23
N San Andreas (1906 event)	3.1	West	8.05
San Gregorio Connected	9.9	West	7.50
Monte Vista-Shannon	11.8	Southeast	6.50
Total Hayward	14.9	Northeast	7.00
Total Hayward-Rodgers Creek	14.9	Northeast	7.33
N. San Andreas – North Coast	18.6	Northwest	7.51
Total Calaveras	23.6	East	7.03
Mount Diablo Thrust	25.5	Northeast	6.70
Green Valley Connected	28.6	Northeast	6.80

Source: Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation, Burlingame Shoreline Park, Burlingame, California.* June 28. Prepared for the SPHERE Institute.

Table 3.7-2. WGCEP (2015) Estimates of 30-Year Probability (2014 to 2043) of a Magnitude 6.7 or Greater Earthquake

Fault	Probability (percent)
Hayward-Rodgers Creek	32
N. San Andreas	33
Calaveras	25
Green Valley	7
San Gregorio	6
Greenville	6
Mount Diablo Thrust	4

Source: Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation, Burlingame Shoreline Park, Burlingame, California.* June 28. Prepared for the SPHERE Institute.

The Project site is mapped as having the potential for liquefaction.[128] The site is underlain by several potentially liquefiable layers that, during a major earthquake, could experience liquefaction-induced settlement on the order of approximately 0.25 to 1.25 inches, depending on the layer.[129] The Project site is not subject to landslides.[130]

Paleontological Resources

Paleontological resources are fossilized remains, traces, or imprints of once-living organisms that have been preserved in rocks and sediments, providing evidence of past life on Earth. The Society of Vertebrate Paleontology states that significant paleontological resources include fossils of identifiable vertebrate

[128] California Geological Survey. 2018. *Earthquake Zones of Required Investigation*. CGS Liquefaction Zones Operational Layer. Available: https://maps.conservation.ca.gov/cgs/eqzapp/app/. Accessed: June 11, 2024.

[129] Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation, Burlingame Shoreline Park, Burlingame, California*. June 28. Prepared for the SPHERE Institute.

[130] California Geological Survey. 2018. *Earthquake Zones of Required Investigation*. CGS Landslide Zones. Available: https://maps.conservation.ca.gov/cgs/eqzapp/app/. Accessed: June 11, 2024.

fossils, large or small, and uncommon invertebrate, plant, and trace fossils.[131] The potential for an area to yield significant paleontological resources depends on the geologic age and origin of the underlying rock.

No known paleontological resources have been recorded at the Project site.[132] However, paleontological resources have been recovered from multiple locations in the San Francisco Bay Area, including inland San Mateo County.[133] As mentioned above, the site is underlain by artificial fill and marine deposits known locally as Bay Mud, which is underlain by medium-stiff to hard clay and sandy clay as well as interbedded layers of medium-dense to very dense sand and gravel.[134] In addition, stratigraphic modeling performed for the Project site identified underlying Holocene and Pleistocene-age alluvia, which are considered sensitive for prehistoric deposits.[135] Furthermore, much of the Burlingame area is underlain by dense alluvial and fluvial sediments of Pleistocene age;[136] therefore, the sandy clay underlining the Project site most likely includes sediments that date to the Pleistocene epoch. Pleistocene-age sediments in the Bay Area have yielded vertebrate fossils that have the potential to be important in scientific investigation and understanding the history of life on Earth.

Discussion

a. Directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death involving:

1. Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? Refer to Division of Mines and Geology Special Publication 42. (No Impact)

The Project site is not within an earthquake fault zone, as defined by the Alquist-Priolo Earthquake Fault Zoning Act (1972) or the Seismic Hazards Mapping Act (1990), and no known fault or potentially active fault exists within the Project site.[137] In seismically active areas, such as the Bay Area, the remote possibility exists for future faulting in areas where faults were not previously mapped; however, the likelihood of surface fault rupture as a result of seismic activity at the Project site is low. Therefore, the Project would not exacerbate risks of fault rupture, resulting in the risk of loss, injury, or death involving rupture of a known earthquake fault, and there would be ***no impact***.

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131 Society of Vertebrate Paleontology. 2010. *Standard Procedures for the Assessment and Mitigation of Adverse Impacts to Paleontological Resources.* Available: https://vertpaleo.org/wp-content/uploads/2021/01/SVP_Impact_Mitigation_Guidelines-1.pdf. Accessed: June 14, 2024.

132 University of California Museum of Paleontology. 2020. *Specimen Search*. Available: https://ucmpdb.berkeley.edu/. Accessed: June 13, 2024.

133 Ibid.

134 Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation, Burlingame Shoreline Park, Burlingame, California*. June 28. Prepared for the SPHERE Institute.

135 PaleoWest. 2024. *Standard Records Search and Literature Review in Support of Bay Rise Park at 410 Airport Boulevard, Burlingame, San Mateo County, California.*

136 City of Burlingame. 2010. Burlingame Downtown Specific Plan. Initial Study/Mitigated Negative Declaration. May 27. Prepared by PGS&J, San Francisco, CA. Prepared for City of Burlingame, Burlingame, CA. Available: https://www.burlingame.org/departments/planning/general_and_specific_plans.php. Accessed: June 13, 2024.

137 Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation, Burlingame Shoreline Park, Burlingame, California. June 28.* Prepared for the SPHERE Institute.

2. Strong seismic ground shaking? (No Impact)

The city of Burlingame lies close to historically active faults that can generate strong earthquakes. Development within the city is likely to be subject to strong seismic ground shaking. This includes development at the Project site. The intensity of earthquake ground motions would depend on the characteristics of the generating fault, distance to the fault and rupture zone, earthquake magnitude, earthquake duration, and site-specific geologic conditions. The San Andreas fault is the closest active fault to the Project site, approximately 5 miles to the west. This fault is estimated to have a 33 percent chance of producing an earthquake with a magnitude greater than 6.7 sometime within the next 30 years.[138] Accordingly, implementation of the Project would expose people and structures to strong seismic ground shaking in case of earthquake. However, according to City Municipal Code Title 18, Chapter 8.005 and Chapter 08.105, Burlingame has adopted the 2022 California Building Standards Code (CBSC), Part 2, Volumes 1 and 2. The code requires a design-level geotechnical study to be performed for structures that would be built in areas with known geological hazards, including seismic hazards. Implementation of the recommendations provided in the design-level Project geotechnical study would minimize risks related to public safety. Therefore, the Project would not exacerbate risks of strong seismic ground shaking that would result in loss, injury, or death, and there would be ***no impact***.

3. Seismically related ground failure, including liquefaction? (Less than Significant)

The city of Burlingame lies close to historically active faults that can generate strong earthquakes. As explained under *Setting*, the Project site is mapped as having the potential for liquefaction.[139] The Project could exacerbate risks related to liquefaction. For example, the weight of structures constructed as part of the Project on liquefiable soils would make displacement more likely. The geotechnical report notes that the Project site is underlain by loose to medium-dense sand and gravel below the groundwater level, several of layers of which could be liquefiable during a major earthquake. The Preliminary Geotechnical Investigation estimates liquefaction-induced settlement to be on the order of approximately 0.25 to 1.25 inches.[140]

According to City Municipal Code Title 18, Chapters 8.005 and 08.105, Burlingame has adopted the 2022 CBSC, Part 2, Volumes 1 and 2. The code requires a design-level geotechnical study to be performed for structures that would be built in areas with known geological hazards. With implementation of the recommendations provided in the design-level Project geotechnical study, impacts related to seismic-related ground failure, including liquefaction, would be ***less than significant***.

4. Landslides? (No Impact)

The Project site is not within a mapped landslide zone or a designated earthquake-induced landslide zone, as shown on the California Geological Survey seismic hazard zone map for the area.[141] The Project site is relatively flat, with ground surface elevations generally ranging from 6 to 12 feet. Therefore, the Project would not exacerbate landslide risks. There would be ***no impact*** related to landslide hazards.

[138] Ibid.
[139] Ibid.
[140] Ibid.
[141] Ibid.

b. Result in substantial soil erosion or the loss of topsoil? (Less than Significant)

The 10.2-acre Project site is currently vacant and undeveloped. Project construction would require demolition, soil import and export, excavation, and tree removal. Construction activities would be required to comply with the provisions in Appendix J of the 2022 CBSC with respect to grading, excavating, and earthwork. In addition, because more than 1 acre of soil would be affected by the Project, the Project would be subject to a Construction General Permit, which stipulates erosion control requirements. These requirements include preparation and implementation of a Stormwater Pollution Prevention Plan (SWPPP) that contains best management practices (BMPs). The purpose of the SWPPP is to identify potential sediment sources and prescribe BMPs to ensure that potential adverse erosion impacts do not occur during construction. Implementation of the SWPPP with BMPs would control stormwater runoff emanating from the construction site. BMPs may include damp street sweeping; appropriate covers, drains, and storage precautions for outdoor material storage areas; and temporary cover for disturbed surfaces, which would help to minimize erosion. Furthermore, Project conformance to City grading standards and the San Mateo County Stormwater Management Plan would prevent substantial erosion as a result of construction and implementation. Therefore, the impact would be ***less than significant***.

c. Be located on a geologic unit or soil that is unstable or would become unstable as a result of the Project and potentially result in an on-site or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse? (Less than Significant)

Liquefaction occurs when saturated soils lose strength and stiffness with applied stress, such as during an earthquake. The lack of cohesion causes solid soil to behave like a liquid, resulting in ground deformation. Ground deformation can take on many forms, including, but not limited to, flow failure, lateral spreading, lowering of the ground surface, ground settlement, loss of bearing strength, ground fissures, and sand boils. Liquefaction within subsurface layers, which can occur during ground shaking associated with an earthquake, could result in ground settlement. The soil types most susceptible to liquefaction are loose to moderately dense, saturated non-cohesive soils with poor drainage, such as sands and silts with interbedded or capping layers of relatively low permeability. Lateral spreading typically occurs on gentle slopes with a rapid fluid-like flow. It can also occur when the potential exists for liquefaction in underlying saturated soils.

The Project site is in an area with the potential for liquefaction.[142] The analysis conducted in the Preliminary Geotechnical Investigation estimates that approximately 0.25 to 1.25 inches of ground surface settlement could result from liquefaction after a seismic event. However, the Project would be required to conform to the CBSC to withstand earthquakes and other soil hazards and implement all building design recommendations made by the Geotechnical Engineer. With incorporation of code requirements and recommendations made by the Geotechnical Engineer, which the City requires as conditions of approval, the potential for liquefaction at the Project site would be ***less than significant***.

According to the U.S. Geological Survey (USGS), subsidence is the gradual settling or sinking of the surface due to the movement of subsurface materials. The main cause of subsidence in California is excessive groundwater pumping;[143] however, subsidence can also be caused by peat loss and oil extraction. Burlingame has not experienced subsidence as a result of the aforementioned factors, either historically or recently; therefore, the potential for subsidence at the Project site is low.[144] Soil collapse can occur after

[142] Ibid.

[143] U.S. Geological Survey. n.d. *Land Subsidence in California*. Available: https://www.usgs.gov/centers/ca-water-ls. Accessed: June 12, 2024.

[144] Ibid.

wetting collapsible soils, load application, or some combination of both.[145] Collapsible soils, which are generally found in arid or semi-arid regions, are low-density silty soils with large air spaces or gaps between the grains of soil.[146] The Project site is underlain by compressible marine clay known as Bay Mud, which the Preliminary Geotechnical Investigation found to be normally consolidated to slightly over-consolidated.[147] Due to the consolidated nature of the underlying sediments and the shallow groundwater levels, the potential for soil collapse at the site is low to moderate.

As identified by the California Geological Survey, the Project site is not within a landslide hazard zone; therefore, the Project would not result in on-site or off-site landslides. The potentially loose to medium-dense sand and gravel fill underlying the site, in combination with the sloping banks and unsupported face of the Sanchez Channel and San Francisco Bay, indicate that the Project site is susceptible to lateral spreading. During a major earthquake, the Preliminary Geotechnical Investigation estimated that horizontal movement of several feet toward the Bay or the channel could occur and recommended that detailed analysis be presented during the design-level phase of the Project.[148] According to City Municipal Code Title 18, Chapter 8.005 and Chapter 08.105, the City has adopted the 2022 CBSC, Part 2, Volumes 1 and 2. The code requires a design-level geotechnical study to be performed for structures that would be built in areas with known geological hazards. With implementation of the Geotechnical Engineer's recommendations provided in the design-level Project geotechnical study, which the City requires as conditions of approval, the Project would be designed to withstand soil hazards at the site. The impact would be ***less than significant***.

d. Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial direct or indirect risks to life or property? (Less than Significant)

Expansive soils are characterized by their ability to undergo significant volume changes (i.e., shrink and swell) with variations in moisture content. Expansive soils are typically very fine grained and have a high to very high percentage of clay. They can damage structures and buried utilities and increase maintenance requirements.

The Project site is underlain by non-engineered fill, the expansive properties of which are unknown but should be assumed to be expansive due to the high clay content. Excavation depths would extend from approximately 2 feet to a maximum of approximately 60 feet for water access elements and building structures. Although Bay Mud is known to have expansive properties, the Preliminary Geotechnical Investigation recommended that it be excavated and hauled off-site rather than reused as fill.[149] In addition, recommendations made in the field by the Geotechnical Engineer would be followed.

According to City Municipal Code Title 18, Chapter 8.005 and Chapter 089.105, the City has adopted the 2022 CBSC, Part 2, Volumes 1 and 2. The code requires a design-level geotechnical study to be performed for structures that would be built in areas with known geological hazards. With

[145] U.S. Department of the Interior. 1992. *Characteristics and Problems of Collapsible Soils*. Bureau of Reclamation, Denver Office, Research and Laboratory Services Division, Materials Engineering Branch. Available: https://www.usbr.gov/tsc/techreferences/rec/R9202.pdf. Accessed: June 12, 2024.

[146] Colorado Geological Survey. 2018. *Collapsible Soils*. Available: https://coloradogeologicalsurvey.org/2018/28848-collapsible-soils/. Accessed: June 12, 2024.

[147] Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation, Burlingame Shoreline Park, Burlingame, California*. June 28. Prepared for the SPHERE Institute.

[148] Ibid.

[149] Ibid.

implementation of the recommendations provided in the design-level Project geotechnical study, impacts related to expansive soils would be ***less than significant***.

e. Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems in areas where sewers are not available for the disposal of wastewater? (No Impact)

The Project site would dispose of wastewater by using the existing wastewater infrastructure provided by the Burlingame Public Works Department. No aspect of the Project would entail any new use of septic tanks or alternative wastewater disposal systems. Therefore, there would be ***no impact*** related to the use of septic tanks or alternative wastewater disposal systems.

f. Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature? (Less than Significant with Mitigation)

The non-engineered artificial fill, which extends to depths of 7 to 16 feet, is underlain by Bay Mud to a depth of 11 feet. Underlying the Bay Mud is medium-stiff to hard clay and sandy clay as well as interbedded layers of medium-dense to very dense sand and gravel. Bedrock is expected to be several hundred feet bgs. Excavation depths for the Project would extend from 2 feet to up to a maximum of 60 feet below grade. As discussed above under *Setting*, the Burlingame area is underlain by Pleistocene-age sediments that have yielded vertebrate fossils. The sandy clay underlying the Project site could be of Pleistocene age. Because Project excavations could extend to 60 feet, they could disturb native sediments and therefore disturb paleontological resources. Such disturbance would constitute a significant impact. Mitigation Measure GEO-1 would require all work to stop if a paleontological resource is discovered as well as a professional paleontologist to evaluate the resource and implement protective measures, as needed. The impact would be ***less than significant with mitigation***.

Mitigation Measure GEO-1: Stop Work in Case of Discovery of Paleontological Resources.

Discovery of a paleontological specimen during any phase of the Project shall result in a work stoppage in the vicinity of the find until it can be evaluated by a professional paleontologist. Should loss or damage be detected, additional protective measures or further action (e.g., resource removal), as determined by the professional paleontologist, shall be implemented to mitigate the impact prior to the continuation of work.

VIII. Greenhouse Gas Emissions

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?	☐	☐	☒	☐
b. Conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of greenhouse gases?	☐	☐	☒	☐

Setting

Global Climate Change

The process known as the *greenhouse effect* keeps the atmosphere near Earth's surface warm enough for the successful habitation of humans and other life forms. The greenhouse effect is created by sunlight that passes through the atmosphere. Some of the sunlight striking Earth is absorbed and converted to heat, which warms the surface. The surface emits a portion of this heat as infrared radiation, some of which is re-emitted toward the atmosphere by greenhouse gases (GHGs). Human activities that generate GHGs increase the amount of infrared radiation absorbed by the atmosphere, thereby enhancing the greenhouse effect and amplifying the warming of Earth.

Increases in fossil fuel combustion and deforestation have exponentially increased concentrations of GHGs in the atmosphere since the Industrial Revolution.[150] Rising atmospheric concentrations of GHGs, in excess of natural levels, have resulted in increasing global surface temperatures—a process commonly referred to as global warming. Higher global surface temperatures have, in turn, resulted in changes to Earth's climate system, including increases in ocean temperature and acidity, reduced sea ice, variable precipitation, and increases in the frequency and intensity of extreme weather events.[151] Large-scale changes to Earth's system are collectively referred to as *climate change.*

The Intergovernmental Panel on Climate Change (IPCC) was established by the World Meteorological Organization and United Nations Environment Programme to assess scientific, technical, and socioeconomic information relevant to the understanding of climate change, its potential impacts, and options for adaptation and mitigation. The IPCC estimates that human-induced warming reached approximately 1 degree Celsius (°C) above pre-industrial levels in 2017 and is increasing at a rate of 0.2°C per decade. Under the current nationally determined contributions of mitigation from each country until 2030, global warming is expected to rise to 3°C by 2100 and continue afterward.[152] Large increases in

[150] IPCC. 2007. *Climate Change 2007: The Physical Science Basis.* Contribution of Working Group I to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change. Available: https://www.ipcc.ch/site/assets/uploads/2018/05/ar4_wg1_full_report-1.pdf. Accessed: December 4, 2024.

[151] IPCC. 2018. *Global Warming of 1.5°C.* Contribution of Working Group I, II, and III (Summary for Policy Makers). Available: https://www.ipcc.ch/site/assets/uploads/sites/2/2022/06/SPM_version_report_LR.pdf. Accessed: December 4, 2024.

[152] Ibid.

global temperatures could have substantial adverse effects on the natural and human environments in California and worldwide.

Greenhouse Gases

The principle anthropogenic (human-made) GHGs are carbon dioxide (CO_2), methane (CH_4), nitrous oxide (N_2O), and fluorinated compounds, including sulfur hexafluoride, hydrofluorocarbons (HFCs), and perfluorocarbons. The primary GHGs that would be emitted by Project-related construction and operations include CO_2, CH_4, and N_2O. The principal characteristics of these pollutants are discussed below.

- **Carbon dioxide** enters the atmosphere through the combustion of fossil fuel (i.e., oil, natural gas, coal), solid waste decomposition, plant and animal respiration, and chemical reactions (e.g., from manufacturing cement). CO_2 is also removed from the atmosphere, or *sequestered*, when it is absorbed by plants as part of the biological carbon cycle.
- **Methane** is emitted during the production and transport of coal, natural gas, and oil. CH_4 emissions also result from livestock and agricultural practices as well as the anaerobic decay of organic waste in municipal solid waste landfills.
- **Nitrous oxide** is emitted by agricultural and industrial activities as well as the combustion of fossil fuels and solid waste.

Methods have been set forth to describe emissions of GHGs in terms of a single gas to simplify reporting and analysis. The most commonly accepted method for comparing GHG emissions is the global warming potential (GWP) methodology defined in IPCC reference documents. IPCC defines the GWP of various GHG emissions on a normalized scale that recasts all GHG emissions in terms of carbon dioxide equivalent (CO_2e), which compares the gas in question to that of the same mass of CO_2. By definition, CO_2 has a GWP of 1. Table 3.8-1 lists the global warming potential of CO_2, CH_4, and N_2O and their lifetimes in the atmosphere.

Table 3.8-1. Lifetimes and Global Warming Potentials of Key Greenhouse Gases

Greenhouse Gas	Global Warming Potential (100 years)	Lifetime (years)
Carbon dioxide (CO_2)	1	—[a]
Methane (CH_4)	25	12
Nitrous oxide (N_2O)	298	114

Source: California Air Resources Board. 2023. *GHG Global Warming Potentials*. Available: https://ww2.arb.ca.gov/ghg-gwps. Accessed: December 4, 2024.

a. No lifetime (in years) for carbon dioxide was presented by the California Air Resources Board.

Greenhouse Gas Reporting

A GHG inventory is a quantification of all GHG emissions and sinks within a selected physical and/or economic boundary.[153] GHG inventories can be performed on a large scale (e.g., for global and national entities) or on a small scale (e.g., for a building or person). Several agencies have developed emissions inventories, which provide comprehensive accounts of total GHG emissions at varying scales, and tools

[153] A *GHG sink* is a process, activity, or mechanism that removes a GHG from the atmosphere.

for quantifying emissions from specific sources. Table 3.8-2 shows the results of the most current emissions inventories at the international, national, state, regional, and city levels, as quantified by IPCC, the U.S. Environmental Protection Agency (EPA), California Air Resources Board (CARB), Bay Area Air Quality Management District (BAAQMD), and the City of Burlingame (City), respectively.

Table 3.8-2. Global, National, State, and Local Greenhouse Gas Emissions Inventories

Emissions Inventory	**CO_2e (metric tons)**
2017 IPCC Global GHG Emissions Inventory	53,500,000,000
2022 EPA National GHG Emissions Inventory	6,343,000,000
2022 CARB State GHG Emissions Inventory	371,100,000
2011 BAAQMD GHG Emissions Inventory	86,600,000
2015 City of Burlingame GHG Inventory	242,489

Sources:

IPCC. 2018. *Emissions Gap Report 2018*. Available: https://www.ipcc.ch/site/assets/uploads/2018/12/UNEP-1.pdf. Accessed: December 4, 2024.

EPA. 2024. *Overview of Greenhouse Gases*. Available: https://www.epa.gov/ghgemissions/overview-greenhouse-gases. Accessed: November 22, 2024.

CARB. 2024. *California Greenhouse Gas Emissions from 2000 to 2022: Trends of Emissions and Other Indicators*. September. Available: https://ww2.arb.ca.gov/sites/default/files/2024-09/nc-2000_2022_ghg_inventory_trends.pdf. Accessed: November 22, 2024.

BAAQMD. 2011. *Bay Area Emissions Inventory Summary Report: Greenhouse Gases Base Year 2011*. Updated: January 2015. Available: http://www.baaqmd.gov/~/media/files/planning-and-research/emission-inventory/by2011_ghgsummary.pdf. Accessed: December 4, 2024.

City of Burlingame. 2019. *Burlingame General Plan*. November. Available: https://cms6.revize.com/revize/burlingamecity/document_center/Planning/General%20and%20Specific%20Plans/BurlingameGP_Final_Nov2019_COMPLETE%20DOCUMENT.pdf. Accessed: December 4, 2024.

GHG = greenhouse gas; CO2e = carbon dioxide equivalent.

Regulatory Setting

California has adopted statewide legislation to address various aspects of climate change and GHG emissions mitigation. Much of this legislation establishes a broad framework for the State of California's (State's) long-term GHG reduction and climate change adaptation program. Of particular importance are Senate Bill (SB) 32 and Assembly Bill (AB) 1279, which outline the State's GHG reduction goals of achieving a 40 percent reduction below 1990 emissions levels by 2030 and net-zero GHG emissions (i.e., reach a balance between the GHGs emitted and removed from the atmosphere) no later than 2045. AB 1279 also mandates an 85 percent reduction in statewide GHG emissions (from 1990 levels) by 2045. The 2017 Climate Change Scoping Plan and the 2022 Scoping Plan Update provide frameworks for achieving the 2030 and 2045 reduction targets, respectively, leveraging and enhancing many efforts and programs already adopted by the State.[154, 155]

The sections that follow describe regional and local regulations relevant to the Project.

[154] CARB. 2017. *California's 2017 Climate Change Scoping Plan: The Strategy for Achieving California's 2030 Greenhouse Gas Target*. November. Available: https://www.arb.ca.gov/cc/scopingplan/scoping_plan_2017.pdf. Accessed: December 4, 2024.

[155] CARB. 2022. *2022 Scoping Plan Update*. November. Available: https://ww2.arb.ca.gov/sites/default/files/2022-12/2022-sp.pdf. Accessed: December 4, 2023.

Metropolitan Transportation Commission

The Metropolitan Transportation Commission (MTC) is the metropolitan planning organization for the nine counties that make up the Bay Area and San Francisco Bay Area Air Basin (SFBAAB), including the city of Burlingame. In October 2021, MTC and the Association of Bay Area Governments (ABAG) adopted Plan Bay Area 2050, the latest regional transportation plan/sustainable communities strategy (RTP/SCS) for the SFBAAB. Plan Bay Area 2050 incorporates emission reduction targets updated by CARB in 2018 pursuant to SB 375 and carries forward many of the development and funding strategies of earlier plans.[156]

Bay Area Air Quality Management District

BAAQMD is the primary agency responsible for addressing air quality concerns in the Bay Area, including San Mateo County. BAAQMD recommends methods for analyzing project-related GHGs in California Environmental Quality Act (CEQA) analyses as well as multiple GHG reduction measures for land use development projects.

BAAQMD formally adopted new CEQA GHG thresholds and released its *Justification Report: CEQA Thresholds for Evaluating the Significance of Climate Impacts from Land Use Projects and Plans* (BAAQMD Justification Report) in April 2022.[157] This report updated the CEQA GHG thresholds from the 2017 CEQA Guidelines, which were not consistent with the statewide GHG target established by SB 32. The new CEQA GHG thresholds are presented in Table 3.8-3.

Table 3.8-3. Bay Area Air Quality Management District Greenhouse Gas Thresholds for Land Use Projects

Thresholds for Land Use Projects (Must Include A or B)
A. Projects must include, at a minimum, the following project design elements:
1. Buildings
a. The project will not include natural gas appliances or natural gas plumbing (in both residential and nonresidential development).
b. The project will not result in any wasteful, inefficient, or unnecessary electrical usage as determined by the analysis required under CEQA Section 21100(b)(3) and Section 15126.2(b) of the State CEQA Guidelines.
2. Transportation
a. Achieve compliance with electric-vehicle requirements in the most recently adopted version of CALGreen Tier 2.
b. Achieve a reduction in project-generated vehicle miles traveled (VMT) below the regional average consistent with the current version of the California Climate Change Scoping Plan (currently 15 percent) or meet a locally adopted Senate Bill 743 VMT target, reflecting the recommendations provided in the Governor's Office of Planning and Research's Technical Advisory on Evaluating Transportation Impacts in CEQA:
i. Residential projects: 15 percent below the existing VMT per capita
ii. Office projects: 15 percent below the existing VMT per employee
iii. Retail projects: no net increase in existing VMT

[156] MTC/ABAG. 2021. *Plan Bay Area 2050*. Adopted: October 21. Available: https://www.planbayarea.org/sites/default/files/documents/Plan_Bay_Area_2050_October_2021.pdf. Accessed: December 4, 2023.

[157] BAAQMD. 2022. *Justification Report: CEQA Thresholds for Evaluating the Significance of Climate Impacts from Land Use Projects and Plans*. April. Available: https://www.baaqmd.gov/~/media/files/planning-and-research/ceqa/ceqa-thresholds-2022/justification-report-pdf.pdf?la=en. Accessed: December 4, 2023.

Thresholds for Land Use Projects (Must Include A or B)
B. Projects must be consistent with a local GHG reduction strategy that meets the criteria under State CEQA Guidelines Section 15183.5(b).

Source: BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

BAAQMD published the most recent version of the CEQA Air Quality Guidelines in April 2023 (BAAQMD CEQA Guidelines). The BAAQMD CEQA Guidelines include guidance for evaluating plan- and project-level air quality and climate impacts as well as best management practices (BMPs) for centering environmental justice, health, and equity thresholds on air quality.[158] The updated CEQA Guidelines include the April 2022 BAAQMD Justification Report as an appendix; thus, the BAAQMD Justification Report provides substantial evidence for use of the air district's updated GHG thresholds and recommendations for assessing project-level climate impacts, as outlined in the BAAQMD CEQA Guidelines. This analysis was prepared consistent with guidance and recommendations from the BAAQMD CEQA Guidelines.

Construction GHG Emissions

The BAAQMD CEQA Guidelines do not identify a GHG emissions threshold for construction emissions.[159,] Nonetheless, BAAQMD's CEQA Guidelines recommend quantification and disclosure of construction GHG emissions. Even though the significance of construction GHG emissions is not determined, the BAAQMD CEQA Guidelines provide BMPs that projects should incorporate to reduce construction GHG emissions.[160]

Operational GHG Emissions

According to the BAAQMD CEQA Guidelines, BAAQMD recommends that the evaluation of land use projects focus on a project's contributions to the State's efforts to meet long-term climate goals. If a project would contribute its "fair share"[161] of what would be required to achieve the long-term climate goals, then a reviewing agency can find that the impact would not be significant because the project would help to solve the problem of global climate change.[162] Applying this approach, BAAQMD has found that a new land use development project being built today needs to incorporate the design elements provided in Table 3.8-3 to do its fair share toward meeting the SB 32 2030 target and the goal of carbon neutrality by 2045.

If a project is designed and built to incorporate the design elements listed in Table 3.8-3 (Threshold Option A) or is consistent with a local GHG reduction strategy under Section 15183.5 of the CEQA Guidelines (Threshold Option B), then it would contribute its portion of what is necessary to achieve California's

[158] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

[159] Ibid.

[160] Ibid.

[161] The BAAQMD defines "fair share" as the design elements that need to be incorporated into a project to lay the foundation for achieving carbon neutrality by 2045. These design elements are elements that the project has influence or control over. For example, becoming carbon neutral by 2045 will require California's electrical power generators to shift to 100-percent carbon-free energy resources, which is not something that can be controlled through the design of new land use projects, and would not be a part of a project's fair share. Other sources that would not be part of the "fair share" are the vehicle fleet mix or indirect offsite emissions (e.g., methane emissions from wastewater or solid waste).

[162] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

long-term climate goals (i.e., its fair share) and would not make a cumulatively considerable contribution to global climate change. If the project does not incorporate these design elements and is not consistent with a local GHG reduction strategy, then it should be found to have a significant climate impact because it would hinder the State's efforts to address climate change.

City of Burlingame

ENVISION Burlingame General Plan

The ENVISION Burlingame General Plan, adopted in November 2019, includes policies to address issues related to GHG emissions through 2040.[163] The plan includes several goals and policies aimed at reducing GHG emissions.

City of Burlingame 2030 Climate Action Plan

The City 2030 Climate Action Plan (CAP), adopted in 2019, is a comprehensive GHG emissions reduction strategy for achieving Burlingame's fair share of statewide emissions reductions within the 2020 and 2030 timeframe, consistent with AB 32 and SB 32.[164] The plan specifies feasible GHG emissions reduction measures for implementation on a project-by-project basis to achieve the City's GHG reduction targets through 2030. The CAP also forecasts annual GHG emissions and provides reduction targets for 2040 and 2050.

CEQA authorizes reliance on a previously approved GHG emissions reduction plan (e.g., a CAP) that was prepared as a "plan for the reduction of greenhouse gas emissions," per Section 15183.5 of the CEQA Guidelines. This section of the CEQA Guidelines establishes opportunities for CEQA tiering when projects are consistent with adopted GHG emissions reduction plans and their impacts can be determined to be less than significant, provided the GHG emissions reduction plans meet specific criteria established under CEQA Guidelines Section 15183.5. Because the City's CAP satisfies the tiering requirements established in CEQA Guidelines Section 15183.5, it can be used to determine the significance of an individual project's GHG emissions.

The CAP provides a consistency checklist application to ensure that development projects in the city are consistent with the plan and a streamlined review process for projects while undergoing CEQA review.

Discussion

a. Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment? (Less than Significant)

The City's CAP satisfies the tiering requirements established in Section 15183.5 of the CEQA Guidelines and can be used to determine the significance of an individual project's GHG emissions. Consistent with SB 32, the most recent update to the City's CAP specifies feasible GHG emissions reduction measures to achieve the City's GHG reduction targets through 2030. Although the CAP forecasts annual GHG emissions and provides reduction targets for 2040 and 2050, it does not demonstrate achievement with longer-term goals for 2040 and 2050. As a result, this analysis evaluates the Project's consistency with the City's CAP to determine the significance of the Project's GHG emissions relative to the State's 2030 SB 32 climate

[163] City of Burlingame. 2019. *Burlingame General Plan*. November. Available: https://cms6.revize.com/revize/burlingamecity/document_center/Planning/General%20and%20Specific%20Plans/BurlingameGP_Final_Nov2019_COMPLETE%20DOCUMENT.pdf. Accessed: December 4, 2024.

[164] City of Burlingame. 2019. *2030 Climate Action Plan Update*. August 28. Available: https://cms6.revize.com/revize/burlingamecity/document_center/Sustainability/CAP/Climate%20Action%20Plan_FINAL.pdf#page=33. Accessed: December 4, 2024.

target. As discussed above, the newly adopted BAAQMD land use Threshold Option A design elements were identified to ensure that projects meet their fair share and help the State meet its long-term climate goals, including both SB 32 and the 2045 net-zero goal (SB 1279). As a result, this analysis applies the BAAQMD land use Threshold Option A to evaluate the Project's GHG impacts relative to the State's longer-term carbon neutrality target.

Construction

Although the quantity of the Project-generated GHG emissions is not used directly to evaluate GHG impacts, annual emissions generated by Project construction were estimated to provide a fully comprehensive assessment. Emissions would be released in the form of exhaust from off-road equipment, employee vehicles, vendor trucks, and haul trucks. Electricity consumption during the construction period would also generate indirect GHG emissions. Construction GHG emissions from each source vary substantially, depending on the specific construction phase, daily construction operations, types of equipment, and number of personnel.

Short-term GHG emissions generated by Project construction were calculated using the California Emissions Estimator Model (CalEEMod), version 2022.1, which uses vehicle emissions factors from CARB's EMFAC2021, as recommended by BAAQMD and other air districts in California.[165] Modeling was based on Project-specific information where available, including land use types and sizes; expected durations for construction phases; the equipment inventory; demolition and earthwork specifics; the number and length of employee, vendor, and haul-truck trips; the area to be paved; and default values from CalEEMod, which are generated by the model, based on a project's location and land use type. Detailed model assumptions, inputs, and output files for the calculations can be found in Appendix A, *Air Quality, Greenhouse Gas, and Health Risk Assessment Modeling Files*. Based on the modeling, it is estimated that Project-related construction would generate approximately 2,406 metric tons of CO_2e over the construction period (2025–2029).[166]

As noted above, BAAQMD has not established a quantitative threshold for assessing construction GHG emissions because the emissions are temporary and variable.[167] Thus, the determination of the significance of the Project's GHG impact is based on the potential for Project operation to generate GHG emissions that may have a significant impact on the environment.

Operation

The Project is expected to be fully operational by 2029.[168] Project operation would generate long-term GHG emissions, primarily from motor vehicles traveling to and from the Project site, the use of landscape maintenance equipment, electricity consumption, water usage, and solid waste generation.

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[165] CAPCOA. 2022. *California Emissions Estimator Model User Guide.* April. Available: https://caleemod.com/documents/user-guide/CalEEMod_User_Guide_v2022.1.pdf. Accessed: December 4, 2024.

[166] Emissions were modeled based on a January 2025 start date, but the Project schedule has since been updated to commence in October 2025 and conclude in June 2029. However, because the construction phase durations and overlap would not change and construction equipment generally becomes cleaner over time, this analysis conservatively evaluates the Project's construction emissions.

[167] BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

[168] Emissions were modeled assuming a full buildout year of 2028, but the Project's construction schedule has since been updated to conclude in June 2029. However, because vehicles and equipment generally become cleaner over time, this analysis conservatively evaluates the Project's operational emissions.

To assess the significance of the Project's operational GHG emissions, this analysis uses a two-component approach. For the State's 2030 SB 32 climate target, the analysis evaluates the Project's consistency with the City's CAP. For the State's 2045 longer-term carbon neutrality target, the analysis uses the BAAQMD land use Threshold Option A. Furthermore, as noted in Section III, *Air Quality*, BAAQMD's mixed-use screening tool indicates that the Project's size is below the applicable screening level for operational air pollutant emissions; thus, no operational emissions modeling was conducted for air pollutant emissions noted in Section III, *Air Quality*.[169] Because the quantity of operational GHG emissions is not necessary to evaluate GHG impacts, emissions were not quantified and are not presented here.

The following sections evaluate the Project's consistency with the City's CAP and BAAQMD's land use Threshold Option A.

City of Burlingame 2030 Climate Action Plan

The City's Climate Action Plan Consistency Checklist for New Development (CAP Checklist) outlines CAP actions that are applicable to new development and can be used to demonstrate conformance with the CAP.[170] Completion of the CAP Checklist for the Project was based on information provided by the Project applicant. As shown in the CAP Checklist (see Appendix D, *CAP Checklist*), the Project would be consistent with all required and applicable measures. The 2030 GHG reduction target in the City's CAP is consistent with the GHG reduction goal of SB 32; therefore, because the Project is consistent with the City's CAP, it is also consistent with the GHG reduction goals of SB 32. As noted above, the City's CAP satisfies the tiering requirements established in Section 15183.5 of the CEQA Guidelines. BAAQMD uses consistency with a GHG reduction strategy (i.e., a CAP) as an option for evaluating project-level significance (Option B from Table 3.8-3). As a result, the Project's consistency with the SB 32 goal indicates that the Project would not generate GHG emissions that would have a significant impact on the environment. The Project's GHG impact with respect to the State's near-term (2030) target would be ***less than significant***.

Bay Area Air Quality Management District Land Use Thresholds

This analysis evaluates the Project's consistency with the BAAQMD land use Threshold Option A to determine the significance of the Project's GHG emissions with respect to the State's 2045 carbon neutrality target because the CAP does not demonstrate achievement with the longer-term GHG reduction goals for 2040 or 2050. The Project's consistency with these requirements is discussed in Table 3.8-4.

Table 3.8-4. Project Consistency with BAAQMD Greenhouse Gas Land Use Thresholds

BAAQMD Threshold	Project Consistency
Sector – Buildings	
a) The project will not include natural gas appliances or natural gas plumbing (in either residential or nonresidential development)	**Consistent.** As described in Chapter 2, *Project Description*, the Project would not include natural gas appliances or natural gas plumbing. As such, the Project would be consistent with this BAAQMD requirement.
b) The project will not result in any wasteful, inefficient, or unnecessary electrical usage as determined by the analysis required under	**Consistent.** As determined in Section VI, *Energy,* the Project was found not to result in wasteful, inefficient, or unnecessary consumption of energy resources. As

[169] Though the tool's intended use is to screen criteria pollutant and precursor emissions, its indication of insignificant air pollutant emissions without the need for a detailed assessment also suggests minor GHG emissions.

[170] City of Burlingame. n.d. *City of Burlingame Climate Action Plan Consistency Checklist for New Development*. Available: https://cms6.revize.com/revize/burlingamecity/CAP%20Checklist.pdf. Accessed: December 4, 2024.

BAAQMD Threshold	Project Consistency
CEQA Section 21100(b)(2) and Section 15126.2(b) of the State CEQA Guidelines.	such, the Project would be consistent with this BAAQMD requirement.
Sector – Transportation	
c) Achieve compliance with electric-vehicle requirements in the most recently adopted version of CALGreen Tier 2.	**Consistent.** For the purposes of evaluating GHG impacts, the Project is compared to the 2022 California Green Building Standards Code, Title 24, Part 11 (CALGreen), with July 2024 Supplement Section 5.106.5.3, electric-vehicle (EV) charging requirements for new nonresidential development. For nonresidential projects with 26 to 50 parking spaces, CALGreen Tier 2 requires 17 EV-capable parking spaces, with six of those spaces provided with electric-vehicle supply equipment (EVSE). As described in Chapter 2, *Project Description*, 17 of the proposed 29 parking spaces would be EV capable, and six of the EV-capable spaces would be provided with EVSE. As such, the Project would be consistent with this BAAQMD requirement.
d) Achieve a reduction in project-generated vehicle miles traveled (VMT) below the regional average consistent with the current version of the California Climate Change Scoping Plan (currently 15 percent) or meet a locally adopted Senate Bill 743 VMT target, reflecting the recommendations provided in the Governor's Office of Planning and Research's (OPR's) Technical Advisory on Evaluating Transportation Impacts in CEQA: i. Residential projects: 15 percent below the existing VMT per capita. ii. Office projects: 15 percent below the existing VMT per employee iii. Retail projects: no net increase in existing VMT	**Consistent.** As described in Section XVII, *Transportation*, Project-generated vehicle trips would not exceed OPR's screening threshold for small projects of 110 trips per day. Thus, consistent with OPR's *Technical Advisory on Evaluating Transportation Impacts in CEQA,* the Project is expected to have a less-than-significant VMT impact and is not required to demonstrate a 15 percent reduction in daily VMT. As such, the Project would be consistent with this BAAQMD requirement.

Source: BAAQMD. 2023. *California Environmental Quality Act, Air Quality Guidelines*. April. Available: https://www.baaqmd.gov/plans-and-climate/california-environmental-quality-act-ceqa/updated-ceqa-guidelines. Accessed: December 4, 2024.

As demonstrated in Table 3.8-4, the Project would be consistent with all BAAQMD land use Threshold Option A design elements and, thus, would do its fair share toward meeting the 2045 net-zero goal. Therefore, the Project would result in a ***less-than-significant*** impact with respect to operational GHG emissions**.**

b. Conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of greenhouse gases? (Less than Significant)

City of Burlingame 2030 Climate Action Plan

As discussed above, the City's CAP Checklist outlines CAP actions that are applicable to new development and can be used to demonstrate conformance with the CAP. Completion of the CAP Checklist for the Project was based on information provided by the Project applicant. As shown in the CAP Checklist (see

Appendix D), the Project would be consistent with all required and applicable measures. Therefore, the Project would not conflict with implementation of the City's CAP or attainment of local GHG reduction targets. This impact would be ***less than significant***.

California Senate Bill 375/Plan Bay Area 2050

Plan Bay Area 2050, the RTP/SCS for the San Francisco Bay Area, was prepared by MTC pursuant to the requirements of SB 375, as discussed in the *Regulatory Setting* section. Plan Bay Area 2050 is a State-mandated, integrated long-range transportation and land use plan that demonstrates reductions in GHG emissions from passenger cars and light-duty trucks.[171]

The Project would be consistent with the type and level of development incorporated in the ENVISION Burlingame General Plan, which is used to develop growth and development assumptions for Plan Bay Area 2050. The Project would also implement sea-level rise improvements, supporting Plan Bay Area 2050 strategy EN1 (adapt to sea-level rise). Specifically, the Project would replace existing fill within the restored marsh with clean soil, allowing minor lateral meandering of the restored tidal marsh. It would not present substantial obstacles to floodflows under extreme sea-level rise conditions. Moreover, by redeveloping vacant parcels within existing urban growth boundaries with a new public nature and recreation park, the Project would support Plan Bay Area 2050 strategies EN 4 (maintain urban growth boundaries) and EN6 (modernize and expand parks, trails, and recreation facilities). Finally, as described in Section XVII, *Transportation*, the Project would have a less-than-significant impact with respect to VMT. Because the Project would support the efforts of Plan Bay Area 2050 to reduce VMT and GHG emissions from passenger cars and light-duty trucks, and proposed land use types and sizes would fit within the envelope for the uses assumed in Plan Bay Area 2050, the Project would not conflict with implementation of Plan Bay Area 2050. This impact would be ***less than significant***.

CARB 2022 Scoping Plan

As explained in the *Regulatory Setting* section, CARB's 2022 Scoping Plan outlines the main strategies for the State to use to keep California on track with respect to meeting its SB 32 GHG reduction target (i.e., GHG emissions at least 40 percent below 1990 emissions by 2030) as well as achieving carbon neutrality by 2045 and a reduction in anthropogenic emissions that would be 85 percent below 1990 levels.[172] Regarding project-level GHG analyses, Appendix D to CARB's 2022 Scoping Plan, *Local Actions*, notes:

> when jurisdictions have a CEQA-qualified CAP, an individual project that complies with the strategies and actions within a CEQA-qualified CAP can tier and streamline its project-specific CEQA GHG analysis to make a determination 'that a project's incremental contribution to a cumulative [GHG] effect is not cumulatively considerable' (CEQA Guidelines Sections 15064.4[b][3] and 15183.5).[173]

Appendix D to CARB's 2022 Scoping Plan also notes that local governments should consider three priority areas, transportation electrification, VMT reduction, and building decarbonization, when preparing a CEQA-qualified CAP. In line with this guidance, the City's CAP satisfies the tiering requirements

[171] CARB. 2023. *SB 375 Regional Greenhouse Gas Emissions Reduction Targets*. Approved: March 22, 2018. Available: https://ww2.arb.ca.gov/our-work/programs/sustainable-communities-program/regional-plan-targets. Accessed: December 4, 2024.

[172] CARB. 2022. *2022 Scoping Plan Update*. November. Available: https://ww2.arb.ca.gov/sites/default/files/2022-12/2022-sp.pdf. Accessed: December 4, 2024.

[173] CARB. 2022. *2022 Scoping Plan Update: Appendix D Local Actions*. November. Available: https://ww2.arb.ca.gov/sites/default/files/2022-11/2022-sp-appendix-d-local-actions.pdf. Accessed: December 4, 2024.

established in Section 15183.5 of the CEQA Guidelines and can thus be used to determine the significance of an individual project's GHG emissions. Moreover, the CAP contains several measures related to transportation electrification, VMT reduction, and building decarbonization, such as those related to electric-vehicle infrastructure, transportation demand management, and renewable energy. Given the City has adopted a CEQA-qualified CAP, incorporating strategies within the three priority areas outlined in Appendix D to CARB's 2022 Scoping Plan, this analysis evaluates the Project's alignment with CARB's 2022 Scoping Plan, based on its consistency with the City's CAP.

As described previously and shown in the CAP Checklist completed for the Project, provided as Appendix D, the Project would be consistent with all required and applicable measures, including those related to transportation electrification, VMT reduction, and building decarbonization. As a result, the Project would be consistent with the City's CAP and align with the GHG emissions reduction strategies outlined in CARB's 2022 Scoping Plan. As a result, the Project would not conflict with CARB's 2022 Scoping Plan. The Project's impact with respect to applicable plans, policies, or regulations adopted for the purpose of reducing GHG emissions would be ***less than significant***.

IX. Hazards and Hazardous Materials

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	☐	☐	☒	☐
b. Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	☐	☐	☒	☐
c. Emit hazardous emissions or involve handling hazardous or acutely hazardous materials, substances, or waste within 0.25 mile of an existing or proposed school?	☐	☐	☐	☒
d. Be located on a site that is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, create a significant hazard to the public or the environment?	☐	☐	☐	☒
e. Be located within an airport land use plan area or, where such a plan has not been adopted, be within 2 miles of a public airport or public use airport and result in a safety hazard or excessive noise for people residing or working in the Project area?	☐	☐	☒	☐
f. Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?	☐	☐	☒	☐
g. Expose people or structures, either directly or indirectly, to a significant risk of loss, injury, or death involving wildland fires?	☐	☐	☐	☒

Setting

Hazardous Materials

Limited Phase I Environmental Site Assessment

A Limited Phase I Environmental Site Assessment (Limited Phase I ESA) was prepared by ICF in May 2024 to support preparation of the CEQA documentation associated with the Project (see Appendix E, *Limited Phase I ESA*). The Limited Phase I ESA included a records review to determine if contaminated media were likely to be present within the Project site or the area surrounding it. The Limited Phase I ESA also included a historical records review, with the intent of getting a better understanding of historical land uses on the Project site and in the surrounding area.

During the records review, the Limited Phase I ESA identified six sites within 0.5 mile of the Project site with a history of a release and some potential to affect the Project. They were listed as follows:

- Caruff California Corporation, 350 Airport Boulevard, Burlingame. This site is listed in the leaking underground storage tank (LUST) database as having a gasoline release to groundwater. The case was given Completed – Case Closed status as of October 1993.
- Anza Park & Fly, 615 Airport Boulevard, Burlingame. This site is listed in the LUST database as having a diesel release to groundwater. The case was given Completed – Case Closed status as of March 2000.
- Golden Gate Drywall, 399 Beach Boulevard, Burlingame. This site is listed in the LUST database as having a gasoline release to groundwater. The case was given Completed – Case Closed status as of October 2002.
- Real Estate North Investment Partnership, 370 Lang Road, Burlingame. This site is listed in the LUST database as having a gasoline release to groundwater. The case was given Completed – Case Closed status as of January 2012.
- Sprint, 828 Airport Boulevard, Burlingame. This site is listed in the LUST database as having a gasoline release to groundwater. The case was given Completed – Case Closed status as of October 2000.
- Hamblin Trust, 1065 Amphlett Boulevard, San Mateo. This site is listed in the LUST database as having a benzene, toluene, diesel, and gasoline release to groundwater. The case was given Completed – Case Closed status as of December 2014.

All six sites were identified within 0.5 mile of the Project site and listed in the LUST database (with contaminant impacts on groundwater). However, as identified above, all six sites were granted closure status by the applicable oversight agency (and presumably remediated to the satisfaction of the agency) and thus were not considered a risk to implementation of the Project. In addition, the historical records review did not identify any conditions indicative of potential hazardous materials impacts on the Project site.

Soil Management Plan

A site-specific soil management plan (SMP) was prepared by Langan Engineering and Environmental Services, Inc., in December 2023 in response to sampling conducted on-site in October 2020 and August 2022.[174] According to the SMP, soil sampling was conducted to assist in the characterization of the site's subsurface conditions. The soil samples indicated that on-site fill material was affected by petroleum hydrocarbons, heavy metals, and asbestos.

Schools, Airports, and Wildfire

There are no schools within 0.25 mile of the Project site. The closest schools are Burlingame High School, at 1 Mangini Way (approximately 0.55 mile to the southwest), and Washington Elementary School, at 801 Howard Avenue (approximately 0.7 mile to the south).

[174] Langan Engineering and Environmental Services, Inc. 2023. *Soil Management Plan, Burlingame Shoreline Park, 410 Airport Boulevard Burlingame, California.* Final (770634903). San Jose, CA. Prepared for The SPHERE Institute, Burlingame, CA.

San Francisco International Airport (SFO) is approximately 1.50 mile northwest of the Project site. The Project site is within Airport Influence Area B of the SFO Airport Land Use Compatibility Plan (ALUCP). The next-closest airport is San Carlos Airport, located approximately 6.85 miles to the southeast.[175] The Project site is not within 2 miles of a private airstrip.

The Project site is in a developed and urbanized area of Burlingame and not within or near a wildland area. According to the California Department of Forestry and Fire Protection (CAL FIRE), the Project site falls within a Local Responsibility Area; it is not within a Very High Fire Hazard Severity Zone.[176]

Regulatory Setting

Many federal, state, and local regulations regarding the transport, use, or disposal of hazardous materials would apply to the Project. The Federal Toxic Substances Control Act (1976) and the Resource Conservation and Recovery Act (RCRA) established an U.S. Environmental Protection Agency– (EPA-) administered program to regulate the generation, transport, treatment, storage, and disposal of hazardous waste. The RCRA was amended in 1984 by the Hazardous and Solid Waste Act, which affirmed and extended the "cradle to grave" system of regulating hazardous waste.

U.S. Department of Transportation (DOT) Hazardous Materials Regulations cover all aspects of hazardous materials packaging, handling, and transportation. Parts 107 (Hazard Materials Program), 130 (Oil Spill Prevention and Response), 172 (Emergency Response), and 177 (Highway Transportation) would all apply to the Project and/or surrounding uses.

The Department of Toxic Substances Control (DTSC), a department of the California Environmental Protection Agency (CalEPA), is the primary agency in California for regulating hazardous waste, cleaning up existing contamination, and finding ways to reduce the amount of hazardous waste produced in California. Division 20, Chapter 6.5, of the California Health and Safety Code deals with hazardous waste control through regulations pertaining to the transport, treatment, recycling, disposal, enforcement, and permitting of hazardous waste. Division 20, Chapter 6.10, contains regulations applicable to the cleanup of hazardous materials releases. Title 22, Division 4.5, contains the environmental health standards for the management of hazardous waste. This includes standards for identification of hazardous waste (Chapter 11) and standards applicable to transporters of hazardous waste (Chapter 13).

The Unified Hazardous Waste and Hazardous Materials Management Regulatory Program (Unified Program) (California Health and Safety Code, Chapter 6.11, Sections 25404–25404.9) consolidates, coordinates, and makes consistent the administrative requirements, permits, inspections, and enforcement activities of environmental and emergency response programs and provides authority to the Certified Unified Program Agency (CUPA). The CUPA is designed to protect public health and the environment from accidental releases and improper handling, storage, transportation, and disposal of hazardous materials and wastes. This is accomplished through inspections, emergency response, enforcement, and site mitigation oversight. The CUPA for Burlingame is San Mateo County Health.[177]

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[175] City/County Association of Governments of San Mateo County. 2012. *Comprehensive Airport Land Use Compatibility Plan for the Environs of San Francisco International Airport*. November. Available: https://ccag.ca.gov/wp-content/uploads/2014/10/Consolidated_CCAG_ALUCP_November-20121.pdf. Accessed: June 27, 2024.

[176] California Department of Forestry and Fire Protection. 2024. *San Mateo County State Responsibility Area Fire Hazard Severity Zones*. Available: https://osfm.fire.ca.gov/what-we-do/community-wildfire-preparedness-and-mitigation/fire-hazard-severity-zones. Accessed: June 12, 2024.

[177] San Mateo County Health. 2025. *Certified Unified Program Agency*. Available: https://www.smchealth.org/hazardous-materials-cupa. Accessed: December 3, 2025.

The Division of Occupational Safety and Health, better known as Cal/OSHA, and the federal Occupational Safety and Health Administration (OSHA) enforce occupational safety standards to minimize worker safety risks from both physical and chemical hazards in the workplace. Cal/OSHA assumes primary responsibility for developing and enforcing standards for safe workplaces and work practices, all of which would be applicable to construction of the Project. The standards included in Cal/OSHA's Title 8 include regulations pertaining to hazard control (including administrative and engineering controls), hazardous chemical labeling and training requirements, hazardous exposure prevention, hazardous material management, and hazardous waste operations.

The California Labor Code is a collection of regulations that include regulation of the workplace to ensure appropriate training on the use and handling of hazardous materials and the operation of equipment and machines that use, store, transport, or dispose of hazardous materials. Division 5, Part 1, Chapter 2.5, ensures that employees who handle hazardous materials are appropriately trained. Division 5, Part 7, ensures that employees who work with volatile flammable liquids are outfitted with appropriate safety gear and clothing.

Dischargers whose projects disturb 1 or more acres of soil, such as the Project, are required to obtain coverage under a Construction General Permit. Construction activities subject to this permit include clearing, grading, and ground disturbance such as stockpiling or excavation. The Construction General Permit requires completion and implementation of a site-specific SWPPP.[178] Furthermore, as discussed in Section X, *Hydrology and Water Quality*, the Project would be required to comply with the San Francisco Bay Region Municipal Regional Stormwater National Pollutant Discharge Elimination System (NPDES) permit (Order No. R2-2022-018, NPDES Permit No. CAS612008). This NPDES permit is also known as the San Francisco Bay Municipal Regional Permit (MRP). It continues in force and effect until a new permit is issued or the permit is rescinded.

Erosion control requirements are specified in the Construction General Permit and the MRP. These requirements include preparation and implementation of an SWPPP that contains best management practices (BMPs). The SWPPP would identify potential sources of sediment and other pollutants and prescribe BMPs to ensure that potential adverse erosion, siltation, and contamination impacts do not occur during construction activities. Implementation of a SWPPP and BMPs would control erosion and protect water quality from potential contaminants in stormwater runoff from the construction site.

Local

County of San Mateo Emergency Operations Plan

The 2015 County of San Mateo Emergency Operations Plan establishes policies and procedures and assigns responsibilities to ensure effective management of emergency response operations within the San Mateo County Operational Area.[179] The Emergency Operations Center in San Mateo County identifies potential threats to life, property, and the environment. It also develops plans and procedures to protect assets from potential hazards and prevent or mitigate threats (e.g., hazardous materials spills).

[178] California State Water Resources Control Board. 2022. *National Pollutant Discharge Elimination System (NPDES) General Permit for Stormwater Discharges Associated with Construction and Land Disturbance Activities (General Permit)*. Available: https://www.waterboards.ca.gov/water_issues/programs/stormwater/construction/docs/2022-0057-dwq-with-attachments/cgp2022_order.pdf. Accessed: June 17, 2024.

[179] County of San Mateo. 2015. *County of San Mateo Emergency Operations Plan Basic Plan*. Available: https://hsd.smcsheriff.com/sites/default/files/downloadables/1%20-%20Emergency%20Operations%20Plan.pdf. Accessed: December 3, 2025.

Burlingame General Plan, Community Safety Element

The Burlingame General Plan EIR concluded that the City will ensure that existing regulations and land use policies will be used to avoid or reduce identified potential environmental impacts associated with hazardous materials. Although no one goal or policy is expected to completely avoid or reduce an impact, the collective, cumulative mitigating benefits of the policies would result in a less-than-significant impact related to hazards and hazardous materials. Per the Burlingame General Plan EIR, the following goals and policies from the Community Safety Element would help reduce impacts to less than significant:

Goal CS-6: Protect residents, workers, and visitors from hazardous materials through improved regulations, disposal practices, location and site design requirements, and public information and education.[180]

Discussion

a. Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials? (Less than Significant)

Construction

The Project would transform a vacant parcel into a public nature and recreation park with an education center/event building (and associated roadways). Thus, construction of the Project would involve the routine transport, use, and disposal of hazardous materials such as solvents, paints, oils, grease, and fuels. Such transport, use, and disposal must comply with applicable regulations, such as those discussed in the *Regulatory Setting* section, above. Although materials such as solvents, paints, oils, grease, and fuels would be transported, used, and disposed of during construction, this would be a temporary occurrence. It is expected that any spills or releases involving such materials would be small, localized, and cleaned up as they occur, in compliance with standard practices for handling such materials. In addition, a SWPPP must be prepared and implemented during Project construction for coverage under the Construction General Permit, in accordance with the requirements of the State Water Board. The SWPPP requires implementation of best management practices for hazardous materials storage and soil stockpiles, inspections, maintenance, employee training, and the containment of releases to prevent runoff to stormwater collection systems or waterways (State Water Resources Control Board 2022). Therefore, with implementation of standard construction practices and applicable regulations, along with preparation of a Project-specific SWPPP, construction of the Project would not create a significant hazard for the public or the environment through the routine transport, use, or disposal of hazardous materials during construction. This impact would be ***less than significant***.

Operation

The proposed public nature and recreation park use, including the education center/event building, would require small amounts of hazardous chemicals, which are typical in these types of settings. These could include common materials such as toners, paints, restroom cleaners, and other maintenance materials. Grounds and landscape maintenance within the Project area would use a variety of commercial products that are considered hazardous materials, including fuels, cleaners and degreasers, solvents, paints, lubricants, adhesives, sealers, and pesticides/herbicides. Such materials are considered common, and it is unlikely that they would be stored or used in quantities that would result in a significant release.

[180] City of Burlingame. 2019. *Envision Burlingame Community Safety Element*. Available: https://burlingame.org/DocumentCenter/View/659/Chapter-8---Community-Safety-PDF. Accessed: December 3, 2025.

Any spills involving these materials would be small, localized, and cleaned up as they occur. This impact would be ***less than significant***.

b. Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment? (Less than Significant)

Hazardous materials, including fuel, solvents, paints, oils, and grease, would be transported, stored, used, and disposed of on-site during both Project construction and operation. It is possible that any of these substances could be released to the environment during transport, storage, use, or disposal. However, compliance with federal, state, and local regulations, in combination with temporary construction BMPs (as part of Construction General Permit requirements) would ensure that all hazardous materials would be used, stored, and disposed of properly, which would minimize potential impacts related to a hazardous materials release during construction or operation of the Project.

As discussed in the *Setting* section, a Project-specific Limited Phase I ESA was prepared by ICF in May 2024 (Appendix E). Six hazardous materials release sites were identified in the Limited Phase I ESA with some potential to affect the Project. The sites were listed in the LUST database with impacts on groundwater; however, all six sites were granted closure by the applicable oversight agency and, thus, were not considered an exposure risk for construction personnel and the surrounding environment. Furthermore, a historical records review, also conducted as part of the Limited Phase I ESA, did not identify any conditions indicative of potential hazardous materials impacts on the Project site.

As mentioned above, a site-specific SMP prepared by Langan Engineering and Environmental Services, Inc., in December 2023 stated that soil sampling was conducted on-site (2020 and 2022) to help characterize the site's subsurface conditions. Based on the soil samples collected, on-site fill material was identified as affected with petroleum hydrocarbons, heavy metals, and asbestos. As such, the developer/construction personnel would be required to implement recommendations found in Section 8.0, *Recommendations for Environmental Management,* of the SMP during any media-disturbing activities conducted on-site. These measures involve developing and implementing a health and safety plan, soil management procedures, odor and dust controls, asbestos-related Airborne Toxic Control Measure (ATCM) compliance procedures, stormwater pollution controls, groundwater management procedures, and contingency procedures for unknown or unexpected conditions. These recommendations, which are intended to facilitate compliance with applicable federal, state, and local laws and regulations, would be applicable to earthwork activities at the site as a result of the soil conditions. With implementation of the recommendations found in the SMP, impacts would be ***less than significant***.

c. Emit hazardous emissions or involve handling hazardous or acutely hazardous materials, substances, or waste within 0.25 mile of an existing or proposed school? (No Impact)

There are no schools within 0.25 mile of the Project site. The closest schools to the Project site are Burlingame High School, at 1 Mangini Way, (approximately 0.55 mile to the southwest), and Washington Elementary School, at 801 Howard Avenue (approximately 0.70 mile to the south). There would be ***no impact***.

d. Be located on a site that is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, create a significant hazard to the public or the environment? (No Impact)

United States Code Section 65962.5 (commonly referred to as the Cortese List) includes DTSC-listed hazardous waste facilities and sites, California Department of Health Services–listed contaminated wells for drinking water, State Water Board–listed sites with LUSTs or discharges of hazardous wastes or materials into the water or groundwater, and lists from local regulatory agencies of sites with a known migration of hazardous waste/material. The Project site was not listed in any of the databases searched during preparation of the Limited Phase I ESA. In addition, the Project site was not within any of the databases that make up CalEPA's *Cortese List Data Resources.*[181,182] Therefore, the Project would not create a significant hazard to the public or the environment, and there would be ***no impact***.

e. Be located within an airport land use plan area or, where such a plan has not been adopted, be within 2 miles of a public airport or public use airport and result in a safety hazard or excessive noise for people residing or working in the Project area? (Less than Significant)

The Project site is within Airport Influence Area B of the SFO ALUCP and required to comply with policies and actions concerning interior noise levels and maximum building heights, as included in the City General Plan, Specific Plan, Municipal Code, and Zoning Ordinance. [183] In October 2023, the City/County Association of Governments (C/CAG), acting as the San Mateo County Airport Land Use Commission, determined that Burlingame's Zoning Ordinance Update is conditionally consistent with the ALUCP. Thus, the Project, consistent with the 2040 General Plan land use and zoning designation, requires no additional determination from C/CAG. In addition, the Project site does not fall within any of the safety compatibility zones (as depicted in Exhibit IV-7 of the SFO ALUCP) and, therefore, is not within an area of potential danger involving operations at SFO. Therefore, the Project would not result in a safety hazard or excessive noise for people in the Project area, and impacts would be ***less than significant***.

f. Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan? (Less than Significant)

Construction of the Project could have some minor effects on emergency vehicle response; however, emergency vehicles would not be subject to traffic control devices such as stop signs or traffic signals used during Project construction and would be able to pass other vehicles. Moreover, the Project would not

[181] U.S.C. Section 65962.5 (Cortese List) includes DTSC-listed hazardous waste facilities and sites, Department of Health Services lists of contaminated drinking water wells, sites listed by SWRCB as having underground storage tank leaks or a discharge of hazardous wastes or materials into the water or groundwater, and lists from local regulatory agencies of sites with a known migration of hazardous waste/material. Specifically, the following resources provide information regarding facilities meeting "Cortese List" requirements:

- List of hazardous waste and substances sites from DTSC's EnviroStor database.
- List of leaking underground storage tank sites from SWRCB's GeoTracker database.
- List of solid waste disposal sites identified by SWRCB with waste constituents above hazardous waste levels.
- List of "active" cease-and-desist orders and cleanup and abatement orders from SWRCB.
- List of hazardous waste facilities subject to corrective action pursuant to Section 25187.5 of the Health and Safety Code, as identified by DTSC.

[182] CalEPA. 2024. *Cortese List Data Resources.* Available: https://calepa.ca.gov/sitecleanup/corteselist/. Accessed: June 17, 2024.

[183] Within Area B, the City/County Association of Governments (C/CAG) is responsible for reviewing proposed land use policy actions, including new general plans, specific plans, zoning ordinances, plan amendments, rezoning proposals, and land development proposals. As such, development could expose people residing or working in the area to a safety hazard or excessive noise because of proximity to SFO.

result in any substantial traffic queuing along Airport Boulevard or De Anza Boulevard and would not allow any construction vehicles or equipment to park or remain stationary within a roadway, which could cause delays. In addition, larger construction vehicles entering and exiting the site would be guided by personnel using signs and flags to direct traffic. Access points to the site would be provided to ensure proper access for emergency vehicles. Although the City does not have an established evacuation plan, the Project would adhere to the guidelines established by the Community Safety Element of the Burlingame General Plan.[184] Furthermore, the Project would not include any characteristics (e.g., permanent road closures, long-term blocking of road access) that would physically impair or otherwise interfere with emergency response or evacuation in the Project vicinity. Impacts would be ***less than significant.***

g. Expose people or structures, either directly or indirectly, to a significant risk of loss, injury, or death involving wildland fires? (No impact)

As stated under the *Setting* section, above, the Project site is in a developed and urbanized area of the city and not within or near a wildland area. Furthermore, the entire northern boundary of the site faces San Francisco Bay. In addition, the site is not within a designated Very High Fire Hazard Severity Zone of either a State Responsibility Aera or Local Responsibility Area.[185] ***No impact*** would occur.

[184] City of Burlingame. 2019. *Envision Burlingame General Plan*. General Plan Update. Available: https://burlingame.org/DocumentCenter/View/667/Adopted-General-Plan---Full-Document-PDF?bidId=. Accessed: January 7, 2025.

[185] California Department of Forestry and Fire Protection. 2024. *San Mateo County State Responsibility Area Fire Hazard Severity Zones*. Available: https://osfm.fire.ca.gov/what-we-do/community-wildfire-preparedness-and-mitigation/fire-hazard-severity-zones. Accessed: June 12, 2024.

X. Hydrology and Water Quality

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality?	☐	☐	☒	☐
b. Substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the Project would impede sustainable groundwater management of the basin?	☐	☐	☒	☐
c. Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or the addition of impervious surfaces, in a manner that would:	☐	☐	☒	☐
1. Result in substantial erosion or siltation on-site or off-site;	☐	☐	☒	☐
2. Substantially increase the rate or amount of surface runoff in a manner that would result in flooding on-site or off-site;	☐	☐	☒	☐
3. Create or contribute runoff water that would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff; or	☐	☐	☒	☐
4. Impede or redirect floodflows?	☐	☐	☒	☐
d. In flood hazard, tsunami, or seiche zones, risk a release of pollutants due to Project inundation?	☐	☐	☒	☐
e. Conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan?	☐	☐	☒	☐

Setting

The Project site is within the San Francisco Bay Estuaries watershed, which encompasses 98,506 acres, within the larger San Francisco Bay watershed.[186] The Project site is bordered to the north by San Francisco Bay, Sanchez Channel (also known as Sanchez Creek) to the east, and Anza Lagoon directly west of the Project site. The site is protected by a rubble wave barrier that has crest elevations of approximately 12 to 14 feet and is armored by concrete slabs. Portions of the site (adjacent to the Bay and within Sanchez

[186] U.S. Geological Survey. 2024. *Locate Your Groundwater Site by 10-Digit HUC – 1805000410 San Francisco Bay*. Available: https://water.usgs.gov/wsc/a_api/aquifers/watershed18/1805000410.html. Accessed: May 31, 2024.

Channel) are tidally influenced on a daily basis. Mean lower low water (MLLW) for the site was determined to be -0.79 feet, while the mean higher high water (MHHW) was 6.84 feet. The 1-year and 100-year extreme tide elevations were 8.11 feet and 10.32 feet, respectively.[187]

The Project site is relatively flat, with ground surface elevations generally ranging from 6 to 12 feet but several high areas on the north side of the site reaching 15 feet, which affects drainage patterns on the site.[188] Runoff from more than half of the site flows directly toward the constructed tidal marsh, San Francisco Bay, Anza Lagoon, and Sanchez Channel, all of which are controlled by tidal conditions, although water levels are unaffected by runoff from the Project site. The remainder of the site drains to an existing 36-inch municipal storm drain on Airport Boulevard or a 21-inch storm drain on Bay View Place.[189] Currently, the Project Site contains approximately 87,000 square feet (2.0 acres) of impervious area and 322,500 square feet (7.4 acres) of pervious area.

The State Water Board and the Regional Water Board monitor water quality in the Bay Area. These agencies oversee implementation of NPDES stormwater discharge permits. The State Water Board has implemented a NPDES Construction General Permit for the State of California (Order 2022-0057-DWQ). Dischargers whose projects disturb 1 or more acres of soil are required to obtain coverage under the Construction General Permit. The Construction General Permit requires a SWPPP to be prepared prior to commencement of construction.

The City of Burlingame participates in the San Mateo Countywide Pollution Prevention Program (SMCWPPP) and is required to implement low-impact development (LID) BMPs under NPDES Permit No. CAS612008, Order No. Order R2-2022-0018, adopted May 11, 2022, and amended in October 2023. This NPDES permit is also known as the MRP. Provision C.3 of the MRP is directly applicable to the Project. This provision allows permittees to include appropriate source control, site design, and stormwater treatment measures in new development and redevelopment projects to address both soluble and insoluble stormwater runoff pollutant discharges and prevent increases in runoff flows from new development and redevelopment projects. This goal is to be accomplished primarily through implementation of LID techniques. LID practices include source-control BMPs, site design BMPs, and stormwater treatment BMPs on-site or at a joint stormwater treatment facility.

Groundwater depths range from approximately 4.4 to 13 feet below ground surface (bgs); however, groundwater levels at the site may fluctuate considerably in response to tidal conditions.[190] Burlingame is within the Westside Groundwater Basin, which is designated as a very low-priority area, per the Sustainable Groundwater Management Act. The South Westside Basin Groundwater Management Plan is a voluntary groundwater management plan of which the City of Burlingame is a part. This voluntary groundwater management plan has the goal of ensuring a sustainable, high-quality, reliable water supply at a fair price, achieved through local groundwater management, for beneficial uses.

The Project site is predominantly within Federal Emergency Management Agency (FEMA) Zone X (unshaded), an area with a minimal flood hazard above the 500-year flood level and 100-year protection from extreme tides and wind-wave runup under historic conditions. However, the southern portion of the site is within FEMA Zone X (shaded), an area with a moderate flood hazard. This is usually the area between the limits of 100-year and 500-year floods. The area is also designated as the base floodplain for

[187] cbec eco engineering. 2021. *CEQA Impacts Assessment for Hydrology Technical Memorandum*. November 24.

[188] Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation Burlingame Shoreline Park Burlingame, California.* Prepared for the SPHERE Institute. June 28.

[189] cbec eco engineering. 2021. CEQA Impacts Assessment for Hydrology Technical Memorandum. November 24.

[190] Ibid.

lesser hazards, such as those associated with 100-year levee protection, or a shallow flooding area, with average depths of less than 1 foot or drainage areas of less than 1 square mile. Sanchez Channel is within FEMA Zone AE, which is the 100-year floodplain. It is also a special flood hazard area (SFHA) with a high risk from flooding and subject to inundation from a flood event with a 1 percent annual chance.[191] Sanchez Channel has a 100-year discharge at U.S. 101 of 1,600 cubic feet per second (cfs) and a 100-year base flood elevation (BFE) within Sanchez Lagoon of 10 feet.[192] San Francisco Bay is with FEMA Zone VE, a coastal SFHA with a known BFE of 12 feet,[193] which is approximately the crest elevation of the site's existing wave break.

Minor overtopping of the wave break occurs under 50- and 100-year flood events at sea level. During the period from 1939 to 2008, sea-level rise in the region occurred at a rate of 0.70 millimeter per year, but model projections indicate highly non-linear trends beyond that period of time.[194] Sea-level rise between 2000 and 2023 was determined to be approximately 0.3 foot, which was in agreement with the sea-level projection of 0.5 foot by 2030 and validated by a gage monitoring effort for Anza Lagoon and Sanchez Channel conducted in 2020 and 2021. Studies determined the total water level, including wave runup, for the 100-year event would be 2.26 feet above the reported 100-year surface water elevation (SWE). When extreme tide elevations throughout San Francisco Bay are also considered, the 100-year SWE near the Project site was an additional 10.32 feet (12.58 feet total). Given the approximately 12-foot elevation for parts of the existing wave break, limited inundation due to overtopping of the existing wave break could occur at the 100-year level. The San Francisco area would very likely experience 1.6 to 3.4 feet of sea-level rise by 2100. As a result, inundation frequency and severity are projected to increase with sea-level rise.[195]

A tsunami is a series of ocean waves caused by displacement of a large volume of water, typically as a result of an undersea earthquake or landslide. Tsunami maps indicate that the northern 100 feet of the site along San Francisco Bay is within the tsunami inundation zone.[196] San Francisco Bay is a large, open body of water with no immediate risk of seiche. Large waves generated in the Pacific Ocean undergo considerable refraction and diffraction upon passing through the Golden Gate, resulting in greatly reduced heights when they reach the Project site. Flood risks from a seiche event would be minimal in the Project vicinity.

Discussion

a. Violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality? (Less than Significant)

Construction activities have the potential to result in runoff that contains sediment and other pollutants, which could degrade water quality if not properly controlled. Sources of pollution associated with construction include chemical substances from construction materials and hazardous or toxic materials, such as fuels. As described in Impact IX(a), the Project would be subject to state and federal hazardous

[191] Federal Emergency Management Agency. 2019. *National Flood Hazard Layer FIRM 06081C0154G*. Panel 154 of 510. April 5.

[192] cbec eco engineering. 2021. *CEQA Impacts Assessment for Hydrology Technical Memorandum.* November 24.

[193] Federal Emergency Management Agency. 2019. *National Flood Hazard Layer FIRM 06081C0154G*. Panel 154 of 510. April 5.

[194] Ibid.

[195] Ibid.

[196] Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation Burlingame Shoreline Park Burlingame, California.* Prepared for the SPHERE Institute. June 28.

materials laws and regulations, which would minimize the risk of affecting the quality of surface water and groundwater.

More than 1 acre of soil would be affected by the Project; therefore, the Project would be subject to the Construction General Permit. Furthermore, the Project would be required to comply with the MRP. Erosion control requirements are stipulated in the Construction General Permit and the MRP. These requirements include preparation and implementation of a SWPPP that contains BMPs. The purpose of the SWPPP is to identify potential sediment sources and other pollutants and prescribe BMPs to ensure that potential adverse erosion, siltation, and contamination impacts do not occur during construction activities. Implementation of a SWPPP with BMPs would control erosion and protect water quality from potential contaminants in stormwater runoff emanating from the construction site. The soil management plan prepared for the Project site also includes measures related to soil management, soil material disposal, soil stockpiling procedures, and soil tracking.[197] BMPs may include appropriate covers, drains, and storage precautions for outdoor material storage areas; temporary cover for disturbed surfaces; and sediment basins or traps, earthen dikes or berms, silt fences, check dams, soil blankets or mats, covers for stock piles, or other BMPs to trap sediments. Such BMPs would help to protect surface water and groundwater quality during construction. In addition, implementation of MM BIO-8, Erosion and Sedimentation Control, would minimize impacts on tidal habitats. Measures include the installation of temporary sediment turbidity curtains around the worksite to minimize sediment transport. MM BIO-8 is further described in Section IV, *Biological Resources.*

Construction of the Project would involve ground-disturbing activities such as excavation. Excavation depths would extend to a maximum of approximately 60 feet below grade for construction activities related to the building structure. Groundwater depths range from approximately 4.4 to 13 feet bgs. Although no dewatering is anticipated for in-water work, it is anticipated that construction activities for structures would encounter groundwater and require passive dewatering. Dewatering could result in the exposure of pollutants from contaminated groundwater, if present. A Limited Phase I ESA was conducted to investigate the presence or history of hazardous waste sites, including contaminated groundwater, within or near the Project site. However, results indicate that off-site properties are unlikely to affect implementation of the Project, as described in Section IX, *Hazards and Hazardous Materials*. To discharge water to the Bay, the contractor would notify the San Francisco Bay Regional Water Board and comply with the board's requirements related to the quality of water and discharges. The Construction General Permit provides coverage for dewatering activities, provided that dischargers prove the quality of water to be adequate and not likely to affect beneficial uses. However, groundwater sampling and/or treatment may be required to ensure compliance with applicable construction dewatering discharge permitting. In the unlikely event that contaminated groundwater is encountered, compliance with discharge sampling, monitoring, and reporting requirements are required. If it is found that the groundwater does not meet water quality standards, it must either be treated prior to discharge so that all applicable water quality objectives (as designated in the Basin Plan) are met or hauled off-site for treatment and disposal at an appropriate waste treatment facility that is permitted to receive such water. In addition, the soil management plan prepared for the Project site includes measures to develop and implement groundwater management and contingency procedures for unknown or unexpected conditions. Therefore, groundwater quality impacts during construction would be ***less than significant***.

Pollutants in stormwater runoff from development, such as the Project, have the potential to violate water quality standards if the types and amounts are not adequately reduced. Stormwater runoff from the types

[197] Langan Engineering and Environmental Services, Inc. 2023. *Soil Management Plan, Burlingame Shoreline Park, 410 Airport Boulevard Burlingame, California.* Prepared for the SPHERE Institute. December 7.

of uses that would be facilitated by Project approval is regulated under the MRP. The Project site would treat stormwater on-site with LID treatment measures and mechanical treatment, as required by NPDES. Proposed BMPs include bioretention/detention basins, self-retaining areas, grassy swales, as well as pervious surfaces. The Project applicant would be required to submit the SMCWPPP checklist to the City to show compliance with NPDES regional permit requirements. BMPs included in site designs and plans for the Project would be reviewed by the City's engineering staff to ensure appropriateness and adequate design capacity prior to permit issuance. The San Francisco Bay Regional Water Board has incorporated requirements in the MRP to protect water quality and approved the SMCWPPP, which is in compliance with the Municipal Stormwater NPDES Permit. The City review and permitting process will ensure that the permit's waste discharge requirements are not violated by the Project. For these reasons, the Project would not violate water quality standards or waste discharge requirements during operation, including standards and requirements regarding surface water and groundwater quality. Operational impacts would be ***less than significant.***

b. Substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the Project would impede sustainable groundwater management of the basin? (Less than Significant)

Per the Sustainable Groundwater Management Act, all of California's 515 groundwater basins are classified into one of four categories: high, medium, low, or very low priority. The Project site is within the Westside Groundwater Basin, which is classified as very low priority. Groundwater is not a source of supply or recharge; the City's sole source of potable water is the San Francisco Public Utilities Commission (SFPUC) Regional Water System (RWS), which obtains approximately 85 percent of its water supply from Hetch Hetchy Reservoir. Nonetheless, the City is a part of the South Westside Basin Groundwater Management Plan, which is a voluntary groundwater management plan.

Groundwater was encountered at depths as low as 4.4 feet bgs.[198] There would very likely be localized dewatering related to excavated features such as utility trenches and building structure foundations. Although dewatering could be required, it would represent a short-term, less-than-significant impact because dewatering activities would be temporary. In addition, groundwater is not a source of water supply, and dewatering would not have a substantial adverse effect on surface water/groundwater interactions and recharge. Dewatering would not adversely affect groundwater supplies because the City's sole source of potable water is the SFPUC RWS. Following implementation, the Project would result in a 3 percent increase in impervious surface area. Of the approximately 9.4 acres of land on the Project site, 100,000 square feet (3.0 acres, or approximately 24 percent of the Project site) would comprise impervious surface areas or impermeable pavement. Pervious surface area would decrease from approximately 322,500 square feet (7.4 acres) to 309,500 square feet (7.1 acres). However, the remaining pervious surface area, which would include grassy swales, would provide the potential for groundwater recharge. On-site retention facilities, including rainwater cisterns, a bioretention feature, and self-retainment landscaping features, would also be incorporated into the Project site. Runoff would either drain toward the constructed marsh or drain directly to the Bay, while runoff from the impervious area would drain to adjacent landscape and bioretention areas or be treated through self-retainment, allowing on-site percolation of runoff from proposed impervious areas. It should be noted that, due to the depth of the aquifer and a subsurface clay layer that restricts surface water recharge, the Project site has poor recharge suitability.[199] Therefore, notwithstanding the slight reduction in pervious surface area, the Project would not substantially decrease

[198] Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation Burlingame Shoreline Park Burlingame, California.* Prepared for the SPHERE Institute. June 28.

[199] cbec eco engineering. 2021. *CEQA Impacts Assessment for Hydrology Technical Memorandum*. November 24.

groundwater supplies or interfere with groundwater recharge. The Project's impact would be ***less than significant.***

c. Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or through the addition of impervious surfaces, in a manner that would:

1. Result in substantial erosion or siltation on-site or off-site? (Less than significant)

A combination of temporary and permanent sheet-pile/cut-off walls may be required along the edge of the Project site to allow installation of the marsh and water access ramps. The proposed water rescue/kayak ramp would be within Sanchez Channel; however, the course of the channel would not be permanently altered. Construction of in-water features would be done by installing a turbidity curtain around the work area to contain sediment that would become temporarily suspended during construction. In-water work would also temporarily install sheet-pile coffer dams for dewatering, preventing ingress of Bay waters during construction. In addition, implementation of MM BIO-8, Erosion and Sedimentation Control, requires installation of temporary sediment turbidity curtains to minimize the transport of sediment-laden water.

Sediment may be introduced to the Bay on a short-term basis following construction because the site is exposed to tides. However, sediment and discharges would be managed through a SWPPP; long-term, off-site impacts from sedimentation are not anticipated. There is potential for sedimentation within the constructed tidal marsh, which would be a beneficial outcome of the Project.

Sedimentation within the constructed tidal marsh is expected. This would be beneficial with regard to resilience to sea-level rise. Movement of sediment parallel to the shoreline by currents and resuspension by winds is sufficient to counteract erosion due to receding tides and fluvial discharges from Sanchez Channel. Compared with Anza Lagoon and Sanchez Channel, the proposed tidal marsh has a much smaller tidal prism (i.e., the volume of water inundating the site between MLLW and MHHW) and therefore less potential for off-site erosion as the tide recedes. Furthermore, the amount of water in the marsh would be insufficient for scouring the bed of the Bay.[200]

Currently, sediment plumes are observed entering the Bay from both Anza Lagoon and Sanchez Creek during receding tides. Given the relatively small tidal prism for the Project compared to Anza Lagoon and Sanchez Creek, sediment discharges from the constructed marsh are likely to extend only small distances into the Bay, compared to existing conditions. Erosion within the marsh would also be managed by the presence of riprap within the inlet. Riprap would stabilize the invert and banks of the inlet channel and act as a grade control feature to prevent downcutting of the constructed marsh channels and associated sediment discharges to the Bay. Grading in the tidal marsh and revegetation would also reduce the potential for erosion. Ultimately, the marsh is expected to be a net sediment sink, not a sediment source. Sedimentation within the constructed marsh would allow marsh vegetation to persist as sea levels rise, a benefit of the Project. Furthermore, channel geometry in the slough network is based on hydraulic geometry and tidal systems. Sediment exchange between the constructed wetland and the Bay would occur at natural levels, similar to existing wetlands throughout the Bay. Following implementation, the Project would result in a 3 percent increase in impervious surface area, which could result in increased surface runoff. However, the amount of stormwater runoff and associated erosion or siltation generated at the site would be similar to the amount under existing conditions. Therefore, changes to drainage

[200] Ibid.

patterns due to the Project would not result in substantial erosion or siltation on-site site or off-site. Therefore, this impact would be ***less than significant***.

2. Substantially increase the rate or amount of surface runoff in a manner that would result in flooding on-site or off-site? (Less than Significant)

As described above in Impact X(c1), the Project would not alter the course of a stream or river. The Project site does not contribute substantially to a downstream watershed; therefore, it would not result in flooding off-site. Following implementation, the Project would result in a 3 percent increase in impervious surface area, which could result in increased surface runoff. However, the amount of stormwater runoff generated at the site would be similar to existing conditions. Runoff from more than half of the site flows directly toward the constructed tidal marsh, San Francisco Bay, Anza Lagoon, and Sanchez Channel, all of which are controlled by tidal conditions; water levels are unaffected by runoff from the Project site. The remainder of the site uses retention facilities and a proposed 8-inch connection to an existing 36-inch municipal storm drain. Planned on-site retention facilities include rainwater cisterns, a bioretention feature, and self-retainment in landscape features that would be adjacent to proposed impervious surfaces. These features would be adequately sized to comply with applicable stormwater regulations for the quality and quantity of site runoff. The combination of these features would prevent on-site and off-site flooding. Therefore, changes to drainage patterns due to the Project would not substantially increase the rate or amount of surface runoff in a manner that would result in flooding on-site or off-site. This impact would be ***less than significant***.

3. Create or contribute runoff water that would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff? (Less than Significant)

As stated in Impact X(a), the Construction General Permit would require the Project to implement a SWPPP with BMPs during construction to protect water from potential contaminants in stormwater runoff from the site. Following implementation, the Project would result in a 3 percent increase in impervious surface area, which could result in increased surface runoff and associated polluted runoff. However, the amount of stormwater runoff generated at the site would be similar to the amount under existing conditions. Furthermore, the Project would also be subject to the requirements of Provision C.3 of the MRP. The Project site would treat stormwater on-site with LID treatment measures and mechanical treatment, as required by NPDES. Proposed BMPs include bioretention/detention basins, self-retaining areas, grassy swales, as well as pervious surfaces, which would manage surface runoff and associated pollutants. On-site stormwater retention features and any proposed connections to the existing storm drain network would be adequately sized to comply with applicable regulations and site constraints. As a result, the demands on the City stormwater drainage system would be reduced; there would be no additional sources of polluted runoff. Through compliance with state and local regulations, as well as implementation of BMPs, impacts related to surface runoff, including capacity of the drainage system or additional sources of polluted runoff, would be ***less than significant***.

4. Impede or redirect floodflows? (Less than Significant)

The Project site is predominantly located within FEMA Zone X (unshaded), an area with a minimal flood hazard,; however, the southern portion of the Project site is within FEMA Zone X (shaded), between the limits of the 100-year and 500-year floods. Areas of the Project site within SFHAs (FEMA Zone AE and VE)

encompass the water bodies within the Project site, including Sanchez Channel and San Francisco Bay.[201] Although the proposed water rescue/kayak ramp in Sanchez Channel would be within the flood zone, it would not obstruct or constrict flow in a manner that would increase flood risk.

In the near term, LID treatment measures and mechanical treatment such as bioretention areas, self-retaining areas, and self-treating areas would manage flows and minimize the potential for overland or impeded floodflows. Under a medium-high risk projection, 6.9 feet of sea-level rise is expected by 2100. Under this scenario, the 100-year SWE at the Project site is anticipated to be 17.2 feet. Some Project elements, such as the education center, would be designed to be resilient to this level of inundation; however, much of the site would be highly submerged at this level. Although the Project is not intended to function as a flood control project, construction of the restored tidal marsh and raised ecotone slope along the landward portion of the site is expected to have a net flood benefit in the near-term and would not present substantial obstacles to floodflows under extreme sea-level rise conditions.[202] Therefore, the Project would not impede or redirect floodflows, and impacts would be ***less than significant***.

d. In flood hazard, tsunami, or seiche zones, risk release of pollutants due to Project inundation? (Less than Significant)

Overtopping of the wave break may occur during a 50- or 100-year flood event in combination with wave runup and extreme tides, resulting in inundation. The frequency of flooding at the Project site is likely to increase due to sea-level rise.[203] As part of the Project, existing fill within the restored marsh would be over-excavated by 1 to 3 feet below the design grade and replaced with clean soil that meets Regional Water Quality Control Board requirements. The placement of 1 to 3 feet of clean soil would allow minor lateral meandering of the restored tidal marsh. It would not present substantial obstacles to floodflows under extreme sea-level rise conditions. The northern 100 feet of the site along San Francisco Bay is within the tsunami inundation zone and, therefore, subject to flooding from tsunami.[204] Although the Bay is a large and open body of water, there is no immediate risk of seiche. Large waves, both sea and swell, generated in the Pacific Ocean undergo considerable refraction and diffraction upon passing through the Golden Gate, resulting in greatly reduced heights when they reach the Project site. Therefore, there is no risk of seiche that would affect the Project site, and the Project site is not subject to flooding from a seiche.

Pollutant concerns on the Project site include existing contaminated fill. However, existing fill within the restored marsh and ecotone would be over-excavated and replaced with clean soil that meets the San Francisco Bay Regional Water Board's wetland surface material contaminant criteria for the protection of aquatic organisms in the baylands. Over-excavation and backfilling with clean material would provide a buffer between the surface material that would be exposed to inundation and the existing underlying material that would exceed the Regional Water Board's surface criteria with regard to pollutants.[205]

Proposed operation of the site would not require use or storage of hazardous materials that could be released during inundation events. In the event of a flood hazard, to reduce the risk of pollutant release, the Project would comply with the requirements of local water quality programs and associated municipal stormwater NPDES, municipal separate storm sewer systems (MS4), and MRP permits to manage flood

[201] Federal Emergency Management Agency. 2019. *National Flood Hazard Layer FIRM 06081C0154G*. Panel 154 of 510. April 5.

[202] cbec eco engineering. 2021. *CEQA Impacts Assessment for Hydrology Technical Memorandum*. November 24.

[203] Ibid.

[204] Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation Burlingame Shoreline Park Burlingame, California*. Prepared for the SPHERE Institute. June 28.

[205] cbec eco engineering. 2021. *CEQA Impacts Assessment for Hydrology Technical Memorandum*. November 24.

risks and water quality. Conformance with these requirements would ensure that any risk of release of pollutants due to Project inundation in a flood hazard, tsunami, or seiche zone would be minimized. The Project would not release pollutants due to Project inundation by flood hazard, tsunami, or seiche, resulting in ***less-than-significant*** impacts.

e. Conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan? (Less than Significant)

Project implementation would not conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan. The Project would result in an increase in impervious surface area, which would result in an increase in stormwater volumes and associated pollutants leaving the Project site. However, the Project site would treat stormwater with LID treatment measures, including bioretention/detention basins, self-retaining areas, and grassy swales. The Project applicant would comply with the appropriate water quality objectives for the region, including the MRP. The City review and permitting process would ensure that the permit's waste discharge requirements would not be violated by the Project. As part of compliance with permit requirements during ground-disturbing or construction activities, implementation of water quality control measures and BMPs would ensure that water quality standards would be achieved, including water quality objectives that protect designated beneficial uses of surface water and groundwater, as defined in *San Francisco Bay Basin (Region 2) Water Quality Control Plan*.[206]

The NPDES Construction General Permit requires stormwater discharges not to contain pollutants that cause or contribute to an exceedance of any applicable water quality objectives or water quality standards, including designated beneficial uses. In addition, as described in Impact X(b), the City is part of the South Westside Basin Groundwater Management Plan, which is a voluntary groundwater management plan. Dewatering would be conducted temporarily during the construction phase. Despite requiring temporary passive dewatering during construction, dewatering would not alter groundwater supply. The Project would not conflict with implementation of this plan because it would not conflict with the plan's goal of ensuring a sustainable, high-quality reliable water supply. Furthermore, the Project would incorporate on-site retention facilities, including rainwater cisterns, a bioretention feature, self-retainment landscaping features, and grassy swales, which would provide the potential for groundwater recharge. Thus, the Project would not conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan, and the impact would be ***less than significant***.

[206] San Francisco Regional Water Quality Control Board. 2023. *San Francisco Bay Basin (Region 2) Water Quality Control Plan*. March 7, 2023. Available: https://www.waterboards.ca.gov/sanfranciscobay/basin_planning.html#basinplan. Accessed: August 25, 2024.

XI. Land Use and Planning

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Physically divide an established community?	☐	☐	☐	☒
b. Result in a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?	☐	☐	☒	☐

Setting

The Project site is governed by the 2040 General Plan, the Burlingame Municipal Code, and the Airport Land Use Compatibility Plan (ALUCP). The Project site is within the ALUCP's San Francisco International (SFO) Airport Influence Area B, which requires new plans and projects to demonstrate consistency with the goals and policies of the ALUCP.[207] Burlingame is divided into a series of planning areas with a variety of land uses, including commercial, office, cultural, civic, and quasi-civic uses. Land uses in the vicinity of the Project site include a mix of commercial, office, hotel, restaurant, and park uses. In addition, the Project site is in the vicinity of two large-scale transportation uses: SFO, approximately 1.5 mile to the northwest, and US 101, approximately 0.25 mile to the south.

On January 7, 2019, the City adopted its *Envision Burlingame General Plan* (2040 General Plan), which updated the City's previous general plan, including vision, goals, policies, and land use designations to provide direction for Burlingame's growth through 2040.[208] The Project site is within the Bayfront Commercial (BFC) land use designation. According to the 2040 General Plan, the BFC land use designation encourages entertainment venues, restaurants, hotels and motels, retail establishments, higher-intensity office uses, and public open space uses. In addition to public open spaces, this designation also allows existing open space easements to implement local and regional objectives related to trail plans, recreation, and habitat preservation. This is because the City aims to prioritize public access to the waterfront.

The Project site is also zoned Anza Area (AA) under the Burlingame Municipal Code (AA zoning in effect at time of Project submittal), which allows for a mix of uses, including office uses, research and development (R&D), and associated laboratory uses and instructional activities.[209] Building heights of up

[207] City/County Association of Governments of San Mateo County. 2012. *Comprehensive Airport Land Use Compatibility Plan for the Environs of San Francisco International Airport*. November. Available: https://ccag.ca.gov/wp-content/uploads/2014/10/Consolidated_CCAG_ALUCP_November-20121.pdf. Accessed: June 27, 2024.

[208] City of Burlingame. 2024. *General Plan Update*. Available: https://burlingame.org/252/General-Plan-Update. Accessed: June 27, 2024.

[209] The zoning designation for the Project site was AA at the time the Project was submitted; the Project is evaluated as such throughout this IS/MND. However, it is noted that since the Project was submitted, the zoning designation has changed for the Project site (now zoned BFC to bring the site's zoning into conformance with the General Plan designation). The AA zoning designation allows a mix of uses, including office uses, research and development (R&D), and associated laboratory uses and instructional activities with building heights of up to 65 feet and floor area ratios (FARs) of 0.6. The updated BFC zoning designation also allows office and R&D uses as well as both local and tourist-related commercial uses that take advantage of views of and access to the Bay. Building heights under the BFC designation are up to 65 feet with FARs from 1.0 to 3.0.

to 65 feet are permitted. However, no building or structure can exceed 40 feet within 100 feet of the Bay shoreline, as defined by the BCDC. Offices with a maximum floor area ratio (FAR) greater than 0.6, including R&D developments with associated laboratory uses, require a conditional use permit.

The Project site, which includes approximately 9.4 acres of on land and approximately 0.83 acre in Sanchez Channel, is in the northeastern portion of the city. The Project site is within the BCDC shoreline band.[210] An unimproved portion of the Bay Trail is located along the northern edge of the Project site, and an unused gravel parking lot is located at the western edge of the Project site, adjacent to a paved parking lot for Kincaid's, a restaurant. There is also an abandoned paved parking lot on the eastern edge of the site, along with other hardscape infrastructure from the former Sherman restaurant, which was on a moored boat in Sanchez Creek. An FAA tower associated with San Francisco International Airport (SFO) is on an easement within this eastern parking lot. The easement is currently leased from SLC. Upon commencement of Project construction, the site would comprise a public nature and recreation park with an education center/event building, along with a drop-off loop and one-way drive with parking.

Discussion

a. Physically divide an established community? (No Impact)

The Project site is currently vacant and undeveloped, other than the FAA tower, an unimproved portion of the Bay Trail, and parking surfaces. The Project would redevelop the vacant parcel into a public nature and recreation park with an education center/event building and on-site parking. This would be consistent with planned land uses established in the 2040 General Plan. No residential uses or established communities are within the immediate vicinity of the Project site. Implementation of the Project would not result in physical division of an established community. Therefore, there would be ***no impact.***

b. Result in a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect? (Less than Significant)

The Project site is designated BFC in the Burlingame General Plan and within the AA zoning district. The Burlingame General Plan is a legal document that is required by state law. It provides direction for development and the use of land in the city. All development in the city must conform to the land use designations outlined in the Burlingame General Plan. The Project would be consistent with the existing BFC land use designation, which allows public open spaces as a permitted use. It would also be consistent with those uses permitted under the AA zoning district and the Burlingame Municipal Code. However, the Project would require a conditional use permit as a publicly owned recreational facility and a parking variance for off-site parking and valet parking.

With the conditional use permit, the Project would be consistent with the requirements set forth for development in the AA zoning district, which allows a building height of 40 feet within 100 feet of the Bay shoreline and a FAR of 0.6. The proposed education center/event building would have a maximum height of approximately 33 feet; the Project's FAR would be 0.03. The Project would also require a parking variance for off-site parking as well as valet parking, which would accommodate proposed uses and events held at the education center/event building. The Project would be consistent with all other zoning regulations, including those pertaining to uses, setbacks, view corridors, lot coverage, minimum lot size, landscaping, and trash and loading docks. The General Plan states that "the Bayfront will be a regional

[210] The shoreline band is the land extending inland 100 feet from the shoreline of the Bay, which is within the jurisdiction of BCDC.

recreation and business destination." The Project would support this overall vision by providing a new, publicly accessible 10.2-acre public nature and recreation park with an education center/event building on the waterfront. Therefore, with the conditional use permit for the publicly owned recreational facility, the Project would be consistent with the AA zoning designation and BFC land use designation.

The 2040 General Plan, Community Character chapter, includes various goals, policies, and guidelines pertaining to growth, development, and design standards. In particular, the following goals and policies would apply to the Project:

- **Policy CC-1.9:** Green Building Practice and Standards Support the use of sustainable building elements such as green roofs, cisterns, and permeable pavement, continue to enforce the California Green Building Standards Code (CALGreen), periodically revisit the minimum standards required for permit approval, and adopt zero-net-energy building goals for municipal buildings.
- **Policy CC-1.13**: Support the electric vehicle network by incentivizing use of electric vehicles and installations of charging stations.
- **Policy CC-1.14:** Bird-friendly Design For projects in the Bayfront area, incorporate into the development review process design measures that promote bird safety as a means of minimizing adverse effects on native and migratory birds.
- **Goal CC-5:** Maintain and promote the Bayfront Area as a premier destination along San Francisco Bay for land- and water-based recreation, hospitality uses, creative industries, logistics support, water-based transit service, and local businesses that benefit from proximity to San Francisco International Airport.
- **Policy CC-5.4:** Preserve and enhance Bayfront parks and open spaces, and identify strategies to increase usage of recreational amenities.
- **Policy CC-5.5:** Trail Connectivity Coordinate with partner agencies to connect gaps in the Bay Trail, and require new waterfront development to improve and maintain trail segments along property lines.
- **Policy CC-6.1:** Ensure that new development preserves public views to the waterfront. Consider sightlines and viewsheds from Bayfront open spaces when planning future projects.
- **Policy CC-6.6:** Accommodate access to the Bay for water-based recreation and transit uses.
- **Policy CC-6.7:** Sea Level Rise Require that new and existing development along the Bayfront make provisions for sea level rise and flood risks, which may involve payment of assessments to fund City or other efforts to build a unified defense system. Maintain minimum waterfront setback, with the setback area providing space in the future to accommodate sea level rise and flooding defenses. Design new buildings with habitable areas elevated to minimize potential damage from exceptional storm events.

In general, the Project would be consistent with the 2040 General Plan goals and policies. However, it should be noted that the ultimate determination regarding General Plan consistency will be made by the City Planning Commission. In addition, the ultimate findings regarding General Plan consistency does not require the Project to be entirely consistent with each individual goal and policy. A project can be generally consistent with the General Plan, even though the project may not promote every applicable goal and policy.

The ALUCP identified policies for projects within the airport influence area. Although the Project site is in an airport influence area (Area B), in October 2023, C/CAG determined that Burlingame's Zoning Ordinance Update, including zoning for AA, is conditionally consistent with the ALUCP.[211] The Project, being consistent with the 2040 General Plan land use and zoning designation of AA, requires no additional determination from C/CAG. The Project would, therefore, be consistent with the ALUCP. Although the Project is within influence Area B, as addressed under Section IX, *Hazards and Hazardous Materials*, it is not within any noise contours, as discussed in Section XIII, *Noise*.

As mentioned in Chapter 2, *Project Description*, the northern portion of the Project site is adjacent to San Francisco Bay; it contains a portion of the 100-foot shoreline band within the jurisdiction of the San Francisco Bay Conservation and Development Commission (BCDC). Because a portion of the Project site is within 100 feet of the navigable slough, Project-related work within the 100-foot shoreline band would be subject to the McAteer-Petris Act, thereby requiring a permit from BCDC. The McAteer-Petris Act allows BCDC to issue or deny permits for work that would place fill, extract material, or change the use of any land, water, or structure within the area of its jurisdiction, in conformance with San Francisco Bay Plan policies and McAteer-Petris Act requirements. The permit would be reviewed and approved by BCDC to ensure that the Project, as well as all Project-related activities within the shoreline band, would be consistent with the requirements of the San Francisco Bay Plan and McAteer-Petris Act. The Project Sponsor would be required to secure a BCDC permit prior to issuance of the Project's building permit. Furthermore, the proposed Project is being designed in coordination with OneShoreline to ensure compatibility with the Millbrae-Burlingame Shoreline Protection and Enhancement Project.[212]

The Project would be generally consistent with the Municipal Code and 2040 General Plan land use designations, plans, and policies, as well as the ALUCP and San Francisco Bay Plan, resulting in a ***less-than-significant*** impact.

[211] City/County Association of Governments of San Mateo County Board of Directors. 2023. *C/CAG and San Mateo County Airport Land Use Commission Minutes.* Review and approval of Resolution 23-89, determining that the Burlingame Zoning Ordinance Update is conditionally consistent with the Comprehensive Airport Land Use Compatibility Plan for the Environs of San Francisco International Airport. October 12.

[212] The Millbrae-Burlingame Shoreline Protection and Enhancement Project would include a combination of offshore and shoreline features to protect communities from coastal hazards and sea-level rise; it would also improve habitats and recreational opportunities along the Bay shoreline south of SFO and immediately adjacent to the cities of Millbrae and Burlingame.

XII. Mineral Resources

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	☐	☐	☐	☒
b. Result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan?	☐	☐	☐	☒

Setting

The California Surface Mining and Reclamation Act (SMARA) of 1975 requires the State Geologist to classify land into Mineral Resource Zones (MRZs), according to the known or inferred mineral potential of the land. According to available data, the Project site and the area surrounding the Project site have been classified as MRZ-1.[213] The California Department of Conservation, Division of Mines and Geology, defines MRZ-1 as follows:

> MRZ-1: Areas where adequate geologic information indicates that no significant mineral deposits are present or where it is judged that little likelihood exists for their presence. This zone is applied where well-developed lines of reasoning, based on economic geologic principles and adequate data, indicate that the likelihood for any occurrence of significant mineral deposits is nil or slight.[214]

Discussion

a. Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state? (No Impact)

As identified above, the Project site is identified as MRZ-1 and is not underlain by any known significant mineral deposits. Therefore, the Project would not result in the loss of availability of such resources, and there would be ***no impact***.

b. Result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan? (No Impact)

The Project site is vacant, and surrounding areas are developed and not used for mineral recovery. No known mineral resources, including locally important mineral resources, are known to exist within the Project site or the surrounding area. Therefore, the Project would not result in the loss of availability of such resources, and there would be ***no impact***.

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[213] California Department of Conservation. 1996. *Update of Mineral Land Classification: Aggregate Materials in the South San Francisco Bay Production—Consumption Region.* Map prepared by Susan Kohler-Antablin. California Department of Conservation, Division of Mines and Geology, Sacramento, CA. Accessed: June 4, 2024.

[214] California Department of Conservation. 2000. *Guidelines for Classification and Designation of Mineral Lands.* Available: https://www.conservation.ca.gov/smgb/Guidelines/Documents/ClassDesig.pdf. Accessed: June 4, 2024.

XIII. Noise

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Generate a substantial temporary or permanent increase in ambient noise levels in the vicinity of the Project in excess of standards established in a local general plan or noise ordinance or applicable standards of other agencies?	☐	☐	☒	☐
b. Generate excessive ground-borne vibration or ground-borne noise levels?	☐	☐	☒	☐
c. Be located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within 2 miles of a public airport or public use airport and expose people residing or working in the Project area to excessive noise levels?	☐	☐	☐	☒

Setting

Overview of Noise and Sound

Noise is commonly defined as unwanted sound that annoys or disturbs people and potentially has an adverse psychological or physiological effect on human health. Because noise is an environmental pollutant that can interfere with human activities, an evaluation of noise is necessary when considering the environmental impacts of a proposed project.

Sound is characterized by various parameters, including the rate of oscillation of sound waves (frequency), the speed of propagation, and the pressure level or energy content (amplitude). In particular, the sound pressure level is the most common descriptor used to characterize the loudness of an ambient (existing) sound level. Although the decibel scale, a logarithmic scale, is used to quantify sound intensity, it does not accurately describe how sound intensity is perceived by human hearing. The human ear is not equally sensitive to all frequencies in the spectrum; therefore, noise measurements are weighted more heavily toward frequencies to which humans are sensitive through a process referred to as A-weighting.

Human sound perception, in general, is such that a change in sound level of 1 decibel (dB) cannot typically be perceived by the human ear, a change in sound level of 3 dB is just noticeable, a change of 5 dB is clearly noticeable, and a change of 10 dB is perceived as doubling or halving the sound level. A doubling of the actual sound energy is required to result in a 3 dB (i.e., barely noticeable) increase in noise; in practice, this means that the volume of traffic on a roadway typically needs to double to result in a noticeable increase in noise.[215]

[215] California Department of Transportation. 2013. *Technical Noise Supplement to the Traffic Noise Analysis Protocol.* September. Available: https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/tens-sep2013-a11y.pdf. Accessed: December 10, 2024.

The decibel level of a sound decreases (or attenuates) exponentially as the distance from the source of that sound increases. For a point source, such as a stationary compressor or construction equipment, sound generally attenuates at a rate of 6 dB per doubling of distance. For a line source, such as free-flowing traffic on a freeway, sound generally attenuates at a rate of 3 dB per doubling of distance. Atmospheric conditions, including wind, temperature gradients, and humidity, can change how sound propagates over distance and affect the level of sound received at a given location. The degree to which the ground surface absorbs acoustical energy also affects sound propagation. Sound that travels over an acoustically absorptive surface, such as grass, attenuates at a greater rate than sound that travels over a hard surface, such as pavement. The increased attenuation is typically in the range of 1 to 2 dB per doubling of distance. Barriers, such as buildings and topographic features that block the line of sight between a source and receiver, also increase the attenuation of sound over distance.

In urban environments, simultaneous noise from multiple sources may occur. Because sound pressure levels, expressed in decibels, are based on a logarithmic scale, they cannot be added or subtracted in the usual arithmetical way. Adding a new noise source to an existing noise source, with both producing noise at the same level, will not double the noise level. If the difference between two noise sources is 10 A-weighted decibels (dBA) or more, the higher noise source will dominate, and the resultant noise level will be equal to the noise level of the higher noise source. In general, if the difference between two noise sources is 0 to 1 dBA, the resultant noise level will be 3 dBA higher than the higher noise source, or both sources if both are equal. If the difference between two noise sources is 2 to 3 dBA, the resultant noise level will be 2 dBA above the higher noise source. If the difference between two noise sources is 4 to 10 dBA, the resultant noise level will be 1 dBA higher than the higher noise source.

Community noise environments are generally perceived as quiet when the 24-hour average noise level is below 45 dBA, moderate in the 45 to 60 dBA range, and loud above 60 dBA. Very noisy urban residential areas are usually around 70 dBA with respect to the community noise equivalent level (CNEL). Along major thoroughfares, roadside noise levels are typically between 65 and 75 dBA CNEL. Incremental increases of 3 to 5 dB to the existing 1-hour equivalent sound level (L_{eq}), or CNEL, are common thresholds for an adverse community reaction to a noise increase. However, there is evidence that incremental thresholds in that range may not be adequately protective in areas where noise-sensitive uses are located and the CNEL is already high (i.e., above 60 dBA). In those areas, limiting noise increases to 3 dB or less is recommended. Noise intrusions that cause short-term interior noise levels to rise above 45 dBA at night can disrupt sleep. Exposure to noise levels greater than 85 dBA for 8 hours or longer can cause permanent hearing damage.

Because sound levels can vary markedly over a short period of time, various descriptors or noise "metrics" have been developed to quantify environmental and community noise. These metrics generally describe either the average character of the noise or the statistical behavior of the variations in the noise level. Table 3.13-1, below, describes typical A-weighted sound levels for various noise sources.

Table 3.13-1. Typical A-Weighted Sound Levels

Common Outdoor Noise Source	Sound Level (dBA)	Common Indoor Noise Source
	— 110 —	Rock band
Jet flying at 1,000 feet		
	— 100 —	
Gas lawn mower at 3 feet		
	— 90 —	
Diesel truck at 50 feet at 50 mph		Food blender at 3 feet
	— 80 —	Garbage disposal at 3 feet
Noisy urban area, daytime		
Gas lawn mower at 100 feet	— 70 —	Vacuum cleaner at 10 feet
Commercial area		Normal speech at 3 feet
Heavy traffic at 300 feet	— 60 —	
		Large business office
Quiet urban, daytime	— 50 —	Dishwasher in next room
Quiet urban, nighttime	— 40 —	Theater, large conference room (background)
Quiet suburban, nighttime		
	— 30 —	Library
Quiet rural, nighttime		Bedroom at night
	— 20 —	
		Broadcast/recording studio
	— 10 —	
Lowest threshold of human hearing	— 0 —	Lowest threshold of human hearing

Source: California Department of Transportation. 2013. *Technical Noise Supplement to the Traffic Noise Analysis Protocol.* September. Available: https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/tens-sep2013-a11y.pdf. Accessed: December 10, 2024.

Overview of Ground-borne Vibration

Ground-borne vibration is an oscillatory motion of the soil with respect to the equilibrium position. It can be quantified in terms of velocity or acceleration. Variations in geology and distance result in different vibration levels, including different frequencies and displacements. In all cases, vibration amplitudes decrease with increased distance.

The operation of heavy construction equipment creates seismic waves that radiate along the surface of and downward into the ground. These surface waves can be felt as ground vibration. Vibration from the operation of construction equipment can result in effects that range from annoyance for people to damage for structures. Perceptible ground-borne vibration is generally limited to areas within a few hundred feet of construction activities. As seismic waves travel outward from a vibration source, they cause rock and soil particles to oscillate. The actual distance that these particles move is usually only a few ten thousandths to a few thousandths of an inch. The rate or velocity, expressed in inches per second, at which these particles move is the commonly accepted descriptor of vibration amplitude, peak particle velocity (PPV).

Vibration amplitude attenuates (or decreases) over distance. Attenuation is a complex function of how energy is imparted into the ground as well as the soil or rock conditions through which the vibration is traveling. Variations in geology can result in different vibration levels.

The potential impacts of vibration during construction were evaluated using the construction vibration modeling methods recommended by the U.S. Department of Transportation. The California Department of Transportation (Caltrans) provides guidelines regarding vibration associated with construction and the operation of transportation infrastructure.[216] Table 3.13-2 provides the Caltrans vibration guidelines regarding potential damage for different types of structures.

Table 3.13-2. Caltrans Vibration Guidelines for Potential Damage to Structures

	Maximum Peak Particle Velocity (PPV, in/sec)	
Structure Type and Condition	**Transient Sources**	**Continuous/Frequent Intermittent Sources**
Extremely fragile historic buildings	0.12	0.08
Fragile buildings	0.2	0.1
Historic and some older buildings	0.5	0.25
Older residential structures	0.5	0.3
New residential structures	1.0	0.5
Modern industrial/commercial buildings	2.0	0.5

Source: California Department of Transportation. 2020. *Transportation and Construction Vibration Guidance Manual*. Final. CT-HWANP-RT-20-365.01.01. April. Sacramento, CA. Available: https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/tcvgm-apr2020-a11y.pdf. Accessed: December 10, 2024.

Ground-borne vibration and noise can also disturb people. Numerous studies have been conducted to characterize the human response to vibration, which are discussed in Federal Transit Administration (FTA) and Caltrans guidance. People are generally more sensitive to vibration during nighttime hours when they are sleeping than in the daytime. Vibration from frequent intermittent sources may be distinctly perceptible at a PPV of 0.04 inch per second (in/sec) and strongly perceptible at a PPV of 0.10 in/sec.[217] Table 3.13-3 provides the Caltrans vibration guidelines regarding potential human annoyance.

[216] California Department of Transportation. 2020. *Transportation and Construction Vibration Guidance Manual*. April. Sacramento, CA. Available: https://dot.ca.gov/-/media/dot-media/programs/%20environmental-analysis/documents/ env/tcvgm-apr2020-a11y.pdf. Accessed: December 10, 2024.

[217] Federal Transit Administration. 2018. *Transit Noise and Vibration Impact Assessment Manual*. (FTA Report No. 0123.) Available: https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/research-innovation/118131/transit-noise-and-vibration-impact-assessment-manual-fta-report-no-0123_0.pdf. Accessed: December 10, 2024.

Table 3.13-3. Caltrans Guidelines for Vibration Annoyance Potential Error! Bookmark not defined.

	Maximum PPV (in/sec)	
Human Response	**Transient Sources**	**Continuous/Frequent Intermittent Sources**
Barely perceptible	0.04	0.01
Distinctly perceptible	0.25	0.04
Strongly perceptible	0.9	0.10
Severe	2.0	0.4

Source: California Department of Transportation. 2020. *Transportation and Construction Vibration Guidance Manual*. Final. CT-HWANP-RT-20-365.01.01. April. Sacramento, CA. Available: https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/tcvgm-apr2020-a11y.pdf. Accessed: December 10, 2024.

Note: Transient sources create a single, isolated vibration event (e.g., blasting or the use of drop balls). Continuous/frequent intermittent sources include impact pile drivers, pogo-stick compactors, crack-and-seat equipment, vibratory pile drivers, and vibratory compaction equipment.

Existing Noise Environment

Noise-Sensitive Land Uses

Noise-sensitive land uses are generally defined as locations where people reside or where the presence of unwanted sound could adversely affect use of the land. Noise-sensitive land uses typically include residential areas, hospitals, hotels, and schools. Regarding the nearest noise-sensitive land uses site, the Project site is surrounded on three sides by a mix of commercial uses, office buildings, municipal parks, transient lodging (Hilton Hotel), and restaurants; one side is adjacent to San Francisco Bay. Fisherman's Park and the Meta Reality Labs campus are east of the site; a variety of office buildings and restaurants are south of the Project site, across Airport Boulevard. The Hilton San Francisco Airport Bayfront Hotel is to the southwest and Kincaid's Fish, Chop & Steakhouse is to the west. North of the Project site is San Francisco Bay.

Noise Measurement Survey

A field survey was conducted by Illingworth & Rodkin, Inc., between Friday, January 21, and Tuesday, January 25, 2022, to characterize the existing ambient noise environment in the vicinity of the Project site. The survey included two long-term measurements (24 hours or more) and two short-term measurements (10 minutes). Refer to Figure 3.13-1 for the noise measurement location map.

Long-term measurements were conducted near the intersection of Airport Boulevard and Bay View Place (LT-1) and the northeast corner of the site (LT-2). Short-term measurements were conducted at the northwest corner of the Project site (ST-1) and along Airport Boulevard (ST-2). The existing noise environment is dominated by automobile traffic along Airport Boulevard and aircraft noise from San Francisco International Airport (SFO). Table 3.13-4, below, shows the results of the long-term noise monitoring. Table 3.13-5 shows the results of the two short-term measurements.

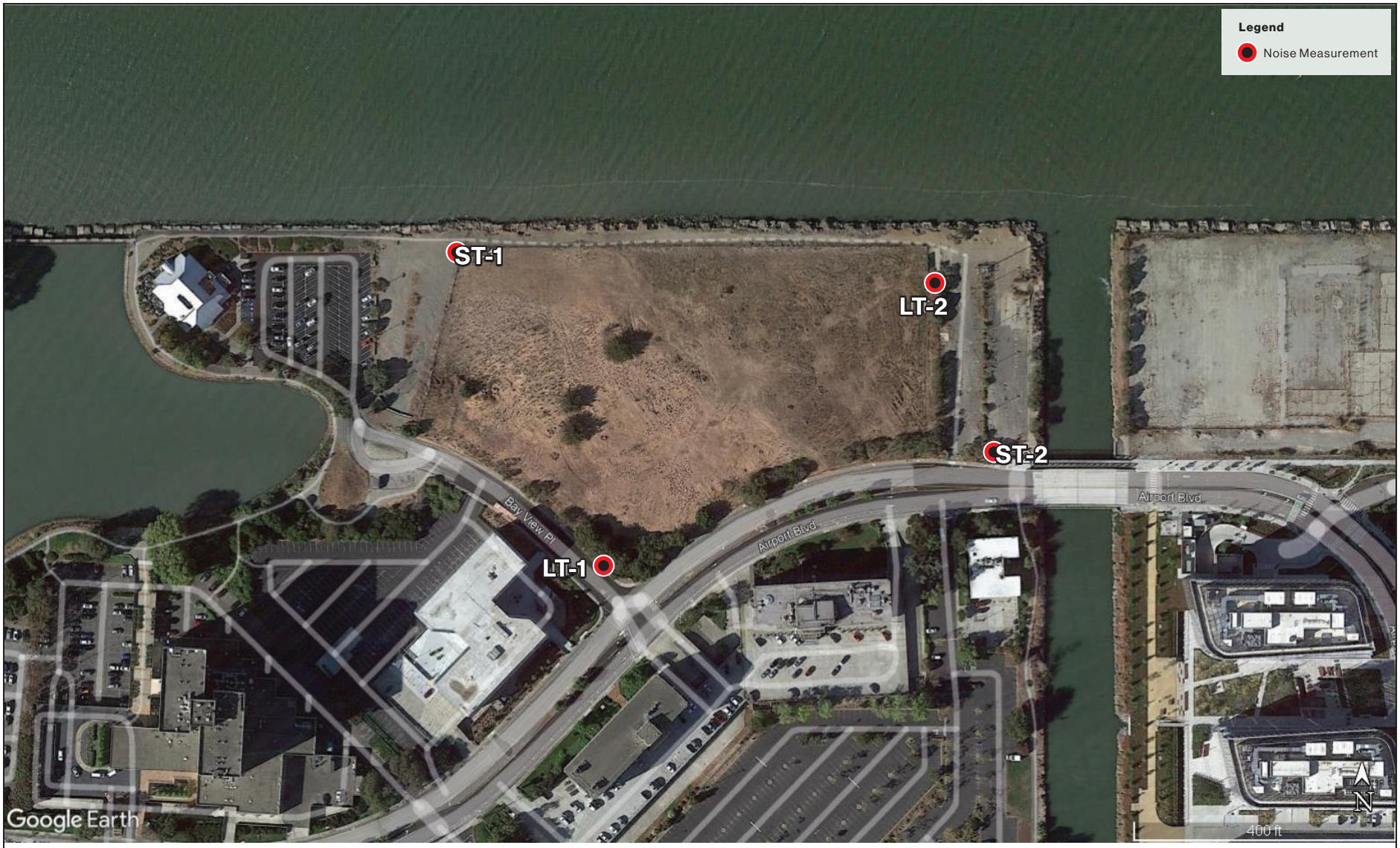


Image: Google Earth, 2022.

Source: Illingworth & Rodkin, Inc., 2024. The Park at 410 Airport Boulevard, Noise and Vibration Assessment. September.

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Figure 3.13-1
Noise Measurement Locations

Table 3.13-4. Summary of Long-Term Noise Measurements

Noise Measurement Location (Date)	Daytime Average Noise Levels (7:00 a.m. to 7:00 p.m.) Highest L_{eq}	Lowest L_{eq}	12-Hour L_{eq}	CNEL
LT-1: 95 feet northwest of the Airport Boulevard centerline (Friday, January 21, 2022)	76	57	—	—
LT-1: 95 feet northwest of the Airport Boulevard centerline (Saturday, January 22, 2022)	69	58	62	64
LT-1: 95 feet northwest of the Airport Boulevard centerline (Sunday, January 23, 2022)	69	56	61	63
LT-1: 95 feet northwest of the Airport Boulevard centerline (Monday, January 24, 2022)	64	58	61	64
LT-1: 95 feet northwest of the Airport Boulevard centerline (Tuesday, January 25, 2022	58	57	—	—
LT-2: 310 feet north of the Airport Boulevard centerline (Friday, January 21, 2022)	56	53	—	—
LT-2: 310 feet north of the Airport Boulevard centerline (Saturday, January 22, 2022)	64	55	61	63
LT-2: 310 feet north of the Airport Boulevard centerline (Sunday, January 23, 2022)	58	52	55	62
LT-2: 310 feet north of the Airport Boulevard centerline (Monday, January 24, 2022)	61	55	58	63
LT-2: 310 feet north of the Airport Boulevard centerline (Tuesday, January 25, 2022)	55	53	—	—

Source: Illingworth & Rodkin, Inc. 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment*. September. Appendix F, *Noise and Vibration Assessment.*

Table 3.13-5. Summary of Short-Term Noise Measurements (dBA)

Site ID	Start Time	L_{max}	L_1	L_{10}	L_{50}	L_{90}	L_{eq}
ST-1	10:10 a.m.	61	59	56	46	45	52
ST-2	10:30 a.m.	73	66	58	51	45	56

Source: Illingworth & Rodkin, Inc., 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment*. September. Appendix F.

Short-term monitoring occurred on January 25, 2022.

ST: Short-term noise monitoring was conducted for 10 minutes at each location.

L_{max} = Maximum noise level measured during the measurement period.

Ln = Percentile noise levels indicate the noise level that is exceeded n percent of the measurement period, where n is equal to 1, 10, 50, and 90 percent.

L_{eq} = An average noise level of the duration of a measurement period (10 minutes)

As shown in Table 3.13-5, the short-term noise measurement along the north side of the Project site (ST-1) was approximately 52 dBA L_{eq}; the short-term noise measurement near the southeast portion of the site was approximately 56 dBA L_{eq}. The 24-hour CNEL noise level near the northeast corner of the Project site was between 62 and 63 dBA CNEL during the 3 days when 24-hour measurements were obtained. The 24-hour CNEL noise level near the southwest corner of the Project site was between 63 and 64 dBA CNEL during the 3 days when 24-hour measurements were obtained. The maximum 1-hour L_{eq} sound level recorded during the field survey was 76 dBA L_{eq}, which occurred on Friday, January 21, 2022, at the LT-1 measurement location. The lowest 1-hour L_{eq} sound level recorded during the field survey was 52 dBA L_{eq}, which occurred on Sunday, January 23, 2022, at the LT-2 measurement location.

Regulatory Setting

Federal

Federal Transit Administration

No federal laws, regulations, or policies for construction-related noise and vibration apply directly to the Project. However, the Federal Transit Administration has developed guidelines for assessing construction noise and vibration impacts. Although these guidelines are not directly applicable to the Project, they are commonly used in many jurisdictions when quantitative daytime construction noise thresholds are not available. The FTA guidelines for noise limits for sensitive land uses describe levels that may potentially result in negative community reaction. These are discussed in Chapter 7 of the *Transit Noise and Vibration Impact Assessment Manual* (FTA Manual).[218] The analysis methods and guidance in the FTA Manual are used to set noise limits if criteria specific to construction are not specified in a local ordinance or standard. Based on FTA's general assessment methodology for commercial and industrial land uses, an exterior threshold of 100 dBA L_{eq} shall apply during daytime hours. A threshold of 90 dBA L_{eq} applies for residential uses. When using FTA's Detailed Analysis approach, daytime construction noise is limited to 80 dBA L_{eq} at residential land uses, 85 dBA L_{eq} at commercial and office uses, and to 90 dBA L_{eq} at industrial land uses.

[218] Federal Transit Administration. 2018. *Transit Noise and Vibration Impact Assessment*. FTA Report No. 0123. Available: https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/research-innovation/118131/transit-noise-and-vibration-impact-assessment-manual-fta-report-no-0123_0.pdf. Accessed: December 1, 2024.

State

California Department of Transportation

There are no state vibration standards that directly apply to the Project, and there are also no quantitative local standards that can be used to assess Project-related vibration. However, the Caltrans has developed guidelines for assessing construction vibration impacts that are commonly used in many jurisdictions throughout the state when local quantitative construction vibration thresholds are not available. Caltrans' widely referenced *Transportation and Construction Vibration Guidance Manual*[219] provides guidance for two types of potential impact: (1) damage to structures, and (2) annoyance to people. Guideline criteria for damage to structures and potential annoyance are provided in Table 3.13-2 and Table 3.13-3, found in the *Overview of Ground-borne Vibration* section above.

Local

Airport Land Use Compatibility Plan for the Environs of San Francisco International Airport 2012

Noise associated with airport and aircraft operations is considered one of the main areas of concern for airport land use commissions, especially in highly urbanized areas like the Bay Area. According to the 2012 SFO Airport Land Use Compatibility Plan (ALUCP), the Airport Influence Area, the geographic area subject to the land use compatibility considerations identified in the ALUCP, is divided into two areas: Area A and Area B. Area A encompasses all of San Mateo County and the incorporated cities within it. Area B roughly follows noise compatibility and safety zone contours. The Project site is within the ALUCP's Area B, which requires new plans and projects to demonstrate consistency with the goals and policies of the ALUCP.[220]

The airport noise compatibility policies described in this section outline compatibility criteria for the proposed land use.

NP-2: Airport Noise/Land Use Compatibility Criteria. The compatibility of proposed land uses located in the airport noise compatibility zones shall be determined according to the noise/land use compatibility criteria shown in [ALUCP] Table IV-1. The criteria indicate the maximum acceptable airport noise levels, described in terms of CNEL, for the indicated land uses. The compatibility criteria indicate whether a proposed land use is "compatible," "conditionally compatible," or "not compatible" within each zone, designated by the identified CNEL ranges.

- "Compatible" means that the proposed land use is compatible with the CNEL level indicated in the table and may be permitted without any special requirements related to the attenuation of aircraft noise.
- "Conditionally compatible" means that the proposed land use is compatible if the conditions described in [ALUCP] Table IV-1 are met.
- "Not compatible" means that the proposed land use is incompatible with aircraft noise at the indicated CNEL level.

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[219] California Department of Transportation. 2020. *Transportation and Construction Vibration Guidance Manual*. Final. CT-HWANP-RT-20-365.01.01. April. Sacramento, CA. Available: https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/env/tcvgm-apr2020-a11y.pdf. Accessed: December 1, 2024.

[220] City/County Association of Governments. 2012. *Comprehensive Airport Land Use Compatibility Plan for the Environs of San Francisco International Airport*. November. Available: https://ccag.ca.gov/wp-content/uploads/2014/10/Consolidated_CCAG_ALUCP_November-20121.pdf. Accessed: May 24, 2024.

For recreational land uses, noise levels up to 70 dBA CNEL are considered compatible.

Burlingame General Plan

Chapter 8, Community Safety Element, of the Burlingame General Plan establishes noise and land use compatibility standards to guide new development. The overall goal of the element is to protect residents from excessive construction noise and vibration as well as increases in permanent ambient noise from individual projects. The goals and policies require assessments as well as minimization of potential noise impacts on sensitive receptors, thereby reducing impacts to less than significant. The policies relevant to the Project include:

- **Policy CS-4.1:** Locating noise-sensitive uses away from major sources of noise;
- **Policy CS-4.7:** Monitoring noise impacts from aircraft operations at SFO as well as noise at Mills-Peninsula Medical Center;
- **Policy CS-4.8:** Requiring the evaluation and, if necessary, mitigation of airport noise impacts if a project is within the 60 dBA CNEL contour line of SFO;
- **Policy CS-4.10:** Requiring development projects that are subject to discretionary approval to assess potential construction noise impacts on nearby sensitive uses and minimize impacts consistent with the Burlingame Municipal Code; and
- **Policy CS-4.13:** Requiring a vibration impact assessment for projects that would use heavy-duty equipment and be within 200 feet of an existing structure or sensitive receptor.

The Community Safety Element of the Burlingame General Plan also includes noise compatibility criteria for each category of land use in the city. Noise levels up to 70 dBA CNEL are considered normally acceptable at neighborhood park uses. Land uses that are less noise sensitive, such as commercial and industrial uses, are considered compatible with higher levels of outdoor noise. Figure 3.13-2, which is from the 2040 General Plan Community Safety Element, shows the outdoor noise levels that are suitable for the various land use categories.[221]

Burlingame Municipal Code

The Building Construction section of the Burlingame Municipal Code establishes hours for construction in the city. Section 18.07.110 states that no person shall erect, demolish, alter, or repair any building or structure outside the hours of 8:00 a.m. to 7:00 p.m. on weekdays or 9:00 a.m. to 6:00 p.m. on Saturdays; no construction shall take place on Sundays or holidays, except under circumstances of urgent necessity in the interest of public health and safety. An exception, which must be approved in writing by a building official, shall be granted for a period of no more than 3 days for structures with a gross floor area of less than 40,000 square feet when reasonable to accomplish erection, demolition, alteration, or repair work; the exception shall not exceed 20 days for structures with a gross floor area of 40,000 square feet or more.

In the Bayfront Commercial (BFC), Innovative Industrial (I/I) and Rollins Road Mixed Use (RRMU) zones only, construction work may begin at 7:00 a.m. instead of 8:00 a.m. on weekdays. However, the use of chainsaws, jackhammers, pile drivers, or pneumatic impact wrenches shall be prohibited from 7:00 a.m. to 8:00 a.m., unless written approval is granted by the building official pursuant to an exception identified in the paragraph above.

[221] City of Burlingame. 2019. *Envision Burlingame 2040 General Plan*. Chapter VIII, Community Safety, Figure CS-2, Noise Criteria, page CS-13. January.

Figure 3.13-2 City of Burlingame Outdoor Noise Land Use Compatibility Criteria

Land Use Category	Community Noise Exposure Ldn/CNEL, dB					
	55	60	65	70	75	80
Residential – Low Density Single Family, Duplex, Mobile Homes						
Residential – Multi. Family						
Transient Lodging – Motels, Hotels						
Schools, Libraries, Churches, Hospitals, Nursing Homes						
Auditoriums, Concert Halls, Amphitheaters						
Sports Arenas, Outdoor Spectator Sports						
Playgrounds, Neighborhood Parks						
Golf Course, Riding Stables, Water Recreation, Cemeteries						
Office Buildings, Business Commercial and Professional						
Industrial, Manufacturing Utilities, Agriculture						

NORMALLY ACCEPTABLE
Specified land use is satisfactory based upon the assumption that most buildings involved are of normal conventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE
New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning, will normally suffice.

NORMALLY UNACCEPTABLE
New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE
New construction or development should generally not be undertaken. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

Discussion

a. Generate a substantial temporary or permanent increase in ambient noise levels in the vicinity of the Project in excess of standards established in a local general plan or noise ordinance or applicable standards of other agencies? (Less than Significant)

Construction Noise

Noise impacts resulting from construction generally depend upon construction equipment being used, the timing and duration of noise-generating activities, and the distance between construction noise sources and noise-sensitive areas. Construction noise impacts primarily result when construction activities occur during noise-sensitive times of the day (e.g., early morning, evening, or nighttime hours), the construction occurs in areas immediately adjoining noise-sensitive land uses, or when construction lasts over extended periods of time. Note that an assessment of the in-water noise effects of Project pile installation and other in-water construction activities on fish was conducted to inform the analysis of potential fish impacts; this analysis is included in Section IV, *Biological Resources*.

According to the City of Burlingame Municipal Code, construction is typically allowed to occur in the BFC zone between the hours of 7:00 a.m. and 7:00 p.m. on weekdays, and 9:00 a.m. and 6:00 p.m. on Saturdays. However, note that the City of Burlingame does not establish quantitative noise level thresholds for daytime construction activities. As an alternative, the noise and vibration assessment for the Project used the noise limits established by the FTA to evaluate the potential for impacts to occur due to temporary construction noise.[222] The FTA identifies construction noise limits in the *Transit Noise and Vibration Impact Assessment Manual*.[223] During daytime hours, based on the FTA's general assessment analysis approach, an exterior threshold of 100 dBA L_{eq} applies at commercial and industrial land uses. Therefore, according to the noise and vibration assessment for the Project, temporary construction noise impacts would be considered significant if Project construction activities would produce noise levels of 100 dBA L_{eq} or greater during daytime hours at the commercial land uses west and south of the site. Construction is not proposed to take place during nighttime hours.

Construction activities can generate considerable amounts of noise, especially during earth-moving activities when heavy equipment is used. The typical range of maximum instantaneous noise levels for construction equipment proposed for use with the Project would be 70 to 90 dBA L_{max} at a distance of 50 feet (refer to Table 3.13-6, below, for noise levels associated with Project construction equipment). Table 3.13-7 shows typical hourly average construction-generated noise levels measured at a distance of 50 feet from the center of the site during typical construction phases (e.g., ground clearing, excavation). As shown in Table 3.13-7, construction of typical recreational projects generates noise levels ranging from 77 to 89 dBA L_{eq} at a distance of 50 feet from the center of the active site. Construction-generated noise levels drop off at a rate of approximately 6 dBA per doubling of the distance between the source and receptor. Shielding by buildings or terrain can result in even lower construction noise levels at distant receptors. However, the analysis in the noise and vibration assessment for the Project assumed no attenuation due to intervening buildings or structures in order to ensure a reasonable worst-case analysis.

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[222] Illingworth & Rodkin, Inc., 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment*. September. Appendix F.

[223] Federal Transit Administration, *Transit Noise and Vibration Impact Assessment Manual*, FTA Report No. 0123, September 2018. Available: https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/research-innovation/118131/transit-noise-and-vibration-impact-assessment-manual-fta-report-no-0123_0.pdf. Accessed: December 1, 2024.

Table 3.13-6. Construction Equipment 50-foot Noise Emission Limits

Equipment Category	Lmax Level (dBA)1,2	Impact/Continuous
Arc welder	73	Continuous
Auger drill rig	85	Continuous
Backhoe	80	Continuous
Bar bender	80	Continuous
Boring jack power unit	80	Continuous
Chain saw	85	Continuous
Compressor3	70	Continuous
Compressor (other)	80	Continuous
Concrete mixer	85	Continuous
Concrete pump	82	Continuous
Concrete saw	90	Continuous
Concrete vibrator	80	Continuous
Crane	85	Continuous
Dozer	85	Continuous
Excavator	85	Continuous
Front-end loader	80	Continuous
Generator	82	Continuous
Generator (25 kilovolt-amps [KVA] or less)	70	Continuous
Gradall	85	Continuous
Grader	85	Continuous
Grinder saw	85	Continuous
Horizontal boring hydro jack	80	Continuous
Hydra brake ram	90	Impact
Impact pile driver	105	Impact
In-situ soil sampling rig	84	Continuous
Jackhammer	85	Impact
Mounted impact hammer (hoe ram)	90	Impact
Paver	85	Continuous
Pneumatic tools	85	Continuous
Pumps	77	Continuous
Rock drill	85	Continuous
Scraper	85	Continuous
Slurry trenching machine	82	Continuous
Soil mix drill rig	80	Continuous
Street sweeper	80	Continuous
Tractor	84	Continuous
Truck (dump, delivery)	84	Continuous
Vacuum excavator truck (vac-truck)	85	Continuous
Vibratory compactor	80	Continuous
Vibratory pile driver	95	Continuous
All other equipment with engines larger than 5 horsepower	85	Continuous

Source: Illingworth & Rodkin, Inc., 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment*. September. Appendix F.

1 Measured at 50 feet from the construction equipment, with a "slow" (1-second) time constant.

2 Noise limits apply to total noise emitted from equipment and associated components operating at full power while engaged in the intended operation.

3 Portable air compressor rated at 75 cubic feet per minute or more and that operates at more than 50 pounds per square inch.

Table 3.13-7. Typical Ranges of Construction Noise Levels at 50 Feet, L_{eq} (dBA)

	Domestic Housing		Office Building, Hotel, Hospital, School, Public Works		Industrial Parking Garage, Religious, Amusement and Recreation, Store, Service Station		Public Works. Roads and Highways, Sewers, Trenches	
	I	II	I	II	I	II	I	II
Ground Clearing	83	83	84	84	84	83	84	84
Excavation	88	75	89	79	89	71	88	78
Foundations	81	81	78	78	77	77	88	88
Erection	81	65	87	75	84	72	79	78
Finishing	88	72	89	75	89	74	84	84

I = All pertinent equipment present at site.

II = Minimum required equipment present at site.

Source: Illingworth & Rodkin, Inc., 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment*. September. Appendix F.

Construction activities for the Project would be completed in four phases. Phase 0, which consists of stockpiling soil, is expected to start in October 2025 and end by November 2025. Phase 1 of Project construction is expected to start in March 2026, followed by Phase 2 in February 2027 and Phase 3 in June 2028. Construction would be completed by June 2029. During each phase of construction, there would be a different mix of equipment operating. Noise levels would vary by phase and vary within phases, based on the amount of equipment in operation and the location at which the equipment is operating. Equipment expected to be used in each construction phase are summarized in Tables 3.13-8 (Phases 0 and 1), 3.13-9 (Phase 2), and 3.13-10 (Phase 3), along with the number of pieces of each type of equipment; the reference noise level at 50 feet, assuming the operation of the two loudest pieces of construction equipment; and the estimated noise levels at the nearest commercial buildings projected from the center of the construction activity by phase.

Table 3.13-8. Phase I Construction Noise Levels

Phase	Construction Equipment (number of pieces)	Calculated Hourly Average L_{eq} (dBA) at Nearest Commercial Buildings from Operation of Two Loudest Pieces of Construction Equipment at Acoustic Center of Phase 0 and Phase I Activities			
		Noise Level at 50 feet	West (620 feet)	Southwest (360 feet)	Southeast (590 feet)
Phase 0 – Stockpile Soil	Rubber-tired dozer (1)* Highway/dump truck (10)*	79	67	72	68
Phase 1a – Demolition/ Site Preparation	Concrete/industrial saw (1)* Tractor/loader/backhoe (1) Dewatering pump (1) Pile hydraulic vibro-driver with hammer rig (1)* Gradall forklift (1) Highway/flatbed truck (4) Rubber-tired dozer (2)	94	72	77	73
Phase 1b – Grading/ Excavation	Excavator (1) Grader (2)* Rubber-tired dozer (2)* Sheepsfoot soil compactor (1) Box/straight-bladed earthmoving equipment (1) Tractor/loader/backhoe (1) Highway/dump truck (10) Water truck (1) Street sweeper (1) Surfacing equipment (2)	84	62	67	63
Phase 1 c – Trenching/ Utilities	Tractor/loader/backhoe (2)* Excavator (1) Trencher (1) Highway/flatbed truck (2)* Highway/dump truck (2)	81	59	64	60

Phase	Construction Equipment (number of pieces)	Calculated Hourly Average L_{eq} (dBA) at Nearest Commercial Buildings from Operation of Two Loudest Pieces of Construction Equipment at Acoustic Center of Phase 0 and Phase I Activities			
		Noise Level at 50 feet	West (620 feet)	Southwest (360 feet)	Southeast (590 feet)
Phase 1d – Specialty, Water Access Ramp	Concrete truck (2) Pumps (1) Excavator (2) Pile hydraulic vibro-driver with hammer rig (1)* Gradall forklift (1) Crane (1) Tractor/loader/backhoe (2) Surfacing equipment (1)*	94	72	77	73

*Denotes two loudest pieces of construction equipment per phase

Source: Illingworth & Rodkin, Inc., 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment*. September. Appendix F.

Table 3.13-9. Phase II Construction Noise Levels

Phase	Construction Equipment (number of pieces)	Calculated Hourly Average L_{eq} (dBA) at Nearest Commercial Buildings from Operation of Two Loudest Pieces of Construction Equipment at Acoustic Center of Phase II Activities			
		Noise Level at 50 feet	West Commercial (740 feet)	Southwest Commercial (340 feet)	South Commercial (260 feet)
Phase 2a – Grading/Excavation	Excavator (1) Grader (2)* Rubber-tired dozer (2)* Tractor/loader/backhoe (3) Highway/dump truck (30) Water truck (1) Dewatering pump (1)	83	60	66	69
Phase 2b – Piled Foundations	Excavator (1) Gradall forklift (1)* Bore/drill rig (1) Concrete truck (2) Pump (1)*	82	59	65	68
Phase 2c – Building Foundation	Excavator (1) * Bore/drill rig (1) Concrete truck (6) Pump (1) *	80	57	63	66
Phase 2d – Paving and Sidewalks	Paver (1) Highway/dump truck (1) Roller (2)* Concrete truck (4)* Pump (1) Grader (1)	77	54	60	63
Phase 2e – Site Electrical and Lighting	Excavator (2)* Aerial lift (2)	80	57	63	66

Phase	Construction Equipment (number of pieces)	Calculated Hourly Average L_{eq} (dBA) at Nearest Commercial Buildings from Operation of Two Loudest Pieces of Construction Equipment at Acoustic Center of Phase II Activities			
		Noise Level at 50 feet	West Commercial (740 feet)	Southwest Commercial (340 feet)	South Commercial (260 feet)
Phase 2f – Site Landscaping	Excavator (4) * Highway/flatbed truck (4) Water truck (1)	80	57	63	66

*Denotes two loudest pieces of construction equipment per phase.

Source: Illingworth & Rodkin, Inc., 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment*. September. Appendix F.

Table 3.13-10. Phase III Construction Noise Levels

Phase	Construction Equipment (Quantity)	Calculated Hourly Average L_{eq} (dBA) at Nearest Commercial Buildings from Operation of Two Loudest Pieces of Construction Equipment at Acoustic Center of Phase III Activities			
		Noise Level at 50 feet	West (1,050 feet)	Southwest (650 feet)	South (250 feet)
Phase 3a – Demolition	Excavator (1) Rubber-tired dozer (1)* Tractor/loader/backhoe (2)* Highway/dump truck (4)	82	56	60	68
Phase 3b – Paving	Excavator (1)* Paver (1) Roller (1) Skid-steer loader (1)* Highway/flatbed truck (4)	80	54	58	66
Phase 3c – Building, Exterior	Crane (1)* Forklift (1) Aerial lift (2) Generator set (1) Tractor/loader/backhoe (2)* Welder (1) Highway/flatbed truck (2)	81	55	59	67
Phase 3d – Building Interior/ Architectural	Air compressor (1)* Aerial lift (2) Generator set (1)*	79	53	57	65

*Denotes two loudest pieces of construction equipment per phase.

Source: Illingworth & Rodkin, Inc., 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment.* September. Appendix F.

The Federal Highway Administration's (FHWA's) Roadway Construction Noise Model (RCNM) was used to calculate the hourly average noise levels anticipated for the worst-case scenario for each construction phase, based on the equipment list provided by the Project Sponsor at the time the study was conducted. RCNM includes representative sound levels for the most common types of construction equipment and the approximate usage factors (i.e., the percentage of time the equipment would be operating at full power) of such equipment that were developed, based on an extensive database of information. The predicted construction noise levels in Tables 3.13-8, 3.13-9 and 3.13-10 indicate that Project construction would not be expected to generate noise levels exceeding 100 dBA L_{eq} at the nearby commercial uses. Therefore, extended exposure to excessive construction noise at the nearest receptors would not be expected to occur. Construction noise impacts would be considered ***less than significant.***

As described above, an assessment of the in-water noise effects of Project construction on fish is included in Section IV, *Biological Resources*. As discussed in that section, there is some potential for special-status and sensitive fish, as well as marine mammals, to be present in the open waters adjacent to the Project site; these species may be affected by in-water noise generated by pile installation and other in-water construction activities. Implementation of Mitigation Measures MM BIO-1, MM BIO-3, and MM BIO-9 would reduce potential noise impacts on fish and marine mammals resulting from in-water work to less-than-significant levels because hydroacoustic monitoring would be conducted during impact pile driving to ascertain compliance with established objectives (e.g., distances to cumulative noise thresholds) and identify corrective actions to be taken should the predicted threshold distances be exceeded. In addition, the proposed seasonal and daily timing restrictions and localized effect of pile driving and other in-water construction activities would limit adverse noise-generated effects on a small proportion of special-status fish species in the Bay. Any fish present in proximity to in-water construction activities would be expected to leave the affected area relatively quickly in response to general construction noise and physical disturbance, thereby limiting their exposure. As concluded in Section IV, *Biological Resources*, impacts related to acoustic effects on fish and marine mammals would be ***less than significant with mitigation***.

Noise from Project Operations

According to the noise and vibration assessment for the Project, a significant permanent noise increase would occur if the Project would substantially increase noise levels at existing sensitive receptors in the Project vicinity. A substantial increase was defined as a 3 dBA CNEL or more increase, according to the noise and vibration assessment for the Project.[224]

The Project would improve access for the public to experience a wide variety of recreational activities including fishing, picnicking, playing lawn games, kitesurfing/windsurfing, kayaking/paddle boarding, jogging, bicycling, birdwatching, and attending educational events. The vast majority of the recreational uses proposed by the Project are considered to be passive uses and are not considered to be substantial generators of noise. Of the proposed uses, events would have the greatest potential for generating community noise. The eastern lawn would provide room for picnicking, lawn games, and a variety of activities and events. Events may include the following:

- Education: school group, community group, speaker series, scientific research
- Recreation: sports competition, group sports lesson, group kayak outing, nature group outing
- Performance: music, theater, movie, art

[224] Illingworth & Rodkin, Inc., 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment*. September. Appendix F.

- Community: farmer's market, food truck hub, craft fair, collectible/antique fair, art/wine festival
- Private: wedding, birthday party, family reunion, faith-based event (e.g., bar mitzvah)
- Corporate/Nonprofit/Government: meeting, conference, banquet

Noise levels from indoor and outdoor events have been documented by Illingworth and Rodkin, Inc., in past projects with up to 300 people in attendance. The event/activity category most similar to proposed events at the education center would be conservatively represented by similar "winetasting/dinner with background music" events measured and observed by Illingworth and Rodkin, Inc. In all cases, indoor activities were not perceivable at the nearest residential property lines and did not affect the measured noise levels in a quiet residential area. Therefore, the focus of the event noise analysis included in the noise and vibration assessment for the Project was outdoor events, such as those listed above (e.g., school events, sports competitions, music events, farmer's markets, parties).

According to the noise and vibration assessment, outdoor events would be expected to generate noise levels of approximately 57 dBA L_{eq} at a distance of 50 feet from the noise source assuming free-field conditions and no shielding. Worst-case noise levels at the nearest commercial building to the south (240 feet), assuming no intervening shielding, were calculated to be approximately 43 dBA L_{eq}. Noise levels produced by outdoor events would therefore be well below ambient daytime traffic noise levels that range from 56 to 69 dBA L_{eq}. Noise produced by small outdoor events would not be expected to be detectable and would not increase CNEL noise levels in the Project vicinity (i.e., an estimated 0 dBA CNEL increase) according to the Project noise analysis.[225] Therefore, impacts related to operational event noise at the Project site would be less than significant.

Regarding traffic noise, the Project would result in some increases in vehicular traffic on roadways serving the site. The Project would result in increased vehicle traffic on roadways serving the site. According to the transportation study prepared for the Project, it is estimated that the Project would generate 94 daily trips on a typical day, including one vehicle trip during the AM peak hour and 23 vehicle trips during the PM peak hour. During the occasional use of the education center, the daily trips could be as high as 352 vehicle trips assuming the regular park activities still occurred during educational center events. Existing average daily traffic volumes (ADT) along Airport Boulevard, east of Anza Boulevard are approximately 6,000 trips per day; therefore, the calculated noise level increase due to the additional Project traffic during worst-case conditions (i.e., during large outdoor events), would not be measurable or detectable (i.e., a 0 dBA CNEL increase). Therefore, operational traffic noise impacts associated with the Project would be less than significant.

Parking activities can also result in noise. Parking for the Project would generally occur at the southern parking lot, which would be accessed from the Airport Boulevard loop west of Sanchez Creek. Noise sources associated with the use of the parking lots would include vehicular circulation, engine noise, door slams, and human voices. According to the noise and vibration assessment for the Project, the maximum noise level of a passing car at 15 mph typically ranges from 45 to 55 dBA L_{max} at a distance of 100 feet. The noise generated during an engine start is similar. Door slams cause slightly lower noise levels. The hourly average noise levels resulting from all of these noise-generating activities in a busy parking lot typically ranges from 40 to 50 dBA L_{eq} at a distance of 100 feet from the parking area.[226] Noise levels generally decrease at a rate of 6 dB per doubling of distance. Noise levels resulting from parking activities would be well below ambient noise levels due to traffic along local roadways and aircraft overflights, and the

[225] Ibid.
[226] Ibid.

proposed parking lot/parking activities would not measurably contribute to ambient noise levels in the area (0 dBA CNEL increase). Noise impacts associated with parking activity would be less than significant.

Overall, the operational noise levels associated with the Project would be well below the existing ambient noise levels at the site (generally resulting from aircraft activity and local vehicle traffic along Airport Boulevard). The Project would therefore not substantially increase the ambient noise environment or exceed the noise and land use compatibility thresholds for commercial land uses. Noise impacts associated with Project operations would be ***less than significant***. No mitigation is required.

b. Generate excessive ground-borne vibration or ground-borne noise levels? (Less than Significant)

Construction of the Project may generate perceptible vibration when heavy equipment or impact tools are used. Vibration levels would vary, depending on soil conditions, construction methods, and equipment used. Table 3.13-11 presents typical vibration levels that could be expected from construction equipment at a distance of 25 feet. Project construction activities such as drilling and the use of jackhammers, rock drills, and other high-power or vibratory tools, along with rolling stock equipment (tracked vehicles, compactors), may generate substantial vibration in the immediate vicinity. Jackhammers typically generate PPV vibration levels of 0.035 in/sec, and drilling typically generates PPV vibration levels of 0.09 in/sec at a distance of 25 feet.

Table 3.13-11. Construction Equipment Vibration Levels

Equipment		PPV at 25 feet (in/sec)	Vibration Levels at Nearest Buildings (PPV, in/sec)			
			Southwest (75 feet)	South (100 feet)	West (215 feet)	West (250 feet)
Pile driver (sonic)	upper range	0.734	—	—	—	0.058[a]
	typical	0.170	—	—	—	0.014[a]
Clam shovel drop		0.202	0.060	0.044	0.019	—
Hydromill (slurry wall)	in soil	0.008	0.002	0.002	—	--
	in rock	0.017	0.005	0.004	—	--
Vibratory roller		0.210	0.063	0.046	0.020	—
Hoe ram		0.089	0.027	0.019	0.008	—
Large bulldozer		0.089	0.027	0.019	0.008	—
Caisson drilling		0.089	0.027	0.019	0.008	—
Loaded trucks		0.076	0.023	0.017	0.007	—
Jackhammer		0.035	0.010	0.008	0.003	—
Small bulldozer		0.003	0.001	0.001	0.000	—

Source: Federal Transit Administration. 2018. *Transit Noise and Vibration Impact Assessment Manual.* FTA Report No. 0123. September. Available: https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/research-innovation/118131/transit-noise-and-vibration-impact-assessment-manual-fta-report-no-0123_0.pdf. Accessed: December 1, 2024 (as modified by Illingworth & Rodkin, Inc., August 2024).

[a] Vibratory pile driving would occur at the kayak launch, no closer than 250 feet from the nearest building.

The City of Burlingame does not specify a construction vibration limit that should apply to vibration produced by construction equipment. Therefore, the vibration analysis uses the vibration limits established by the Caltrans to identify the potential for substantial vibration levels. Caltrans establishes vibration-related damage limits with a PPV of 0.5 in/sec at new residential and modern/commercial structures, 0.3 in/sec at older residential structures, and a conservative limit of 0.25 in/sec at historic and

some old buildings (see Table 3.13-2). The PPV vibration limit of 0.5 in/sec would be applicable at the nearest commercial and office buildings, which are 75 to 215 feet from the Project site.

Using the reference vibration levels at 25 feet, Table 3.13-11 also shows the vibration levels calculated at various distances representing nearby buildings. Note that the Project may require the use of vibratory pile driving equipment to construct cofferdams from sheet piles. Installation of the kayak launch's floating gangway and dock would require permanent piles placed with a vibratory hammer, but at no time would this activity occur within 250 feet of the nearest building.

Vibration levels are highest close to the source and then attenuate with increasing distance at the rate $(D_{ref}/D)^{1.1}$ where D is the distance from the source in feet and D_{ref} is the reference distance of 25 feet. Construction vibration levels due to heavy construction are conservatively calculated to reach a PPV of 0.063 in/sec at the nearest commercial structure to the southwest, 0.046 in/sec at the nearest commercial structure to the south, and 0.020 in/sec at the nearest commercial structure to the west when construction is located along the Project boundaries nearest to each receptor. Vibration levels due to pile driving are conservatively calculated to reach a PPV of 0.058 in/sec at the nearest commercial structure to the south.

As indicated Table 3.13-11, worst-case Project-generated vibration levels would have a PPV of less than the 0.50 in/sec threshold used to avoid "architectural" damage at all commercial structures in the Project vicinity. At these locations and in other surrounding areas where vibration would not be expected to cause damage, vibration levels may still be perceptible. However, as with any type of construction, this would be anticipated and annoyance-related vibration effects would not be considered significant, given the intermittent and short duration of the phases that have the highest potential to produce vibration. In addition, vibration levels at nearby structures would all be below the strongly perceptible criterion for continuous/frequent intermittent sources (i.e., PPV of 0.1 in/sec), as shown in Table 3.13-3. For these reasons, vibration-related damage and annoyance impacts would be ***less than significant***. No mitigation is required.

c. Be located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within 2 miles of a public airport or public use airport and expose people residing or working in the Project area to excessive noise levels? (No Impact)

San Francisco International Airport is a public-use airport located approximately 1.5 miles northwest of the Project site. Based on the results of the noise monitoring survey (see *Setting,* above), aircraft-related noise is distinctly noticeable at the Project site;[227] however, the Project site lies outside the 65 dBA CNEL noise contour shown in the *Comprehensive Airport Land Use Compatibility Plan for the Environs of San Francisco International Airport*[228] and the 65 dBA CNEL noise contour shown in the *San Francisco International Airport 14 CFR Part 150 Study.*[229] Aircraft noise levels less than 70 dBA CNEL would be considered compatible at exterior use areas and within buildings proposed by the Project. There would be ***no impact*** related to aircraft noise. No mitigation is required.

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[227] Illingworth & Rodkin, Inc., 2024. *The Park at 410 Airport Boulevard, Noise and Vibration Assessment.* September. Appendix F.

[228] City/County Association of Governments. 2012. *Comprehensive Airport Land Use Compatibility Plan for the Environs of San Francisco International Airport*. November. Available: https://ccag.ca.gov/wp-content/uploads/2014/10/Consolidated_CCAG_ALUCP_November-20121.pdf. Accessed: December 1, 2024.

[229] ESA. 2018. *San Francisco International Airport 14 Code of Federal Regulations Part 150 Study Update Noise Compatibility Program*. July. Available: https://www.flysfo.com/sites/default/files/pdf/05%20SFO%20P150%20NCP%20Ch3%20ada.pdf. Accessed: December 1, 2024.

XIV. Population and Housing

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Induce substantial unplanned population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through the extension of roads or other infrastructure)?	☐	☐	☒	☐
b. Displace a substantial number of existing people or housing, necessitating the construction of replacement housing elsewhere?	☐	☐	☐	☒

Setting

For the following population and housing discussion, the Association of Bay Area Governments and Metropolitan Transportation Commission's *Plan Bay Area Projections 2040* report from 2018 is relied on for the most recent data regarding city-level population projections. Although regional, county, and sub-county growth patterns and projections for households and jobs are available from Plan Bay Area 2050, city-level growth projections are not yet available. Therefore, to be consistent with the transportation models and projections used in the City's General Plan, the 2040 projections from *Plan Bay Area Projections 2040* are used for this analysis.

The Project site is vacant and undeveloped, other than a Federal Aviation Administration (FAA) tower, an unimproved portion of the San Francisco Bay Trail (Bay Trail) along the bay side of the site, and two unused parking areas. No individuals currently reside at the Project site.

Population. The U.S. Census Bureau estimates that the city had a population of 30,526 in 2023.[230] Table 3.14-1 shows population projections for the city, county and Bay Area as a whole in 2025 and 2030. As shown, the city population will increase by approximately 755 (2.4 percent) by 2030. Projections also indicate that population growth in Burlingame will be less than population growth in the county (4.5 percent) and in the Bay Area region (4.9 percent) between 2025 and 2030.[231]

Table 3.14-1. Population Projections (2025 to 2030)

	2025	2030	Growth (2025–2030)
City of Burlingame	31,050	31,805	755 (2.4%)
San Mateo County	816,460	853,260	36,800 (4.5%)
San Francisco Bay Area	8,284,200	8,689,440	405,240 (4.9%)

Source: Association of Bay Area Governments and Metropolitan Transportation Commission. 2018. *Plan Bay Area Projections 2040.*

[230] U.S. Census Bureau. 2019–2023. *ACS Demographic and Housing Estimates, Burlingame, California.* American Community Survey 5-year Estimates. ID DP05. Accessible: https://data.census.gov/table/ACSDP5Y2023.DP05?t=Populations%20and%20People&g=160XX00US0609066. Accessed January 28, 2025.

[231] Association of Bay Area Governments and Metropolitan Transportation Commission. 2018. *Plan Bay Area Projections 2040*. November.

Housing. In 2023, the estimated number of housing units in the city was 13,675, with an average size of 2.23 persons per household.[232] That same year, the city had a housing vacancy rate of approximately 9.7 percent (1,328 units).[233] An estimated 16,942 Burlingame residents are in the labor force, resulting in approximately 1.24 workers per household.[234]

Table 3.14-2 presents projections for households in the city, county, and Bay Area for 2025 and 2030. The number of households in the city is projected to grow from approximately 30,595 units in 2025 to 31,325 units in 2030, an increase of approximately 2.4 percent. The number of households in the county is projected to grow by approximately 4.2 percent, while the Bay Area is expected to grow by approximately 4.4 percent in 5 years.[235]

Table 3.14-2. Household Projections (2025 to 2030)

	2025	2030	Growth (2025–2030)
City of Burlingame	30,595	31,325	730 (2.4%)
San Mateo County	290,330	302,520	12,190 (4.2%)
San Francisco Bay Area	3,009,055	3,142,015	132,960 (4.4%)

Source: Association of Bay Area Governments and Metropolitan Transportation Commission. 2018. *Plan Bay Area Projections 2040.*

Employment. Table 3.14-3 presents projections for the number of jobs in the city, county, and Bay Area for 2025 and 2030. The number of jobs in the city is projected to increase by approximately 1.3 percent because of employment increases in the retail, construction, and financial sectors; decreases are projected in the transportation, professional services, information, health, education, leisure, and government sectors. Overall, job growth in the city (1.3 percent) is expected to be slightly lower than job growth in the county (1.9 percent) and the Bay Area (3.2 percent). In Burlingame, the industries with the highest employment levels are educational and health care services, professional and scientific services, retail trade, arts, entertainment, recreation, accommodation/food services, and manufacturing, representing more than half of the jobs in the city.[236]

[232] U.S. Census Bureau. 2019–2023. *ACS Demographic and Housing Estimates, Burlingame, California.* American Community Survey 5-year Estimates. ID DP05. Accessible: https://data.census.gov/table/ACSDP5Y2023.DP05?t=Populations%20and%20People&g=160XX00US0609066. Accessed January 28, 2025.

[233] U.S. Census Bureau. 2019–2023. *Selected Housing Characteristics, Burlingame, California.* American Community Survey 5-year Estimates. ID DP04. Accessible: https://data.census.gov/table?q=DP04&g=160XX00US0609066. Accessed January 28, 2025.

[234] U.S. Census Bureau. 2019–2023. *Selected Economic Characteristics, Burlingame, California.* American Community Survey 5-year Estimates. ID DP03. Accessible: https://data.census.gov/table?q=DP03&g= 160XX00US0609066. Accessed January 28, 2025.

[235] Association of Bay Area Governments and Metropolitan Transportation Commission. 2018. *Plan Bay Area Projections 2040*. November.

[236] Ibid.

Table 3.14-3. Job Projections (2025 to 2030)

	2025	2030	Growth (2025–2030)
City of Burlingame	32,465	32,900	435 (1.3%)
San Mateo County	415,430	423,160	7,730 (1.9%)
San Francisco Bay Area	4,267,760	4,405,125	490,000 (3.2%)

Source: Association of Bay Area Governments and Metropolitan Transportation Commission. 2018. *Plan Bay Area Projections 2040.*

Discussion

a. Induce substantial unplanned population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure)? (Less than Significant)

Construction. Construction of the Project would increase construction employment directly; however, this would be temporary, occurring only during the 36-month construction period. The size of the construction workforce would vary, depending on the subphase of construction. The average number of construction workers per day would be approximately 25 and the maximum number of workers during peak day would be approximately 50. Given the relatively common nature of the anticipated construction, the demand for construction employment would most likely be met with the existing and future labor market in the city as well as San Mateo County. A substantial number of workers from outside the city or county would not be expected to relocate, given the temporary nature of construction activities. Therefore, Project impacts associated with inducing substantial population growth during construction would be ***less than significant***.

Operation. Operation of the Project would not result in a direct population increase because no on-site residential units or commercial buildings are proposed. However, due to the public nature of the Project, including the recreation park and the education center/event building, new employment opportunities would be created. The Project could directly induce negligible population growth. It is estimated that the Project would require approximately two employees during operation. Because no existing buildings would be demolished, the Project would result in a net increase in the number of employees at the Project site during operation with the two additional employees. This would represent a nominal level of job growth in the city and was accounted for in the job growth projections in 2025 and 2030, as shown in Table 3.14-3, above. Similarly, the two employees induced by the Project would not create a significant demand for the construction of new housing and would be accommodated in the existing or planned housing units in the region.

For days when programmed activities would take place at the education center/event building, there would be a temporary increase in the number of workers. The additional workers would be needed to facilitate parking for events taking place on the Project site, as discussed in Section XVII, *Transportation*. Specifically, temporary workers may be required for shuttles or valet services, along with other event operations. Most workers for these events would be from the existing workforce and either living in the city or the surrounding region. They would not induce substantial employment growth beyond the job projections listed in Table 3.14-3.

The Project is an infill development within an already-developed area of the city. The Project site is well served by urban infrastructure, services, and transit. As described in Section XIX, *Utilities and Service Systems*, the utilities that currently serve the Project site are adequate under existing conditions and

would be able to continue serving the site during Project operations. Few new utility lines would be required to connect the Project to the existing utility infrastructure. Furthermore, no infrastructure is proposed as part of the Project that would serve off-site areas. Therefore, the utility connections that would be required for the Project would not contribute to unplanned indirect population growth in off-site areas. The Project would not induce a substantial level of unplanned population growth in the city, either directly or indirectly. The impact would be ***less than significant***.

Project operations would not induce substantial unplanned population growth, either directly or indirectly; therefore, the impact would be ***less than significant.***

b. Displace a substantial number of existing people or housing, necessitating the construction of replacement housing elsewhere? (No Impact)

There are no existing housing units or employment uses on the Project site, and the Project does not include demolition of any structures. The vacant Project site would be transformed to provide the community with a publicly accessible recreation park along the waterfront, including recreational areas, an approximately 8,600 sf education center/event building, fire rescue equipment building, and associated parking lot. Therefore, because the Project site is currently unoccupied, the Project would not displace people or housing and would not necessitate the construction of replacement housing elsewhere. The Project would result in ***no impact***.

XV. Public Services

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities or a need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any of the following public services:				
Fire protection?	☐	☐	☒	☐
Police protection?	☐	☐	☒	☐
Schools?	☐	☐	☒	☐
Parks?	☐	☐	☒	☐
Other public facilities?	☐	☐	☒	☐

Setting

Fire Protection

The Central County Fire Department (CCFD) provides fire protection services within Burlingame, Millbrae, and Hillsborough. In total, the CCFD service area covers 15.51 square miles, with a residential population of approximately 66,045.[237] The CCFD has 90 full-time employees, including 80 uniformed personnel. There are seven fire stations in the CCFD's jurisdiction, three of which are in Burlingame. The closest CCFD station to the Project site is Fire Station No. 34 at 799 California Drive in Burlingame, approximately 0.9 mile southwest of the Project site.[238] The CCFD's goal is to keep response times within 6 minutes and 15 seconds 90 percent of the time for emergency medical services (EMS) incidents, and within 6 minutes and 35 seconds 90 percent of the time for fire incidents. Overall, the total response time for priority incidents was within 9 minutes and 0 seconds 90 percent of the time.[239]

Police Protection

The Burlingame Police Department (BPD) provides emergency police services within a 5-square-mile area with approximately 30,000 residents. The BPD has one police station, at 1111 Trousdale Drive, and employs 69 men and women, including 40 full-time sworn officers, resulting in a ratio of 1.33 officers per 1,000 residents.[240] The 2040 General Plan Community Safety Element does not designate a standard ratio

[237] Central County Fire Department. 2023. *Fiscal Year 2023–2024 Adopted Budget*. Available: https://ccfd.org/wp-content/uploads/2023/04/CCFD-Adopted-Budget-FY-23-34-WEB-VERSION.pdf. Accessed: January June 6, 2024.

[238] Central County Fire Department. 2021. *Our Fire Stations*. Available: https://ccfd.org/about-ccfd/fire-stations/. Accessed: June 3, 2024.

[239] Central County Fire Department. 2023. *Community Risk Assessment*. Available: https://ccfd.org/wp-content/uploads/2023/07/Central-County-FD-CRA-SOC-Study-FINAL-2023-0327-optimized.pdf. Accessed: June 10, 2024.

[240] City of Burlingame Police Department. 2024. *Divisions*. Available: https://www.burlingame.org/517/Divisions. Accessed: June 10, 2024. Note: (40 officers/(30,000 residents/1,000 residents) = 1.33 officers per 1,000 residents.

for police officers to residents or a standard emergency response time. However, the General Plan does require continued maintenance of optimal police staffing levels to meet community safety needs. As of 2020, the department's emergency response time is 4 minutes and 37 seconds.[241]

Schools

The Burlingame School District (BSD) is responsible for six elementary schools and one intermediate school.[242] Total student enrollment was 3,312 in the 2023–2024 school year.[243] In addition, Burlingame High School, part of the San Mateo Union High School District (SMUHSD), is located in Burlingame.[244] In total, the SMUHSD serves approximately 9,000 students.[245]

The Project site is within the service area for Washington Elementary School. It is also within the service area for Burlingame Intermediate School and Burlingame High School.[246] Burlingame High School is approximately 0.85 mile southwest of the Project site, Burlingame Intermediate School is approximately 4.4 mile west of the Project site, and Washington Elementary School is approxiamtely 1 mile south of the Project site. Table 3.15-1 provides enrollment information for the three schools from the 2023–2024 school year, the most recent data available.

Table 3.15-1. Public Schools Serving the Project Area

School	2023–2024 School Year Enrollment
Washington Elementary School	399
Burlingame Intermediate School	1,059
Burlingame High School	1,540

Source: California Department of Education, 2024.[247]

Parks

Please see Section XVI, *Recreation*, for a discussion about parks and recreational facilities in Burlingame.

Other Public Facilities

The Burlingame Main Public Library, at 480 Primrose Road, is the closest public library, located 2.5 miles southwest of the Project site. The library is part of the Peninsula Library System, which serves the eastern portions of San Mateo County, from South San Francisco to Menlo Park. The Burlingame Public Library serves Burlingame and Hillsborough residents as well as any resident within the library system.

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241 Boll, Robert. Captain, Burlingame Police Department. May 21, 2020—voicemail left for Caroline Vurlumis, ICF, San Francisco, CA.

242 California Department of Education. 2024. *Burlingame Elementary*. Available: https://www.cde.ca.gov/schooldirectory/details?cdscode=41688820000000. Accessed: June 10, 2024.

243 Burlingame School District. 2024. *At a Glance*. Available: https://www.burlingameschools.org/. Accessed: June 6, 2024.

244 Burlingame High School. 2024. *Burlingame High School, Mission, Vision, and Values*. Available: https://www.smuhsd.org/domain/826. Accessed: June 10, 2024.

245 San Mateo Union High School District. 2024. *Welcome to the San Mateo Union High School District!* Available: https://www.smuhsd.org/domain/46. Accessed: June 10, 2024.

246 California Department of Education. 2024. *Burlingame Elementary*. Available: https://www.cde.ca.gov/schooldirectory/details?cdscode=41688820000000. Accessed: June 10, 2024.

247 California Department of Education. 2024. *Data Quest Search Engine*. Available: https://dq.cde.ca.gov/dataquest/. Accessed: June 10, 2024.

Discussion

a. Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities or a need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any of the following public services:

Fire Protection? (Less than Significant)

The Project would construct a public nature and recreation park on the vacant Project site. There would be approximately two new employees at the Project site for operation of the public nature and recreation park. Although the Project would not add new residents to the site, there would be an increase in the service population because of visitors to the park. However, the Project would be required to comply with all applicable CCFD codes and regulations and meet CCFD standards related to fire hydrants (e.g., fire-flow requirements, hydrant spacing), the design of driveway turnaround areas, and access points, among other standards. In addition, the Project would incorporate a small building (approximately 20 feet by 30 feet) to store jet skis, personal protective equipment, and rescue equipment required by the CCFD in order to help meet the demand from Project-generated visitors. Furthermore, the Project would be approximately 0.9 mile southwest of Fire Station No. 34. Because of the distance of the Project from the fire station, it is not expected that Project operations would substantially affect response times.

Under CEQA, the need for additional equipment and/or personnel to support fire services is not considered a significant impact, unless new facilities are needed, the construction of which could result in physical impacts. The increase in the number of employees and residents at the Project site would be considered minimal compared with the increase in population in the rest of the city. Therefore, the Project would not increase the need for fire services, staffing, and/or equipment to the extent that new fire facilities would need to be constructed, resulting in a ***less-than-significant*** impact.

Police Protection? (Less than Significant)

The Project site is currently served by the BPD. Although the Project would not add new residents to the site, there would be an increase in the service population because of visitors to the park. However, the Project's addition of two employees and visitors at the Project site compared with existing conditions would not affect the service ratio of sworn officers to residents, which is currently 1.33 sworn officers to 1,000 residents.

Under CEQA, the need for additional equipment and/or personnel to support police services is not considered a significant impact, unless new facilities are needed, the construction of which could result in physical impacts. The increase in the number of employees and residents at the Project site would be considered minor compared with the increase in population in the rest of the city. Therefore, the Project would not increase the need for police services or staffing to the extent that new police facilities would need to be constructed, resulting in a ***less-than-significant*** impact.

Schools? (Less than Significant)

The Project would construct a public nature and recreation park on the vacant Project site, restore the tidal marsh ecology of the Bay shoreline, add an education center/event building, and provide an accessory storage building. No residential land uses are proposed for the Project site; therefore, there

would be no direct increase in population. It is conservatively assumed that the addition of two employees to operate the public nature and recreation park would generate, at most, two new households, one for each employee if they decide to relocate and if they are not already residing in the city. Using the most conservative student generation rate, the Project could result in less than one new student, which would have a nominal impact on the school district.[248] In addition, the Project is subject to Senate Bill 50 school impact fees, as established by the Leroy F. Greene School Facilities Act of 1998. These fees support facility maintenance to offset potential impacts from additional use. Section 65996 of the State Government Code notes that payment of the school impact fees established by Senate Bill 50, which may be required by any state or local agency, is deemed to constitute full and complete mitigation for school impacts from development. Therefore, the impacts would be ***less than significant***.

Parks and Other Public Facilities? (Less than Significant)

The closest public parks to the Project site are Robert E. Woolley State Park and Bayside Park, which are 0.27 mile northwest and 1.2 miles west of the Project site. As explained in more detail in Section XVI, *Recreation*, a significant increase in the use of public parks, recreational facilities, or other public facilities is not anticipated after Project buildout. The Project would build a nature and recreational park that would provide new recreational space and enhance existing facilities for the city. Furthermore, substantial adverse physical impacts that would result from the provision of new or physically altered park facilities after Project buildout would not occur.

The Project would not result in a burden on library facilities. The Burlingame Main Public Library is the closest library to the Project site. The library system is expected to be able to accommodate Project employees without the need for physical expansion of its facilities. Because the Project would not trigger the need for new library or park facilities, the impacts would be ***less than significant***.

[248] The student generation rate for the Burlingame School District for transitional kindergarten through sixth grade is 0.2067 student per household (2 households x 0.2067 student per household) = 0.41 student.

XVI. Recreation

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated?	☐	☐	☒	☐
b. Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment?	☐	☐	☒	☐

Setting

The City of Burlingame Parks and Recreation Department manages 26 recreational facilities citywide, including playgrounds, picnic areas, gardens, athletic facilities, walking trails, and more.[249] The two parks closest to the Project site are Robert E. Woolley State Park and Bayside Park, which are 0.27 mile northwest and 1.2 miles west of the Project site. Several additional parks are south of Burlingame Lagoon, such as Trenton Park and Victoria Park. Robert E. Wooley State Park and Bayside Park are accessible via the Bay Trail system. The Bay Trail, on the perimeter of San Francisco and San Pablo Bays, is a series of existing and planned regional hiking and bicycle trails that will eventually connect. The Bay Trail, which is administered by the Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG), is currently more than 350 miles long, providing easily accessible recreational opportunities for hikers, joggers, bicyclists, and skaters. It also offers a setting for wildlife viewing and environmental education.[250] When complete, the Bay Trail will connect all nine Bay Area counties, along with 47 cities and communities, to parks, open spaces, schools, transit, and alternative commute corridors.[251] The segment of the Bay Trail closest to the Project site includes a paved path, with proposed segments that would connect to the paved path.

The Burlingame General Plan and Chapter 25.33 of the Burlingame Municipal Code do not specifically provide open space requirements for AA-zoned areas. However, the Burlingame General Plan does acknowledge the importance of providing high-quality streetscapes and open spaces to expand and improve the Bayfront area.

[249] City of Burlingame. 2025. *Facilities.* Available: https://ca-burlingame.civicplus.com/Facilities?%20clear=False. Accessed: December 3, 2025.

[250] Metropolitan Transportation Commission. 2025. *About the Bay Trail*. Available: https://mtc.ca.gov/operations/regional-trails-parks/san-francisco-bay-trail/about-bay-trail. Accessed: December 3, 2025.

[251] Ibid.

Discussion

a. Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated? (Less than Significant)

As described in Section XIV, *Population and Housing*, the Project is expected to generate two new employees as well as visitors. It is expected that some of these on-site employees may use park and recreational facilities. However, the Project would construct a public nature and recreation park on the vacant Project site, restore the tidal marsh ecology of the Bay shoreline, add an education center/event building, and provide an accessory storage building. The proposed education center/event building would host programs and other events associated with educational, recreational, performance, community, private, and corporate/nonprofit/government activities. The galleries would be open to the public 7 days a week from approximately 9:00 a.m. to 5:00 p.m. In addition, a take-out café and restrooms would be incorporated along the east and west sides of the building, respectively. The café would be open 7 days a week from approximately 8:00 a.m. to 3:00 p.m., with possible extended summer hours of 7:00 a.m. to 3:00 p.m. These events may temporarily limit public access to portions of the education center/event building. The Project would also include access to the Bay and the Bay Area Water Trail along the northwest and east sides of the Project site. The northwest side of the site would provide access to the Bay, with use of a ramp, for kitesurfing and windsurfing and a lawn lay-down area for setting up equipment. The east side of the site would provide direct access to Sanchez Creek for kayaking and paddleboarding from a kayak launch and water rescue ramp that would be used by the CCFD. The Project would also improve and reroute the segment of the Bay Trail that is currently on the site by connecting to the existing Bay Trail. The new Bay Trail segment would provide pedestrian access to sidewalk frontages along adjacent roadways as well as a bus stop at Airport Boulevard and Bay View Place. Furthermore, this eastern ramp would also improve access to the Bay for fishing. The Project would provide 29 on-site parking spaces, which would limit the number of visitors because street parking is currently not available along Airport Boulevard and Bay View Place.

With the on-site open spaces and nearby Robert E. Woolley State Park and Bayside Park, as well as limited gallery hours and adequate parking capacity, the potential for park facility deterioration resulting from an increased population at the Project site would be reduced. Therefore, impacts would be ***less than significant***.

b. Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment? (Less than Significant)

As mentioned above, the Project would construct a public nature and recreation park. Construction of the new park has been accounted for in the Project analysis and evaluated, as appropriate, in each environmental resource topic. The Project would not trigger the need for construction or expansion of parks or other recreational facilities because new recreational space would be provided. Construction of this new public recreational space, as part of the Project, would not have an adverse physical effect on the environment. Therefore, the impact would be ***less than significant***.

XVII. Transportation

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities?	☐	☐	☒	☐
b. Conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b)?	☐	☐	☒	☐
c. Substantially increase hazards because of a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?	☐	☐	☒	☐
d. Result in inadequate emergency access?	☐	☐	☒	☐

Setting

Hexagon Transportation Consultants, Inc., prepared a transportation study for the Project in March 2024 (Appendix G, *Transportation Study*).[252] The study describes trip generation for the Project. In addition, the study provides information on the regional and local roadway networks, pedestrian and transit conditions, and transportation facilities associated with the Project.

Vehicular Access, Circulation and Parking

Regional access to the Project site is provided by US 101 via Broadway, Anza Boulevard, and Peninsula Avenue. Commute.org operates a shuttle service from the Millbrae Bay Area Rapid Transit (BART)/Caltrain station to the Bayfront area; a shuttle stop is directly across from the Project site. No parking is currently allowed on the Project site. There are two existing unused parking lots: a gravel parking lot on the western edge of the Project site adjacent to Kincaid's restaurant parking lot and an abandoned paved lot with hardscape features that were part of the former Sherman Restaurant on the eastern edge of the Project site, which is currently gated and has no public access.

Pedestrian Access and Circulation

Pedestrian facilities in the immediate vicinity of the Project site include continuous sidewalks on both sides of Airport Boulevard and Bay View Place. There are marked crosswalks across Airport Boulevard on the west leg of the intersection of Bay View Place and Airport Boulevard and a midblock crosswalk across Airport Boulevard to the right of the channel. Along the northern boundary of the Project site, there is an unimproved portion of the Bay Trail.

[252] Hexagon Transportation Consultants, Inc. 2024. *Transportation Study for the Proposed Bay Rise Park in Burlingame, California*. March 6.

Bicycle Access and Circulation

The existing and proposed bike facilities are shown in Figure 5 of the transportation study (Appendix G). There are no existing bike lanes or facilities on the Project site itself; however, there are existing bike paths nearby. Existing bike facilities include Class I bike paths parallel to Anza Boulevard, Bayside Crossing, and the waterfront. Class II bike paths are located on Airport Boulevard, and a Class III bike route is on Airport Boulevard at the Burlingame Dog Exercise Park.

Transit Services

Transit service in the vicinity of the Project site is provided by Commute.org's Burlingame Point Shuttle (BPT). The BPT shuttle provides service between the Millbrae BART/Caltrain station and Meta Reality Labs at Burlingame Point, with stops along Airport Boulevard. Service is available Monday through Friday during the AM and PM commute hours and free to the public. Access to and from the bus stop from the Project site is provided from sidewalks on Airport Boulevard and Bay View Place.

Discussion

a. Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities? (Less than Significant)

Construction

Heavy equipment would be transported on and off the Project site during demolition and construction. The transport of heavy equipment could cause slight traffic delays in the vicinity of the Project site during the approximately 41-month construction period; however, the delays would be temporary. The impact regarding conflicts with applicable plans during construction would be ***less than significant***.

Operation

Based on trip generation rates recommended by the Institute of Transportation Engineers, it is estimated that, on a typical day, the Project would generate a total of 94 daily trips; with one vehicle trip (one inbound, none outbound) during the AM peak hour and 23 vehicle trips (13 inbound, 10 outbound) during the PM peak hour.[253] On occasions when the education center/event building is in use, an estimated total of 352 vehicle trips would be generated, with 19 vehicle trips (13 inbound, six outbound) during the AM peak hour and 55 vehicle trips (31 inbound, 24 outbound) during the PM peak hour.[254] The Institute of Transportation Engineers generation rates for "public park" and "recreational community center" were used for the analysis.

According to the City/County Association of Governments (C/CAG) of San Mateo County Congestion Management Program, projects that are estimated to generate 100 or more average daily trips are required to prepare a Transportation Demand Management (TDM) Plan. The Project would generate 19 vehicle trips during the AM peak hour and 55 vehicle trips during the PM peak hour when the education center/event building is in use. Therefore, the Project would generate fewer than 100 trips on a typical day and would not be required to prepare a TDM Plan. The City's Municipal Code, Chapter 25.43.010, requires implementation of TDM measures for nonresidential development projects of 10,000 square feet

[253] A typical day refers to days when the education center/event building is not in use.

[254] This vehicle trip estimate assumes that regular park activities would still occur during occasional use of the education center/event building, which would generate an estimated 258 daily trips, along with regular daily park trips (i.e., 94 trips), for a total of 352 vehicle trips on a day when the education center/event building is in use.

or more. Because the Project would construct an 8,600-square-foot education center/event building, compliance with Municipal Code Chapter 25.43 would not be required. Therefore, the Project would not result in conflicts with the Congestion Management Plan (CMP) and Municipal Code, and ***less-than-significant*** impacts associated with conflicts with the CMP and the Municipal Code would occur.

The 2040 General Plan has a goal to improve transit access, frequency, connectivity, and amenities to increase transit ridership and convenience.[255] Transit service in the vicinity of the Project site is provided by BPT. The BPT shuttle provides service between the Millbrae BART/Caltrain station and Meta Reality Labs at Burlingame Point, with stops along Airport Boulevard. Service is available Monday through Friday during the AM and PM commute hours and free to the public. The Project would promote continued use of public transit facilities/services. Access to and from the bus stop from the Project site would be provided from sidewalks on Airport Boulevard and Bay View Place. It is assumed that the bus and transit services at the Millbrae BART/Caltrain station would have adequate capacity and be able to accommodate the Project's potential minor increase in ridership. The Project would not interfere with any existing bus route and would not remove or relocate any existing bus stops. Therefore, the Project's impacts on the nearby transit network would be ***less than significant,*** and the Project would be consistent with goals identified by the City.

The 2040 General Plan has a goal to develop a network of high-quality, convenient, safe, and easy-to-use bicycle facilities to increase the number of people who use bicycles for everyday transportation.[256] Currently, there are no bicycle access or bicycle facilities on the Project site; however, on the southern Project boundary, there are existing Class II bike lanes on Airport Boulevard. Other existing bike facilities in the vicinity of the Project site include Class I bike paths parallel to Anza Boulevard, Bayside Crossing, and the waterfront. There is also a Class III bike route on Airport Boulevard at the Burlingame Dog Exercise Park. In addition, the City has plans to include a Class I bike path on the northern boundary of the Project site adjacent to the Bay, Class II buffered bike lanes on Old Bayshore Highway, a Class III bike route through Bayside Park, and a Class IV separated bikeway along Airport Boulevard.

In accordance with the City's Municipal Code, Section 25.40.050(A), bicycle parking shall be provided in accordance with the requirements of the California Green Building Standards Code (CALGreen). If a new project is anticipated to generate visitor traffic, CALGreen states that the project must provide permanently anchored bicycle racks within 200 feet of the entrance for 5 percent of parking spaces, with a minimum of one rack with two-bike capacity. The Project would provide short-term bicycle parking spaces on-site. The short-term bicycle racks would be located at the lower-left corner of the education center/event building, and each could accommodate four bikes. All bicycle parking spaces would be accessible from the Project driveway and nearby trails. Although the Project could add additional bicycle trips, bicyclists would be able to use the existing or planned bicycle facilities. The Project would not generate activities that would interfere with access or circulation for people biking. Therefore, the Project's impact on bicycle facilities would be ***less than significant,*** and the Project would be consistent with goals identified by the City.

The 2040 General Plan has a goal to ensure that the city's streets are comfortable, safe, and attractive for people of all ages and abilities.[257] Pedestrian access and facilities in the Project vicinity consist of sidewalks, crosswalks, and signals at signalized intersections. The Project would provide a network of

[255] City of Burlingame. 2019. *Envision Burlingame General Plan—Mobility Element*. Available: https://www.burlingame.org/DocumentCenter/View/663/Chapter-6---Mobility-Circulation-PDF. Accessed: December 3, 2025.

[256] Ibid.

[257] Ibid.

trails on the east side of the site that would provide access to the water rescue/kayak access ramp and the boardwalk along the eastern portion of the site. In addition, the Project would improve and reroute the segment of the Bay Trail that is currently on the site. The new segment would extend from the southeastern corner of the site to the northwestern corner where it would connect to the existing Bay Trail. The new Bay Trail segment would provide pedestrian access to the proposed kitesurfing area, parking lot, overlook grove, and education center/event building. Furthermore, sidewalk improvements would take place on both sides of Airport Boulevard and Bay View Place. A new midblock crosswalk is proposed to connect the existing Bay Trail to the existing pedestrian facilities within and surrounding the Project site. Overall, the Project would improve pedestrian facilities on the Project site. Therefore, the Project's impacts on pedestrian facilities would be ***less than significant,*** and the Project would be consistent with goals identified by the City.

b. Conflict or be inconsistent with CEQA Guidelines Section 15064.3, Subdivision (b)? (Less than Significant)

The City of Burlingame has not yet adopted any analysis methodology or significance thresholds related to VMT. Thus, the VMT thresholds used for the Project are based on the Governor's Office of Planning and Research (OPR) recommendations and San Mateo County VMT policy guidelines. San Mateo County VMT policy guidelines specify procedures for determining a project's impacts on VMT, based on the project description, characteristics, and location. The VMT methodology also includes screening criteria that are used to identify types, characteristics, and locations of projects that would not exceed the VMT thresholds of significance. If a project or a component of a mixed-use project meets the screening criteria, it is then presumed that the project or the component would result in a less-than-significant VMT impact. Land use projects that meet at least one of the following screening criteria are presumed to have a less-than-significant impact on VMT:

- Located in a transit priority area (TPA) (within 0.5 mile of a high-quality transit stop/rail station)
- Affordable housing
- Small projects generating 110 or fewer daily trips
- Existing low-VMT area
- Local serving retail (less than 50,000 square feet)

The Project would transform an undeveloped parcel into a publicly accessible recreational park and education center/event building that would serve the existing Burlingame community (i.e., local-serving facility). It would be a small project that would generate fewer than 110 daily vehicle trips. Therefore, the Project would have a ***less-than-significant*** VMT impact.

c. Substantially increase hazards because of a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)? (Less than Significant)

The transportation study evaluated the Project's site access, parking, and circulation, which includes a review of the driveway design. As discussed in the transportation study, the Project would provide a new circular driveway for vehicular access on Airport Boulevard. The new driveway would lead to a proposed parking lot that would accommodate up to 30 diagonal parking spaces; two of the parking spaces would be reserved for bus parking. The circular driveway at the entrance would also serve as a loading and unloading area for park visitors. The Project would also stripe a left-turn pocket on Airport Boulevard to facilitate left turns into the park. The transportation study found that both the Project driveways and the parking aisle would have adequate widths and meet Municipal Code requirements. Furthermore, due to

the relatively low number of Project-generated trips at the driveways, operational issues related to vehicle queuing and/or vehicle delay are not expected to occur as a result of the Project.

The Project's proposed parking spaces would be required to comply with Municipal Code Section 25.40.070(C)(2), which provides minimum driveway width requirements for parking areas with one to 30 vehicle spaces to be a minimum of 12 feet; parking stalls between 30 and 60 degrees should have an aisle width of 13 feet for one-way traffic. The Project driveways on Airport Boulevard and Bay View Place would be 24 and 20 feet wide, respectively, and the parking aisle would have a width of 14 feet and therefore would be compliant with the Municipal Coder requirements.

Sight distance for vehicles entering and exiting the Project driveways was also evaluated in the transportation study. Sight distance recommendations vary, depending on the roadway speeds. The posted speed limit on Airport Boulevard is 35 mph. There is no posted speed limit on Bay View Place. The transportation study uses Caltrans' recommended stopping sight distance for the Project driveways, which is 250 feet (based on a design speed of 35 mph). The Project driveways have sight distances of more than 300 feet in both directions, and therefore meet the Caltrans requirement.

The Project would include access to the Bay and the Bay Area Water Trail along the northwest and east sides of the Project site. The northwest side of the site would provide access to the Bay, with a ramp for kitesurfing and windsurfing and a lawn lay-down area for setting up equipment. The east side of the site would provide direct access to Sanchez Creek for kayaking and paddleboarding through a kayak launch and water rescue ramp that would be used by the Central County Fire Department. These ramps would introduce a new land use and design feature to the Project site that would be different from the existing surrounding land uses in the immediate vicinity. However, this new use would not present a substantial incompatibility with surrounding land uses and would not be expected to create a design hazard to other similar recreational uses and water vessels in the area. The Coyote Point Marina and Boat Ramp, which is the closest marina and boat launch to the Project site, is approximately 1.2 miles to the southeast. In addition, the Windsurfing and Kayak Launch at Seal Point is approximately 2.6 miles southeast of the Project site. The Oyster Point Marina and Windsurfing Launch Ramp is approximately 5.2 miles northwest of the Project site. Although small watercraft from these marinas could be present in the Bay by the Project site, it is not anticipated that the addition of the proposed ramps would result in hazards to other vessels. In addition, there are no existing industrial ports for larger vessels (e.g., shipping containers or tugboats) in the vicinity of the Project site. Therefore, the Project would not result in conflicts between the various types of watercraft (kayaks, kitesurfs, etc.) entering the Bay at the Project site and existing maritime traffic.

As described in Section XI, *Land Use and Planning*, the Project would be subject to the McAteer-Petris Act, thereby requiring a permit from BCDC. The permit would be reviewed and approved by BCDC to ensure that the Project, as well as all Project-related activities within the shoreline band, would be consistent with the requirements of the San Francisco Bay Plan and McAteer-Petris Act. The Project Sponsor would be required to secure a BCDC permit prior to issuance of the Project's building permit. The permit would ensure that no conflicts would occur in the navigable slough between existing and proposed watercraft uses. Therefore, based on the evaluation of the Project's design features above, the Project would not include hazardous designs or incompatible uses, and the impact would be ***less than significant***.

d. Result in inadequate emergency access? (Less than Significant)

Access to the Project site would be provided through use of a driveway on Airport Boulevard. A new left-turn pocket would be striped on Airport Boulevard to facilitate left turns into the park. The entrance on Airport Boulevard would lead to a one-way circular driveway that would serve as a loading and unloading

area for park visitors, delivery trucks, garbage trucks, and emergency vehicles. The circular drive would then continue to the southern portion of the Project site and exit onto Bay View Place. The one-way drive would have diagonal parking spaces, two of which would be reserved for bus parking. As shown in Figure 4 of the transportation study, the Project's vehicular access would allow turning movements with acceptable maneuvering space for loading and emergency vehicles because the Project driveways on Airport Boulevard and Bay View Place would be 24 and 20 feet wide, respectively. Therefore, on-site circulation is considered adequate, and impacts would be ***less than significant***.

XVIII. Tribal Cultural Resources

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code Section 21074 as a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe and:				
a. Listed or eligible for listing in the California Register of Historical Resources or in a local register of historical resources, as defined in Public Resources Code Section 5020.1(k), or	☐	☒	☐	☐
b. A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code Section 5024.1. In applying the criteria set forth in subdivision (c) of Public Resource Code Section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.	☐	☒	☐	☐

Setting

Public Resource Code Section 21080.3.1 requires that local agencies formally consult with recognized California Native American tribes during the CEQA process to discuss potential impacts on tribal cultural resources. Prior to release of a Negative Declaration, Mitigated Negative Declaration, or Environmental Impact Report, the agency must initiate consultation with tribes that are traditionally and culturally affiliated with the geographic area of a proposed project if (1) the tribe requested of the agency, in writing, to be informed through formal notification of proposed projects in the geographic area that is traditionally and culturally affiliated with the tribe and (2) the tribe responds, in writing, within 30 days of receipt of the formal notification of a proposed project and requests consultation with the agency (Public Resource Code Section 21080.3.1[b]).

To identify tribal cultural resources within the Project area, on December 21, 2023, ICF on behalf of the City, submitted a request to the Native American Heritage Commission (NAHC) to provide a list of California Native American tribes that are geographically affiliated with the Project site. A search of the NAHC's Sacred Land File (SLF) was also requested. On December 29, 2023, the NAHC responded to the request and stated that "the result of the Sacred Lands File (SLF) check conducted through the Native American Heritage Commission was negative." A list of 11 individuals for consultation was provided with the NAHC response.

On June 14, 2024, the City sent letters to each of the 11 contacts from the list provided by the NAHC and to Native American contacts that had previously requested to be contacted by the City for potential consultation, informing them of the Project and formally inviting them to consultation pursuant to Public

Resource Code Section 21080.3.1 (i.e., Assembly Bill 52). Letters containing details about the Project and a location map were sent to the 11 representatives from the six tribal groups.

- Carla Munoz, Tribal Council – Costanoan Rumsen Carmel Tribe
- Desiree Munoz, Tribal Liaison – Costanoan Rumsen Carmel Tribe
- Charlene Nijmeh, Chairperson – Muwekma Ohlone Tribe of the San Francisco Bay Area
- Monica Arellano, Vice Chairwoman – Muwekma Ohlone Tribe of the San Francisco Bay Area
- Vincent Medina, Cultural Leader – The Ohlone Indian Tribe
- Desiree Virgil, Tribal Historic Preservation Officer – The Ohlone Indian Tribe
- Andrew Galvan – The Ohlone Indian Tribe
- Kenneth Woodrow, Chairperson – Wuksachi Indian Tribe/Eshom Valley Band
- Kanyon Sayers-Roods, Most Likely Descendant Contact – Indian Canyon Mutsun Band of Costanoan Ohlone People
- Ann Marie Sayers, Chairperson – Indian Canyon Mutsun Band of Costanoan Ohlone People
- Irenne Zwierlein, Chairperson – Amah Mutsun Tribal Band of Mission San Juan Bautista

All tribal correspondence was conducted by the City. The City did not receive any requests for consultation during the 30-day notification period. Therefore, the City has determined that the consultation process is concluded, pursuant to Public Resource Code Section 21080.3 (i.e., Assembly Bill 52) and Public Resource Code Section 21084.3.

Discussion

Would the Project cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code Section 21074 as a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe and:

a. Listed or eligible for listing in the California Register of Historical Resources or in a local register of historical resources, as defined in Public Resources Code Section 5020.1(k)? (Less than Significant with Mitigation)

A search of the SLF identified no tribal cultural resources in the Project area, and no tribal cultural resources or burials were identified as a result of consultation with the Native American groups the NAHC listed as geographically affiliated with the region. Moreover, the Project site is located on artificial fill created in the early 1970s. Notwithstanding, the potential exists for previously undiscovered tribal cultural resources to be encountered during Project-related ground disturbance. Buried deposits may be eligible for listing in the California Register of Historical Resources. If such resources were to be destroyed by Project-related activities, the impact would be significant.

Mitigation measures included in Section V, Cultural Resources, would reduce impacts. Implementation of Mitigation Measure CUL-1 would require the excavation crew to receive pre-construction archaeological sensitivity training, which would define what archaeological resources are and lay out the protocol for unanticipated archaeological discoveries. The protocol requires construction work to stop if an archaeological material or feature is encountered during ground-disturbing activities, thereby preventing further disruption and possible damage. The resource would be properly evaluated, and a treatment plan

would be developed with Native American stakeholders. In accordance with Section 50977.98 of the Public Resources Code and Section 7050.5 of the State Health and Safety Code, the Project would be required to stop construction work if human remains are encountered during ground-disturbing activities and follow proper procedures regarding notification. Implementation of Mitigation Measure CUL-1 would ensure that any previously undiscovered tribal cultural resources would be properly treated if found during construction. Therefore, this impact on tribal cultural resources would be ***less than significant with mitigation***.

b. A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code Section 5024.1? (Less than Significant with Mitigation)

As stated previously, no sacred lands were identified by the NAHC in the vicinity of the Project site, and no previously recorded archaeological resources within the Project site or within 0.5 mile of the Project site were identified during the records search at the Northwest Information Center. In addition, no tribal cultural resources were identified during consultation with California Native American tribes. However, the potential still exists for encountering as-yet undocumented archaeological resources because of the archaeological and historical contexts of the Project site, combined with the presence of Holocene-age soils. Prehistoric archaeological resources could be considered tribal cultural resources. Therefore, the impact on tribal cultural resources would be potentially significant.

As described previously, implementation of Mitigation Measure CUL-1 would mitigate potential impacts on as-yet undocumented resources and human burials. Therefore, the impact on such resources, which could be considered significant by California Native American tribes (per Public Resources Code Section 5024.1), would be ***less than significant with mitigation***.

XIX. Utilities and Service Systems

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
Would the Project:				
a. Require or result in the relocation or construction of new or expanded water, wastewater treatment, stormwater drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects?	☐	☐	☒	☐
b. Have sufficient water supplies available to serve the Project and reasonably foreseeable future development during normal, dry, and multiple dry years?	☐	☐	☒	☐
c. Result in a determination by the wastewater treatment provider that serves or may serve the Project that it has adequate capacity to serve the Project's projected demand in addition to the provider's existing commitments?	☐	☐	☒	☐
d. Generate solid waste in excess of state or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals?	☐	☐	☒	☐
e. Comply with federal, state, and local management and reduction statutes and regulations related to solid waste?	☐	☐	☒	☐

Setting

Water

The City purchases all of its potable water from the San Francisco Public Utilities Commission (SFPUC) Regional Water System (RWS). Approximately 85 percent of the SFPUC RWS water supply originates in the Hetch Hetchy watershed in Yosemite National Park, then flows down the Tuolumne River to Hetch Hetchy Reservoir.[258] The remaining 15 percent of the SFPUC RWS water supply originates locally in the Antonio, Calaveras, Crystal Springs, Pilarcitos, and San Andreas Reservoirs. This water is stored in six different reservoirs in Alameda and San Mateo Counties.[259]

The RWS has historically met demand in its service area in all year types. The water available to SFPUC's retail and wholesale customers from the RWS is constrained by hydrology, physical facilities, and the institutional parameters that allocate the water supply of the Tuolumne River. In addition, statewide regulations and other factors can affect system reliability. For example, adoption of the Water Quality Control Plan for the San Francisco/Sacramento-San Joaquin Delta Estuary (Bay-Delta Plan Amendment)

[258] City of Burlingame. 2021. *City of Burlingame 2020 Urban Water Management Plan*. Available: https://cms6.revize.com/revize/burlingamecity/document_center/Water/CityofBurlingame_2020_UWMP.pdf. Accessed: June 12, 2024.

[259] Ibid.

is anticipated to affect the reliability of RWS supplies in the future. However, there are many uncertainties surrounding implementation of the current (July 2018) Bay-Delta Plan Amendment, not the least of which is ongoing litigation. On October 25, 2024, the State Water Resources Control Board (SWRCB) released draft potential updates to the Bay-Delta Plan[260] that included options for incorporating a regulatory pathway, based on the Healthy Rivers and Landscapes Program, formerly referred to as the Voluntary Agreements.[261] If the Bay-Delta Plan Amendment is implemented, the proposed unimpaired flow volumes would significantly reduce the water supply available through the RWS during future drought conditions. The City would be required to reduce its water use by as much as 53.3 percent during multi-year droughts if no new additional imported or local supplies are developed by SFPUC or its wholesale customers. As part of this "worst-case" scenario, the City plans to enact its Water Shortage Contingency Program (WSCP), which includes mandatory staged restrictions of water use. The WSCP systematically identifies ways in which the City can reduce water demand during dry years. The overall reduction goals in the WSCP were established for six drought stages to reduce water demand by more than 50 percent.

According to the City's 2020 Urban Water Management Plan (UWMP), Burlingame's average water demand between 2018 and 2022 totaled 1,238 million gallons, which is equivalent to 3.39 million gallons per day (mgd), or 65 percent of the City's allotted 5.23 mgd. Generally, 42 percent of water consumption is from single-family residential uses, 19 percent from multi-family residential uses, 12 percent from industrial uses, 13 percent from commercial uses, 5.2 percent from irrigation uses, and 2.8 percent from institutional uses (the remaining is consumed through losses). In 2022, the City updated its water demand projections to reflect its Housing Element update and assigned Regional Housing Needs Assessment (RHNA) development values. The updated demand values incorporated savings from both passive and active conservation.

Water demand within Burlingame is projected to increase to 1,697 million gallons by 2045 (4.65 mgd), an increase of approximately 28 percent compared to the 2018–2022 average. As a result of anticipated increases in citywide demand for water, the City developed a Development Offset Program to show how future demands will be met through the implementation of citywide water conservation programs. The purpose of the Development Offset Program is to ensure that overall customer demand for water does not exceed the available current or future supply under a range of hydrologic conditions, thereby ensuring the availability of water for residential, commercial, and other purposes in the service area. New developments that are expected to result in a net increase in demand compared with City projections are required to pay fees under the Development Offset Program, which will fund water conservation projects and offset forecast demand overages.

There is an existing 12-inch municipal water main in Airport Boulevard south of the Project site.

Wastewater

The City's Public Works Department services Burlingame's wastewater system. Wastewater flows are carried to a wastewater treatment plant (WWTP) at 1103 Airport Boulevard, which serves the entire city as well as approximately one-third of Hillsborough. The average dry-weather flow of wastewater

[260] ACWA. 2024. *State Water Board Releases Draft Updates to the Bay-Delta Plan*. October 30, 2024. Available: https://www.acwa.com/news/state-water-board-releases-draft-updates-to-the-bay-delta-plan/. Accessed: December 3, 2025.

[261] Ibid.

to the WWTP has remained fairly constant, at approximately 3.0 to 3.5 mgd, which is approximately 55 to 64 percent of the facility's 5.5 mgd capacity.[262]

An existing 10-inch municipal sewer main is located in Airport Boulevard south of the Project site.

Stormwater

The Project site is relatively flat, although localized high areas are present on the north that affect drainage patterns.[263] Runoff from more than half of the site flows directly toward the constructed tidal marsh, San Francisco Bay, Anza Lagoon, and Sanchez Channel, all of which are controlled by tidal conditions; however, water levels are unaffected by runoff from the Project site. The remainder of the site drains to an existing 36-inch municipal storm drain on Airport Boulevard or a 21-inch storm drain on Bay View Place.[264]

The Proposed Project is subject to the requirements of the Clean Water Act of 1972, which prohibits the discharge of stormwater into waters of the United States, unless the discharge is in compliance with an NPDES permit, as described in detail in Section X, *Hydrology and Water Quality.*

Solid Waste

The city is within the service area of RethinkWaste, also known as the South Bayside Waste Management Authority. The City of Burlingame, as well as the Cities of Atherton, Belmont, East Palo Alto, Foster City, Hillsborough, Menlo Park, Redwood City, San Carlos, and San Mateo; the County of San Mateo; and the West Bay Sanitary District form the Joint Powers Authority (JPA) for Rethink Waste.[265] Recology San Mateo County provides recycling, composting, and garbage collection services for residents and businesses in the RethinkWaste service area. Recyclables and organic solid waste are taken by Recology trucks to the Shoreway Environmental Center in San Carlos for sorting. The Shoreway Environmental Center is owned by RethinkWaste and operated by South Bay Recycling on behalf of RethinkWaste. Solid waste and recyclables received at the Shoreway Environmental Center are processed and sent to the appropriate facility, including the Ox Mountain Landfill (also known as Corinda Los Trancos Landfill), which is in Half Moon Bay. This landfill has a maximum permitted capacity of 60,500,000 cubic yards (cy). This landfill is expected to remain operational until 2034 and has a permitted throughput capacity of 3,598 tons per day.[266]

Electric Power, Natural Gas, and Telecommunications Facilities

The Pacific Gas and Electric Company's (PG&E's) natural gas (methane) delivery system includes approximately 42,000 miles of distribution pipelines and 6,700 miles of transmission pipelines. Gas delivered by PG&E originates in gas fields in California, the Southwest, the Rocky Mountains, and Canada. Transportation pipelines send natural gas from fields and storage facilities in large pipes while under high pressure. The smaller distribution pipelines deliver gas to individual businesses or residences. PG&E gas

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262 City of Burlingame. 2021. *City of Burlingame 2020 Urban Water Management Plan*. Available: https://www.burlingame.org/DocumentCenter/View/3803/Final-2020-Urban-Water-Management-Plan-with-Appendices-PDF. Accessed: June 14, 2024.

263 Langan Engineering and Environmental Services, Inc. 2021. *Preliminary Geotechnical Investigation Burlingame Shoreline Park Burlingame, California*. Prepared for The SPHERE Institute. June 28.

264 cbec eco engineering. 2021. *CEQA Impacts Assessment for Hydrology Technical Memorandum*. November 24.

265 Rethink Waste South Bayside Waste Management Authority. 2024. *About.* Available: https://rethinkwaste.org/about/rethinkwaste/about/. Accessed: June 14, 2024.

266 CalRecycle. 2019. *SWIS Facility/Site Summary Details: Corinda Los Trancos Landfill (Ox Mtn) (41-AA-0002).* Available: https://www2.calrecycle.ca.gov/SolidWaste/Site/Details/3223. Accessed: June 14, 2024.

transmission pipeline systems serve approximately 15 million customers in California. The system is operated under an inspection-and-monitoring program in real time on a 24-hour basis. The program provides leak inspections, surveys, and patrols of the pipelines.[267]

Numerous telecommunications providers serve Burlingame and provide access to infrastructure for broadband, fiber optic, wireless, and other emerging technologies. AT&T, Xfinity from Comcast, Wave Broadband, Sonic, and others provide telecommunication and cable television services to residents and businesses in the city. The Project site receives services from Xfinity, AT&T, Viasat, and Comcast.[268]

Discussion

a. Require or result in the relocation or construction of new or expanded water, wastewater treatment, stormwater drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects? (Less than Significant)

Water and Wastewater Facilities

The Project site is vacant. Because the Project would be constructed within a vacant parcel, operation of the Project would increase water usage and wastewater generation compared with existing conditions. Although the Project would increase sewer flows, the 10-inch sewer main in Airport Boulevard would have adequate capacity to handle the additional flows and would not require any upgrades. New sewer connections would be extended from the Project site to the existing 10-inch municipal sewer main. Similarly, new water services would connect to the existing 12-inch municipal water main south of the Project site. Therefore, the construction of new or expansion of existing waste and wastewater infrastructure would not be required.

As described in more detail in impacts (b) and (c), below, the increased water and wastewater treatment demand, which would be minimal, could be served by the existing water supply and remaining capacity of the WWTP. The Project would not require relocation or construction of new or expanded water or wastewater treatment facilities because there is adequate water and wastewater treatment capacity available to serve the Project. Therefore, the impact would be ***less than significant***.

Stormwater

The Project would connect to the existing 36-inch municipal storm drain in Airport Boulevard, using an 8-inch connection, in accordance with the municipal regional permit. In addition, the Project would incorporate on-site retention facilities, including rainwater cisterns, a bioretention feature, and self-retainment landscaping features. Of the approximately 9.4 acres of land on the Project site, 2.23 acres (or approximately 24 percent of the Project site) would comprise impervious surface areas or permeable pavement. However, with the exception of water access features, these areas would not drain toward the Bay and restored marsh area; runoff would be treated with the use of the bioretention and self-retainment landscaping features, as previously mentioned. No new stormwater drainage facilities, other than those included in the Project design, would be required. Therefore, impacts associated with new stormwater drainage facilities would be ***less than significant***.

[267] Pacific Gas & Electric. *Learn about the PG&E Natural Gas System*. Available: https://www.pge.com/en/about/pge-systems/gas-systems.html. Accessed: June 17, 2024.

[268] BroadbandNow. n.d. *Internet Service Providers in Burlingame, California.* Available: https://broadbandnow.com/California/Burlingame#. Accessed: June 17, 2024.

Electric Power, Natural Gas, and Telecommunications Facilities

Operation of the Project is not anticipated to result in the construction or expansion of electric power, natural gas, or telecommunications facilities. Existing electric and telecommunications lines in the vicinity of the Project site would serve the Project. However, they may be upgraded, if necessary, to meet the needs of the Project. The Proposed Project would be designed to be all electric and therefore would not require any connections to existing natural gas lines or facilities.

The installation of new or expanded telecommunications lines on the Project site would require excavation, trenching, soil movement, and other activities that are typical during the construction of development projects. These construction impacts are discussed in detail in the appropriate topical sections of this document as part of the assessment of overall Project impacts. However, no off-site telecommunication lines would need to be installed or expanded as a result of the Project, resulting in less-than-significant impacts.

The Project would connect to existing electric lines located around the perimeter of the Project site. No new electric power lines would need to be installed. Existing PG&E electric lines in the vicinity of the Project site would continue to serve the site. It is anticipated that the Project would consume approximately 450,000 kilowatt hours of electricity per year once operational. For the reasons outlined above, no off-site electric facilities would need to be constructed or expanded as a result of the Project, resulting in ***less-than-significant impacts***.

b. Have sufficient water supplies available to serve the Project and reasonably foreseeable future development during normal, dry, and multiple dry years? (Less than Significant)

As discussed previously, Burlingame uses 3.39 mgd of its 5.23 mgd water supply. Burlingame's existing use represents 65 percent of its allotted supply; therefore, 35 percent of the city's water supply is unused. It is anticipated that operation of the Project would require approximately 3,300,000 gallons of water per year, including 300,000 gallons for use by the proposed education center/event building and approximately 3,000,000 gallons for landscape irrigation. The Project would use 9,041 gallons per day (0.009041 mgd), bringing Burlingame's use to 3.40 mgd, which is still under the existing water supply of 5.23 mgd. The city's water supply can accommodate the minimal increase in water demand due to the Project. In addition, through implementation of the City's Development Offset Program, the Project would not affect water supply reliability within Burlingame beyond what has been projected. Based on currently available information, the City expects to be able to meet all future demands within its service area, inclusive of the Project, in normal hydrologic years and dry years. The shortfalls that are currently projected during dry years will be addressed through planned implementation of the City's WSCP. Furthermore, as described herein and in the City's 2020 UWMP, the City, the Bay Area Water Supply and Conservation Agency, and SFPUC are pursuing the development of additional water supplies and mitigation measures to improve the RWS and local supply reliability. Therefore, adequate water supplies would be available to serve the Project and reasonably foreseeable future development during normal, dry, and multiple dry years, the impact would be ***less than significant***.

c. Result in a determination by the wastewater treatment provider that serves or may serve the Project that it has adequate capacity to serve the Project's projected demand in addition to the provider's existing commitments? (Less than Significant)

As described previously, the WWTP treats approximately 3.0 to 3.5 mgd of wastewater, which represents approximately 55 to 64 percent of the facility's capacity of 5.5 mgd. Therefore, 36 to 45 percent of the WWTP's capacity remains available to treat wastewater. As discussed in the section above, the Project's

water demand is anticipated to total 300,000 gallons or 0.3 million gallons of water per year (0.00082 mgd) for the proposed education center/event building; therefore, it is conservatively estimated that the Project would generate approximately 0.27 million gallons of wastewater per year (0.00074 mgd).[269] This additional wastewater demand due to the Project represents approximately 0.04 percent of the remaining wastewater treatment capacity (2.0 mgd) at the WWTP.[270] Currently, the remaining wastewater treatment capacity can accommodate the increase in wastewater demand due to the Project. Therefore, the Project's impact would be ***less than significant***.

d. Generate solid waste in excess of state or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals? (Less than Significant)

The California Integrated Waste Management Act of 1989 (AB 939) requires municipalities to adopt an integrated waste management plan to establish objectives, policies, and programs related to waste disposal, management, source reduction, and recycling. In addition, Senate Bill 1383, passed in 2016, established a target that calls for a 50 percent reduction in organic waste by 2020 and a 75 percent reduction by 2025. As discussed above, the City is part of a regional JPA that manages solid waste collection and recycling services for several cities. The JPA is required to divert waste from landfills to achieve state reduction goals. In 2022, San Mateo County as a whole had a total diversion rate of 50.8 percent because of recycling and composting. Burlingame had a slightly lower diversion rate than the county, with 40.3 percent of waste diverted from landfills.[271]

Construction of the Project would generate demolition waste from the removal of trees and pavement. It is anticipated that the Project could generate approximately 40,000 cy of excavated material during construction. About 25,000 cy of the excavated material would be exported off-site; 15,000 cy is anticipated to be recycled on-site. As such, construction of the Project would require the disposal of exported materials at a permitted landfill. All soil and debris, including contaminated soil, would be hauled to the Dumbarton or Newby Landfill or a similar facility. The Shoreway Environmental Center is permitted to receive 3,000 tons of refuse per day.[272] Once collected and sorted at the Shoreway Environmental Center, solid waste is transported to Corinda Los Trancos Landfill, which is permitted to receive 3,598 tons per day.[273] Solid waste generated by construction of the Project would represent approximately 3.20 percent and 2.67 percent of the permitted capacity of the Shoreway Environmental Center and Corinda Los Trancos Landfill, respectively.[274] As such, the Shoreway Environmental Center and the Corinda Los Trancos Landfill would have adequate capacity to serve the Project with respect to waste generated during construction. Furthermore, the Project would be required to comply with the

[269] This metric was calculated using a 90 percent rate for water returning to the sewer system as wastewater for non-residential users: (300,000 × 0.90) = 270,000 gallons per year of wastewater.

[270] 0.04 percent = (0.00074 mgd Project wastewater/2.0 mgd remaining capacity) × 100 percent.

[271] Recology San Mateo County. 2023. *Annual Report to the SBWMA for Year 2022*. Available: https://rethinkwaste.org/wp-content/uploads/2023/04/RSMC-Annual-Report-2022.pdf. Accessed: June 17, 2024.

[272] RethinkWaste. 2024. *About Shoreway.* Available: https://rethinkwaste.org/shoreway-environmental-center/about/. Accessed: June 14, 2024.

[273] California Department of Resources Recycling and Recovery. 2019. *SWIS Facility/Site Summary Details: Corinda Los Trancos Landfill (Ox Mtn) (41-AA-0002).* Available: https://www2.calrecycle.ca.gov/SolidWaste/SiteActivity/Details/1561?siteID=3223. Accessed: June 14, 2024.

[274] (25,000 cy off-site Project waste × 1.4 tons)/(3,000 tons per day × 365 days per year) × 100 percent = 3.20 percent; (25,000 cy off-site Project waste × 1.4 tons)/(3,598 tons per day × 365 days per year)) × 100 percent = 2.67 percent.

City Construction and Demolition Recycling Ordinance (Chapter 8.17 of the Burlingame Municipal Code), which requires salvaging or recycling at least 60 percent of construction-related solid waste.

Operation of the Project would most likely increase overall solid waste generation because of the additional recreational uses compared with the currently vacant site. In 2023, employment uses in Burlingame generated approximately 6.3 pounds of solid waste per person per day.[275] Therefore, using a conservative estimate of the number of new employees on the Project site (i.e., two new employees), the Project could generate approximately 13 pounds of solid waste per day (0.0065 ton per day) in the form of garbage as well as recycling and composting material.[276] However, operation of the proposed public nature and recreation park would be required to meet state and local standards regarding solid waste and recycling. The increase in the amount of solid waste generated would be considered negligible because the landfills that would be used would continue to have ample capacity and, therefore, would be able to handle the minimal increase.

The Project would not generate solid waste in excess of state or local standards, or in excess of the capacity of local infrastructure, or otherwise impair attainment of solid waste reduction goals. Therefore, impacts from solid waste disposal would be ***less than significant***.

e. Comply with federal, state, and local management and reduction statutes and regulations related to solid waste? (Less than Significant)

The Project would develop a public nature and recreation park along with an education center/event building; this would not result in the generation of unique types of solid waste that would conflict with existing regulations regarding waste disposal. The Project would be required to comply with the City's solid waste disposal requirements, including recycling programs established under AB 939. As a result, the Project would comply with federal, state, and local management and reduction statutes and regulations related to solid waste, and the impact would be ***less than significant***.

[275] CalRecycle. 2024. *Jurisdiction Per Capita Disposal Rate Trends (2023)*. Jurisdiction: Burlingame. Available: https://www2.calrecycle.ca.gov/LGCentral/AnnualReporting/ReviewReports. Accessed: January 21, 2025.

[276] (2 employees × 6.3 pounds) = approximately 12.6 pounds per day.

XX. Wildfire

	Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
If located in or near State Responsibility Areas or lands classified as Very High Fire Hazard Severity Zones, would the Project:				
a. Substantially impair an adopted emergency response plan or emergency evacuation plan?	☐	☐	☒	☐
b. Because of slope, prevailing winds, or other factors, exacerbate wildfire risks and thereby expose Project occupants to pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire?	☐	☐	☐	☒
c. Require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines, or other utilities) that may exacerbate fire risks or result in temporary or ongoing impacts on the environment?	☐	☐	☐	☒
d. Expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes?	☐	☐	☐	☒

Setting

The Project site is not in a Moderate, High, or Very High Fire Hazard Severity Zone (FHSZ) within a State Responsibility Area. The closest State Responsibility Area to the Project site is the Moderate FHSZ approximately 3.3 miles southwest of the site, west of I-280.[277] The Project site and all surrounding areas are within a Local Responsibility Area, which is not identified as a Moderate, High, or Very High FHSZ. The area is generally developed and lacking the features that normally elevate wildland fire risks (dry vegetation, steeply sloped hillsides, etc.).[278]

Discussion

a. Substantially impair an adopted emergency response plan or emergency evacuation plan? (Less than Significant)

The Project would construct a public nature and recreation park on the vacant Project site, restore the tidal marsh ecology of the Bay shoreline, and provide an education center/event building and accessory storage building. Access for emergency vehicles would be provided through use of a driveway on Airport Boulevard. The Project would also incorporate a 20- by 30-foot building to store jet skis, personal protective equipment, and rescue equipment, as required by the Central County Fired Department. Although the City does not have an established evacuation plan, the Project would adhere to the guidelines

[277] California Department of Forestry and Fire Protection. 2024. *San Mateo County State Responsibility Area Fire Hazard Severity Zones*. Available: https://osfm.fire.ca.gov/what-we-do/community-wildfire-preparedness-and-mitigation/fire-hazard-severity-zones. Accessed: June 12, 2024.

[278] Ibid.

established by the Community Safety Element of the Burlingame General Plan. Therefore, the Project would not conflict with an adopted emergency response or evacuation plan. The impact would be ***less than significant*** and was adequately addressed in the Burlingame General Plan EIR.

b. Due to slope, prevailing winds, or other factors, exacerbate wildfire risks and thereby expose Project occupants to pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire? (No Impact)

The Project site is in an area that is highly developed and lacking features that normally elevate wildland fire risks (e.g., dry vegetation, steeply sloped hillsides). Because the Project site is not within or near a State Responsibility Area or a Very High FHSZ, there would be ***no impact***.

c. Require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines, or other utilities) that may exacerbate fire risk or that may result in temporary or ongoing impacts on the environment? (No Impact)

The Project would not require the installation or maintenance of infrastructure that would exacerbate fire risks, resulting in ***no impact***.

d. Expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes? (No Impact)

The Project site does not include an area that is downslope or downstream from areas that could experience post-fire slope instability or drainage changes. Therefore, the Project would result in ***no impact*** regarding the exposure of people or structures to associated significant risks.

XXI. Mandatory Findings of Significance

		Potentially Significant Impact	Less than Significant with Mitigation Incorporated	Less-than-Significant Impact	No Impact
a.	Does the Project have the potential to substantially degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, substantially reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?	☐	☒	☐	☐
b.	Does the Project have impacts that are individually limited but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)	☐	☒	☐	☐
c.	Does the Project have environmental effects that will cause substantial adverse effects on human beings, either directly or indirectly?	☐	☒	☐	☐

Discussion

a. Does the Project have the potential to substantially degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, substantially reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory? (Less than Significant with Mitigation)

As described in Section IV, *Biological Resources*, there is no riparian habitat within the Project area, and special-status plant species are not expected to occur. However, there are aquatic habitats and sensitive natural communities within or in the general vicinity of the Project site, including seasonal wetlands, eelgrass beds, and designated critical habitat. In addition, special-status bird species, western red bat, special-status fish, and marine mammals could occur on or near the Project site. As such, construction of the Project could result in potentially significant impacts on these biological resources. However, implementation of Mitigation Measures BIO-1 through BIO-10 and Mitigation Measure BIO-12 would ensure that impacts on these resources would be less than significant.

Project operation could result in potentially significant impacts on wildlife from proposed artificial lighting. The Project would include outdoor lighting within the landscape and along the exterior of the education center. However, lighting would be designed with sensitivity to the adjacent restored habitat and existing habitats (i.e., Sanchez Creek and the Bay). In addition, automated interior blackout shades would be installed on all windows on the education center's northern/northwestern and eastern façades as well as the galleries' south-facing clerestory windows. Given the amount of existing lighting adjacent to

the site and the proposed minimization for lighting on the site, the Project would not have appreciably greater illuminance than existing conditions. Furthermore, those species that currently occur on the site are adapted to artificial lighting and would continue to use the site after Project construction. Nonetheless, because the lighting design for the Project has not been finalized, implementation of Mitigation Measure BIO-11 would be required to ensure the Project would sufficiently minimize the potential impacts of lighting on wildlife species. Therefore, with mitigation, Project construction and operation would not reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, or reduce the number or restrict the range of a rare or endangered plant or animal.

As described in Section V, *Cultural Resources*, construction of the Project would not eliminate important examples of major periods of California history or prehistory. The Project would have no impact on a historical resource pursuant to Section 15064.5 of the CEQA Guidelines. Although no archaeological resources or human remains were identified at the Project site, such resources could be encountered during construction of the Project. Implementation of Mitigation Measure CUL-1 and compliance with Section 7050.5 of the California Health and Safety Code and Section 5097.98 of the Public Resources Code would ensure that impacts on as-yet unknown cultural resources would be avoided and minimized.

With implementation of mitigation measures, the Project would not substantially degrade the quality of the environment, substantially reduce wildlife habitat, or eliminate important examples of major periods of California history or prehistory. These impacts would be ***less than significant with mitigation***.

b. Does the Project have impacts that are individually limited but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.) (Less than Significant with Mitigation)

The cumulative impact analyses determined whether the Project in combination with other approved or foreseeable projects would result in a significant cumulative impact and, if so, whether the Project's contribution to the significant cumulative impact would be cumulatively considerable.

The initial study evaluates cumulative impacts using the General Plan EIR because the Project is consistent with applicable land use plans and policies. The General Plan EIR is incorporated by reference and available for public review online.[279] The General Plan EIR evaluated future development, as identified in the 2040 General Plan. Chapter 22 of the Burlingame General Plan EIR concluded that implementation of the Burlingame General Plan would result in a less-than-significant impact with respect to cumulative impacts related to the following resources: aesthetics; agricultural resources; air quality; biological resources; geology, soils, and minerals; hazards and hazardous materials; historic and cultural resources; hydrology and water quality; land use and planning; population and housing; public services; and utilities. Given the conclusions in the Burlingame General Plan EIR; given that the Project, with mitigation, would have a less-than-significant impact on the aforementioned resources; and given that future projects would be required to adhere to federal and state regulations, as well as local regulations identified in the Burlingame General Plan, the Project's contribution to impacts related to the aforementioned resources would not be singularly or cumulatively considerable.

As discussed in Section III, *Air Quality*, the combined level of health risk from the Project and other local sources of TACs would be less than all BAAQMD-recommended cumulative health risk thresholds prior to incorporation of Mitigation Measure AQ-1, as shown in Tables 3.3-6 and 3.3-7. Therefore, the level of

[279] The City of Burlingame 2040 General Plan EIR is available online at https://burlingame.org/252/General-Plan.

health risk associated with TACs emitted by the Project in combination with the health risks associated with other nearby TAC sources would not result in a cumulative local health risk impact for sensitive receptors. Accordingly, the contribution of the Project's emissions would not be cumulatively considerable.

Chapter 10 of the Burlingame General Plan EIR includes the cumulative impact analysis of GHG emissions. The Burlingame General Plan EIR concluded that implementation of the Burlingame General Plan could result in a significant cumulative GHG impact because the City cannot conclusively demonstrate that implementation of the Burlingame General Plan would not generate GHG emissions that would exceed the City's existing and future GHG reduction goals. The Project's contribution to global climate change due to GHG emissions is discussed in Section VIII, *Greenhouse Gas Emissions*. The Project would incorporate applicable BAAQMD policies and comply with the City's Climate Action Plan. As discussed in Section VIII, *Greenhouse Gas Emissions,* the Project would be consistent with the state's GHG emissions reduction trajectory and the City's Climate Action Plan. Therefore, the Project's contribution to this cumulative impact would not be cumulatively considerable.

Chapter 18 of the Burlingame General Plan EIR includes the cumulative transportation impact analysis. The Burlingame General Plan EIR concluded that implementation of local regulations and Burlingame General Plan policies would ensure that cumulative transportation impacts would be less than significant. As discussed in Section XVII, *Transportation*, the Project would result in a less-than-significant impact with respect to conflicts with applicable plans, VMT, design hazards, and emergency access. Given the Project's less-than-significant impacts, and given that future projects would be required to adhere to local regulations and Burlingame General Plan policies, the Project's contribution to cumulative transportation impacts would not be cumulatively considerable. Therefore, cumulative impacts would be ***less than significant with mitigation***, as required for this Project.

c. Does the Project have environmental effects that will cause substantial adverse effects on human beings, either directly or indirectly? (Less than Significant with Mitigation)

As described in this document, implementation of the Project could result in temporary air quality, cultural resources, geology and soils (paleontological resources), and tribal cultural resources impacts during the construction period. Implementation of the mitigation measures recommended in this document would ensure that the Project would not result in environmental effects that would have substantial adverse effects on human beings. Impacts would be ***less than significant with mitigation***.