



Context for Brisbane Shoreline Resilience Planning

Attachment A

April 10, 2026

EXECUTIVE SUMMARY

This document provides technical and planning context for the Brisbane Shoreline Resilience Plan and related OneShoreline initiatives along Brisbane's Bay shoreline. It is intended to orient technical and outreach consultants to the physical setting, infrastructure systems, ecological conditions, governance context, and parallel planning efforts that shape shoreline resilience planning in Brisbane. The document synthesizes existing information but does not establish policy decisions, adaptation strategies, or technical conclusions. Source documents referenced herein govern over any summaries provided.

Brisbane occupies a narrow band of shoreline between San Bruno Mountain and San Francisco Bay. Much of the shoreline corridor is constructed on artificial fill and lacks engineered flood protection. Regional transportation infrastructure, energy facilities, utility systems, and public access assets are concentrated within this corridor. Current and future flood exposure is influenced by tidal inundation, constrained drainage, groundwater rise, and storm surge, creating compound risks for infrastructure and future development areas.

Ecologically, the Brisbane shoreline reflects substantial loss of historic tidal habitats. Only small, fragmented marsh and mudflat areas remain, although remnant ecological function persists, including native *Olympia* oyster populations and limited tidal marsh. These conditions provide the opportunity for nature-based adaptation, including oyster reef, eelgrass, and beach restoration approaches that may provide both habitat and shoreline protection benefits.

Brisbane's shoreline sits within a broader regional governance and planning context that spans multiple jurisdictions and infrastructure systems, where transportation infrastructure, contamination constraints, and coordinated governance are shared regional challenges. Regional modeling shows significant flood exposure affecting impacting Caltrain, US-101, and regionally-designated planned development areas under higher sea level rise scenarios; combined with its vulnerabilities, the area is considered a flooding hot spot..

Several active planning efforts directly influence shoreline adaptation options, including the Brisbane Lagoon Watershed Adaptation Plan, the Brisbane Baylands Specific Plan, Sierra Point open space planning, Bay Trail gap closure planning, and adjacent shoreline planning in San Francisco. These efforts establish shared technical baselines, define land use assumptions, and shape feasible adaptation pathways.

Regional policy frameworks guide the planning effort. Senate Bill (SB) 272, the BCDC Regional Shoreline Adaptation Plan, and the Ocean Protection Council SB 1 program establish requirements for regionally consistent shoreline adaptation. Additional guidance is provided by Measure AA restoration objectives, Water Board permitting frameworks, Plan Bay Area growth projections and adopted plans, and the San Mateo County Local Hazard Mitigation Plan.

Together, these conditions define the planning context for shoreline adaptation in Brisbane. This document provides a summary of the setting, constraints, and opportunities that will inform development of coordinated, regionally consistent shoreline resilience strategies.

1 ONESHORELINE BRISBANE PROJECTS

1.1 Brisbane Shoreline Resilience Plan

The Brisbane Shoreline Resilience Plan will be the first shoreline adaptation plan for Brisbane's approximately 1.5-mile Bay shoreline. It is funded through Track 1 of the California Ocean Protection Council's SB 1 Sea Level Rise Adaptation Grant, with technical authorship led by a multidisciplinary consultant team procured through this RFP. The Plan must satisfy all RSAP requirements for a subregional shoreline adaptation plan and produce a planning record sufficient to support BCDC review and City adoption.

The Plan will be developed through an iterative co-development process among OneShoreline, the City of Brisbane, the consultant team, and a Technical Advisory Committee (TAC) providing expert review at key milestones. This contract covers RSAP Elements A through G.

The Brisbane Living Shoreline Project is being advanced concurrently, with restoration objectives and permitting strategy shaped by Plan outcomes. The Plan is the foundational work from which both efforts proceed.

1.2 Brisbane Living Shoreline Project

OneShoreline is advancing the **Brisbane Living Shoreline Project** (LSP), funded by the San Francisco Bay Restoration Authority through Measure AA and adopted by the San Francisco Bay Joint Venture as a regional priority. The project targets restoration of over 100 acres of eelgrass and 50 acres of oyster habitat elements along the Brisbane shoreline, with potential co-benefits for wave attenuation, water quality, and flood risk reduction for adjacent infrastructure. The Measure AA funding will support collection of baseline data, concept design, and permitting groundwork needed to position the Living Shoreline toward implementation.

The LSP is anticipated to launch in September 2026, with biological and hydrodynamic data collection led by OneShoreline's scientific research partners: the Smithsonian Environmental Research Center (SERC), the San Francisco Bay National Estuarine Research Reserve (NERR), and the Estuary and Ocean Science Center at San Francisco State University (EOS). Restoration alternatives development is expected to occur concurrently with the latter phase of adaptation strategies and pathways work under the Plan's Task Order 1 Element D, with 30% concept design and draft permit applications anticipated by fall 2028. The LSP will be developed within the adaptation framework established by the Plan, with restoration objectives, flood risk co-benefits, and permitting pathway informed by Plan progress.

2 Physical Setting and Regional Spatial Context

2.1 Location and Setting

Brisbane, California is a city in northern San Mateo County, situated on the lower eastern slopes of San Bruno Mountain just south of the San Francisco city limits. San Bruno Mountain defines the city's western edge. The residential core sits in Guadalupe Canyon at the mountain's base, with steep upland terrain to the west and a heavily modified bayfront to the east.

Bayshore Boulevard marks the historic shoreline and the western boundary of the Baylands, a 684-acre expanse of former railyard and municipal landfill stretching north from the Brisbane lagoon to the City and County of San Francisco line and east to the Bay. Despite a total area of 20.1 square miles, only 3.1 square miles is land; the remainder is water, primarily Brisbane Lagoon (US Census, 2020).



Photo take from airplane, looking west, showing the city of Brisbane at the south end (left side), sheltered by San Bruno Mountain rising in the background (credit: Doc Searls, wikipedia, CC BY-SA 2.0)

2.2 Watershed, Drainage, and Groundwater Context

Brisbane sits within the Visitacion-Guadalupe Valley Watershed, a low-lying coastal drainage basin straddling the City and County of San Francisco and San Mateo County. Two creeks drain the watershed: Guadalupe Valley Creek and Visitacion Creek. Both originate on the slopes of San Bruno Mountain and descend into a valley corridor that was historically a coastal wetland before mid-20th century development converted most of it to industrial and infrastructure uses.

Guadalupe Valley Creek drains the eastern face of San Bruno Mountain, transitioning to underground conveyance at the confluence of Devil's Arroyo and Wax Myrtle Ravine at approximately 200 feet elevation. The system re-emerges downstream, flowing beneath Tunnel Avenue and the Caltrain corridor before discharging into the northwestern corner of Brisbane Lagoon. Visitacion Creek forms the

watershed divide to the north; runoff in that system is either pumped north to San Francisco storm drains or conveyed south underground, emerging near the Kinder Morgan facility as a wetland band that extends toward US-101 before entering a culvert and discharging to the Bay. Both systems concentrate runoff into low-lying infrastructure corridors and tidally influenced receiving waters, creating compound flood exposure where stormwater drainage performance is directly affected by Bay water levels. The city also overlies the Visitacion Valley Groundwater Basin, a roughly 9-square-mile sub-basin of the San Francisco Bay hydrologic region (California Groundwater Bulletin 118).

2.3 Shoreline Form, Fill and Bayland Geography

The historic Bay shoreline followed the base of San Bruno Mountain near present-day Bayshore Boulevard. The modern shoreline is almost entirely artificial. Sierra Point and much of the adjacent bayshore were constructed from fill placed in shallow tidal mudflats beginning with railroad construction in the early twentieth century and continuing through the mid-century.

This fill-created landscape forms a narrow corridor between the mountain and the Bay. The corridor includes Brisbane Lagoon at the northern end, the Baylands lowlands extending north toward San Francisco, and the Sierra Point peninsula to the south. Much of this area lacks engineered shoreline protection and sits at elevations vulnerable to tidal inundation, storm surge, and groundwater rise. The artificial fill geology, low elevations, and constrained drainage collectively shape the physical conditions governing shoreline resilience planning.



Brisbane shoreline along U.S. 101, looking south.

3 Built Infrastructure & Active Use

The Baylands corridor contains regionally significant infrastructure and active uses with direct implications for shoreline resilience. Major transportation, energy, utility, and public access assets are concentrated within a narrow fill corridor that lacks engineered flood protection along its Bay-facing edge. The planning area contains four interconnected subareas, Brisbane Lagoon, the Baylands lowlands, the Sierra Point peninsula, and the regional transportation corridor. These are each described below alongside the energy, industrial, and contamination conditions concentrated within them.

3.1 The Brisbane Lagoon

The Brisbane Lagoon covers approximately 122 acres of open water and estuarine habitat, the entirety of which is within BCDC jurisdiction. The lagoon functions as a de facto polder, collecting watershed stormwater runoff and unmanaged tidal inflow from the Bay via two large, 300-foot-long concrete box culverts beneath US-101 (CMG, 2023). There is little beach area at low tide; most exposed shoreline at high tide is protected by riprap. Small mudflat areas present at low tide. It supports fish and bird habitat, vulnerable tidal and fringing marsh, and recreational uses including fishing and trail access. Storage and drainage capacity are constrained by the lagoon's small volume, fixed outfall geometry, and Bay water levels. During King Tide events, “sunny day” tidal backwater effects reduce discharge capacity, causing water levels to rise and periodically inundating Sierra Point Parkway.

3.2 Regional Transportation Corridor

US-101 and the Caltrain commuter rail line, which includes Union Pacific Railroad track rights, parallel through the shoreline corridor and are considered critical regional transportation infrastructure. The rail line passes beneath US-101 near Sierra Point Parkway, creating a constrained low-elevation crossing vulnerable to compound flooding. Portions of both systems are projected to experience direct inundation under higher sea level rise scenarios, with limited opportunities for regional detour.

3.3 Energy & Industrial Facilities

Several critical facilities are located within the Baylands lowlands. The Kinder Morgan Brisbane Terminal, a major bulk petroleum storage and distribution facility, covers 25 acres of east Bayshore lowland. The terminal is a significant part of the region's energy infrastructure network, providing critical truck loading and distribution services as well as supplying jet fuel to San Francisco International Airport via pipeline.

North County Fire Authority Fire Station 81 is located within the Baylands lowlands near the re-emergence of Visitacion Creek before it enters Brisbane Lagoon. The Baylands also supports active industrial and operational uses, including multi-tenant warehouse complexes, equipment manufacturing and distribution facilities, Golden State Lumber/Sierra Point Lumber, and portions of Recology waste transfer and processing operations.

PG&E's Martin Substation-West is a critical node in the San Francisco power grid that serves as a major node in the regional transmission network, supplying a substantial portion of San Francisco's electrical load. While the station is in bordering Daly City, multiple transmission lines fall within FEMA flood zones in Brisbane and have been identified as assets at risk of emergent groundwater

(PlaceWorks, 2025). The substation site includes a major natural gas transmission line that runs under Bayshore Blvd.

The Bayshore Sanitary District Carlyle Pump Station, located within the Baylands, conveys wastewater to the SFPUC Southeast Treatment Plant and provides more than 5 million gallons per day of regional capacity. A 78-inch SFPUC combined sewer and stormwater transmission main beneath Sunnydale Avenue also traverses the corridor, forming a critical trunk line serving the Baylands, Brisbane, and eastern San Francisco.

San Francisco's Sunnydale wastewater pump station is a below grade pump station located on Harney Way between US 101 and the Bay. It currently experiences intermittent coastal flooding, although the impacts thus far have been negligible. (San Francisco Planning Department, 2020).

3.4 Sierra Point, Brisbane Marina, and Public Access

Sierra Point is a 132-acre artificial peninsula built on diked Bay fill, located entirely east of US-101. The northern shoreline is protected by a steep riprap levee lacking trail access to the shore. The southern edge is also riprap. The marina is a City-owned public facility with capacity for approximately 580 vessels and is protected by a concrete panel breakwater constructed between 1980 and 1982.

The shoreline edge of Sierra Point sits at approximately +9 feet NAVD88, rising to +17 to +18 feet NAVD88 inland and +24 to +25 feet NAVD88 at the elevated open space area at the southern end of the point (CMG, 2023). A 2024 sea level rise study documents escalating vulnerability to marina infrastructure across planning horizons (Anchor QEA and EKI, 2024). Under current conditions, storm drain outfalls along the revetment are already submerged during daily tidal fluctuations. By 2030, a 100-year storm surge is projected to overtop the revetment, threatening ground-level infrastructure along the marina perimeter. By 2050, storm surge elevations threaten the revetment structures themselves; the breakwater will require raising or replacement. By 2070, mean higher high water is projected to exceed the revetment elevation, producing daily tidal inundation of the marina perimeter as a baseline condition. Potable water, sanitary sewer, and storm drain infrastructure are generally co-located at revetment elevation and face the same inundation timeline; the harbormaster lift station and associated force main require relocation ahead of 2050.

The shoreline also supports regionally significant public access infrastructure, including the San Francisco Bay Trail, which runs along the marina and provides a north–south connection.

3.5 Shoreline Contamination

Historical industrial use, railroad operations, and municipal landfill activities have left a legacy of contamination across the Baylands. The 684-acre Baylands site is part of the San Francisco Urban Composite Superfund (SF-UCS) site and is subject to regulatory oversight by the California Department of Toxic Substances Control (DTSC) and the San Francisco Bay Regional Water Quality Control Board (RWQCB).

Cleanup activities are organized under two operable units addressing groundwater monitoring and soil remediation. The former municipal landfill operated by the City and County of San Francisco from 1932 to 1967 is subject to California Title 27 closure requirements governing post-closure land use, gas

management, and cover integrity. Portions of the site are designated as BCDC Regional Strategic Priority cleanup areas.

Citywide, fifteen cleanup cases are associated with Brisbane; four are open and active, two are in long-term management, and the remainder are closed or in other status (BCDC RSAP Atlas, 2024). Case types include land disposal, leaking underground storage tanks, corrective action, voluntary cleanup, and state response. The ART Bay Area Local Assessment (2020) identifies contamination as one of three shared vulnerability stories for the Brisbane & Bayshore Focus Area.

The timing of contamination remediation relative to Baylands development is a considerable planning question for the Plan. The 2025 Draft Baylands Specific Plan EIR identifies DTSC and SF RWQCB oversight as active constraints on development phasing. Any adaptation strategy that contemplates land use change, fill modification, or infrastructure installation in the Baylands must be developed in coordination with the regulatory agencies overseeing remediation.

4 Shoreline Ecological Context

Prior to the early twentieth century, the Brisbane shoreline was part of the broader Central Bay tidal wetland system. The historic Bay shoreline ran at the base of San Bruno Mountain near present-day Bayshore Boulevard; the area now occupied by Sierra Point, the Brisbane Baylands, and the lagoon was open Bay water and shallow tidal flats.

The sheltered cove geometry of the pre-development shoreline, receiving freshwater and fine sediment from Guadalupe Valley Creek, would have supported the full suite of central Bay estuarine habitats: intertidal mudflats, fringing and low marsh dominated by pickleweed and cordgrass, higher marsh with salt grass and gum plant, subtidal eelgrass beds, native *Olympia* oyster reefs, and a tidal-terrestrial transition zone grading into brackish and freshwater marsh at the mountain's base. Approximately 90% of San Francisco Bay's historic tidal wetlands have been lost since European contact (Callaway et al., 2011). The Brisbane shoreline reflects that pattern.

Native *Olympia* oysters were once a prominent species within the Bay's nearshore habitat. Hydraulic mining during the Gold Rush delivered large sediment loads to the Bay, degrading shallow-water habitat and contributing to population decline. Beginning in the late 1860s, Atlantic oyster seed was imported for commercial cultivation, but the introduced populations did not reproduce under local environmental conditions. By 1909, commercial operations dominated much of the remaining productive habitat, and the industry collapsed in the early twentieth century due to environmental degradation and changing market conditions.

4.1 Current Ecological Conditions

What remains today is fragmented baylands habitat with limited ecological function. SFEI Baylands Habitat Map data identify approximately 58 acres of mapped baylands in Brisbane, all within BCDC Regional Strategic Priority areas. Today, the shoreline supports 3.6 acres of tidal marsh and tidal flat (BCDC RSAP Atlas, 2024). Tidal marsh supports pickleweed-dominated low marsh and provides habitat for the federally listed salt marsh harvest mouse and Ridgway's rail, both documented in the marshy channel along US-101 at Sierra Point (CMG, 2023). Tidal flats totaling approximately 1.85

acres represent the only remaining intertidal mudflat in the reach. Intertidal channels, beaches, and tidal ponds add less than two additional acres combined.

Despite this limited extent, residual ecological function persists. Native Olympia oysters are present along the shoreline adjacent to US-101, indicating that substrate and water quality conditions may still support recruitment of this foundation species. The lagoon maintains tidal connectivity through culverts beneath US-101 and supports fish, bird, and marsh habitat along its perimeter. Saltwater intrusion is already affecting Brisbane Marina under current conditions: the southeast corner of the point floods regularly, salt-tolerant and marsh species have colonized low-lying areas, and tree mortality from saltwater infiltration has been documented along the eastern edge (CMG, 2023).

The loss of historic habitats has direct consequences for shoreline resilience. Eelgrass and oyster reefs attenuate wave energy and reduce storm surge impacts on adjacent infrastructure, including US-101. Their absence means the Brisbane shoreline lacks a natural buffer against wave action or tidal flooding — quarry stone riprap fringes nearly the entire project reach. As sea levels rise, the absence of functional subtidal and intertidal habitats removes one of the most cost-effective mechanisms for shoreline protection and eliminates ecological services these habitats provide to the broader Bay ecosystem.

4.2 Restoration Potential and Regional Goals

The San Francisco Bay Shoreline Adaptation Atlas (2019) identifies the Brisbane shoreline as the only stretch of San Mateo County and CCSF Bay shoreline suitable for restoration of nearshore reefs supporting native oysters. The persistence of native Olympia oysters along the US-101 shoreline indicates that substrate and water quality conditions may support oyster recruitment and reef establishment at a scale not achievable elsewhere in the county. The eelgrass suitability model identifies significant acreage capable of supporting eelgrass habitat based on measured and modeled physical parameters and prior observations of eelgrass occurrence in San Francisco Bay (Merkel, 2005).

Because the area is highly exposed, restored eelgrass may benefit from protection provided by sequentially placed oyster habitat elements, creating conditions for eelgrass establishment over several years of implementation. Together, restored eelgrass and oyster habitat would form a living shoreline potentially capable of reducing wave energy and storm surge exposure — demonstrating flood mitigation co-benefits of living shoreline approaches at scale in the Bay for the first time. The Adaptation Atlas also identifies opportunities for beach restoration along sections of the Brisbane shoreline, particularly in the northern and southernmost reaches where historical evidence indicates beaches existed circa 1800. Beaches, nearshore reefs, and eelgrass beds together form a layered suite of nature-based approaches suited to Brisbane's exposure profile.

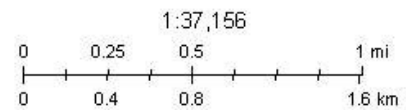
The Brisbane Living Shoreline Project advances the Vital Fish, Bird and Wildlife Habitat Program and is consistent with BCD's habitat and climate resilience goals, the San Francisco Bay Subtidal Habitat Goals Report, and the San Francisco Bay Joint Venture's Implementation Strategy. The Subtidal Habitat Goals Report established a regional target of restoring 8,000 acres of eelgrass beds across the Bay. Brisbane's designation as the only San Mateo County location suitable for oyster and eelgrass restoration at scale makes this reach a regional priority.

Brisbane Living Shoreline Project: Site-Specific Map



10/6/2025

- San Francisco Bay Trail
- Beaches suitability (SFEI & SPUR 2019)
 - Suitable for beaches along natural shoreline
 - Suitable for beaches along fortified shoreline
- Suitable for nearshore reefs that support oysters
- Suitable for submerged aquatic vegetation (eelgrass)
- Tidal marshes suitability (SFEI & SPUR 2019)
 - Land at suitable elevation for tidal marsh
- Folder management suitability (SFEI & SPUR 2019)
 - Polders



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

5 Community Context

5.1 Indigenous Land and the Association of Ramaytush Ohlone

OneShoreline acknowledges that the Brisbane Shoreline is part of the unceded ancestral homeland of the Ramaytush peoples who are the original inhabitants of the San Francisco Peninsula. We wish to pay our respects by acknowledging the ancestors and relatives of the Ramaytush community and by affirming their sovereign rights as First Peoples.

Today, the descendants of the Ramaytush are represented by the Association of Ramaytush Ohlone (ARO), a nonprofit organization led by Jonathan Cordero that works to revitalize Ramaytush culture, restore ecological relationships, and advance Indigenous interests in land use and environmental decision-making. OneShoreline has an existing partnership with ARO and is committed to meaningful ARO consultation throughout the Plan process. Adaptation strategies and land use decisions that affect Brisbane's shoreline carry cultural as well as ecological significance, and the planning effort will work to ensure ARO perspectives are reflected in the Plan.

5.2 Demographics and Community Profile

Brisbane is a small city of approximately 4,851 residents (2020 Census), with a demographic profile that reflects the broader diversity of the San Francisco Bay Peninsula. No single group constitutes a majority: the population is approximately 40% White non-Hispanic, 31% Asian, and 18% Hispanic/Latino. The foreign-born population is approximately 35%, above both the regional and statewide averages (US Census, 2020).

The San Mateo County Sea Level Rise Vulnerability Assessment (2018) estimates that approximately 1,300 Brisbane residents in vulnerable communities are concentrated in the Baylands and US-101 corridor area, the same geography facing the highest compound flood exposure. According to the BCDC RSAP Atlas, Brisbane falls within a census tract at the CalEnviroScreen 4.0 (2021) 55th percentile, reflecting moderate contamination vulnerability relative to the statewide distribution and falling below the 75th-percentile threshold for a formal RSAP Environmental Justice community designation (BCDC RSAP Atlas, 2024).

Brisbane nonetheless ranks at the 85th pollution burden percentile statewide, with cleanup sites at the 90th, hazardous waste at the 93rd, and groundwater threats at the 88th percentile which, overlaid with high compound flood exposure, flags a cumulative community burden regardless of formal EJ classification.

6 GOVERNANCE, JURISDICTIONAL, & REGIONAL CONTEXT

6.1 Regional Governance & Operational Landscape Context

The Brisbane shoreline falls within the Yosemite-Visitacion Operational Landscape Unit (OLU), one of 30 science-based landscape units surrounding the Bay Area shoreline, defined by shared physical and ecological conditions that extend across jurisdictional boundaries. The Yosemite-Visitacion OLU is bounded by from Bayview and Hunters Point in the City and County of San Francisco (CCSF) to the north, running along Bayshore and Brisbane, past Sierra Point to the City of South San Francisco. Within this OLU, the Brisbane and Bayshore reach is designated Focus Area B, encompassing the largest undeveloped parcel on the Peninsula and the former landfill that defines much of Brisbane's planning complexity (ART Bay Area, 2020).

This reach also falls within the San Francisco–San Mateo Bi-County Priority Development Area (PDA), which spans both Brisbane and San Francisco jurisdictions. The PDA is unusual in that it crosses two counties, has two different managers from different cities and two different planning documents while still being considered a single PDA. Adaptation decisions for this reach have direct implications for neighboring jurisdictions and the broader Bay ecosystem.

Multiple agencies have authority within this corridor, including neighboring jurisdictions, transportation operators such as Caltrans and the PCJPC, and regulatory agencies including BCDC, RWQCB, the U.S. Army Corps of Engineers, NOAA Fisheries, California Department of Fish and Wildlife, and U.S. Fish and Wildlife Service.

6.2 Shared Regional Vulnerabilities & Growth Pressures

The ART Bay Area Local Assessment for the Yosemite-Visitacion OLU identifies three shared vulnerability stories for Focus Area B (Brisbane & Bayshore): regional rail transportation across the PDA, contamination, and coordination and governance (ART Bay Area, 2020). These three themes define the interconnected planning challenges that the Brisbane Shoreline Resilience Plan must address.

Planned growth within the Bi-County PDA significantly increases exposure. Plan Bay Area projections estimate growth from 2,477 residential units in 2010 to 10,311 by 2040, a 316 percent increase. Employment is projected to increase from 2,600 to 16,684 jobs over the same period, representing 542 percent growth. This concentration of development in low-lying Baylands areas amplifies regional flood risk and increases the consequences of infrastructure disruption.

6.3 Regional Consequences & Hotspot Designation

Brisbane Baylands qualifies as a Regional Hot Spot, triggered at 96 inches Total Water Level (TWL) by overtopping of the Visitacion Creek channel, which rapidly extends flooding to the large undeveloped Baylands area east of Bayshore and to US-101, transforming a localized exposure into a regional consequence event (ART Bay Area, 2020).

7 REGIONAL PLANNING & POLICY CONTEXT

7.1 Senate Bill 272 & OPC SB 1

Senate Bill 272 requires San Francisco Bay Area jurisdictions to develop regionally consistent shoreline adaptation. The OPC's SB 1 Sea Level Rise Adaptation Grant Program provides funding support. The Brisbane Shoreline Resilience Plan is funded through Track 1 of this program and is structured to meet SB 272 requirements.

7.2 BCDC Regional Shoreline Adaptation Plan

BCDC RSAP framework to guide locally led, regionally coordinated sea level rise planning across the San Francisco Bay. The RSAP outlines required elements, including existing conditions, vulnerability assessments, adaptation strategies equity integration, and implementation planning, to ensure consistency and comparability across jurisdictions. The Brisbane Shoreline Resilience Plan must align with RSAP guidelines elements and minimum standards to undergo BCDC review and approval.

7.3 Measure AA & SFBRA

Measure AA is a region-wide parcel tax administered by the San Francisco Bay Restoration Authority (SFBRA) to fund shoreline restoration, flood protection, and habitat enhancement projects around San Francisco Bay. Grants are awarded on a competitive basis to public agencies and nonprofits advancing projects consistent with the Authority's Vital Fish, Bird and Wildlife Habitat Program. The Brisbane Living Shoreline Project is being advanced under a pending Measure AA grant.

7.4 Regional Water Quality Control Board Basin Plan

The San Francisco Bay Regional Water Quality Control Board (RWQCB) adopted a Basin Plan amendment in December 2024 addressing climate change impacts to aquatic habitats and the Water Board's permitting processes for climate adaptation projects in coastal waters, including guidance on planning and permitting for projects involving fill in wetlands. Shoreline adaptation and living shoreline projects advancing from this planning effort toward implementation will require Water Board permits.

7.5 Plan Bay Area 2050+

Plan Bay Area 2050+ is the latest long-range plan guiding growth and investment across the region's nine counties and 101 cities, developed jointly by the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG). The proposed final plan was released in early March 2026, with ABAG and MTC consideration for adoption anticipated later that month. This plan is particularly relevant for shared regional assets such as US-101 and the Caltrain corridor, which traverse the Brisbane shoreline planning area.

7.6 San Mateo County Local Hazard Mitigation Plan

The San Mateo County Multijurisdictional Local Hazard Mitigation Plan (LHMP) evaluates hazard vulnerabilities and outlines mitigation actions for local jurisdictions will implement.

8 RELATED PLANS & ONGOING PROJECTS

Several active planning and implementation efforts are directly relevant to the Brisbane Shoreline Resilience Plan. The planning effort will coordinate with and build upon these parallel processes.

8.1 Brisbane Lagoon Watershed Adaptation Plan

The City of Brisbane, funded by a Caltrans Sustainable Transportation Planning Grant, is developing the Brisbane Lagoon Watershed Sea Level Rise Adaptation Plan. The plan addresses lagoon-related flood vulnerabilities adaptation strategies. The project completed existing conditions analysis and public engagement in fall 2025 and is advancing three primary resilience concepts for approximately three feet of sea level rise, including an operable tide gate, elevating Sierra Point Parkway, and conversion to a pump system. Draft strategies will be refined through summer 2026, with a final plan anticipated for Brisbane City Council review in December 2026.

Because the Lagoon Watershed Plan is expected to reach a preferred strategy prior to development of shoreline adaptation alternatives, its findings will inform vulnerability assessment updates and strategy development for the Plan. Both the Lagoon Watershed Plan and the Plan are being developed using BCDC's RSAP Coastal Flood Hazard and Sea Level Rise Scenarios.

8.2 Brisbane Baylands Specific Plan

The Baylands encompasses approximately 684 acres of former landfill and railway land bounded by Bayshore Boulevard to the west, US-101 to the east, and CCSF to the north, with Brisbane Lagoon as its southern extent. Brisbane voters approved Measure JJ in 2018, authorizing up to 2,200 residential units and 7 million square feet of commercial development on the remediated site. A 2025 draft Specific Plan is under public review. A 2025 Draft Specific Plan and Draft Environmental Impact Report (DEIR) were released for public review in April 2025.

The Draft Specific Plan proposes extensive grading to raise finished grades well above current flood elevations, incorporates sloped terrain along Brisbane Lagoon and Visitacion Creek to allow tidal marsh migration under sea level rise through 2100, and applies a tiered OPC 2024 scenario framework that assigns higher sea level rise planning horizons to critical infrastructure and longer-lived uses. The majority of upland Baylands property is owned by Sunquest Properties, Inc. (formerly Tuntex), with additional holdings by Recology, Golden State Lumber, and Kinder Morgan.

8.3 Sierra Point Open Space & Parks Master Plan

The City's open space planning at Sierra Point has advanced considerably since broad master planning efforts were paused in late 2023 to commission site-specific sea level rise studies. Planning is now focused specifically on Parcel R, an approximately 2.8-acre site within Sierra Point adjacent to the marina. In March 2026, the Parks and Open Space Subcommittee received a 65% concept plan for Parcel R and instructed the contractor to refine the plan to 95% with the item expected to return to the subcommittee within 30 days.

8.4 CCSF Shoreline Adaptation Plan

CCSF has initiated its subregional shoreline adaptation planning effort for its Bay shoreline, which includes the Visitacion Valley and Islais Creek reaches immediately north of Brisbane. Planning decisions made on the San Francisco side of the jurisdictional boundary may directly affect the range of feasible adaptation strategies available to Brisbane, and vice versa. Coordination between planning efforts will occur at key milestones.

8.5 Bay Trail Gap Closure

The Brisbane shoreline includes an approximately 1.3-mile gap in the San Francisco Bay Trail along the west side of Brisbane Lagoon. The Bay Trail Gap Closure Implementation Plan identifies this segment as a priority and evaluates adaptation-compatible trail alignments. Shoreline resilience projects may help close this gap. The Sierra Point Parcel R concept plan also proposes a resilient Bay Trail promenade, creating an additional integration opportunity with shoreline adaptation strategies.

9 ONESHORELINE PLANNING CONTEXT

OneShoreline brings to this project an evolving standard of practice developed through concurrent planning efforts across San Mateo County. Three bodies of work are directly relevant to the Brisbane Shoreline Resilience Plan:

- **Planning Policy Guidance**, adopted by the Board in June 2023, provides standardized template language for cities and the County to incorporate sea level rise, flooding, and groundwater rise into development project design, general plans, specific plans, zoning ordinances, and project approvals for new private development along the Bay shoreline.
- **Guidance for Resilient Public Infrastructure**, currently in development, will help local agencies plan, design, and maintain infrastructure under changing climate conditions. The first version, to be released by fall 2026, focuses on stormwater systems, roads, and wastewater and water recycling facilities, with guidance for marinas, parks, open space, and utilities planned for 2027–2029.
- **Shoreline Resilience Planning Portfolio**: OneShoreline is concurrently advancing resilience planning and project delivery efforts across the county, including the Millbrae and Burlingame Shoreline Resilience Project, the San Bruno Creek Resilience Plan, the Colma Creek Watershed Plan, and the Lower Colma Creek Resilience Projects. Through these efforts, OneShoreline is developing an evaluation framework spanning flood risk reduction, water and air quality, habitat and ecological services, community uses and involvement, equity, adaptive capacity, ease of implementation, operations and maintenance, delivery timeline, funding and cost share options, and cost effectiveness.

10 ADDITIONAL RESOURCES

Other documents and context relevant to this project include, but are not limited to:

10.1 Core Regional Policy & Regulatory Framework

- [BCDC Regional Shoreline Adaptation Plan](#)
- [San Francisco Bay Plan](#)
- [2024 California Sea Level Rise Guidance](#)
- [Plan Bay Area 2050+](#)
- [SF Bay Regional Water Quality Control Board Basin Plan Amendment on Climate Change and Aquatic Habitat Protection, Management, and Restoration](#)
- [OneShoreline + OPC Work Plan](#)
- [OneShoreline Planning Policy Guidance](#)
- [OneShoreline Public Infrastructure Guidance](#)

10.2 Regional Science, Data, & Technical Guidance

- [San Francisco Bay Shoreline Adaptation Atlas \(SFEI, 2019\)](#)
- [BCDC Open Data Portal Content](#)
- [Technical Update to Shoreline Adaptation Atlas \(SFEI, 2021\)](#)
- [San Francisco Baylands Resilience Metrics Mapbook \(SFEI, 2025\)](#)
- [San Francisco Bay Area Precipitation in a Warmer World](#)
- [San Mateo County Sea Level Rise Vulnerability Assessment \(2018\)](#)
- [BCDC Adapting to Rising Tides Bay Area Regional Report \(2020\)](#)
- [USFWS Tidal Marsh Recovery Plan](#)

10.3 Habitat & Nature-Based Adaptation Guidance

- [Baylands Ecosystem Habitat Goals Science Update \(SFEI, 2015\)](#)
- [San Francisco Bay Subtidal Habitat Goals Report \(SFEI\)](#)
- [San Francisco Bay Joint Venture Implementation Strategy — Restoring the Estuary \(2022\)](#)
- [Sediment for Survival \(SFEI, 2021\)](#)
- [SF Bay Eelgrass Habitat Suitability Model](#)
- [California Eelgrass Mitigation Policy \(NMFS\)](#)
- [Cutting the Green Tape \(CDFW\)](#)

10.4 Local & Project-Specific Planning Documents

- [Brisbane Lagoon Watershed Sea Level Rise Adaptation Plan](#)
- [Brisbane Baylands Specific Plan and Draft EIR \(April 2025\)](#)
- [Brisbane 2025 Vulnerability Assessment \(public draft\)](#)
- [Brisbane Sierra Point Sea Level Rise Study](#)
- [Sierra Point Parcel R Concept Design](#)
- [Bay Trail Gap Closure Implementation Plan \(2024\)](#)
- [San Francisco Sea Level Rise Vulnerability and Consequences Assessment \(2020\)](#)