



1 Introduction

The Millbrae 2040 General Plan is a long-range plan that guides decision-making and establishes rules and standards for new development and city improvements. It reflects the community vision for the future and is intended to provide direction through the year 2040.

California State Law requires that every city adopt a general plan “for the physical development of the ... city, and of any land outside its boundaries which in the planning agency’s judgment bears relation to its planning” (California Government Code Section 65300). A general plan serves as the jurisdiction’s “constitution” or “blueprint” for future decisions concerning a variety of issues including land use, health and safety, and resource conservation. All specific plans, subdivisions, public works projects, and zoning decisions must be consistent with the local jurisdiction’s general plan.



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1.1 General Plan Organization

The Millbrae 2040 General Plan Policy Document is organized into eight elements:

1. Introduction
2. Land Use and Built Environment Element
3. Mobility and Circulation Element
4. Economic Development Element
5. Recreation, Arts, and Culture Element
6. Natural Resource Conservation Element
7. Health, Safety, and Quality of Life Element
8. Housing Element

A general plan is made up of a collection of “elements,” or chapters, of which seven are mandatory. The seven State-mandated elements are: land use, circulation, housing, conservation, open space, noise, and safety (California Government Code Section 65302). Communities may include other elements that address issues of particular local concern, such as economic development or public health (California Government Code Section 65303). An eighth element, Environmental Justice, is required for cities and counties that include disadvantaged communities as defined by Government Code Section 65302(h)(4)(A). Millbrae does not include any identified disadvantaged communities; however, the City has elected to voluntarily include an Environmental Justice Element. Under State law, if optional elements are included in the general plan, they carry the same weight of law as those that are legally mandated. Communities can also organize their general plan any way they choose, as long as the required topics are addressed. Table 1-1 shows how the elements of the Millbrae 2040 General Plan are organized to meet the mandatory requirements of State law.

Table 1-1: Elements of the Millbrae 2040 General Plan

Millbrae 2040 General Plan Elements	General Plan Elements Required by State Law							Optional Elements	
	Land Use	Circulation	Housing	Conservation	Noise	Open Space	Safety		Environmental Justice
Land Use and Built Environment	●							●	
Mobility and Circulation		●							
Economic Development									●
Recreation, Arts, and Culture									●
Natural Resource Conservation				●		●			
Health, Safety, and Hazardous Materials					●		●		
Housing			●						

Land Use and Built Environment

The Land Use and Built Environment Element establishes the pattern and intensity of land use in the city and sets forth policies and standards to guide future development. This Element serves as the primary vehicle for ensuring that new land uses are logically organized and developed in a way that is sustainable and enhances Millbrae's unique identity.

Mobility and Circulation

The Mobility and Circulation Element focuses on optimizing connectivity - the ability to move people and goods to destinations within and through the city and to the surrounding region. For this optimization to occur, this Element addresses all modes of transportation, including: walking, biking, automobiles, bus service, passenger rail, and commercial trucks, and other micromobility transportation options, providing ample connections to create links to destinations locally and regionally.

Economic Development

The Economic Development Element is designed to fulfill Millbrae's untapped economic potential. Millbrae has an opportunity to better harness its assets, including its central location in the Bay Area and Silicon Valley, intermodal

transit connectivity, excellent public schools, and quality of life, to better position itself to thrive in the regional economy.

Recreation, Arts, and Culture

The Recreation, Arts, and Culture Element addresses the many aspects that contribute to an excellent quality of life in Millbrae, including parks and recreation facilities, historic districts and structures, the urban canopy, cultural resources, arts, music, and culture.

Natural Resource Conservation

The Natural Resource Conservation Element focuses on conserving and enhancing the remaining natural environment for present and future residents. This Element addresses a variety of topics, including open space, habitat conservation, water resources, air quality, energy, waste reduction and recycling, and greenhouse gas (GHG) emissions reduction.

Health, Safety, and Hazardous Materials

The Health, Safety, and Hazardous Materials Element focuses on ensuring public safety and resiliency against the potential effects of natural and man-made disasters to reduce the loss of property and life. This Element also focuses on promoting an active and healthy community with opportunities for physical activity, access to healthy foods, and overall healthy lifestyle choices.

Housing

The Housing Element ensures that there is adequate zoning capacity in place to accommodate Millbrae's fair share of new residents of all income levels. The Housing Element cycle 2023 – 2031 will address housing needs in the city in compliance with State housing law.

1.2 Vision and Guiding Principles

The vision and guiding principles provide a foundation for the entire General Plan. They describe the future envisioned by the community. All the goals, policies, and implementation programs are consistent with the vision and guiding principles. The Vision and Guiding Principles are based on input from the community from March 2016 to June 2021. The City received public input at the Joint City Council/Planning Commission Study Session, through stakeholder interviews, at the first Community Workshop, and on the Online Forum.

Vision for the Future

In 2040, Millbrae is the gem of the Peninsula, distinguished locally for its strong sense of community and regionally as the Bay Area's premier transit hub. Residents and businesses continue to be proud to call Millbrae "home" because of its pristine views of the Bay, attractive residential neighborhoods, distinguished schools, charming and lively downtown, and active civic life. Millbrae is a regional destination because of its premier transit hub, cultural diversity, vibrancy of El Camino Real, range of retail and restaurants, and lively atmosphere. Millbrae exemplifies a vibrant, sustainable and prosperous community.

Guiding Principles

The Guiding Principles establish broad benchmarks for the General Plan. They set forth guidance on how the City will achieve the vision.

El Camino Real

Promote the revitalization of El Camino Real into a “grand boulevard” that creates a welcoming gateway into Millbrae. Improve pedestrian and bicycle mobility and safety and enhance the streetscape along the corridor to create an inviting environment for all. Encourage transit-oriented, residential, and mixed-use developments along El Camino Real that create an exciting place for people to live, work, shop, and play. Improve signage and public safety throughout the corridor, enhance rapid transit for buses, enhance bus stop to provide shelter and real time information.

Downtown

Cultivate a vibrant downtown. Create a physical space and the infrastructure to captivate a mix of businesses that serve the range of resident needs and attract visitors. Enhance parking availability, ensure pedestrian walkability and safety, and encourage meeting places, shopping, and dining. Foster investments in public spaces that elevate downtown as an urban village thriving with community activity.

Station Area

Transform the Station Area into a walkable, mixed-use district reinforcing its role as the most significant transit hub in the Bay Area providing connections between Caltrain, BART, potential High speed Rail, and San Francisco International Airport within one station that serves all transit entities. Encourage development of amenities; improvement of signage and real time information; connectivity to downtown and neighborhoods; and diversity of retail, restaurants, offices, hotels, and the provision of diverse housing types for all income groups.

Neighborhoods

Preserve and enhance neighborhoods. Support the preservation and broadening of the existing housing stock, while encouraging innovative housing types, preserving bay views, and promoting safety from wildfires, flooding, sea level rise and other climate change impacts.

Mobility

Provide a safe and complete transportation network that meets the needs of all users. Focus on smart, safe, and seamless transportation improvements that reduce traffic, encourage walkability, bikeability, and other forms of micromobility to increase accessibility between neighborhoods, downtown, and the intermodal station and SFO.

Community Recognition

Enhance Millbrae’s character and reputation by creating vibrant places that bring community members together and draw visitors from the region. Encourage Millbrae to remain an inclusive urban community with strong civic pride by improving and creating new public gathering spaces through public art, local landmarks, safety measures, clean streets, and park or plaza improvements.

Sustainability

Nurture a sustainable and resilient urban environment. Encourage walking, biking, micromobility, and public transportation and reduce automobile dependence, noise, and harmful air pollutants. Prevent hardscaping, promote

drought tolerant landscaping, and reduce heat islands. Strive to achieve Zero Waste and expanded electrical infrastructure, tertiary wastewater treatment, and urban forest. Promote the efficient use of natural resources including water, energy, and land, to reduce impacts on regional watersheds.

City Services

Provide all residents with excellent, equitable, and efficient City services. Protect the health and safety of residents and support a high-quality living environment by maintaining infrastructure, services, and programs that meet the needs of the community. Support increased use of technology to improve the equitable, transparent, and timely delivery of City services. Provide access to information regarding City services such as message boards, and social media notifications

Economic Development

Promote a robust local economy. Foster economic growth by cultivating a diversity of businesses based on innovation, technology, and local entrepreneurship that provide high-paying jobs and increase the tax base. Emphasize the highest and best use of land for economic development, business retention, entrepreneurship, maker spaces, and growth in life sciences, hospitality services, retail, local services, other technology sectors.

Healthy Community

Promote a healthy community. Encourage healthy lifestyles for all residents and visitors by increasing opportunities for physical activity, availability of nutritious foods, quality education, realistic living wages, access to affordable healthcare and childcare, age-friendly communities, options for affordable housing, clean air and water, and a safe environment that promotes walking and biking.

Recreation

Increase and expand recreation opportunities. Encourage active living by elevating recreation programming for persons of all ages and abilities, enhance parks and recreation facilities, and improve bike and pedestrian connections throughout the City and into neighboring cities.

1.3 Public Participation

The 2040 General Plan was shaped by an extensive public outreach process that engaged the community and decision-makers.

Community Involvement

Community Workshop #1. On April 11, 2016, over 65 people attended the first community workshop for the General Plan Update. During the workshop, participants learned about the General Plan Update and discussed their views on the community's major assets, current issues and opportunities, and explored potential community features and shared their vision for the future.

Community Workshop Series to Shape the Future of Downtown and El Camino Real

From November 1 to 7, 2016, the City of Millbrae hosted a series of community workshops to plan and design the future of Downtown and El Camino Real. The workshops brought residents, business owners, and City staff together to explore options, and provide "real time" input as the work unfolded. The primary focus of the workshops was the Priority Development Area, which includes the Station Area, Downtown, and the El Camino Real corridor. During the

community workshop series, the City also met with the Peninsula Chinese Business Association, Millbrae's Senior Advisory Committee, Millbrae's Economic Vitality Advisory Committee, and Millbrae's Community Enhancement Advisory Committee. The major outcome from the workshops was development of two land use scenarios that identified areas for housing, employment centers, cultural anchors, retail, and public facilities.

Online Forum

The General Plan Online Forum was an ongoing online discussion forum to inform the General Plan Update from February 2016. During pivotal points throughout the General Plan Update process, the Online Forum was open to provide community members with more opportunities to share their ideas with the City. The principle use of the Online Forum was to mirror questions from community workshops to gather additional public input.

Stakeholder Interviews

In late March and early April 2016, the General Plan Consultants conducted interviews with key stakeholders. The stakeholders included members of the Millbrae Historical Society, Millbrae Chamber of Commerce, and San Mateo County Health System, as well as long-time residents, an architect, a developer, a business owner, and the Millbrae Youth Advisory Committee. During the interviews participants provided their thoughts on issues and opportunities in Millbrae.

City Council and Planning Commission Study Sessions

The City Council and Planning Commission held joint study sessions throughout the process to review milestone documents and provide guidance to staff and the consultants. The study sessions were open to the public and everyone was encouraged to participate in the discussions.

Public Hearings and Adoption.

The Planning Commission held a public hearing on October 6, 2022, to consider adoption of the General Plan. Following the receipt of public comments and extensive discussion, the Planning Commission unanimously recommended the City Council adopt the General Plan. Subsequently, the City Council held a public hearing on December 1, 2022. Following public comments and Council discussion, the Council closed the Public Hearing and expressed an intent to adopt the General Plan with revisions. On December 13, 2022, the City Council unanimously adopted the General Plan.

1.4 Milestone Documents

Existing Conditions Report

The Existing Conditions Report was the first major product of the 2040 General Plan program. Published in August 2016, the Existing Conditions Report provides a "snapshot" of Millbrae's current conditions across a wide array of topics.

Phase I Public Input Summary: Issues, Opportunities, and Vision Report

The Phase I Public Input Summary: Issues, Opportunities, and Vision report discusses key assets, issues, and opportunities in Millbrae, and includes the draft vision and set of guiding principles. The report includes all public input from the first phase of the General Plan Update process (i.e., Community Workshop #1, the stakeholder interviews, the online forum, and the City Council and Planning Commission). The report also focuses on key topics

that have major policy implications on how the City will grow and change over the next 25 years. The report includes information and data from the Existing Conditions Report.

Revised Vision and Guiding Principles

Based on input from the first community workshop and feedback from the Joint City Council and Planning Commission Study Session on September 6, 2016, the City prepared the Revised Vision and Guiding Principles. The vision and guiding principles capture the City's key values and ambitions for the future of Millbrae. The vision statement paints a picture of what Millbrae aspires to be 25 years from now. The guiding principles establish how the City will achieve the vision. On June 28, 2021, the Planning Commission and City Council refined and reaffirmed the vision and guiding principles. The vision and guiding principles guided the preparation of this General Plan.

Community Workshop Series: Summary of Public Input

The Community Workshop Series: Summary of Public Input report provides an overview of the Community Workshop Series to Shape the Future of Downtown and El Camino Real, which was held from November 1 to 7, 2016. The report includes an overview of publicity efforts, workshop events, community input from the workshop exercises, and possible land use scenarios that were created during the workshop series.

Draft General Plan Policy Document

Based on the vision and guiding principles, the General Plan Policy Document is a compilation of goals, policies, and implementation programs. The City released the Draft General Plan Policy Document for public review on June 14, 2022.

Environmental Impact Report

The City prepared the Environmental Impact Report (EIR) in compliance with the requirements of the California Environmental Quality Act (CEQA). The Report analyzes the potential significant impacts of the Plan policies and identifies measures to mitigate those impacts. The City published the Draft Environmental Impact Report in July 15, 2022 and the 45-day review and comment period occurred between July 15, 2022 and August 29, 2022. The Final EIR was certified by the City Council on November 15, 2022.

Final General Plan Policy Document

The City revised the Public Review Draft General Plan on the EIR analysis, public hearings, and ultimately the direction from the City Council. The Final General Plan was adopted by the City Council on December 1, 2022.

1.5 Who Will Use the General Plan?

The City intends for the Millbrae 2040 General Plan to be used by a variety of individuals and organizations, including residents, businesses, property owners, the real estate community, City staff, the Planning Commission, the City Council, and appointed boards and commissions. Below is a brief summary of how various individuals and groups can use the General Plan.

Residents, Businesses, and Property Owners

The City expects that residents, businesses, and property owners will be major users of the Plan. Members of these groups will use the Plan for a particular geographic area or for a particular subject of interest to them. The Plan

identifies the priorities for public investment in roads, parks, and schools; development standards for new public and private investment; locations of environmental resources and hazards where closer scrutiny of development proposals may be warranted; and locations of land use and development intensity for all property in Millbrae. The General Plan also outlines the actions that the City will take to help support local business and expand and diversify the local economy.

The Real Estate Community

The real estate development community will use the Plan to understand the City's desires and expectations regarding the quality and type of development that will be acceptable to Millbrae. The Plan sets forth the guidelines, standards, and processes that the City will ask developers to follow. The real estate community should review all elements of the General Plan to gain an understanding of opportunities related to land use and economic development within the Millbrae community. Other applicable documents and ordinances, such as specific plans, area plans, the Zoning Ordinance, and design guidelines should also be reviewed to get a complete perspective on the City's regulatory documents and processes.

City Staff

The General Plan is a tool to help City staff make decisions related to programs and services, capital improvement projects, and land use and development applications. It also provides the goal and policy framework for City staff to make land use recommendations to the City Council, Planning Commission, and other boards and commissions. In addition, the General Plan provides a detailed implementation program that identifies actions to be completed by City staff. The implementation programs can be used as a guide to establish annual work programs and budgets.

City Council, Boards, and Commissions

For the City Council, Planning Commission, and other City boards and commissions, the General Plan is a tool to guide City decisions and capital improvement projects. Future land use and development decisions and infrastructure improvements must be consistent with the General Plan. As a result, the General Plan provides the policy framework to be considered by the City Council, Planning Commission, and other appointed boards and commissions.

Partnering and Supporting Agencies

The City of Millbrae will rely on partnerships and collaboration with other supporting agencies to implement the General Plan. These agencies include, but are not limited to, the County of San Mateo, the Association of Bay Area Governments (ABAG), the Metropolitan Transportation Commission (MTC), the Millbrae Elementary School District, and the San Mateo Union High School District. The General Plan is intended to help these agencies as they contemplate actions that affect the Millbrae community and help the City form partnerships to achieve the community's vision for Millbrae.

1.6 Structure of the Plan

The General Plan is made up of two documents: the Existing Conditions Report and the Policy Document.

General Plan Existing Conditions Report

The Background Report is a profile of Millbrae as it exists today. The Background Report, which provides the formal supporting documentation for general plan policy, addresses nine subject areas: land use and community development, economic development, housing, mobility, public facilities and services, natural resources, hazards and safety, climate change, and health. The Report provides decision-makers, the public, and local agencies with a factual context for making policy decisions.

General Plan Policy Document

The Policy Document is the heart of the General Plan. It contains the goals and policies that will guide future decisions within the city and identifies implementation programs that will ensure the goals and policies in the General Plan are carried out. The Policy Document also contains a land use diagram, which serves as the distribution of land uses throughout the city.

Implementation Categories

The City of Millbrae will implement the goals and policies of the General Plan through many actions and tools grouped according to the eight categories listed below. The two- to four-letter identifiers are used in the General Plan to indicate how each policy will be implemented, including:

1. Regulation and Development Review (**RDR**)
2. City Master Plans, Strategies, and Programs (**MPSP**)
3. Financing and Budgeting (**FB**)
4. Planning Studies and Reports (**PSR**)
5. City Services and Operations (**SO**)
6. Inter-governmental Coordination (**IGC**)
7. Joint Partnerships with the Private Sector (**JP**)
8. Public Information (**PI**)

Goals and Policies Readers' Guide

Each element contains the goals and policies that will be used by the City to guide future land use, development, and environmental protection decisions. A goal is a statement that describes in general terms a desired future condition or "end" state. Goals describe ideal future conditions for a particular topic and tend to be very general and broad. A policy is a clear and unambiguous statement that guides a specific course of action for decision-makers to achieve a desired goal.

SECTION HEADER
Identifies the section within the element.

ELEMENT TITLE
Identifies the element name on every page.

SECTION DESCRIPTION
Each section has information describing the associated section.

GOAL NUMBERING
Each goal number starts with the element acronym and is followed by an element section number and then the number of the goal (e.g., LU 8.1.1 – Land Use Element, Section 8, first goal).

POLICY NUMBERING
Continuing from the goal numbering, the policy number is shown as the last number, supporting the goal it follows (e.g., Policy LU 8.1.1 – first policy under the Land Use Element, Section 8, first goal).

POLICY TITLE
Each policy contains a leading title in bold for a quick reference to the policy text.

IMPLEMENTATION PROGRAM TAG
Each policy is followed by a set of letters that identifies the type of tool or action the City will use to implement the policy.

6. Natural Resource Conservation

6.3 Water Conservation

Adequate water is essential to enriching community health and preserving the ecosystem. Water for the city of Millbrae is provided by the San Francisco Public Utilities Commission (SFPUC), which is sourced almost exclusively from surface water and a small percentage from groundwater resources. Reducing water consumption through efficiency and conservation is essential to assuring future supply. The Water Conservation Act (SB X7-7) required all water suppliers to increase water use efficiency to reduce per capita urban water use by 20 percent by December 31, 2020.

In May 2021, the City of Millbrae, adopted the 2020 Urban Water Management Plan (UWMP) and Water Shortage Contingency Plan. An Urban Water Management Plan is required for municipalities that are considered an urban water supplier. An urban water supplier as defined in the California Water Code (CWC), is one that supplies water to either 3,000 customers or supplies a total annual volume more than 3,000 acre-feet per year. As of the fiscal year 2020, the City of Millbrae supplied water to 6,591 municipal water connections, and therefore the City is required to complete an Urban Water Management Plan. The UWMP include an in-depth analysis of the local water system, the existing capacity and consumption in the City, and projection on future usage and capacity. As required by State law, the UWMP also includes a Water Shortage Contingency Plan that outline the steps if the City faces a water shortage emergency. In order to assist the City with implementing the UWMP, the California Department of Water Resources (DWR) has developed the 2020 Urban Water Management Plans Guidebook for Urban Water Suppliers. The guidebook presents a recommended structure for agencies to complete their UWMP, which is the structure used in the Plan.

In addition to water conservation, the City shall consider opportunities to develop recycled or graywater infrastructure and systems throughout the city. Graywater systems should be consistent with the Residential "Graywater Ready" Ordinance which measures are included in the 2020 Climate Action Plan (Climate Action Plan). This section identifies methods for conserving water for future generations.

NRC-3 *Conserve water resources to provide for long-term community water needs. (Source: New Goal)*

NRC-3.1 **Water Conservation**
The City shall require water conservation in existing and new development consistent with Urban Water Management Plan (UWMP) and continue to work with the Bay Area Water Supply and Conservation Agency (BAWSCA) on a regional approach to water conservation. The City will implement cost-effective conservation strategies and programs that increase water use efficiency, including providing incentives for adoption of water-efficiency measures. (Source: Existing General Plan Policy PC6.11, modified) [RDR, SO, IGC]

NRC-3.2 **Indoor Water Use**
The City shall require project applicants to comply with the California Green Building Standards Code (CALGreen) regulations to conserve indoor water use. (Source: 2020 Climate Action Plan) [RDR]

NRC-3.3 **Water Efficient Landscaping**
The City shall continue to require that new or retrofitted landscapes comply with the current Water Efficient Landscape Ordinance (WELO). (Source: Existing General Plan Policy LU5.7, modified) [RDR]

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Implementation Programs Readers' Guide

To help ensure that appropriate actions are taken to implement the 2040 General Plan, the Plan includes implementation programs. Implementation programs identify the specific steps to be taken by the City to implement the policies. They may include revisions of current codes and ordinances, plans and capital improvements, programs, financing, and other measures that should be assigned to different City departments after the General Plan is adopted. The Implementation Programs are found in each element of the Draft General Plan Policy Document. Once the General plan is adopted, the implementation Programs will be relocated to the Administration Chapter for easier reference.

IMPLEMENTATION PROGRAM TITLE
Each program is identified by a letter (A-ZZ) and a title.

TIMELINE
Identifies an estimated timeframe for when the implementation program will be completed. Implementation programs may not be completed as indicated due to budget or resource constraints.

6.8 Implementation Programs

Programs	Implements Which Policy(ies)	Responsible Supporting Department(s)	2022 – 2024	2025 – 2030	2031 – 2040	Annual	Biennial	Ongoing
<p>A Creek Daylighting and Restoration Study The City shall prepare a Creek Daylighting and Restoration Study that will identify specific actions to maintain and restore creeks and streams to a more natural state. Based on findings from the Study, the City shall prepare and submit recommendations to the City Council on priority actions to maintain and restore creeks and streams. (Source: New Program) [PSR]</p>	<p>NRC-1.6 NRC-1.11</p>	<p>Public Works</p>	●		■			
<p>B Urban Water Management Plan The City shall review and update the Urban Water Management Plan every five years, as</p>	<p>NRC-2.3 NRC-2.4</p>	<p>Public Works</p>		■	■			

IMPLEMENTATION PROGRAM TEXT
Specific action(s) the City will take to implement the General Plan.

SUPPORTING POLICY(IES)
Identifies which policy(ies) the implementation program supports.

RESPONSIBLE DEPARTMENT(S)/ SUPPORTING DEPARTMENT(S)
Identifies which City department(s) are responsible to see the specific implementation is completed and which City department(s), if necessary, will support the responsible department.