

San Francisco Bay Conservation and Development Commission

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Agenda Item #8

October 1, 2026

Application Summary

Peninsula Crossing

For Commission consideration on October 1, 2026

Permit Application Number:	2025.004.00
Applicant:	DW Burlingame I Owner, LLC, DW Burlingame II Owner, LLC, and DW Burlingame III Owner, LLC
Project Description:	Construct an approximately 12.1-acre life science/office campus with approximately 5.2 acres of dedicated public access and open space areas
Location:	In the Bay and within the 100-foot shoreline band at 1200-1340 Old Bayshore Highway, in the City of Burlingame, San Mateo County
Application Filed Complete:	July 31, 2026
Deadline for Commission Action:	October 29, 2026

Project Overview

Project Description

The project proposes to redevelop a 12.1-acre site near the Burlingame waterfront with three separate life science/office buildings, two parking structures, and approximately 5.2 acres of dedicated public access and open space. Site preparation, including demolition, surcharging, and grading, was previously authorized under BCDC Permit No. M2024.005.00 and is expected to begin in late 2026. The proposed project will be developed in three phases, with construction expected to begin by the end of 2031 and last up to approximately 20 years.

In the Bay, the project proposes replacement of two existing stormwater outfalls in Easton Creek, construction of a Bay Trail bridge across the creek, and installation of a public plaza and Bay Trail segment over Bay fill previously authorized by BCDC Permit No. 2004.007.02.

In the shoreline band, the project proposes construction of portions of the three life science/office buildings and one parking structure, as well as a variety of public access improvements, including a 1,475-foot-long Bay Trail segment, a playground and fitness area, a gravel beach and accessible shoreline access path, outdoor public seating areas, two shuttle stops, and site amenities including shade structures, hydration stations, and bicycle parking. The project also includes an airplane viewing platform, 40 Public Shore parking spaces, a public restroom, additional bicycle parking, and one parking structure outside the shoreline band.



Project Location

The project would be located from 1200-1340 Old Bayshore Highway in the City of Burlingame in San Mateo County. The project site is separated from the Bay shoreline by a parcel owned by a separate entity, but the site includes two bodies of water in Bay jurisdiction: Easton Creek and a tidal channel. The site is bounded by the shoreline parcel to the east, Airport Boulevard to the south, Old Bayshore Highway to the west, and the One Bay Plaza office building and associated parking lots to the north. The proposed project would improve north-south connectivity across the shoreline via the new Bay Trail connection, public parking stalls that may serve both site users and visitors to the park and sports fields across Airport Boulevard, and public access infrastructure to support Bay Trail users, such as public restrooms, water stations, and shade structures. The project will also improve east-west connections using public entryways and plazas along Old Bayshore Highway, widened view corridors, and the nearly 5.2 acres of public access and open space that will invite users to the site.



Figure 1. Vicinity map of the project site.



Figure 2. Existing site with features labeled.

Property Ownership

The project site is a collection of 13 parcels owned by DW Burlingame I Owner, LLC; DW Burlingame II Owner, LLC; and DW Burlingame III Owner, LLC.

Permit History

BCDC Permit No. M2024.005.00

In 2024, the permittees received BCDC Permit No. M2024.005.00 to demolish existing buildings, pavement, and landscaping, excavate building footprints, and create a cobble berm along the shoreline to prepare the site for the construction proposed by major permit 2025.004.00. BCDC Permit No. M2024.005.00 also authorized grading and surcharging to raise the site to a final height between 16 and 17 feet NAVD88, thus making the project site—including the proposed Peninsula Crossing buildings, parking structures, and public access amenities—resilient to impacts of sea level rise until at least 2050, with most proposed project features resilient beyond 2100. The permit also required the construction of an approximately 1,228-square-foot seating area and 8,680 square feet of native landscaping, which will become part of the Total Public Access Area of major permit 2025.004.00, if approved by the Commission. The work authorized in BCDC Permit No. M2024.005.00 is expected to begin in late 2026.

Current Proposed Project

The permittees presented the application and design for major permit 2025.004.00 to the Commission's Design Review Board and submitted an official permit application to BCDC staff in May 2025. The project has received local discretionary approvals, including certification of an Environmental Impact Report pursuant to the California Environmental Quality Act, Burlingame Planning Commission and City Council Approvals, and a Development Agreement with the City of Burlingame, as well as permits and concurrences from the San Francisco Bay Regional Water

Quality Control Board, the United States Army Corps of Engineers, the United States Fish and Wildlife Service, the California Department of Fish and Wildlife, and the National Marine Fisheries Service.

Bay Fill

The project proposes new, permanent Bay fill over two locations: approximately 783 square feet of new cantilevered fill placed over Easton Creek as a bridge for the Bay Trail, as well as approximately 436 square feet (48.7 cubic yards) of fill in Easton Creek for the replacement of the East and West outfalls. To offset the Easton Creek fill, the San Francisco Bay Regional Water Quality Control Board requires the removal of 653 square feet (59.4 cubic yards) of existing concrete and asphalt debris from the creek and creation of new riparian habitat along the creek bank. At the southern end of the site, a new section of Bay Trail and a public plaza will be built on Bay fill permitted by BCDC Permit No. 2004.007.02. In total, the project would result in a net increase of 2,457 square feet Bay fill.

Public Access

The proposed project would provide 5.2-acres (approximately 227,606 square feet) of dedicated public access and open space, including approximately 72,764 square feet (1.7 acres) of public paths and trails, 41,596 square feet (0.95 acres) of new open space at Easton Creek and the tidal wetland channel, 20,555 square feet (0.47 acres) of new lawn, plaza, beach, and picnic areas, 3,632 square feet (0.08 acres) of active recreation areas; and a variety of site furnishings, including 90 bicycle parking spots, 19 benches, three shade structures, three hydration stations, and 258 linear feet of concrete seat walls. The total public access area will also include the seating area and native landscaping previously required by BCDC Permit No. M2024.005.00. In total, approximately 43 percent of the 12.1-acre project site will be dedicated for public access.

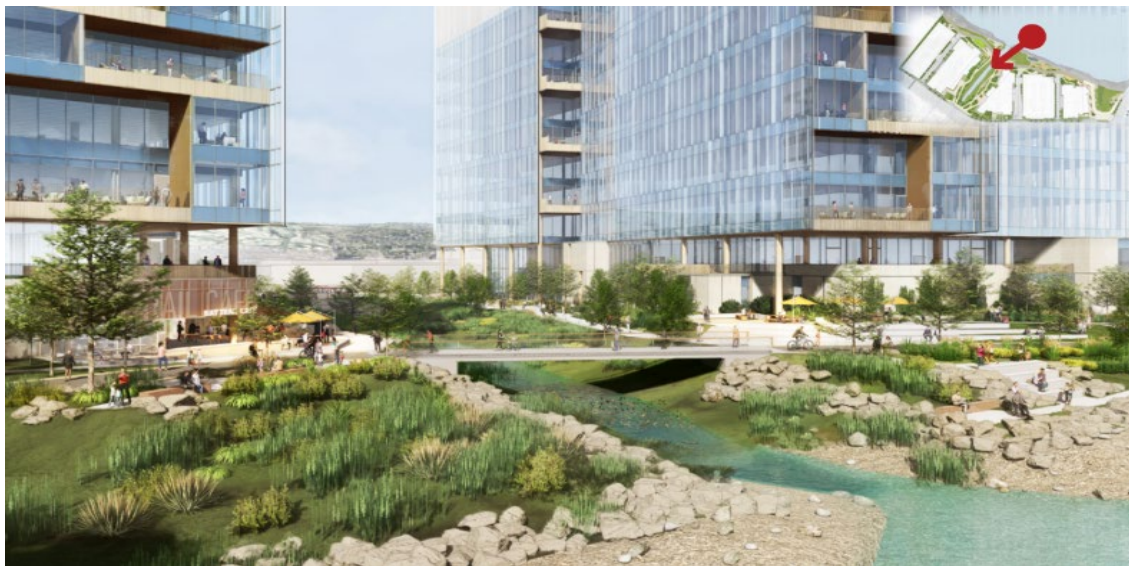


Figure 2. Renderings of public access improvements near Easton Creek, including the Bay Trail bridge, restoration along the creek, accessible shoreline path, seating areas, a cobble beach, and a public café.

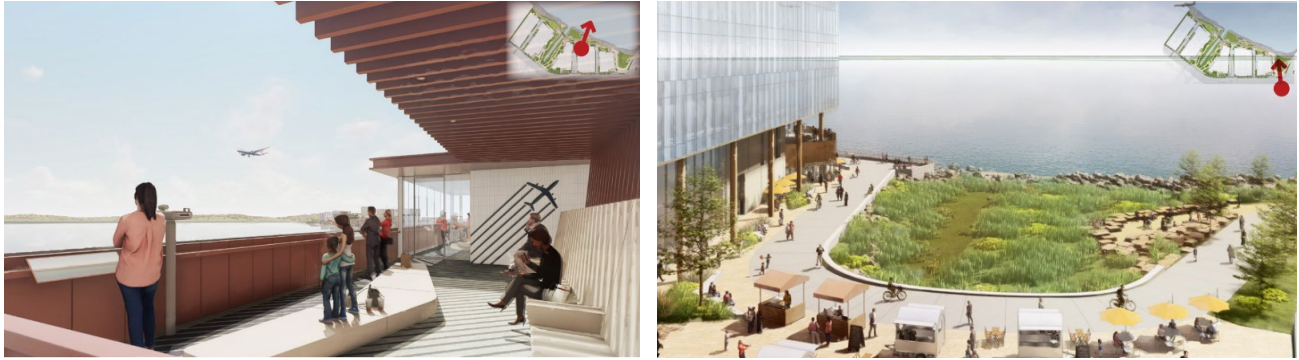


Figure 3. Renderings of the airplane viewing platform in the South Parking structure (left) and public access improvements near the muted tidal wetland (right), including the terraced seating area, native plantings, Bay Trail segment, the cobble berm, and a public café.

Flooding and Sea Level Rise

The proposed project takes a comprehensive approach to addressing rising sea levels, and involves raising the site elevation to a final height between 16 and 17 feet NAVD88, armoring the shoreline with riprap and a cobble berm, and designing both landscaping and public access amenities to be adaptable to higher water levels and greater tidal action in the future.

To meet the City of Burlingame’s updated Public Access, Flood and Sea Level Rise Performance Guidelines, adopted in 2021 as part of the City’s Zoning Ordinance updates, the entire project site will be raised 6 feet above its FEMA 2021 Flood Insurance Rate Map Base Flood Elevation (BFE), providing a continuous 17-foot NAVD88 elevation along the shoreline and a 16-foot NAVD88 elevation along Easton Creek. In 2024, the Commission issued BCDC Permit No. M2024.005.00 for site surcharging and grading to raise the site to these elevations ahead of the Commission’s consideration of this major permit.

As part of the major permit application, the applicants submitted the “Peninsula Crossing 1200-1340 Old Bayshore Highway Development Sea Level Rise Risk Assessment,” prepared by Moffatt and Nichol in July 2025, that assessed how sea level rise, groundwater rise, and king tides across various climate scenarios could impact the project site. The site’s current FEMA BFE (which estimates the 100-year flood event) ranges from 10 feet to 11 feet NAVD88. Based on the 2024 Ocean Protection Council (OPC) Intermediate-High sea level rise scenario, the site is projected to experience 1 foot of sea level rise by mid-century and 4.8 feet of rise by the end of the century. Because most of the site will be raised to between 16 and 17 feet NAVD88, it is anticipated to be resilient to impacts of a 100-year flood event with sea level rise through 2100. Select project features – such as the terraced seating area (shown in Figure 3) and the gravel beach (shown in Figure 4) – are intentionally set at lower elevations to provide views and access to the Bay, Easton Creek, and habitat areas. As a result, these areas are projected to experience infrequent, shallow flooding during king tides or during 1-percent annual chance (100-year) flood events after 2050. In addition, the landscaping and native planting palette have been selected to be adaptable to sea level rise, with species of different salinity tolerances

expected to spread naturally as water levels rise, creating new bands of upland and wetland habitat, while areas below the Mean High Water line are expected to convert to natural mudflats.

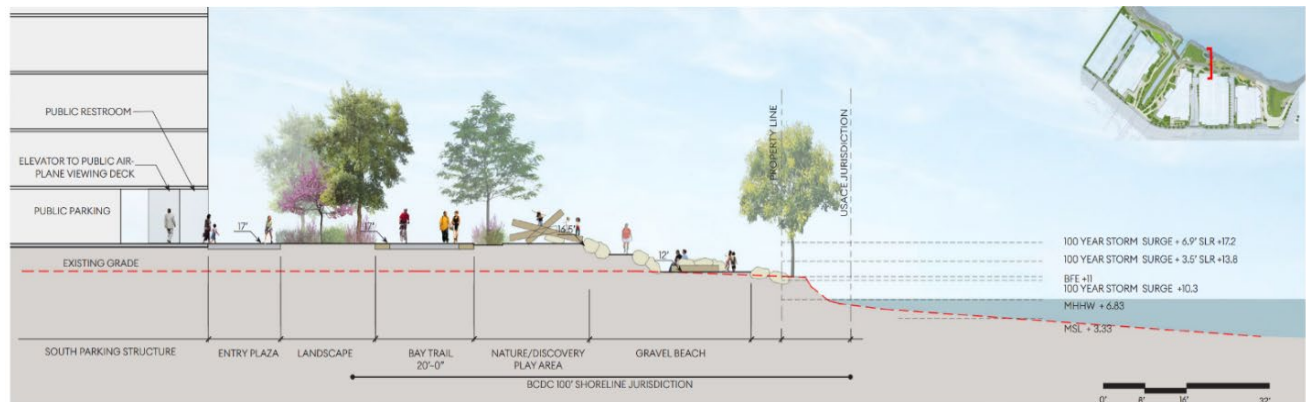


Figure 4. Section of sea level rise levels on public access amenities in the central area of the site.

The site's proposed elevation of 17 feet NAVD88 will also make it resilient to groundwater rise. As documented in the applicant's July 2025 Sea Level Rise Risk Assessment, the site's groundwater level is anticipated to rise to 7.3 feet NAVD88 by 2050 and to 11 feet NAVD88 by 2100. With the lowest finished floor elevations of the buildings and parking structures planned for 11.5 ft NAVD88, the structures are expected to be resilient to groundwater rise impacts through 2100. Subsurface structures for the project were also designed with groundwater rise in mind. The subsurface parking garage walls and mat foundation are waterproofed and designed to resist increased wall pressures from groundwater rise.

To address the impacts of wave action on the muted tidal wetland area, the project's public access area includes a vegetated cobble berm authorized by BCDC Permit No. M2024.005.00, situated to protect the Bay Trail, plaza, and south overlook/gathering space through 2050. The project also includes placement of rip rap along the project's eastern border.

Environmental Justice and Social Equity

According to the Commission's Community Vulnerability Mapping Tool, the project is located within a Census tract identified as having low social vulnerability, based on the 2021 5-Year American Community Survey estimates, and moderate contamination vulnerability, based on CalEPA Office of Environmental Health Hazard Assessment's (OEHHA's) CalEnviroScreen 4.0 data. Surrounding land uses are primarily industrial and commercial and currently include eight commercial buildings, including a Holiday Inn Express, the Max's of Burlingame restaurant, and parking lots. The project is thus not considered to be located within an identified vulnerable or disadvantaged community. However, community outreach and engagement remain critical to the project to notify the public, engage with their preferences,

and provide amenities that will best serve the area's social, natural, and built surroundings. Therefore, as part of the permitting and design processes, the applicants surveyed community members, adopted a Development Agreement with opportunities for comment through the local discretionary approval process, and engaged in outreach across various stakeholder groups through the design review process.

In March 2022, the applicants surveyed 300 registered Burlingame voters on their perceptions of the project and public access benefits, as the site is expected to attract workers and visitors from across the surrounding community. For persons surveyed, life science/office development was not considered a critical improvement needed in Burlingame, but community benefits such as the Bay Trail, improved wildlife habitat, and outdoor picnic and seating areas were generally supported.

In 2024, the City of Burlingame City Council adopted a Development Agreement between the permittees and the City to guarantee specific community benefits, including raising the site to account for sea level rise, adding two shuttle stops, installing interim and permanent Bay Trail segments, and constructing the overlook/gathering space and plaza in the South Zone near the muted tidal wetland. The public had opportunities to comment on the project during the Notice of Preparation comment period and the Draft Environmental Impact Report (EIR) public review period, at the City of Burlingame's Planning Commission meetings, and at the City of Burlingame's City Council Meetings, where the project and Development Agreement were approved.

The permittees also engaged in outreach to a variety of public, private, and non-profit organizations throughout the design process, including the City of Burlingame and San Mateo County, the Sierra Club, Silicon Valley Bike Coalition, Save the Bay, the Audubon Society, OneShoreline, the Bay Planning Coalition, the Hyatt and Marriot hotels, and the Broadway Business District. The project team adjusted aspects of the project's design based on the feedback collected, including providing the shuttle stops and bicycle parking, separating wetland and recreation areas, and adjusting the selection of recreational opportunities for City and community group interests, including play areas, picnic areas, fitness equipment, and the plaza in the South Zone that can support local events.

Schedule and Cost

Construction is expected to occur in three phases, associated with the three project zones on the site: North, Central, and South. Construction is expected to begin at the end of 2031 and last up to 20 years. The total project cost is approximately \$1,175,000,000.

Issues Raised

The staff believes the primary issues raised by the proposed project are:



- (1) Whether it is consistent with the Commission's fill policies, including those related to the placement, quantity, and safety of fills, the public benefits of fill, and effects of fill on Bay resources and water quality.
- (2) Whether the proposed public access is the maximum feasible amount consistent with the project, and otherwise consistent with the Commission's policies regarding public access, including those related to amenities, waterfront trails and paths, accessibility, wildlife and habitat, transportation, scenic views, and maintenance.

Staff Notes

The staff notes the following considerations for the Commission:

- **Development Agreement:** The City of Burlingame has adopted a Development Agreement with the permittee guaranteeing specific community benefits to be developed as part of the proposed project. Several of these benefits, including the interim Bay Trail, plaza near Airport Boulevard, and construction fencing requirements, are within the Commission's jurisdiction. Others, including the 40 Public Shore parking spaces, are outside the Commission's jurisdiction, but would be required as part of this major permit. The BCDC staff recommendation is consistent with the hours, timelines, and design guidelines stated in the Development Agreement.
- **Sea Level Rise Adaptation:** The permittees have incorporated sea level rise adaptation standards set by the City of Burlingame (in coordination with OneShoreline), adopting a regional approach to adaptation while providing maximum feasible public access to the site.
- **Phased Development:** The project site is separated into three zones (North, Central, and South) and zones may be developed in any order, depending on market conditions. Public access improvements are required as part of a zone's development. To ensure a continuous Bay Trail connection across the site, an interim Bay Trail is required in any undeveloped zones.
- **Design Review Board:** The Commission's Design Review Board reviewed the proposed project design twice, first on June 13, 2022, and again on November 14, 2022. In the first review, the Board encouraged the permittees to revise the site plan to add more views from the Bay Trail, set buildings back from parks and paths, and create a more inviting ground-level experience near the Easton Creek entrance.

At the project's second review, the applicants presented an updated design, including buildings set farther back from the shoreline, building footprints reduced by a total of 40,000 square feet, wider public access areas and view corridors, a more sinuous Bay Trail, and an added glass front to the Center Building lobby for a more welcoming and open design for pedestrians. The permittees also added the airplane viewing platform, providing a unique public access feature in the South Parking Structure. The Board praised the applicants' revisions and expressed appreciation for their responsiveness to Board's and the community's feedback. After discussion confirming the salt tolerance of

the chosen plant palette, the Board determined that design revisions provided were sufficient and did not require an additional review, stating that any further revisions could be addressed by BCDC staff.

Applicable Laws and Policies

The following laws and policies are applicable in the Commission's review of the proposed project:

- McAteer-Petris Act: Sections 66602 (Water-Oriented Land Uses and Public Access), 66605 (Allowable Bay Fill) and 66632.4 (Maximum Feasible Public Access)
- San Francisco Bay Plan policies on: Fish, Other Aquatic Organisms and Wildlife; Water Quality; Climate Change; Safety of Fills; Shoreline Protection; Recreation; Public Access; and Appearance, Design, and Scenic Views.