

City of Brisbane

Planning Commission Agenda Report

TO: Planning Commission For the Meeting of September 26, 2019

SUBJECT: Case GP-1-19; Proposed amendments to the General Plan to implement voter-approved Measure JJ (Case GP-1-18) related to the Brisbane Baylands; including Baylands and Beatty General Plan Subareas and Bayshore Blvd.. Applicant; City of Brisbane

REQUEST: That the Planning Commission recommend approval of GP-1-19 amending the General Plan to implement Case GP-1-18 as approved by Brisbane voters in November, 2018 via the passage of Measure JJ. Specifically GP-1-19 involves amending the General Plan by (1) incorporating approved text and graphics from GP-1-18 into the General Plan; (2) revising general plan standards for roadway Level of Service (LOS) for purposes of internal general plan consistency; and (3) updating factual information in the General Plan that was adopted in 1994.

RECOMMENDATION: Approve Case GP-1-19 including supporting Addendum via adoption of Resolution GP-1-19 containing the required findings

ENVIRONMENTAL DETERMINATION: Because proposed revisions to the General Plan were previously described and analyzed at a programmatic level in the EIR certified for GP-1-18, no additional environmental documentation in the form of a Subsequent or Supplemental EIR is required. An addendum to the Baylands Final Program EIR (State Clearinghouse #2006022136) has been prepared pursuant to California Environmental Quality Act (CEQA) Guidelines §15162 and §15164.

BACKGROUND:

General Plan Amendment GP-1-18 was approved by the Brisbane City Council on July 19, 2018 and subsequently approved by Brisbane voters as Measure JJ in November 2018. GP-1-18 and Measure JJ permit development of 1,800 to 2,200 dwelling units and up to 6.5 million square feet of non-residential use, along with an additional 500,000 square feet of hotel use (total of 7.0 million square feet of non-residential development) within the Baylands General Plan Subarea. The full text of GPA-1-18 and related graphics are included as Exhibit 1 to this staff report.

Other provisions of Measure JJ included:

- Deleting the Northeast Bayshore subarea and incorporating this former subarea into the Baylands subarea;
- Revising the boundary between the Baylands and Beatty subareas;
- Redesignating the Baylands subarea as “Baylands Planned Development” and specifically identifying locations within the subarea where residential uses are permitted and prohibited;

- Revising the text of the Baylands Subarea land use designation;
- Requiring the preparation of a single specific plan addressing a number of policy directives set forth in pertaining to site remediation and landfill closure, incorporating sustainability measures, securing a reliable water supply, habitat restoration and preservation, flood protection and sea level rise, roundhouse restoration, fiscal protection for the City, and project phasing.

In approving GP-1-18 via adoption of Resolution 2018-62, the City Council further directed City staff to “prepare for Council’s consideration any other amendments to the General Plan or zoning ordinance as may be needed” to implement GP-1-18. Proposed GP-1-19 now under consideration was initiated per the City Council’s direction.

DISCUSSION:

To implement GP-1-18, the proposed GPA includes three basic elements which include:

- (1) Incorporating GP-1-18 and Measure JJ into the General Plan and ensuring the General Plan’s consistency with GP-1-18;
- (2) Revising roadway Level of Service (LOS) standards in limited instances within the City; and
- (3) Updating factual information in the existing General Plan, which was originally adopted in 1994.

This results in proposed revisions to Chapters II, V, VI, and XII of the Brisbane General Plan (The Planning Area, Land Use, Circulation, and Policies and Programs by Subarea, respectively). A brief discussion of the nature and location of the proposed amendments is included below.

Incorporating GP-1-18 and Measure JJ into the General Plan and ensuring the General Plan’s consistency with GP-1-18

Proposed amendments in GP Chapter V (Land Use) reflect the land use direction from GP-1-18 related to the 1,800-2,200 permitted residential units and amount of allowed non-residential developmental. Other changes in this chapter and Chapter II (Planning Area) result from elimination of the Northeast Bayshore subarea. Many of the proposed changes occur within Chapter XII (Policies and Programs by Subarea) as the policies approved under Measure JJ are incorporated into the Baylands subarea.

Revising roadway Level of Service (LOS) standards in limited instances within the City

The 1994 General Plan established Level of Service (LOS) standards for intersections within the City of Brisbane. LOS is a measure of delay, calculated as either the time delay experienced by drivers at an intersection during peak morning and afternoon travel times, or as the ratio of traffic volume to an intersection or roadway’s capacity during peak morning and afternoon travel times. LOS is assigned a letter grade on an A-F scale with ‘A’ representing free flowing traffic movement and ‘F’ representing gridlock. The General Plan establishes LOS D as the standard for arterial streets, except for the intersections of Bayshore Boulevard/Old County Road and Bayshore Boulevard/San Bruno Avenue, which have standard of LOS C.

While traffic delay is an important transportation and community issue, reliance on LOS as the sole metric for evaluating transportation has its shortcomings. From a practical perspective

increasing roadway capacity to reduce traffic congestion and improve LOS by has consistently been shown to promote or induce additional vehicle trips. Over time these higher traffic volumes increase traffic congestion and degrade LOS, thereby triggering the need for additional capacity, thereby inducing even more vehicle trips. Promoting vehicle trips by accommodating higher amounts of traffic also serves to increase transportation-related greenhouse gas (GHG) emissions. Lastly, LOS is a measure of vehicle delay which prioritizes the movement of passenger vehicles and disregards all other forms of mobility. Specifically, many of the attributes associated with achieving with ‘better’ LOS scores, such as increased road width, increased traffic volumes, and higher vehicular speeds, make other forms of mobility such as biking and walking less desirable and less safe.

There are also practical difficulties with the City’s current LOS policy. Mobility and transportation are issues with both a local and regional component. While LOS may be useful in managing delay on local streets, it is ineffective in addressing roadways which serve regional needs. The traffic study performed in conjunction with the certified Baylands Program EIR indicated that City’s LOS standards will be exceeded at some intersections along Bayshore Boulevard due to future regional background traffic growth and development in other cities, even if no new development occurs within the Baylands or elsewhere in Brisbane. Additionally, a recent traffic analysis prepared for the City illustrates the degree to which Bayshore Boulevard serves a regional purpose. This study indicates that on a daily basis only 10-15% of all trips on Bayshore are generated by Brisbane residential neighborhoods, with another 15-20% of the daily trips associated with employment centers in Brisbane. The remaining 65-75% of the daily trips along Bayshore are pass-through trips generated by development in other cities with no destination in Brisbane.

Given current circumstances, an unintended consequence of the existing LOS policy is that increasing roadway capacity on Bayshore Boulevard induces additional regional traffic. Additionally, the existing policy would preclude planned development in the Baylands and elsewhere in Brisbane as envisioned in the Land Use Element of the General Plan, and the need to modify this policy was recognized when the City Council approved GP-1-18.

As shown in the amended Circulation Element (Chapter X1), proposed revisions would:

- Create a new category of roadways, Regional Routes¹, designate Bayshore Boulevard and Geneva Avenue as Regional Arterial Routes, and set forth the rationale for distinguishing Bayshore Boulevard and Geneva Avenue from other roadways within the City.
- Replace existing LOS standards for intersections along Bayshore Boulevard with a requirement for:
 - Preparation and implementation of multi-modal mobility plans for Bayshore Boulevard and the Geneva Avenue extension providing for a combination of roadway, intersection, transit, bicycle, and pedestrian facility improvements that accommodate regional through traffic while enhancing mobility for Brisbane residents and businesses.

¹ “Regional Routes,” as used in proposed revisions to the General Plan, refers to U.S. Highway 101 (Freeway) and Bayshore Boulevard (Regional Arterial).

- Replace existing LOS standards at intersections with freeway offramps along U.S. Highway 101 with a new Policy addressing queuing of vehicles along freeway off-ramps and at intersections to prevent traffic on a freeway off-ramp from backing up onto the freeway mainline or traffic at an intersection from backing up into another intersection.
- Maintain the current standard of LOS D at all other intersections along principal and minor arterials (i.e., all existing arterial roadways within Brisbane other than those along Bayshore Boulevard, the Geneva Avenue extension, and at freeway interchanges).
- Reorganize Chapter VI (Circulation) and modify or add policies and programs to put greater emphasis on multi-modal mobility for Brisbane residents and businesses, accommodation of bicycles and pedestrians in addition to vehicular movement, and provisions for comfortable and safe travel from within the community to shopping, employment, recreation, transit, and U.S. Highway 101.
- Establish criteria defining when traffic impact analyses would be required to confirm compliance of proposed development projects with the City's LOS standard.

Update existing factual information in the General Plan, which was originally adopted in 1994.

There are numerous instances where the 1994 General Plan text is outdated, and this amendment updates text throughout Chapters II, V, VI, and XII to reflect current conditions.

ATTACHMENTS:

- A. Approved GP-1-18
- B. Proposed General Plan Amendment (redlined version)
- C. Draft Resolution GP-1-19
- D. EIR Addendum



John Swiecki, Community Development Director