



CITY COUNCIL AGENDA REPORT

Meeting Date: January 16, 2020

From: John Swiecki, Community Development Director

Subject: Adoption of Resolution 2020-1 approving General Plan Amendment Case GP-1-19 Implementing Measure JJ

Community Goal/Result

Fiscally Prudent - Brisbane's fiscal vitality will reflect sound decisions which also speak to the values of the community

Purpose

To amend the Brisbane General Plan to be fully consistent with Measure JJ.

Recommendation

That the City Council adopt Resolution 2020-1 approving General Plan Amendment Case GP-1-19 and supporting Addendum.

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 (msf) of non-residential development) within the Baylands General Plan Subarea.

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;
- Establishing a series of policies 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. GP-1-19 is proposed to accomplish this.

Discussion

GP-1- 19 was reviewed and unanimously recommended for approval by the Planning Commission on September 26, 2019. The attached Planning Commission report, minutes, and adopted resolution are provided for reference and include a detailed description of the proposed amendment.

The proposed GPA includes three basic elements:

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

Proposed amendments incorporate text and graphics from GP-1-18 into the General Plan reflecting the land uses approved in GP-1-18 and Measure JJ to allow 1800-2200 residential units and 7.0 msf of non-residential development. Further changes result from incorporating the policies approved under Measure JJ into the Baylands subarea, while other revisions result from the elimination of the Northeast Bayshore subarea.

(2) Making non-substantive revisions that update the existing General Plan; and

There are numerous updates to factual information contained in the 1994 General Plan.

(3) 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.

While traffic delay is an important transportation and community issue, reliance on LOS as the only measure to evaluate transportation is problematic. Increasing roadway capacity to reduce delay and improve LOS by has consistently been shown to promote or induce additional vehicle trips. Over time these higher traffic volumes increase delay, thereby triggering the need for additional capacity which induces even more vehicle trips. Accommodating higher amounts of traffic also serves to increase transportation-related greenhouse gas (GHG) emissions. LOS is also a measure 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.

The implications of LOS on regional roadways within Brisbane are of particular concern. For example, 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 Boulevard are generated by Brisbane residential neighborhoods, with another 15-20% of the daily trips associated with employment centers in Brisbane. Fully 65-75% of the daily trips along Bayshore are regional through traffic between San Francisco and the Peninsula with no destination in Brisbane. Strict adherence to the city's LOS policy would result in Bayshore Boulevard attracting even more regional through traffic. The need to modify the City's current LOS policy to allow for planned growth in the Baylands and elsewhere within the City was recognized when the City Council approved GP-1-18.

As proposed, the Circulation Element revisions would:

- Create a new category of roadways, Regional Routes and 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 Regional Routes with a requirement for:
 - Preparation and implementation of design 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.
- 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).

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, 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.

Fiscal Impact

None.

Measure of Success

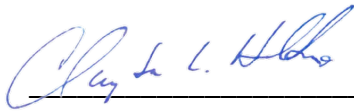
That the City of Brisbane General Plan fully incorporate the provisions of Measure JJ.

Attachments

1. Draft Resolution 2020-1
2. September 26 2019 Planning Commission Report, Resolution and Minutes
3. Tracked Changes Version of General Plan Text



John Swiecki, Community Development Director



Clay Holstine, City Manager