

# *City of Brisbane*

## *Agenda Report*

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: **Draft Circulation Element;** General Plan Amendment GPA-1-15; Proposal of the City of Brisbane to amend the Circulation Element of the General Plan to incorporate “Complete Streets” and “Green Streets” provisions and incorporate other recommended text changes from the 2005-2007 General Plan update process; City of Brisbane, applicant; citywide

DATE: September 17, 2015

### **City Council Goals:**

To design infrastructure and public facilities to be efficient, cost effective and to contribute to the cohesion and character of the community. (Goal #2)

To promote transportation opportunities that maximize safety, reliability, enhance circulation and create options, thereby reducing reliance on the use of the automobile. (Goal #5)

### **Purpose:**

To update the Circulation Element (one of the seven mandatory elements of the City’s General Plan) to: bring the Circulation Element into compliance with the Complete Streets Act of 2008; incorporate “Green Streets” provisions consistent with pending state policy; and include relevant updates from the City’s 2005-2007 comprehensive General Plan update.

### **Recommendation:**

That the City Council adopt Resolution 2015-38 updating the Circulation Element of the General Plan.

### **Background:**

On October 2<sup>nd</sup>, 2014, the City Council authorized staff to initiate an amendment to the Circulation Element to comply with the Complete Streets Act, which requires cities to plan for transportation networks which will accommodate all modes of transportation.

The City has a deadline to amend the Circulation Element of January 31, 2016, in order to maintain eligibility for discretionary transportation funding through the Metropolitan Transportation Commission's (MTC) One Bay Area Grant (OBAG) program. This deadline was extended by MTC from its previous deadline of January 31, 2015.

On March 17<sup>th</sup>, 2015, Council provided further direction to staff that the recommendations from the 2005 – 2007 General Plan update work should be used as a basis for moving forward in the future review and update of the General Plan, along with additional items as needed to bring the document up to date.

The City Council-appointed Complete Streets Committee conducted a detailed review of the policies and programs within the Complete Streets section of the element on December 3<sup>rd</sup> and 17<sup>th</sup>, 2014 and January 7<sup>th</sup> 2015. Their recommendations on the Complete Streets section of the element were considered by the Planning Commission and for the most part incorporated into the draft Circulation Element. The sole exception is discussed in the following Discussion Section of this report.

The Planning Commission conducted study sessions on November 13<sup>th</sup>, December 4<sup>th</sup>, 2014 and May 14<sup>th</sup>, 2015 and held a public hearing on July 23<sup>rd</sup>, 2015. The Planning Commission unanimously (5-0) recommended approval of the draft updated Circulation Element, which is attached with the Commission's Resolution GPA-1-15, provided as Attachment 4. A redlined comparison of the Commission's recommended goals, policies and programs is provided as Attachment 3. The Commission's meeting minutes and agenda reports are provided as Attachments 5 and 6.

### **Discussion:**

The updated Circulation Element is described in detail in the attached Planning Commission workshop and hearing reports and minutes. Several key components are highlighted below:

- Complete Streets: The Complete Streets Act of 2008 defines Complete Streets as a *"multimodal transportation network that meets the needs of all users...in a manner that is suitable to the rural, suburban or urban context..."* Consistent with the Act, the draft Circulation Element includes a new Complete Streets section (Section VI.4) that consolidates policy and program language previously scattered throughout the 1994 General Plan regarding pedestrians, bicycles and transit into a new comprehensive section. This new section includes additional provisions, consistent with the requirements of the Complete Streets Act.
- Green Streets: A New Green Streets section has been added to reflect current trends and pending state regulatory changes in the stormwater management provisions, anticipated as part of the Regional Water Quality Control Board's (RWQCB) update to the Municipal Regional Stormwater Permit. The draft provisions require cities within the San Francisco Bay Region to plan for city-wide Green Infrastructure. An important infrastructure component is the city's



circulation network, which is addressed in the new Green Streets section (Section VI.8) The intent of the Green Streets component is to ensure that the City's circulation network is designed to improve stormwater quality and reduce stormwater runoff. The overall goal of a Green Streets component is to reduce impervious surfaces and modify storm drain infrastructure to a more resilient, sustainable system that disperses water into vegetated areas or otherwise harvests and uses runoff. The programs recommended in the Circulation Element are only a component of a larger Green Infrastructure Plan for the City. Development of a comprehensive Citywide Green Infrastructure Plan will likely involve changes in other General Plan elements in the future.

- 2004-2007 Update: Relevant 2004-2007 General Plan update draft policy and programs by the Planning Commission and City Council have been incorporated with this draft update and are found throughout the Element as a whole. The changes endorsed by Council consisted of a number of minor edits to the existing policy language to update it to current conditions and reorganized the element text. Those proposed edits also reflected a shift to include Complete Streets concepts, although these concepts have been further developed and refined in response to the Complete Streets Act.
- Alternative Transportation Modes: The Alternative Transportation Modes section was added by the Planning Commission, with the intent of establishing General Plan level policy direction to promote and encourage alternative transportation modes to reduce dependence on single occupancy automobile trips. While many of the basic goals have been embedded in the General Plan, the new language reflects an intent to more specifically focus on monitoring and considering the implications of technology, the sharing economy and other future trends on mobility and the City's transportation network. Examples include existing programs such as City Car Share, or more futuristic technologies such as driverless vehicles and/or shuttles.
- Figures Update: The figures contained in the Circulation Element have been revised to reflect current functional street classifications (such as arterial and collector streets) as established by the Federal Highway Administration.
- Text Update: The text which provides the framework for the policies and programs has been largely updated. The text updates were made due to the reorganization of the element as well as to reflect present day conditions, to provide current explanations for such things as the functional street classifications. The text is provided as part of the complete draft of the Circulation Element with the Planning Commission resolution. The redlined document provided for Council's use illustrates recommended changes to the General Plan goals, policies and programs, not descriptive text.

As noted previously, the Complete Streets Committee reviewed the Complete Streets section and most of their recommendations were incorporated into the Planning

Commission-recommended Circulation Element. An exception is draft Program C.21b, bullet #7 pertaining to recommended streetscape plantings. The following redlined program shows the difference between what the Complete Streets Committee recommended and what the Planning Commission recommended:

*Program C.21.b Incorporate Complete Streets infrastructure elements into new streets, street retrofits and certain maintenance projects, to encourage multiple modes of travel, as appropriate to the context, as determined reasonable and practicable by the City. Depending on the context these elements may include...*

- *Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and encourage pedestrian and bicycle use. Landscaping should consist ~~primarily of San Bruno Mountain native plants~~ ~~and~~ non-invasive drought resistant plants and consideration should be given to planting San Bruno Mountain native species. (See also the Green Streets section of this element.)...*

The Planning Commission-recommended language emphasizes the use of non-invasive, drought-resistant plants with the provision that “consideration should be given to planting San Bruno Mountain native species.” As indicated in their attached letter of September 3, 2015 the Complete Streets Safety Committee recommends that the language be modified to “include San Bruno Mountain native plants and non-invasive drought resistant plants wherever possible. The Planning Commission-recommended language allows the City greater flexibility in future streetscape designs to consider the various site specific factors in the plant selections. The stated preference for San Bruno Mountain natives does not recognize there may be site, soil, or aesthetic, or design conditions that might not be conducive to San Bruno Mountain natives. A strict interpretation of this policy language would effectively commit the City to a limited plant palette or would open the door to future disputes in the event such species are not utilized.

The Committee’s recommendations are provided in their entirety along with the Committee’s letter to Council as Attachment 3.

**Fiscal Impact:**

None. Adoption of an amended Circulation Element that complies with state-mandated Complete Streets provisions will help ensure that the city maintains its eligibility for One Bay Area Grant (OBAG) funding, which is a potential fiscal benefit.

**Measure of Success:**

Adoption of the update to the Circulation Element to include Complete Streets policies and programs in compliance within the deadline to maintain eligibility for OBAG funding.

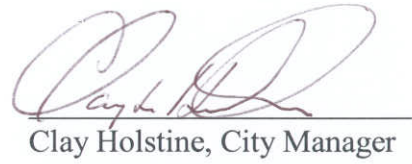


**Attachments:**

1. Draft Resolution 2015-38
2. Redlined Circulation Element Goals, Policies and Programs – Planning Commission recommendation vs. the 1994 General Plan
3. Complete Streets Committee Recommendations (1/7/15) and letter to Council dated September 3, 2015
4. Planning Commission Resolution GPA-1-15 (including the complete draft Circulation Element as recommended by the Commission)
5. Planning Commission Minutes of 7/23/15 (public hearing) and 5/14/15, 12/9/14 and 11/13/14 (study sessions)
6. Planning Commission Agenda Reports of 7/23/15 (public hearing) and 5/14/15, 12/9/14 and 11/13/14 (study sessions)



John A Swiecki, Community Development Director



Clay Holstine, City Manager

draft  
RESOLUTION 2015-38

A RESOLUTION OF THE BRISBANE CITY COUNCIL  
AMENDING THE 1994 GENERAL PLAN  
TO ADOPT THE  
2015 UPDATE TO THE CIRCULATION ELEMENT,  
INCLUDING COMPLETE STREETS, GREEN STREETS  
AND OTHER RELEVANT PROVISIONS

**WHEREAS**, the City of Brisbane has undertaken this 2015 update to the Circulation Element of the 1994 General Plan, consistent with the Complete Streets Act of 2008 and anticipated new state provisions for Green Streets; and

**WHEREAS**, notices of Planning Commission and City Council public hearings on the draft update to the Circulation Element were prepared and posted in conformance with the California Government Code; and

**WHEREAS**, following public meetings by the Complete Streets Committee, the Committee provided its recommendation the City Council on January 7<sup>th</sup>, 2015; and

**WHEREAS**, on July 23, 2015, the Planning Commission held a public hearing on amending the General Plan to update its Circulation Element, considered all pertinent testimony, written and oral, and adopted Planning Commission Resolution GPA-1-15, recommending that the City Council adopt the Circulation Element as amended; and

**WHEREAS**, the City Council held a public hearing on the Circulation Element on September 17, 2015, and considered the testimony presented and reviewed both the Complete Streets Subcommittee's and the Planning Commission's recommendation and the Planning Commission's minutes of its meeting, which is incorporated herein by reference.

**NOW, THEREFORE, BE IT RESOLVED** that the City Council of the City of Brisbane finds as follows:

The adoption of the update to the Circulation Element will not have a significant environmental effect and is categorically exempt, per (CEQA) Guidelines Section 15308 and that the exceptions to this categorical exemption referenced in Section 15300.2 do not apply;

The update to the Circulation Element has been prepared in accordance with State law and State General Plan Guidelines;

The update to the Circulation Element supersedes the previously adopted Circulation Element; and

The Circulation Element is consistent with the 1994 General Plan, as hereby amended.

**BE IT FURTHER RESOLVED** by the City Council of the City of Brisbane that the 2015 update to the Circulation Element is hereby adopted.



---

Terry O'Connell, Mayor

I hereby certify that the foregoing Resolution 2015-38 was duly and regularly adopted at a regular meeting of the Brisbane City Council on September 17, 2015, by the following vote:

AYES:

NOES:

---

Sheri Marie Spediacci, City Clerk

**REDLINED CIRCULATION ELEMENT GOALS, POLICIES AND PROGRAMS 9/17/15**  
**Planning Commission Recommendation vs. 1994 General Plan**

**CHAPTER VI**

**TRANSPORTATION AND**  
**CIRCULATION ELEMENT**

**GOALS:**

**Circulation**

~~The City of Brisbane will be a place...~~

~~Where citizens can travel safely and comfortably from north to south, from the Mountain to the Bay;~~

~~Where vehicles, pedestrians and bicyclists can access all parts of the City;~~

~~Where transit service is reliable and available and there is less reliance on the automobile;~~

~~Where parking issues have been resolved in both residential and commercial areas;~~

~~Where transportation well serves commercial and industrial businesses; and~~

Where there is an established rational relationship between land use and circulation in place to guide the City ~~toward~~into the future.;

Where all users of the transportation network can travel safely and comfortably throughout Brisbane;

Where Complete Streets are integrated into the transportation network to provide for a balanced, connected, safe and convenient multi-modal network;

Where reliable public transit services are promoted and expanded, creating viable transportation alternatives to the automobile;

Where parking needs have been reasonably balanced to encourage walkable neighborhoods, economic vitality, safety and convenience; and

Where the transportation network serves the needs of residents as well as commercial and industrial businesses.



## VI TRANSPORTATION AND CIRCULATION ELEMENT

### VI.1 DESCRIPTION OF CIRCULATION SYSTEM

#### VI.1.1 STREETS AND HIGHWAYS

#### VI.1.2 TRANSIT SYSTEMS

### VI.2 TRAFFIC FLOW, CONVENIENCE AND ACCESS

#### VI.2.1 LEVEL OF SERVICE

**Policy ~~38~~:C.1** Maintain a level of service on arterial streets that allows Brisbane residents and businesses to comfortably **and safely** travel across town and to gain access to Highway 101.

*Program ~~38a~~:C.1.a* Update the mitigation plan that identifies improvements to Bayshore Boulevard and other ~~major~~ arterial streets to enhance efficiency and maintain an appropriate level of service.

*Program ~~38b~~:C.1.b* Develop a program of traffic impact fees to fund the mitigations in accordance with the impacts of new and intensified development and in coordination with the San Mateo County Congestion Management Plan, as applicable.

*Program ~~38e~~:C.1.c* In developing an impact fee program, consider the impacts of any development proposal on all affected intersections and street segments in relation to the adopted level of service standards.

*Program ~~38d~~:C.1.d* Consider a traffic impact fee program for joint-benefit transportation projects in cooperation with adjacent cities.

**Policy ~~38~~:C.2** The level of service for all arterial streets within the City shall not be less than LOS "D" except for the intersections on Bayshore Boulevard at Old County Road and San Bruno Avenue, which shall not be less than LOS "C." The two intersections having LOS "C" shall not be degraded below that level as a result of increased impacts from other intersections within the City and such impacts shall be mitigated as necessary to maintain the LOS "C" standard at the identified intersections.

#### VI.2.2 NORTH-SOUTH AND EAST-WEST CORRIDORS

**Policy ~~39~~:C.3** Plan for an additional east-west corridor to redirect non-destination traffic away from Bayshore Boulevard and to provide more direct access to Highway 101.

*Program ~~39a~~:C.3.a* Establish an extension of Geneva Avenue, connecting with the Candlestick Highway 101 Interchange.

~~Program 39b:C.3.b~~ Work closely with Caltrans in the design of the Candlestick Highway 101 Interchange to assure the best connection with the Geneva Avenue Extension.

~~Program 39e:C.3.c~~ Require that all east-west corridor rail crossings are ~~above-separated~~ (i.e. not at-grade).

**Policy C.4 Continue to upgrade north-south arterial and collector streets while providing the appropriate level of service.**

~~Program 39d:~~ ~~Require reconstruction of the Tunnel Avenue overcrossing to current codes and safety standards.~~

~~Program 39e:C.4.a~~ Require the upgrade of Tunnel Avenue to current codes and safety standards.

~~Program C.4.b~~ Study Bayshore Boulevard and, as feasible, respecting its classification as a principal arterial, implement traffic calming features, pedestrian amenities and landscape design elements.

**Policy 39.1—C.5 Investigate and pursue alternative means of access to and egress from Sierra Point.**

**and investigate additional**

~~Policy 39.2—Establish an alternative access route to the Tunnel Avenue overcrossing for emergency vehicles~~**access alternatives.**

**Policy 40—Establish Policy C.6 Investigate and pursue traffic calming features for Visitacion Avenue and Old County Road to provide for greater pedestrian comfort and safety at street crossings.**

**VI.2.1 STREET STANDARDS**

**Policy C.7 Implement established City street standards to provide for adequate traffic flow and safe circulation for both existing and new streets.**

~~Program 40a:C.7.a~~ Consult with Caltrans in regard to street standards when a City street is a connector or ramp to a State route.

**Policy 41—Require C.8 For local residential streets in Central Brisbane, continue to require a minimum unobstructed street width of 20 feet, as required by the Uniform Fire Code.**

~~Program 41a:~~ ~~Adopt a C.8.a Implement the adopted~~ minimum width street standard in the Municipal Code ~~and include the findings necessary, allowing for the granting an~~ exception.

~~of exceptions that meet the required findings.~~

**Policy 42—In addition to the above, develop residential and commercial C.9 The City street standards that take into account Engineer shall consider the following factors during plan review as they apply to ~~all streets, but particularly to~~ residential, residential hillside, and commercial streets:**



- grade
  - topography
  - average lot frontage size
  - number of lots and potential intensity of development
  - maximum block length
  - maximum length of cul-de-sac streets
  - length of street in relation to number of units served
  - turnarounds
  - parking
- secondary
- access

*Program ~~42a:~~ C.9.a Continue to implement street development standards ~~which~~that establish requirements for right-of-way dedication, street width, length, turnarounds, and access to parcels.*

*Program ~~42b:~~ C.9.b Continue to implement street engineering design and construction standards ~~which~~that establish requirements for horizontal alignment, and vertical alignment, pavement and pavement crown, concrete curb, and structural section design.*

*Program ~~42e:~~ C.9.c Continue to implement standards for sidewalks, bikeways, signalization, striping, and street lighting.*

**Policy 43C.10 Require designs for hillside streets to reflect the topography and to minimize grading and large retaining walls.**

*Program ~~43a:~~ C.10.a Consider incorporation of small scale parking bays, rolled curbs, and other means of including parking and providing safe clearance on hillside streets.*

## **VI. 3 TRAFFIC SAFETY**

### **VI.3.1 LOCAL RESIDENTIAL STREETS**<sup>(2)</sup>

**Policy 44C.11 Maintain and improve local residential streets to accommodate safe access for emergency vehicles and evacuation routes for residents.**

*Program 44a: Continue the emergency access striping program.*

**Policy 45 — ~~On an annual basis, as C.12~~ As a part of the budget and Capital Improvement capital improvement planning process, consider opportunities to incorporate safety standards and/or widen hillside streets to ~~a minimum of 20 feet where physically and economically feasible~~current city adopted standards.**

*Program 45a: Investigate the potential of secondary access for emergency vehicles and improved evacuation for streets with long cul-de-sacs*

~~Program 45b: Adopt plan lines for residential streets to identify locations to widen streets and to accommodate additional off-street parking, turnarounds and secondary access.~~

~~Program 45c: Investigate the potential of turn grounds on all streets with cul-de-sacs longer than 500 feet.~~

**Policy 46C.13** Develop a **ten-year improvement prioritized** program for improvements to existing **hillsidesubstandard City** streets to include **such things as** street widening, **turn-aroundsturnarounds** and the feasibility of secondary emergency access, **and improving on-street parking**.

~~Program 46a: Require parking and safety improvements in conjunction with new development and the intensification and improvement of existing residential uses in accordance with the improvement program.~~

Program C.13.a

- ~~• Program 46b: Consider an impact fee program to fund acquisition of additional rights-of-way, widening of existing streets to provide additional on-street parking and construction of other safety improvements.~~

~~Program 46c: Investigate the feasibility of undergrounding utilities to mitigate potential traffic hazards, such as downed lines in a fire area.~~

Program C.13.b Consider opportunities and funding to enhance safety on steep streets.

**Policy 46.1—C.14** Post and actively enforce the 25-mile per hour (mph) maximum speed limit in Central Brisbane, **and 15 mph on identified street segments near the schools, and** investigate creating **10-15 mph** speed limit zones **lower than 25 mph in other areas of Central Brisbane** where appropriate.

**Policy, and promote C.15 Promote** a public awareness campaign regarding speed limits.

o Arterial Streets

VI.3.2 ARTERIAL STREETS

**Policy 47C.16** Maintain traffic **now on-flow and continue to improve** arterial streets.

Program 47a:C.16.a Limit and control the number and location of driveways into arterial streets. Encourage adjacent properties to develop common access. See also Program C.22.2 in Complete Streets section.

Program 47b:C.16.b Use landscaped medians and islands whenever possible to direct and channel traffic, and to provide safe separation and visual respite.

o Truck Routes

VI.3.3 TRUCK ROUTES

**Policy 48C.17** Maintain truck routes to avoid impacts on residential areas.



### VI.3.5 STREET SIGNAGE

#### Policy Improvements

**Policy 49** — ~~Establish standards for the improvement of existing streets and the construction of new streets to provide a high level of service.~~

#### C.18

~~Program 49a: Design major arterial streets to include bicycle lanes, pedestrian facilities and on-street parking.~~

~~Program 49b: Provide adequate signage on all streets including street names on at least one corner of every intersection and advance warning signs for major entries.~~

### VI.3.6 IMPROVEMENTS FUNDING

#### Policy C.19 Identify and pursue funding sources to implement circulation improvements.

~~Program Program 49e: Adopt construction standards for durable street improvement such as 6 inch vertical concrete curb and asphaltic concrete pavement and sidewalks.~~

~~C.19.a Encourage creation of assessment districts where appropriate, for needed circulation improvements.~~

#### Program C.19.b

~~Program 49d: Design all street improvements to be accessible to citizens with disabilities, including pedestrian-activated crossing lights~~

~~Policy 50 — In the design of internal circulation systems for new development or expansions of existing uses, provide for adequate emergency access around all buildings.~~

**Policy 51** — Utilize gas tax, sales tax and other funding sources to implement circulation improvements.

## VI.4 COMPLETE STREETS

### VI.4.1 COMPLETE STREETS APPLICABILITY AND DESIGN STANDARDS

Policy C.20 The City shall provide for the development of Complete Streets consistent with Government Code Sections 65040.2 and 65302 and subsequent applicable Complete Streets legislation) to meet the needs of all users of “streets, roads and highways”. Such users include bicyclists, children, youth, families, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, seniors, and first responders.

Policy C.21 Integrate Complete Streets infrastructure and design features, such as sidewalks, bikeways and transit stops, into street design and construction to create safe and inviting environments for people to walk, bicycle and use public transportation.

*Program 51a: ~~Create assessment districts and utilize redevelopment authority,~~C.21.a Review and where appropriate, for needed, update the City’s engineering design standards to implement Complete Streets infrastructure elements.*

*Program C.21.b Incorporate Complete Streets infrastructure elements into new streets, street retrofits and certain maintenance projects to encourage multiple modes of travel, as appropriate to the context and determined reasonable and practicable by the City. Depending on the context, these elements may include:*

- Infrastructure that promotes a safe means of travel for all users along the public right-of-way, such as sidewalks, shared use of paths, bicycle lanes, and paved shoulders;*
- Infrastructure that facilitates safe pedestrian crossings of the right of way, such as accessible curb ramps, crosswalks, refuge islands, and signals to meet the needs of children, people with disabilities and the elderly;*
- Street design features that promote safe and comfortable travel by pedestrians, bicyclists and users of public transportation, such as traffic calming features and physical buffers between vehicular traffic and other users;*
- Inclusion of amenities that improve the comfort and addresses the safety needs of pedestrians and bicyclists, such as, but not limited to, signs, pavement markings, pedestrian-scale lighting, benches, seat walls, bike lockers and racks;*
- Improvements to public transit and multi-modal connections, to enhance City-wide transit access and connections to regional destinations;*
- Minimizing vehicular ingress and egress points on major arterials and consolidating private driveway entries to enhance bicycle, pedestrian and automobile safety along these arterials;*
- Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and to encourage pedestrian and bicycle use. Landscaping should consist of non-invasive, drought resistant plants and consideration should be given to planting San Bruno Mountain native species. (See also the Green Streets section of this element.)*



- Balance on-street parking as appropriate to the context, to promote the Complete Streets Act goals and encourage economic vitality. (See also the Parking section of this element.)

Program C.21.c Where possible, work with MTC to secure regional funding for Complete Streets projects.

**Policy C.22 Seek to retrofit existing roadways to create Complete Streets.**

Program C.22.a Identify roadways where retrofits may reasonably be accomplished in balance with existing and planned land uses, giving priority to arterial and collector streets and to projects that would provide greater connectivity between key areas of the City, such as, but not limited to, between the Northeast Ridge, Sierra Point and Central Brisbane,

Program C.22.b Identify roadways where Complete Streets retrofits may provide for enhanced place-making and contribute to the City's vitality.

Program C.22.c Seek regional, state, and/or federal funding sources to retrofit roadways to create Complete Streets.

**Policy C.23 For new multifamily, mixed use or commercial development projects subject to discretionary review that would affect the public right-of-way, incorporate and implement Complete Streets elements at each stage of the development process as determined reasonable and practicable by the City.**

Program C.23.a As part of the design review permit process, require documentation of how the routine accommodation of bicyclists and pedestrians will be satisfied.

Program C.23.b As part of the project design review process, ensure that the project objectives and purpose are consistent with current MTC directives on Complete Streets and Routine Accommodation.

**VI.4.3 PEDESTRIANS AND BICYCLES**

**Regional Connections**

**Policy C.24 Provide input to the City and County of San Francisco and San Mateo County in regional planning efforts to enhance and expand the regional bicycle and pedestrian networks, including, where appropriate, amendments to regional bicycle and pedestrian plans.**

**Policy C.25 Continue to Connect Brisbane's bikeway and pedestrian system to the County and regional networks.**

Program C.25.a Continue to apply for Transportation Development Act (TDA), successors to TDA, and other funding sources.

**Safe Routes to School**

**Policy C.26 Work with the County Congestion Management Agency, C/CAG, and local schools to develop priorities and implement Safe Routes to School projects consistent with state and federal legislation.**



Program C.26.a Continue to identify improvement projects and seek funding for Safe Routes to School infrastructure improvements.

Program C.26.b Continue non infrastructure-related activities that encourage walking and bicycling to school, through outreach on the City's website, informational articles in the local City news publications, communications through community leaders, partnering with non-profit entities, promoting walk and bike to school days, and supporting partnerships with the schools to provide education directly to students and parents on the benefits of walking and bicycling to school.

Program C.26.c Develop and promote a traffic safety education program for the schools.

Program C.26.d Continue to provide a crossing guard program.

## **Bicycles**

**Policy 59 — Provide bicycle access to all areas of the City.**

### **C.40 Maintain**

**Policy 59 — Connect Brisbane's bikeway system to the County bikeway network.**

*Program 59a. Continue to apply for Transportation Development Act (TDA) funds.*

**Policy 60 — Provide for the safety of bicyclists by dedicating bicycle routes where possible, by installing appropriate signing and striping, and by maintaining the pavement.**

*Program 60a: Install as many Class II bikeways as can safely be accommodated and are economically feasible.*

*Program 60b: Require new development and redevelopment to plan for and construct bicycle routes and parking facilities*

**Policy 61 — All new arterial streets and any existing arterials that are improved should provide for bicycle transportation.**

*Program 61a: As a part of the annual budget and Capital Improvement Program development, seek opportunities to upgrade existing and to install new bicycle routes.*

**Policy 62 — Provide or require bicycle parking facilities at major destination points.**

*Program 62a: Include bicycle lockers in park and ride facilities.*

*Program 62b: Encourage business and employment centers to provide bicycle parking facilities for their employees.*

*Program 62c: Design bicycle facilities to meet California Department of Transportation Standards.*

**Policy 63 — Provide public information on bicycle transportation.**

*Program 63a: Establish a public information program on bicycle transportation.*

*Program 63b: Establish **an** educational program on safe bicycle use for students.*

*Program 63c: Make bicycle network maps available to citizens.*

*Program 63d: Promote bicycle use through City publications and at special events.*  
**appropriate amount of off-**

**Policy C.27 Maximize bicycle access to all areas of the City, as practicable.**

*Program C.27.a Identify areas of the City where bikeways may be constructed, as both recreational and transportation amenities, with the aim of connecting all areas of the City with a network of bikeways.*

*Program C.27.b Design and install bikeways to meet best current engineering practices.*

**Policy C.28 Provide for the safety of bicyclists by dedicating bikeways where practicable, by installing appropriate signing and striping, and by maintaining the pavement.**

*Program C.28.a Install as many bikeways as can safely be accommodated and are economically feasible.*

**Policy C.29 Require new development and redevelopment to plan for and construct bikeways and/or bicycle parking facilities, as determined reasonable and practicable by the City.**

**Policy Policy 52 — Seek opportunities to install and improve transit facilities and establish multi-modal connections.**

*Program 52a: Support the development of a Caltrain Station. (See Figure VI-C.)*

**C.30 All new arterial streets and any existing arterials that are improved should provide for bicycle transportation.**

*Program C.30.a As a part of the budget and Capital Improvement Program development, seek opportunities to upgrade existing bikeways and to install new bikeways.*

**Policy C.31 Provide or require bicycle parking facilities at major destination points.**

*Program C.31.a Include bicycle lockers in park-and-ride facilities.*

*Program C.31.b*

**Policy 53 — Encourage business and employment centers to provide bicycle-parking facilities for their employees.**

*Program C.31.c Design and install bicycle-parking facilities to meet best current engineering practices.*

**Policy C.32 Provide public information on bicycle transportation.**

*Program C.32.a Promote bicycle use through a public information program, at special events, and through City publications.*

*Program C.32.b Establish an educational program on safe bicycle use.*

*Program C.32.c Make bicycle network maps available.*

**Pedestrians**

**Policy 64 Provide safe pedestrian facilities throughout the City.**

*Program 64a: As part of the annual budget and Capital Improvement Program preparation, seek opportunities to upgrade and expand the system of pedestrian sidewalks, walkways and trails.*

*Program 64b: Study the possibility of signage on City walkways.*

**Policy 65 In conjunction with street improvement projects, provide facilities for pedestrians. parking in commercial**

*Program 65a: Develop safe pedestrian access in Crocker Park.*

**Policy 66 In conjunction with new development, provide pedestrian amenities within the project to connect with other areas of the City.**

*Program 66a: Consider an occasional bench along sidewalks, walkways and trails.*

**Policy 67 Develop and promote a traffic safety education program for the schools.**

**Policy 68 Continue to provide a crossing guard program.**



**Policy C.33 Maximize safe pedestrian facilities and access to all areas of the City, as reasonable and feasible.**

*Program C.33.a Identify sidewalks, walkways, and trails throughout the City to improve with pedestrian amenities as funds are made available; and continue to apply for new grant funding.*

*Program C.33.b Consider opportunities to enhance and expand pedestrian access between Central Brisbane, the Caltrain station, Sierra Point Marina and other regional destinations and transit connections.*

*Program C.33.c As part of the budget and Capital Improvement Program preparation, seek funding to upgrade and expand the system of pedestrian sidewalks, walkways and trails, especially in conjunction with street improvement projects.*

*Program C.33.d For newly designed and constructed sidewalks, disallow automobile parking thereon; and for existing sidewalks adjacent to rolled or vertical curbs, encourage residents to park such that sidewalks are kept clear for pedestrians in accordance with the Americans with Disabilities Act (ADA) width standards.*

*Program C.33.e Where practicable and where funds are available, establish and improve mid-block and block-end, public right-of-way pedestrian paths, in order to provide direct off-street pedestrian access between the upper and lower parts of Central Brisbane.*

**Policy C.34 Require pedestrian amenities with new development and expansion of existing uses, as appropriate.**

*Program C.34.a Adopt standard requirements for sidewalk improvements along property frontages, taking into consideration constraints imposed by topography, and where sidewalks are not appropriate, consider in-lieu fees for new development for funding pedestrian amenities elsewhere in the City.*

*Policy C.34.b Consider accepting sidewalk improvements beyond the frontage of a development site as a means to help mitigate traffic and parking impacts.*

**Transit**

**Policy C.35 Seek opportunities to install and improve transit facilities, establish multi-modal connections and increase the service network.**

*Program ~~to install~~ C.35.a Continue active participation in the implementation of the San Mateo County-wide Transportation Plan to improve circulation systems, to develop alternatives to automobile dependence and to make transportation-sensitive land use decisions.*

*Program C.35.b Request more frequent scheduling of Caltrain stops at the Bayshore station as warranted by demand.*

*Program C.35.c Support, improve, and expand transit to serve the business and residential communities and provide connections to major transportation hubs.*

Program C.35.d Cooperate with San Mateo County Transit District (SamTrans), and other appropriate agencies, to establish bus ~~turn-offs and shelters and to upgrade service levels~~ rapid transit (BRT) systems where practicable.

Program ~~53a~~: Design for handicapped accessible bus stops in conjunction with any new development and major street improvementProgram C.35.e Cooperate with and provide input to transit agencies to provide increased bus scheduling to a greater network of destinations (especially to regional destinations, such as work, shopping, and entertainment centers).

Program C.35.f Cooperate with and provide input to transit agencies to provide more comprehensive transfer connections with other bus routes outside of Brisbane and with other transit systems, such as Caltrain and BART.

Program C.35.g Work with SamTrans to install improvements at existing bus stops and designated routes.

Program ~~53b~~: Seek a re-evaluation of the current bus routing and scheduling in order to improve service to residents.

Program ~~53c~~: Investigate ways to obtain a bus shelter at Bayshore and Guadalupe Canyon Parkway.

Program ~~53d~~:C.35.h Provide information to citizens on the availability of transit.

Program C.35.i Require new development that are subject to the City's transportation demand measures (TDM) ordinance to also incorporate measures that facilitate Complete Streets compliance measures, such as transit stops, shuttle stops, and bicycle facilities.

**Policy 54 — C.36 Plan for park-and-ride facilities at the Caltrain Station and other major transit stops.**

## **VI.5 TRANSPORTATION MANAGEMENT**

**Policy 55C.37 Continue participation in the efforts of subregional and regional transportation agencies to manage transportation systems.**

Program ~~55a~~:C.37.a Continue active participation in the Congestion Management AgencyProgram.

Program ~~55b~~:C.37.b Continue active participation in the Peninsula Traffic Congestion Relief Alliance Joint Powers Authority, as a means to cooperatively encourage residents and employees to reduce demand on transportation infrastructure.

Program C.37.c Provide information to citizens, employers, and employees, ~~on the benefits of transportation management systems and on the~~ alternatives to the single-occupant commute vehicle and the benefits of using the alternatives.

Program ~~55e~~:C.37.d Provide local incentives for participation in Transportation System Management (TSM) and Transportation Demand Management (TDM) programs and continue to implement same.



Program C.37.e Require Transportation System Management and Transportation Demand Management measures to help mitigate the traffic and parking impacts of development projects.

## **VI.46 PARKING**

**Policy 56C.38 Maintain as much on-street parking in residential Brisbane as can be accommodated safely.**

~~Program 56a: Review off-street~~C.38.a Periodically review residential parking requirements in the Zoning Ordinance to assess impacts on the availability of on-street parking, to maintain parking availability in Brisbane's residential districts and to ensure consistency with the latest adopted Housing Element.

~~Program 56b: Adopt standards for driveway widths to preserve on-street parking.~~

~~Program 56e:~~C.38.b Seek means to encourage residents to use their garages for vehicles rather than other purposes.

**Policy 57C.39 Improve public parking opportunities in the Central Brisbane business district and all other commercial areas, as appropriate.**

~~Program 57a: Investigate~~Program C.39.a Consider opportunities to add public parking to underserved areas and investigate establishing a public parking lot or lots.

~~Program 57b:~~C.39.b Pursue, as feasible and needed, a downtown parking assessment district.

**Policy C.40 Maintain an appropriate amount of off-street parking in commercial areas.**

Program C.40.a Review the parking regulations for office, commercial and industrial uses and consider setting minimum and maximum parking standards where transit alternatives are readily available.

**Policy C.41 Consider opportunities to add public parking to underserved areas and to provide parking/staging areas at public trailheads.**

**Policy C.42 Consider updates to the Brisbane Municipal Code to require parking lot solar canopies for energy generation and/or parking lot shade trees to reduce heat island effects on commercial development projects.**

:

## **VI.7 CIRCULATION AND LAND USE**

**Policy 69C.43 Consider potential traffic impacts and emergency evacuation in making land use decisions.**

~~Policy 70 — Establish standards and criteria for the number of trips per acre that are generated by specific land uses, and establish development capacity for vacant subareas in~~



~~relation to the capacity of arterial streets and public transit to accommodate the trips generated by the uses.~~

Policy C.44

~~Policy 71~~ For vacant subareas without existing infrastructure, require circulation plans and traffic impact analyses to be submitted as a part of any development application.

~~Policy 72~~ — C.45 Consider the impacts of transit facilities and Transportation Demand Management Programs in making land use decisions.

~~Policy 73~~ — ~~Actively participate in the development and implementation of the San Mateo County-wide Transportation Plan and the Congestion Management Plan (especially the land use impact part thereof) to improve circulation systems, to develop alternatives to automobile dependence for land use proposals and to assist in making transportation-sensitive land use decisions.~~

~~Policy 74~~ — ~~Developers and property owners who wish to build on their land where City streets do not currently exist shall dedicate right-of-way and improve the streets to City standards at their own expense.~~

~~Policy 75~~ Policy C.46 Ensure legal access to properties in making land use decisions.

~~Program 75a; C.46.a~~ In reviewing building permit, subdivision and other development applications, distinguish whether the subject property has access from public streets, private streets, ~~private roadways or through private lands easements.~~ Obtain from applicants evidence of a legal right of access to their properties. Require that such access meet applicable standards.

~~Policy 76~~ — ~~Ensure that all land use C.47 In conjunction with new development applications for a primary or secondary dwelling unit have adequate and legal access which complies with City street standards. Where a building site does not front directly on a public street, legal and adequate access, which complies with City street standards, shall be provided from the public street to the building site.~~ expansion

~~Policy 77~~ — ~~Discourage the establishment of new private streets, private roadways and accessways.~~ Policy 78 — Encourage the improvement of existing uses, require that new streets and any existing private streets, private roadways and easement accessways to City standards and the dedication of the right-of-way to the City after improvements are installed serving the property be ~~Program 78a: Consider taking public action to make private roadways in residential areas which are regularly used by the general public into City streets after they are improved to City standards. (See Figures VI-A and VI-B).~~ and offered for dedication as public streets.

~~Policy 78.1~~ — ~~Require~~ Program C.47.a Continue to accept offers to dedicate existing private roadways as public streets, where they meet City standards.

Program C.47.b Where appropriate, require exactions ~~and develop~~ and ~~nor~~ and impact fee ~~program~~ fees for new development and improvements to property to improve ~~and maintain~~ and substandard streets to minimum safety standards.

Program C.47.c Investigate requiring secondary access for long cul-de-sac streets.

Program C.47.d Investigate requiring mid-block turnarounds on all streets with cul-de-sacs longer than 500 feet.

Program C.47.e Investigate requiring that substandard intersections be improved, in conjunction with new development, to provide adequate turning radius.

Program C.47.f Consider an impact fee program to fund acquisition of additional rights-of-way, widening of existing streets to provide additional on-street parking and construction of other safety improvements.

Program C.47.g Continue to require parking and safety improvements in conjunction with new residential development and major additions or remodels that meet defined thresholds.

Program C.47.h Encourage the formation of assessment districts where appropriate, for needed circulation improvements.

**Policy 79 — C.48** Monitor land use decisions under consideration by adjacent jurisdictions and their potential effect on Brisbane's streets. Comment through the public process ~~in that jurisdiction and County-wide~~, and request mitigations as appropriate.

**Policy 80C.49** Monitor regional developments and their effects on Highway 101 and Bayshore Boulevard to evaluate circulation impacts. Comment through the public process and request mitigations as appropriate.

## **VI.8 GREEN STREETS**

**Policy C.50 Incorporate Green Streets best practices, as appropriate to the context, for new streets and street retrofits, to enhance the pedestrian and bicyclist experience, to promote low impact development (LID) consistent with state water board initiatives to reduce the impacts of development on storm water resources and to enhance the natural environment. (See also the Complete Streets section)**

Program C.50.a Continue to evaluate and update the approved plant species list and standards for streetscape plantings.

Program C.50.b Consider where Green Streets retrofits may be incorporated into capital improvement projects and seek funding sources for Green Streets projects.

**Policy C.51 For new multifamily, mixed use or commercial development projects subject to discretionary review, as part of the design review permit process, incorporate Green Streets, as determined reasonable and practicable by the City.**

**Policy C.52 In the design and approval of a specific Green Street, the following factors will be considered, as may be applicable:**

- Context and design intent for the area or site;
- Site and environmental constraints such as soil type, sun and wind exposure, presence of utilities, view sight lines and view corridors;
- On-going water needs and drought tolerance;



- Diversity of plantings to reduce the potential for mass die-offs due to pests or disease which may impact specific species;
- Adequate soil volume and location of the species within a storm water treatment unit, where applicable.

## VI.9 ALTERNATIVE TRANSPORTATION MODES

### Policy 53 Maintain existing and incorporate new alternative transportation modes and infrastructure into the circulation network as reasonable and practicable.

Program 53.a Consider revisions to the Brisbane Municipal Code to require vehicle charging stations for development projects.

Program 53.b Encourage the use of electric vehicles by providing charging stations at public facilities and encourage installation of charging stations at existing private sites.

Program 53.c Seek grant funding opportunities and other funding sources to install publicly accessible vehicle charging stations and other infrastructure to support and enhance alternative means of transportation.

Program 53.d Encourage the maintenance of existing rail-spur lines to continue their use in transporting goods. (See also policies and programs under the Transit section for public transportation)

Program 53.e Monitor and consider new technological advances such as driverless shuttles and how sharing based transportation (car and bike sharing) can be accommodated in the City's circulation system.



**COMPLETE STREETS COMMITTEE RECOMMENDATIONS (1/7/15)**  
**FOR THE**  
**COMPLETE STREETS SECTION OF THE CIRCULATION ELEMENT**

(Notes: 1. This document includes the recommended Circulation Element goals and the recommended Complete Streets Section Policies and Programs only, following the Committee's meetings on December 3<sup>rd</sup> and 17<sup>th</sup>, 2014 and January 7<sup>th</sup>, 2015. 2. The policy and program numbering has been updated to match those provided in the complete draft of the Circulation Element (Policy C.20, etc.)

**GOALS:**

**Transportation and Circulation**

**The City of Brisbane will be a place...**

**Where there is an established rational relationship between land use and circulation in place to guide the City into the future;**

**Where all users of the transportation network can travel safely and comfortably throughout Brisbane;**

**Where Complete Streets are integrated into the transportation network to provide for a balanced, connected, safe and convenient multi-modal network;**

**Where reliable public transit services are promoted and expanded, such that there is increasingly less reliance on the automobile;**

**Where parking needs have been reasonably balanced to encourage walkable neighborhoods, economic vitality, safety and convenience; and**

**Where, in addition to serving citizens, the transportation network well serves commercial and industrial businesses.**

## 1.0 COMPLETE STREETS

### 1.1 Complete Streets Design Standards and Applicability

**Policy C.20** The City shall provide for the development of Complete Streets consistent with state legislation (including Assembly Bill 1358 and subsequent applicable Complete Streets legislation) to meet the needs of all users of “streets, roads and highways”. Such users include bicyclists, children, youth, families, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, seniors and first responders.

#### Complete Streets Design & Funding

**Policy C.21** Integrate Complete Streets infrastructure and design features, such as sidewalks, bikeways and transit stops, into street design and construction to create safe and inviting environments for people to walk, bicycle and use public transportation.

*Program C.21.a* Review, and where needed, update the City’s engineering design standards to implement Complete Streets infrastructure elements.

*Program C.21.b* Incorporate Complete Streets infrastructure elements into new streets, street retrofits and certain maintenance projects, to encourage multiple modes of travel, as appropriate to the context, as determined reasonable and practicable by the City. Depending on the context these elements may include:

- *Infrastructure that promotes a safe means of travel for all users along the public right-of-way, such as sidewalks, shared use of paths, bicycle lanes, and paved shoulders;*
- *Infrastructure that facilitates safe pedestrian crossings of the right of way, such as accessible curb ramps, crosswalks, refuge islands, and signals to meet the needs of children, people with disabilities and the elderly;*
- *Street design features that promote safe and comfortable travel by pedestrians, bicyclists and users of public transportation, such as traffic calming features and physical buffers between vehicular traffic and other users;*
- *Inclusion of amenities that improve the comfort and addresses the safety needs of pedestrians and bicyclists, such as, but not limited to, signs, pavement markings, pedestrian-scale lighting, benches, seat walls, bike lockers and racks;*
- *Improvements to public transit and multi-modal connections, to enhance City-wide transit access and connections to regional destinations;;*
- *On major arterials, minimizing vehicular ingress and egress points and consolidating private driveway entries to enhance bicycle, pedestrian and automobile safety along these arterials;*
- *Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and encourage pedestrian and bicycle use. Landscaping should consist primarily of San Bruno Mountain native plants and non-invasive drought resistant plants.*



- *Balance on-street parking to meet the needs of all users, while promoting the Complete Streets act and encouraging economic vitality.*

*Program C.21.c Where possible, work with MTC to secure regional funding for Complete Streets projects.*

**Policy C.22 Seek to retrofit existing roadways to create Complete Streets.**

*Program C.22.a Identify roadways where retrofits may reasonably be accomplished in balance with existing and planned land uses, giving priority to arterial and collector streets and to projects that would provide greater connectivity between key areas of the City, such as, but not limited to, between the Northeast Ridge, Sierra Point and Central Brisbane.*

*Program C.22.b Identify roadways where Complete Streets retrofits may provide for enhanced place-making and contribute to the City's vitality.*

*Program C.22.c Seek regional, state and/or federal funding sources to retrofit roadways to create Complete Streets.*

**Complete Streets Associated with Private Projects subject to Discretionary Review**

**Policy C.23 For new multifamily, mixed use or commercial development projects subject to discretionary review, that would affect the public right-of-way, Complete Streets elements are to be incorporated at each stage of the development process and implemented as determined reasonable and practicable by the City.**

*Program C.23.a As part of the design review permit process, require documentation of how the routine accommodation of bicyclists and pedestrians will be satisfied.*

*Program C.23.b As part of the project design review process, ensure that the project objectives and purpose are consistent with current MTC directives on Complete Streets and Routine Accommodation.*

**1.2 Pedestrians and Bicycles**

**Regional Connections**

**Policy C.24 Provide input to the City and County of San Francisco and San Mateo County in regional planning efforts to enhance and expand the regional bicycle and pedestrian networks, including, where appropriate, amendments to regional bicycle and pedestrian plans.**

**Policy C.25 Continue to Connect Brisbane's Bikeway and pedestrian system to the County and Regional networks.**

*Program C.25.a Continue to apply for Transportation Development Act (TDA) and other funding sources.*



**Safe Routes to School**

**Policy C.26 Work with our Congestion Management Agency, CCAG, and local schools to develop priorities and implement Safe Routes to School projects consistent with state and federal legislation.**

*Program C.26.a Continue to identify improvement projects and to seek funding for Safe Routes to School infrastructure improvements.*

*Program C.26.b Continue non infrastructure-related activities that encourage walking and bicycling to school, through outreach on the City's website, informational articles in the local City news publications, communications through community leaders, partnering with non-profit entities, promoting walk and bike to school days, and supporting partnerships with the schools to provide education directly to students and parents on the benefits of walking and bicycling to school.*

*Program C.26.c Develop and promote a traffic safety education program for the schools.*

*Program C.26.d Continue to provide a crossing guard program.*

**BICYCLES**

**Bikeways and Bicycle Parking Facilities**

**Policy C.27 Maximize bicycle access to all areas of the City, as practicable.**

*Program C.27.a Identify areas of the City where bikeways may be constructed, as both recreational and transportation amenities, with the aim of connecting all areas of the City with a network of bikeways.*

*Program C.27.b Design and install bikeways to meet best current engineering practices.*

**Policy C.28 Provide for the safety of bicyclists by dedicating bikeways where practicable, by installing appropriate signing and striping, and by maintaining the pavement.**

*Program C.28.a Install as many bikeways as can safely be accommodated and are economically feasible.*

**Policy C.29 Require new development and redevelopment to plan for and construct bikeways and/or bicycle parking facilities, as determined reasonable and practicable by the City.**

**Policy C.30 All new arterial streets and any existing arterials that are improved should provide for bicycle transportation.**

*Program C.30 As a part of the budget and Capital Improvement Program development, seek opportunities to upgrade existing and to install new bikeways.*

**Policy C.31 Provide or require bicycle parking facilities at major destination points.**

*Program C.31.a Include bicycle lockers in park-and-ride facilities.*

*Program C.31.b Encourage business and employment centers to provide bicycle parking facilities for their employees.*

*Program C.31.c Design and install bicycle parking facilities to meet best current engineering practices.*

### **Bicycle Education and Information**

#### **Policy C.32 Provide public information on bicycle transportation.**

*Program C.32.a Promote bicycle use through a public information program, at special events, and through City publications.*

*Program C.32.b Establish an educational program on safe bicycle use.*

*Program C.32.c Make bicycle network maps available.*

### **PEDESTRIANS**

#### **Policy C.33 Maximize safe pedestrian facilities and access to all areas of the City, as reasonable and feasible.**

*Program C.33.a Identify sidewalks, walkways and trails throughout the City to improve with pedestrian amenities as funds are made available; and continue to apply for new grant funding.*

*Program C.33.b As part of the budget and Capital Improvement Program preparation, seek funding to upgrade and expand the system of pedestrian sidewalks, walkways and trails, especially in conjunction with street improvement projects.*

*Program C.33.c For newly designed and constructed sidewalks, disallow automobile parking thereon; and for existing sidewalks adjacent to rolled or vertical curbs, encourage residents to park such that sidewalks are kept clear for pedestrians in accordance with ADA width standards.*

*Program C.33.d Where practicable and where funds are available, establish and improve mid-block, public right-of-way pedestrian paths, in order to provide direct off-street pedestrian access between the upper and lower parts of Central Brisbane.*

#### **Policy C.34 Require pedestrian amenities with new development and expansion of existing uses, as appropriate.**

*Program C.34.a Adopt standard requirements for sidewalk improvements along property frontages, taking into consideration constraints imposed by topography; and where sidewalks are not appropriate consider in-lieu fees for new development for funding pedestrian amenities elsewhere in the City.*

*Policy C.34.b Consider accepting sidewalk improvements beyond the frontage of a development site as a means to help mitigate traffic and parking impacts.*



### **1.3 Transit**

**Policy C.35 Seek opportunities to install and improve transit facilities, establish multi-modal connections and to increase the service network.**

*Program C.35.a Request more frequent scheduling of Caltrain stops at the Bayshore station*

*Program C.35.b Support, improve and expand transit to serve the business and residential communities and provide connections to major transportation hubs.*

*Program C.35.c Cooperate with San Mateo County Transit District (SamTrans), and other appropriate agencies, to establish bus rapid transit (BRT) systems where practicable.*

*Program C.35.d Cooperate with and provide input to transit agencies to provide increased bus scheduling to a greater network of destinations (especially to regional destinations, such as work, shopping and entertainment centers);*

*Program C.35.e Cooperate with and provide input to transit agencies to provide more comprehensive transfer connections with other bus routes outside of Brisbane and with other transit systems, such as Caltrain and BART.*

*Program C.35.f Work with SanTrans to install improvements at existing bus stops and designated routes.*

*Program C.35.g Provide information to citizens on the availability of transit.*

*Program C.35.h Require new development subject to the City's transportation demand measures (TDM) ordinance to incorporate measures that facilitate Complete Streets compliance measures, such as transit stops, shuttle stops, and bicycle facilities.*

**Policy C.36 Plan for park-and-ride facilities at the Caltrain Station and other major transit stops.**

# Complete Streets Safety Committee

## The City of Brisbane

September 3, 2015

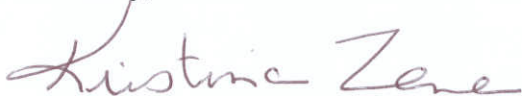
Honorable City Council Members  
City Hall 50 Park Place  
Brisbane, CA 94005

Dear Council Members:

As the General Plan is meant to be an opportunity to profess the goals and aspirations for the future of the community, the Complete Streets Safety Committee (CSSC) saw their review of the Complete Streets updates to the Circulation Element of the General Plan as an opportunity to express our desire regarding streetscapes. We suggest that landscaping include San Bruno Mountain native plants and non-invasive drought resistant plants wherever possible.

While not requiring native plants, the committee would like to see a statement of preference for including them where possible, in balance with the goal of species diversity, which contributes to the healthy condition of Brisbane's urban forest (per Davey Resource Group's Vegetation Management Strategic Plan and Street Tree Inventory of December 10, 2007). We believe that natives are the best acclimated to our area and have the best chance for survival. Propagating these species to restore the habitat would be an added benefit.

Sincerely,



Kristina Zane, Chair  
Complete Streets Safety Committee



RESOLUTION GPA-1-15  
A RESOLUTION OF THE PLANNING COMMISSION  
OF THE CITY OF BRISBANE  
RECOMMENDING THAT THE CITY COUNCIL  
ADOPT THE AMENDMENT TO UPDATE THE CIRCULATION ELEMENT  
OF THE 1994 GENERAL PLAN

WHEREAS, On October 2<sup>nd</sup>, 2014, the City Council authorized initiation of an amendment to the Circulation Element of the adopted 1994 General Plan to comply with the Complete Streets Act of 2008, which requires cities to plan for transportation networks which will accommodate all modes of transportation; and

WHEREAS, On March 17<sup>th</sup>, 2015, the City Council provided direction that the recommendations from the 2004 – 2007 General Plan update work, by the Planning Commission and City Council, should be as a basis for moving forward in the review and update of the General Plan along with certain additional items which would be required to bring the document up to date; and

WHEREAS, the City Council-appointed Complete Streets Committee reviewed the Complete Streets section of the Circulation Element on December 3<sup>rd</sup> and 17<sup>th</sup>, 2014 and January 7<sup>th</sup>, 2015 and provided its recommendations; and

WHEREAS, following the Planning Commission workshops on November 13<sup>th</sup>, December 4<sup>th</sup>, 2014 and May 14<sup>th</sup>, 2015 held a public meeting on the draft Circulation Element on July 23<sup>rd</sup>, 2015; and

WHEREAS, the Planning Commission reviewed and considered the staff memorandum relating to said application, and the written and oral evidence presented to the Planning Commission, including the recommendations to City Council by the Complete Streets Committee; and


WHEREAS, the Planning Commission's recommended update to the 1994 Circulation Element and the minutes of the Planning Commission meeting of July 23<sup>rd</sup>, 2015 are attached and incorporated by reference as part of this resolution; and

WHEREAS, the Planning Commission finds that the proposed amendment is categorically exempt from the provisions of the California Environmental Quality Act; pursuant to Section 15308 of the State CEQA Guidelines and the exceptions to this categorical exemption referenced in Section 15300.2 do not apply; and

NOW, THEREFORE, based upon the evidence presented, both written and oral, the Planning Commission of the City of Brisbane hereby RECOMMENDS that the City Council adopt the attached update to the Circulation Element of the 1994 General Plan.

ADOPTED this twenty-third day of July, 2015, by the following vote:

AYES: Commissioners Anderson, Do, Munir, Parker, and Reinhardt  
NOES: None  
ABSENT: None

  
\_\_\_\_\_  
Tuong Van Do  
Chairperson

ATTEST:  
  
JOHN A. SWIECKI, Community Development Director

**Resolution GPA-1-15 - Attachment A**

**Draft**  
**CHAPTER VI**  
**CIRCULATION ELEMENT**

**GOALS:**

**Circulation**

**The City of Brisbane will be a place...**

**Where there is an established rational relationship between land use and circulation in place to guide the City into the future;**

**Where all users of the transportation network can travel safely and comfortably throughout Brisbane;**

**Where Complete Streets are integrated into the transportation network to provide for a balanced, connected, safe and convenient multi-modal network;**

**Where reliable public transit services are promoted and expanded, creating viable transportation alternatives to the automobile;**

**Where parking needs have been reasonably balanced to encourage walkable neighborhoods, economic vitality, safety and convenience; and**

**Where the transportation network serves the needs of residents as well as commercial and industrial businesses.**



## VI CIRCULATION ELEMENT

This circulation element addresses how the City of Brisbane will maintain, enhance and expand its circulation system to best meet the needs of its residents, business community, and visitors travelling to, from or through Brisbane.

Key considerations in Brisbane's circulation system planning are to recognize the land use context within the various areas of the City and the existing geographic or physical constraints in those areas, while at the same time recognizing opportunities for improvements and potential connections within the larger regional circulation network that will best serve the community. These considerations are reflected in Brisbane's circulation element goals, as detailed on the previous page, as well as through the policies and programs that follow.

In working to enhance both the local function of the circulation network and its regional connections, Brisbane will continue in its collaborative efforts with other local and regional agencies and will continue to seek various regional, state, and federal funding resources for projects which are of local and regional concern.

Brisbane's goals are consistent with the state and regional goals which are expressed through the Bay Area's Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments' (ABAG's), "Plan Bay Area" and the intent of the California Complete Streets Act of 2008 (AB 1358, Leno), codified in Sections 65040.2 and 65302 of the Government Code.

This element is organized as follows:

### VI.1 Description of Circulation System

- Streets and Highways
- Transit Systems

### VI.2 Traffic Flow, Convenience and Access

- Level of Service
- North-South and East-West Corridors
- Street Standards

### VI.3 Traffic safety

- Local Residential Streets
- Arterial Streets
- Truck Routes
- Street Signage
- Improvements Funding

### VI.4 Complete Streets

- Bicycles and Pedestrians
- Transit

### VI.5 Transportation Management

VI.6 Parking

VI.7 Circulation and Land Use

VI.8 Green Streets

VI.9 Other Transportation Modes

Certain aspects of this element address broad policy issues while others are more detailed implementation programs. Given the technical nature of transportation issues, engineering analysis and judgment are integral to the implementation of the element. Where policies or programs refer to a City action, they may include tasks or decisions involving City Council and potentially multiple City departments, and/or professional engineering work under the responsible charge of the City Engineer. This is determined on a case-by-case basis, by the City, consistent with state law regulating the work to be done by qualified, licensed engineering professionals.

Figures C.1 and C.2 show the circulation system within the planning area, including the major thoroughfares as well as the local street network. Figure C.3 illustrates changes to the circulation system in the planning area.

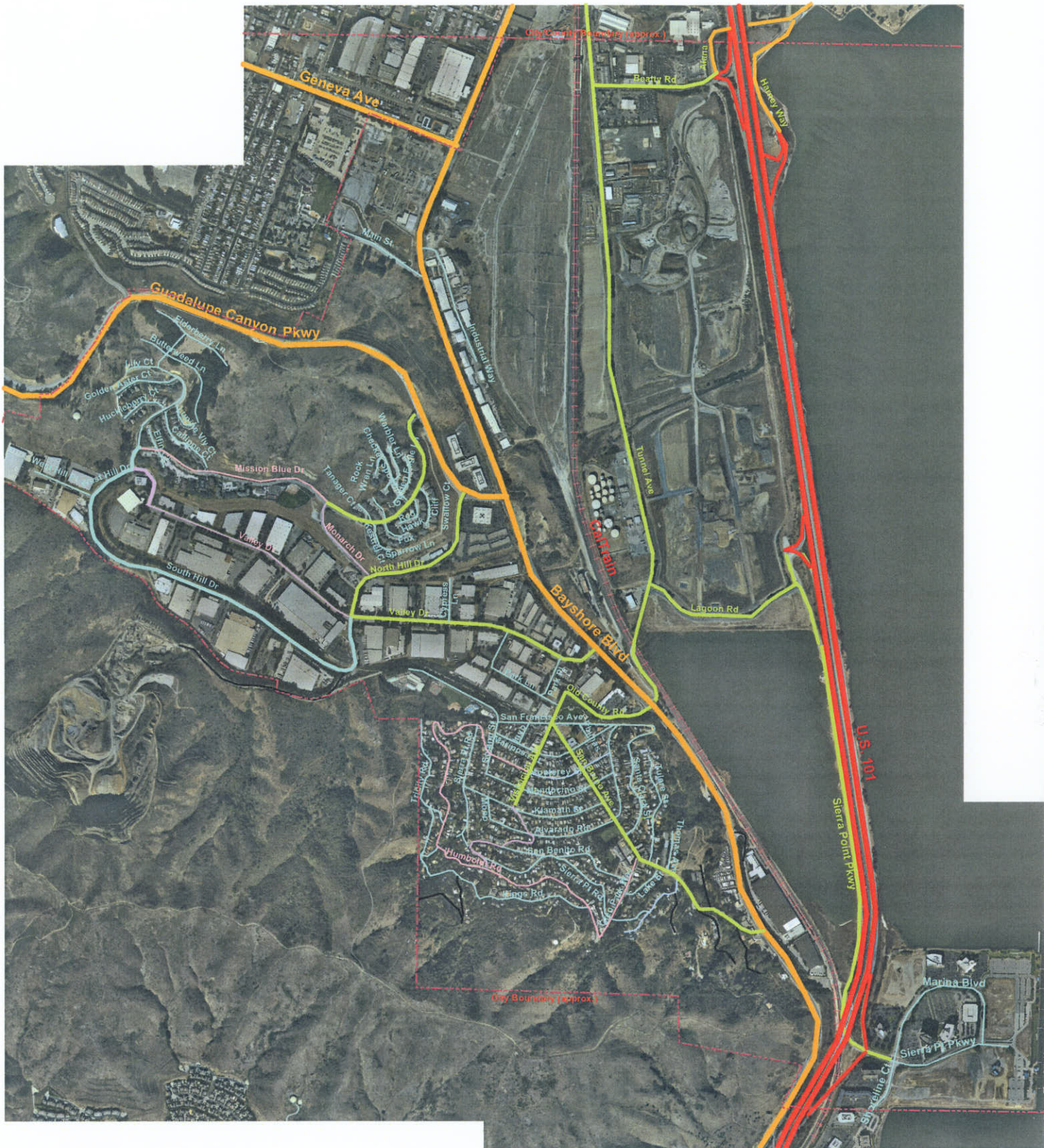
## **VI.1 DESCRIPTION OF CIRCULATION SYSTEM**







### **VI.1.1 STREETS AND HIGHWAYS**

The San Francisco Bay and San Bruno Mountain are the major determinants of the geographic layout of the street and highway system serving the planning area, with Highway 101 and Bayshore Boulevard serving as the main transportation corridors to and through the City. The following provides a brief outline of the major streets and highways. Streets or highways are assigned a functional classification, based on a hierarchy of the function, which corresponds to vehicular travel movement capacity.

1. Freeway or expressway: Freeways or expressways are limited access, high-speed travel-ways, which are included in the state and federal highway systems. They carry regional through traffic, and access is provided at interchanges, generally at intervals of one mile or greater. Brisbane has one freeway, U.S. Interstate Highway 101, along its eastern edge.
2. Principal and minor arterials: Arterials are major streets that primarily serve through traffic and on a limited basis they may provide access to abutting properties. They are generally designed with 4 to 6 lanes and major intersections are usually signalized. Brisbane has both principal and minor arterials, with the minor arterials in Brisbane being only two lanes, except for the eastern portion of Valley Drive, which is four lanes.
3. Major and Minor collectors: Collector streets connect arterial streets and local streets with reduced traffic volumes and generally narrower roadways than the arterials. They generally have two travel lanes, parking lanes, sidewalks, and street trees or planting strips.
4. Local: Local streets provide access to individual abutting properties as their primary function. Local streets have no more than two travel lanes.





-  Freeway
-  Principal Arterial
-  Minor Arterial
-  Major Collector
-  Local
-  Private



**Figure C-1**  
**Existing Street Classification**



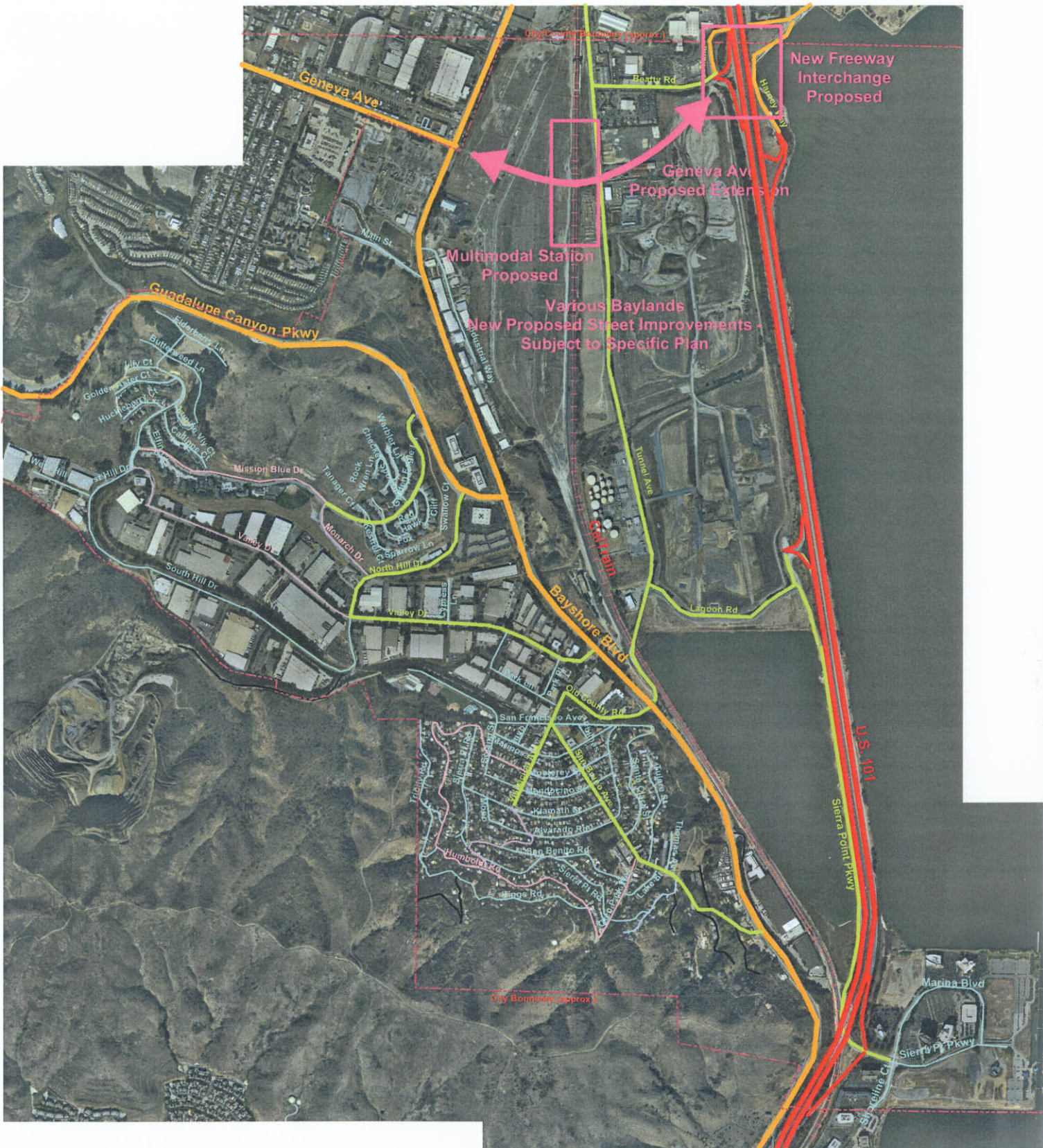


- Principal Arterial
- Minor Arterial
- Major Collector
- Local
- Private



**Figure C-2**  
**Existing Street Classification**  
**Central Brisbane Area**





-  Freeway
-  Principal Arterial
-  Minor Arterial
-  Major Collector
-  Local
-  Private



**Figure C-3  
Proposed  
Circulation Improvements**



The street classifications within Brisbane are generally described as follows:

### **U.S. Highway 101- Freeway/Expressway**

The U.S. 101 freeway traverses the eastern edge of Brisbane and is the main corridor serving north-south traffic along the San Francisco Peninsula between the Santa Clara Valley and San Jose to the south and San Francisco to the north. Highway 101 on- and off-ramps within Brisbane are limited to those at Beatty Avenue and the north and south ends of Sierra Point Parkway.

### **Principal Arterials**

Bayshore Boulevard: Bayshore Boulevard is a decommissioned State Highway and is now a City owned and maintained principal arterial. It effectively serves as the transportation spine for the community, connecting Brisbane to San Francisco, Daly City, and South San Francisco. Together with its connecting minor arterial streets, Bayshore Boulevard also provides linkages to and from Highway 101. As a result, Bayshore Boulevard's performance affects all traffic access and circulation through the City.

A principal challenge for Bayshore Boulevard is providing for safe access and egress for sites located along its frontage while maintaining its function as a principal arterial. Another challenge has been providing for safe and comfortable access for bicyclists and pedestrians. In 2008 and 2011, bikeways were completed on both sides of Bayshore Boulevard, in part with funding obtained by the City through the California Transportation Development Act. These bikeways include 6 foot wide striped bike shoulders and rumble strips, which have enhanced their function within the regional bikeway network and have helped address bicycle access and safety.

Questions for the future remain regarding the function and design of Bayshore Boulevard along its different sections and how it may be changed over time to best meet the needs of the community, while functioning as an arterial for traffic through, and in and out of the City.

Guadalupe Canyon Parkway & Geneva Avenue: Guadalupe Canyon Parkway and Geneva Avenue are east-west principal arterials, both with their eastern terminus at Bayshore Boulevard, providing links to Daly City. Short segments of Alana Way and Harney Way are within Brisbane and serve as principal arterials connecting to Highway 101 from Beatty Ave. in Brisbane and Harney Way at Candlestick Point. Geneva Avenue borders the northwest corner of the City and is within the jurisdiction of Daly City. Upon development of the Baylands, an extension of Geneva Avenue will be constructed to serve as the east-west arterial through the new development and provide an important connection to Highway 101. This would replace the current Highway 101 on- and off-ramp interchange at Alana Way and Harney Way.

### **Minor Arterials**

Visitacion and San Bruno Avenues connect with Old County Road in Central Brisbane and all three streets serve as minor arterials for this area. Old County Road becomes Tunnel Avenue as it crosses over Bayshore Boulevard, and connects with Beatty Avenue and Lagoon Way. Lagoon Way then connects with Sierra Point Parkway. All of these are classified as minor arterials. Similarly, Valley Drive (eastern portion), North Hill Drive and the eastern portion of Mission Blue Drive serve as minor arterials in the Crocker Park and Northeast Ridge subareas.



Tunnel Avenue provides an alternative to Bayshore Boulevard, while Sierra Point Parkway provides access/egress for the Sierra Point subarea. The Tunnel Avenue railroad overpass was replaced in 2007 to meet current seismic safety standards, to improve the geometry of the crossing, and to provide bike and pedestrian lanes. This recent accomplishment has added significantly to the viability of Tunnel Avenue as an alternative to Bayshore Boulevard. The remaining portions of Tunnel Avenue and its connecting streets will also be further improved upon development of the Baylands.

Lagoon Way serves as the east-west connection between Central Brisbane and access to southbound Highway 101, via Tunnel Avenue. Beatty Avenue likewise serves as a connection to and from the northeast corner of the City, from Tunnel Avenue to access to north and southbound Highway 101.

The challenge facing Brisbane for minor arterial streets is to evaluate these on a case-by-case basis relative to the goals, policies and programs, to define how they can be modified to enhance and provide alternative modes of transportation and to secure funding sources to implement improvements that are determined to be a priority by the City.

### **Major Collector Streets**

Major collector streets include Humboldt Road, Glen Parkway, a portion of Monterey Street and a portion of Visitacion Avenue, which connect several local streets within the residential area of Central Brisbane. The western portions of both Valley Drive in Crocker Park and Mission Blue Drive in the Northeast Ridge are also classified as major collectors, as is Monarch Drive and the eastern portion of West Hill Drive, which connect Crocker Park and the Northeast Ridge subareas.

The challenges for the major collector streets are, as stated above for the minor arterials, to define how they can be modified to enhance and provide alternative modes of transportation and to secure funding sources to implement improvements.

### **Local Streets**

Local streets serve most of the residential areas of Central Brisbane and the Northeast Ridge. While the Northeast Ridge is a recent development and the streets were built to meet modern standards, Central Brisbane's existing development pattern poses significant challenges in providing separation between vehicles, bicycles, and pedestrians, due to existing street widths and steep topography. These challenges increase from the lower Central Brisbane streets to the very narrow upper streets. While separate travel lanes are limited along those streets, the roadway geometry necessitates low vehicle speeds on these shared roadways, thus mitigating some of the need for wider roadway sections.

## **VI.1.2 TRANSIT SYSTEMS**

Brisbane is served by the following transit systems connecting to regional destinations:

- San Mateo County Transit District (SamTrans)
- Caltrain
- Local shuttle service

Currently in Brisbane, SamTrans runs bus routes along Bayshore Boulevard seven days a week, and the Bayshore Caltrain station is located at the northern border of the City. Both the bus line and train lines generally run north-south. Transfers to reach other destinations off these north-south lines generally involve long wait times and often there are disconnects between the different modes of transportation. For example, the Bayshore Caltrain station is approximately 1-½ miles from Central Brisbane, and the SamTrans bus line serving Central Brisbane currently does not connect to the Caltrain station. The stops between SamTrans and Caltrain at the north end of Brisbane are approximately ½-mile walking distance apart. Improvement of these connections and development of a multi-modal station at the northern end of Brisbane are proposed to be implemented as part of the Baylands development.

San Francisco's Muni Metro Light Rail System was recently extended to near the northern border of Brisbane, to the southern edge of San Francisco at Bayshore Boulevard and Sunnydale Avenue. Connectivity to the multi-modal station is anticipated under the Baylands development.

Private and public commuter shuttles provide service to and from Brisbane's commercial areas of Sierra Point and Crocker Park and along Old County Road and San Bruno Avenue to regional transit connections and to the Daly City Bayshore neighborhood. While these shuttle services pick up some of the slack in the local transit system, significant improvements are needed on a regional basis to begin to meet the goals outlined in "Transportation 2030" and Brisbane's own General Plan. Shuttle scheduling information may be found on the websites [www.commute.org](http://www.commute.org) and/or [www.samtrans.org](http://www.samtrans.org)

## **VI. 2 TRAFFIC FLOW, CONVENIENCE AND ACCESS**

### **VI.2.1 LEVEL OF SERVICE**

**Policy C.1 Maintain a level of service on arterial streets that allows Brisbane residents and businesses to comfortably and safely travel across town and to gain access to Highway 101.**

*Program C.1.a Update the mitigation plan that identifies improvements to Bayshore Boulevard and other arterial streets to enhance efficiency and maintain an appropriate level of service.*

*Program C.1.b Develop a program of traffic impact fees to fund the mitigations in accordance with the impacts of new and intensified development and in coordination with the San Mateo County Congestion Management Plan, as applicable.*

*Program C.1.c In developing an impact fee program, consider the impacts of any development proposal on all affected intersections and street segments in relation to the adopted level of service standards.*

*Program C.1.d Consider a traffic impact fee program for joint-benefit transportation projects in cooperation with adjacent cities.*

**Policy C.2 The level of service for all arterial streets within the City shall not be less than LOS "D" except for the intersections on Bayshore Boulevard at Old County Road and San Bruno Avenue, which shall not be less than LOS "C." The two intersections having LOS "C" shall not be degraded below that level as a result of increased impacts from other intersections within the City**



**and such impacts shall be mitigated as necessary to maintain the LOS "C" standard at the identified intersections.**

## VI.2.2 NORTH-SOUTH AND EAST-WEST CORRIDORS

**Policy C.3 Plan for an additional east-west corridor to redirect non-destination traffic away from Bayshore Boulevard and to provide more direct access to Highway 101.**

*Program C.3.a Establish an extension of Geneva Avenue, connecting with the Candlestick Highway 101 Interchange.*

*Program C.3.b Work closely with Caltrans in the design of the Candlestick Highway 101 Interchange to assure the best connection with the Geneva Avenue Extension.*

*Program C.3.c Require that all east-west corridor rail crossings are separated (i.e. not at-grade).*

**Policy C.4 Continue to upgrade north-south arterial and collector streets while providing the appropriate level of service.**

*Program C.4.a Require the upgrade of Tunnel Avenue to current codes and safety standards.*

*Program C.4.b Study Bayshore Boulevard and, as feasible, respecting its classification as a principal arterial, implement traffic calming features, pedestrian amenities and landscape design elements.*

**Policy C.5 Investigate and pursue alternative means of access to and egress from Sierra Point and investigate additional emergency access alternatives.**

**Policy C.6 Investigate and pursue traffic calming features for Visitacion Avenue and Old County Road to provide for greater pedestrian comfort and safety at street crossings.**

## VI.2.1 STREET STANDARDS

**Policy C.7 Implement established City street standards to provide for adequate traffic flow and safe circulation for both existing and new streets.**

*Program C.7.a Consult with Caltrans in regard to street standards when a City street is a connector or ramp to a State route.*

**Policy C.8 For local residential streets in Central Brisbane, continue to require a minimum unobstructed street width of 20 feet, as required by the Uniform Fire Code.**

*Program C.8.a Implement the adopted minimum width street standard in the Municipal Code, allowing for the granting of exceptions that meet the required findings.*



**Policy C.9** The City Engineer shall consider the following factors during plan review as they apply to residential, residential hillside, and commercial streets:

- **grade**
- **topography**
- **average lot frontage size**
- **number of lots and potential intensity of development**
- **maximum block length**
- **maximum length of cul-de-sac streets**
- **length of street in relation to number of units served**
- **turnarounds**
- **parking**
- **secondary access**

*Program C.9.a Continue to implement street development standards that establish requirements for right-of-way dedication, street width, length, turnarounds, and access to parcels.*

*Program C.9.b Continue to implement street engineering design and construction standards that establish requirements for horizontal alignment and vertical alignment, pavement and pavement crown, concrete curb, and structural section design.*

*Program C.9.c Continue to implement standards for sidewalks, bikeways, signalization, striping, and street lighting.*

**Policy C.10** Require designs for hillside streets to reflect the topography and to minimize grading and large retaining walls.

*Program C.10.a Consider incorporation of small scale parking bays, rolled curbs, and other means of including parking and providing safe clearance on hillside streets.*

## **VI.3 TRAFFIC SAFETY**

### **VI.3.1 LOCAL RESIDENTIAL STREETS**

**Policy C.11** Maintain and improve local residential streets to accommodate safe access for emergency vehicles and evacuation routes for residents.

**Policy C.12** As a part of the budget and capital improvement planning process, consider opportunities to incorporate safety standards and/or widen hillside streets to current city adopted standards.

**Policy C.13** Develop a prioritized program for improvements to existing substandard City streets to include such things as street widening, turnarounds and the feasibility of secondary emergency access, and improving on-street parking.

*Program C.13.a Investigate the feasibility of undergrounding utilities to mitigate potential traffic hazards, such as downed lines in a fire.*

*Program C.13.b Consider opportunities and funding to enhance safety on steep streets.*

**Policy C.14 Post and actively enforce the 25-mile per hour (mph) maximum speed limit in Central Brisbane and 15 mph on identified street segments near the schools, and investigate creating speed limit zones lower than 25 mph in other areas of Central Brisbane where appropriate.**

**Policy C.15 Promote a public awareness campaign regarding speed limits.**

### VI.3.2 ARTERIAL STREETS

**Policy C.16 Maintain traffic flow and continue to improve arterial streets.**

*Program C.16.a Limit and control the number and location of driveways into arterial streets. Encourage adjacent properties to develop common access. See also Program C.22.2 in Complete Streets section.*

*Program C.16.b Use landscaped medians and islands whenever possible to direct and channel traffic, and to provide safe separation and visual respite.*

### VI.3.3 TRUCK ROUTES

**Policy C.17 Maintain truck routes to avoid impacts on residential areas.**

### VI.3.5 STREET SIGNAGE

**Policy C.18 Provide adequate signage on all streets including street names on at least one corner of every intersection and advance warning signs for major entries.**

### VI.3.6 IMPROVEMENTS FUNDING

**Policy C.19 Identify and pursue funding sources to implement circulation improvements.**

*Program C.19.a Encourage creation of assessment districts where appropriate, for needed circulation improvements.*

*Program C.19.b Utilize gas tax, sales tax and other funding sources to implement circulation improvements.*



## **VI.4 COMPLETE STREETS**

The state legislature passed The California Complete Streets Act in 2008, which requires that jurisdictions plan for “Complete Streets” to address the needs of all users.

Brisbane’s roadway infrastructure has largely already been built, with the notable exception of the Baylands, a development plan of which is undergoing review at the time of this update of the element. This Complete Streets section focuses on completing existing streets to meet the needs of bicycles, pedestrians, and transit users. New streets will also be required to be consistent with the element and provide for Complete Streets, as appropriate to the context.

### **VI.4.1 COMPLETE STREETS APPLICABILITY AND DESIGN STANDARDS**

**Policy C.20 The City shall provide for the development of Complete Streets consistent with Government Code Sections 65040.2 and 65302 and subsequent applicable Complete Streets legislation) to meet the needs of all users of “streets, roads and highways”. Such users include bicyclists, children, youth, families, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, seniors, and first responders.**

**Policy C.21 Integrate Complete Streets infrastructure and design features, such as sidewalks, bikeways and transit stops, into street design and construction to create safe and inviting environments for people to walk, bicycle and use public transportation.**

*Program C.21.a Review and where needed, update the City’s engineering design standards to implement Complete Streets infrastructure elements.*

*Program C.21.b Incorporate Complete Streets infrastructure elements into new streets, street retrofits and certain maintenance projects to encourage multiple modes of travel, as appropriate to the context and determined reasonable and practicable by the City. Depending on the context, these elements may include:*

- *Infrastructure that promotes a safe means of travel for all users along the public right-of-way, such as sidewalks, shared use of paths, bicycle lanes, and paved shoulders;*
- *Infrastructure that facilitates safe pedestrian crossings of the right of way, such as accessible curb ramps, crosswalks, refuge islands, and signals to meet the needs of children, people with disabilities and the elderly;*
- *Street design features that promote safe and comfortable travel by pedestrians, bicyclists and users of public transportation, such as traffic calming features and physical buffers between vehicular traffic and other users;*
- *Inclusion of amenities that improve the comfort and addresses the safety needs of pedestrians and bicyclists, such as, but not limited to, signs, pavement markings, pedestrian-scale lighting, benches, seat walls, bike lockers and racks;*



- *Improvements to public transit and multi-modal connections, to enhance City-wide transit access and connections to regional destinations;*
- *Minimizing vehicular ingress and egress points on major arterials and consolidating private driveway entries to enhance bicycle, pedestrian and automobile safety along these arterials;*
- *Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and to encourage pedestrian and bicycle use. Landscaping should consist of non-invasive, drought resistant plants and consideration should be given to planting San Bruno Mountain native species. (See also the Green Streets section of this element.)*
- *Balance on-street parking as appropriate to the context, to promote the Complete Streets Act goals and encourage economic vitality. (See also the Parking section of this element.)*

*Program C.21.c Where possible, work with MTC to secure regional funding for Complete Streets projects.*

**Policy C.22 Seek to retrofit existing roadways to create Complete Streets.**

*Program C.22.a Identify roadways where retrofits may reasonably be accomplished in balance with existing and planned land uses, giving priority to arterial and collector streets and to projects that would provide greater connectivity between key areas of the City, such as, but not limited to, between the Northeast Ridge, Sierra Point and Central Brisbane.*

*Program C.22.b Identify roadways where Complete Streets retrofits may provide for enhanced place-making and contribute to the City's vitality.*

*Program C.22.c Seek regional, state, and/or federal funding sources to retrofit roadways to create Complete Streets.*

**Policy C.23 For new multifamily, mixed use or commercial development projects subject to discretionary review that would affect the public right-of-way, incorporate and implement Complete Streets elements at each stage of the development process as determined reasonable and practicable by the City.**

*Program C.23.a As part of the design review permit process, require documentation of how the routine accommodation of bicyclists and pedestrians will be satisfied.*

*Program C.23.b As part of the project design review process, ensure that the project objectives and purpose are consistent with current MTC directives on Complete Streets and Routine Accommodation.*

**VI.4.3 PEDESTRIANS AND BICYCLES**

Bicycle and pedestrian travel has become increasingly popular in recent years in the San Francisco Bay Area, where the weather is mild, and where there has been an increased accommodation of these modes into circulation networks throughout the region. These are typically modes used for recreation, school

trips, and short- to moderate-distance commute trips. Since they are non-polluting, require relatively low cost facilities, and contribute to individual health, they are increasingly becoming valuable alternatives to automobiles and are critical components in the circulation network in contributing to sustainability. They are also critical modes for incorporation in the circulation network in providing a sense of place, especially within city centers.

Given the ties of pedestrian and bicycle access to land use, Brisbane's General Plan includes the policies and programs that follow in this section as well as companion policies and programs within the land use and subareas elements.

Brisbane is currently in the process of creating a bicycle and pedestrian master plan that would enhance its existing network of bikeways and walkways and where possible provide greater connectivity, or improve existing bikeways and walkways that are tied to the regional network.

### **Regional Connections**

**Policy C.24 Provide input to the City and County of San Francisco and San Mateo County in regional planning efforts to enhance and expand the regional bicycle and pedestrian networks, including, where appropriate, amendments to regional bicycle and pedestrian plans.**

**Policy C.25 Continue to Connect Brisbane's bikeway and pedestrian system to the County and regional networks.**

*Program C.25.a Continue to apply for Transportation Development Act (TDA), successors to TDA, and other funding sources.*

### **Safe Routes to School**

**Policy C.26 Work with the County Congestion Management Agency, C/CAG, and local schools to develop priorities and implement Safe Routes to School projects consistent with state and federal legislation.**

*Program C.26.a Continue to identify improvement projects and seek funding for Safe Routes to School infrastructure improvements.*

*Program C.26.b Continue non infrastructure-related activities that encourage walking and bicycling to school, through outreach on the City's website, informational articles in the local City news publications, communications through community leaders, partnering with non-profit entities, promoting walk and bike to school days, and supporting partnerships with the schools to provide education directly to students and parents on the benefits of walking and bicycling to school.*

*Program C.26.c Develop and promote a traffic safety education program for the schools.*

*Program C.26.d Continue to provide a crossing guard program.*

### **Bicycles**

**Policy C.27 Maximize bicycle access to all areas of the City, as practicable.**



*Program C.27.a Identify areas of the City where bikeways may be constructed, as both recreational and transportation amenities, with the aim of connecting all areas of the City with a network of bikeways.*

*Program C.27.b Design and install bikeways to meet best current engineering practices.*

**Policy C.28 Provide for the safety of bicyclists by dedicating bikeways where practicable, by installing appropriate signing and striping, and by maintaining the pavement.**

*Program C.28.a Install as many bikeways as can safely be accommodated and are economically feasible.*

**Policy C.29 Require new development and redevelopment to plan for and construct bikeways and/or bicycle parking facilities, as determined reasonable and practicable by the City.**

**Policy C.30 All new arterial streets and any existing arterials that are improved should provide for bicycle transportation.**

*Program C.30.a As a part of the budget and Capital Improvement Program development, seek opportunities to upgrade existing bikeways and to install new bikeways.*

**Policy C.31 Provide or require bicycle parking facilities at major destination points.**

*Program C.31.a Include bicycle lockers in park-and-ride facilities.*

*Program C.31.b Encourage business and employment centers to provide bicycle-parking facilities for their employees.*

*Program C.31.c Design and install bicycle-parking facilities to meet best current engineering practices.*

**Policy C.32 Provide public information on bicycle transportation.**

*Program C.32.a Promote bicycle use through a public information program, at special events, and through City publications.*

*Program C.32.b Establish an educational program on safe bicycle use.*

*Program C.32.c Make bicycle network maps available.*

## **Pedestrians**

**Policy C.33 Maximize safe pedestrian facilities and access to all areas of the City, as reasonable and feasible.**

*Program C.33.a Identify sidewalks, walkways, and trails throughout the City to improve with pedestrian amenities as funds are made available; and continue to apply for new grant funding.*

*Program C.33.b Consider opportunities to enhance and expand pedestrian access between Central Brisbane, the Caltrain station, Sierra Point Marina and other regional destinations and transit connections.*

*Program C.33.b As part of the budget and Capital Improvement Program preparation, seek funding to upgrade and expand the system of pedestrian sidewalks, walkways and trails, especially in conjunction with street improvement projects.*

*Program C.33.c For newly designed and constructed sidewalks, disallow automobile parking thereon; and for existing sidewalks adjacent to rolled or vertical curbs, encourage residents to park such that sidewalks are kept clear for pedestrians in accordance with the Americans with Disabilities Act (ADA) width standards.*

*Program C.33.d Where practicable and where funds are available, establish and improve mid-block and block-end, public right-of-way pedestrian paths, in order to provide direct off-street pedestrian access between the upper and lower parts of Central Brisbane.*

**Policy C.34 Require pedestrian amenities with new development and expansion of existing uses, as appropriate.**

*Program C.34.a Adopt standard requirements for sidewalk improvements along property frontages, taking into consideration constraints imposed by topography, and where sidewalks are not appropriate, consider in-lieu fees for new development for funding pedestrian amenities elsewhere in the City.*

*Policy C.34.b Consider accepting sidewalk improvements beyond the frontage of a development site as a means to help mitigate traffic and parking impacts.*

**Transit**

Brisbane has limited transit service, provided by regional agencies. This includes San Mateo County Transit District (SamTrans), Caltrain, and local shuttle service.

Given the high cost to construct new, fixed, mass transit systems such as BART, Caltrain and even light rail, there is an emphasis in this element on seeking to develop improved facilities and connections and improving the service network on the peninsula, with greater Brisbane service. However, the Baylands draft Specific Plan also includes plans for a multi-modal transit hub along the proposed extension of Geneva Avenue. This would include connections for Caltrain, SF Muni light rail, SamTrans, Bus Rapid Transit and various shuttles.

Transit options are of regional concern and Brisbane fully supports and is involved with the regional agencies to address these concerns, as reflected in the policies and programs below.

**Policy C.35 Seek opportunities to install and improve transit facilities, establish multi-modal connections and increase the service network.**



*Program C.35.a Continue active participation in the implementation of the San Mateo County-wide Transportation Plan to improve circulation systems, to develop alternatives to automobile dependence and to make transportation-sensitive land use decisions.*

*Program C.35.b Request more frequent scheduling of Caltrain stops at the Bayshore station as warranted by demand.*

*Program C.35.c Support, improve, and expand transit to serve the business and residential communities and provide connections to major transportation hubs.*

*Program C.35.d Cooperate with San Mateo County Transit District (SamTrans), and other appropriate agencies, to establish bus rapid transit (BRT) systems where practicable.*

*Program C.35.e Cooperate with and provide input to transit agencies to provide increased bus scheduling to a greater network of destinations (especially to regional destinations, such as work, shopping, and entertainment centers).*

*Program C.35.f Cooperate with and provide input to transit agencies to provide more comprehensive transfer connections with other bus routes outside of Brisbane and with other transit systems, such as Caltrain and BART.*

*Program C.35.g Work with SamTrans to install improvements at existing bus stops and designated routes.*

*Program C.35.h Provide information to citizens on the availability of transit.*

*Program C.35.i Require new development that are subject to the City's transportation demand measures (TDM) ordinance to also incorporate measures that facilitate Complete Streets compliance measures, such as transit stops, shuttle stops, and bicycle facilities.*

**Policy C.36 Plan for park-and-ride facilities at the Caltrain Station and other major transit stops.**

## **VI.5 TRANSPORTATION MANAGEMENT**

Transportation management includes both transportation systems management (TSM) and transportation demand management (TDM). TSM is an approach to congestion mitigation that seeks to identify improvements to enhance the capacity of existing systems through operational measures. TDM includes strategies and measures that influence travel behaviors to improve the use of transportation system resources and the mobility and access for users. The underlying aim is to reduce single-occupant vehicle trips by offering more and better choices. This is especially effective for large employers to provide such things as shuttle and carpooling services to employees, offering incentives for employees to take transit, and incorporating physical infrastructure features, such as bike storage and shower and locker facilities, in the construction of new buildings or improvements to existing buildings.

**Policy C.37 Continue participation in the efforts of subregional and regional transportation agencies to manage transportation systems.**

*Program C.37.a Continue active participation in the Congestion Management Program.*

*Program C.37.b Continue active participation in the Peninsula Traffic Congestion Relief Alliance Joint Powers Authority, as a means to cooperatively encourage residents and employees to reduce demand on transportation infrastructure.*

*Program C.37.c Provide information to citizens, employers, and employees on the alternatives to the single-occupant commute vehicle and the benefits of using the alternatives.*

*Program C.37.d Provide local incentives for participation in Transportation System Management (TSM) and Transportation Demand Management (TDM) programs and continue to implement same.*

*Program C.37.e Require Transportation System Management and Transportation Demand Management measures to help mitigate the traffic and parking impacts of development projects.*

## **VI.6 PARKING**

The availability of parking in Brisbane varies by the area and time of day. Drivers seeking to park in some areas of Central Brisbane may experience difficulties due to narrow roads where street parking is limited by the width of the street, relatively high density of development, and in certain cases a high level of automobile ownership, or lack of available on-site parking. On the other hand, some of the commercial areas may be considered to have an over-abundance of parking, especially during off-peak times. Accordingly, the policies in the section are aimed at achieving the appropriate balance of parking, given the uses and the locations.

Included in this section is the continuation of minimum parking standards for new development throughout Brisbane, but also the establishment of maximum parking standards. This is intended to minimize paving to address stormwater runoff concerns, heat island effects, glare, and aesthetic concerns.

**Policy C.38 Maintain as much on-street parking in residential Brisbane as can be accommodated safely.**

*Program C.38.a Periodically review residential parking requirements in the Zoning Ordinance, to maintain parking availability in Brisbane's residential districts and to ensure consistency with the latest adopted Housing Element.*

*Program C.38.b Seek means to encourage residents to use their garages for vehicles rather than other purposes.*

**Policy C.39 Improve public parking opportunities in the Central Brisbane business district and other commercial areas, as appropriate.**

*Program C.39.a Consider opportunities to add public parking to underserved areas and investigate establishing a public parking lot or lots.*

*Program C.39.b Pursue, as feasible and needed, a downtown parking assessment district.*

**Policy C.40 Maintain an appropriate amount of off-street parking in commercial areas.**



*Program C.40.a Review the parking regulations for office, commercial and industrial uses and consider setting minimum and maximum parking standards where transit alternatives are readily available.*

**Policy C.41 Consider opportunities to add public parking to underserved areas and to provide parking/staging areas at public trailheads.**

**Policy C.42 Consider updates to the Brisbane Municipal Code to require parking lot solar canopies for energy generation and/or parking lot shade trees to reduce heat island effects on commercial development projects.**

## **VI.7 CIRCULATION AND LAND USE**

Land use and circulation are directly related on the local and regional level.

Brisbane will continue its work on a regional level to enhance the circulation system, especially as it relates to the Priority Development Area (PDA) of the Baylands and the planning of land uses there.

The land use and circulation policies in this General Plan also focus on ways to reduce the negative effects of automobile traffic at the local level on the City's residents and businesses. In essence, the policies are aimed at:

- Providing for a mix of jobs, housing and commercial services in the City to reduce the number of trips outside the community to obtain essential services.
- Providing for opportunities for pedestrians and bicyclists to reach all areas of the City and thus reduce dependence on the automobile for local trips.
- Generating a mix of uses to support transit facilities.
- Accommodating uses with differing peak hour trips, to minimize impacts on existing and new streets and highways.
- Linking the development capacity of vacant lands to potential for provision of local transportation and circulation, the provision of transit facilities and participation in transportation systems management programs.
- Assuring adequate and safe access to properties.

The following policies address the relationship between land use and circulation:

**Policy C.43 Consider potential traffic impacts and emergency evacuation in making land use decisions.**

**Policy C.44 For vacant subareas without existing infrastructure, require circulation plans and traffic impact analyses to be submitted as a part of any development application.**

**Policy C.45 Consider the impacts of transit facilities and Transportation Demand Management Programs in making land use decisions.**

**Policy C.46 Ensure legal access to properties in making land use decisions.**

*Program C.46.a In reviewing building permit, subdivision and other development applications, distinguish whether the subject property has access from public streets, private streets, or easements. Obtain from applicants evidence of a legal right of access to their properties. Require that such access meet applicable standards.*

**Policy C.47 In conjunction with new development and expansion of existing uses, require that new streets and any existing private streets serving the property be improved to City standards and offered for dedication as public streets.**

*Program C.47.a Continue to accept offers to dedicate existing private roadways as public streets, where they meet City standards.*

*Program C.47.b Where appropriate, require exactions or impact fees for new development and improvements to property to improve substandard streets to minimum safety standards.*

*Program C.47.c Investigate requiring secondary access for long cul-de-sac streets.*

*Program C.47.d Investigate requiring mid-block turnarounds on all streets with cul-de-sacs longer than 500 feet.*

*Program C.47.e Investigate requiring that substandard intersections be improved, in conjunction with new development, to provide adequate turning radius.*

*Program C.47.f Consider an impact fee program to fund acquisition of additional rights-of-way, widening of existing streets to provide additional on-street parking and construction of other safety improvements.*

*Program C.47.g Continue to require parking and safety improvements in conjunction with new residential development and major additions or remodels that meet defined thresholds.*

*Program C.47.h Encourage the formation of assessment districts where appropriate, for needed circulation improvements.*

**Policy C.48 Monitor land use decisions under consideration by adjacent jurisdictions and their potential effect on Brisbane's streets. Comment through the public process and request mitigations as appropriate.**

**Policy C.49 Monitor regional developments and their effects on Highway 101 and Bayshore Boulevard to evaluate circulation impacts. Comment through the public process and request mitigations as appropriate.**



## **VI.8 GREEN STREETS**

Green Streets refers to the inclusion of landscape elements into the street right-of-way to help reduce storm water runoff by both interception and infiltration of rainwater and biological treatment of storm water by those landscape elements. The intended results are to help ease the burden, or flow volume, on storm water systems and to provide for improved water quality for that water that does enter the storm water systems. The specific landscape elements may take a variety of forms including, but not limited to, bio-treatment planters, rain gardens, street trees and other plantings.

Since the intent is to address stormwater quality, Green Streets elements may also be used in demonstrating compliance with the State Water Board provisions for low impact development (LID) and “Green Infrastructure”, subject to specific state provisions and design criteria where applicable. Low impact development is aimed at mimicking predevelopment hydrology by minimizing impervious cover, then bio-treating and infiltrating stormwater close to its source.

Green Streets are also a means to enhance the pedestrian experience of streetscapes and may be used in conjunction with “road diets”, to reduce existing, excessively wide roadways to provide for traffic calming and overall safer roadways. Given that, depending on the context, Green Streets may be a component of Complete Streets, in that these landscape features enhance the pedestrian and bicycle experience and thereby encourage all modes of travel.

Finally, Green Streets provide other ecological benefits, such as reduced heat island effects, improved air quality and wildlife islands or corridors.

The following policies and programs address Green Streets and are intended to integrate Green Streets principles and designs into the roadway network when possible:

**Policy C.50 Incorporate Green Streets best practices, as appropriate to the context, for new streets and street retrofits, to enhance the pedestrian and bicyclist experience, to promote low impact development (LID) consistent with state water board initiatives to reduce the impacts of development on storm water resources and to enhance the natural environment. (See also the Complete Streets section)**

*Program C.50.a Continue to evaluate and update the approved plant species list and standards for streetscape plantings.*

*Program C.50.b Consider where Green Streets retrofits may be incorporated into capital improvement projects and seek funding sources for Green Streets projects.*

**Policy C.51 For new multifamily, mixed use or commercial development projects subject to discretionary review, as part of the design review permit process, incorporate Green Streets, as determined reasonable and practicable by the City.**

**Policy C.52 In the design and approval of a specific Green Street, the following factors will be considered, as may be applicable:**

- **Context and design intent for the area or site;**

- **Site and environmental constraints such as soil type, sun and wind exposure, presence of utilities, view sight lines and view corridors;**
- **On-going water needs and drought tolerance;**
- **Diversity of plantings to reduce the potential for mass die-offs due to pests or disease which may impact specific species;**
- **Adequate soil volume and location of the species within a storm water treatment unit, where applicable.**

## **VI.9 ALTERNATIVE TRANSPORTATION MODES**

Alternative transportation modes in this section refer to alternatives to fossil-fuel vehicles which have not already been addressed in the Complete Streets section, under the traditional categories of public transit, biking and walking. Use of alternative transportation modes has a historical precedent in Brisbane with such things as rail-spur lines for goods movement and the more recent City-sponsored car sharing service. The programs in this section address continuation of the historic technology of rail lines for goods movement as well as incorporation of more recent and emerging technologies and sharing-based services into Brisbane's circulation network.

### **Policy 53 Maintain existing and incorporate new alternative transportation modes and infrastructure into the circulation network as reasonable and practicable.**

Program 53.a Consider revisions to the Brisbane Municipal Code to require vehicle charging stations for development projects.

Program 53.b Encourage the use of electric vehicles by providing charging stations at public facilities and encourage installation of charging stations at existing private sites.

Program 53.c Seek grant funding opportunities and other funding sources to install publicly accessible vehicle charging stations and other infrastructure to support and enhance alternative means of transportation.

Program 53.d Encourage the maintenance of existing rail-spur lines to continue their use in transporting goods. (See also policies and programs under the Transit section for public transportation)

Program 53.e Monitor and consider new technological advances such as driverless shuttles and how sharing based transportation (car and bike sharing) can be accommodated in the City's circulation system.



**FOOTNOTES**

1. See also, Brisbane Traffic Management and Capacity Study Update. Wilbur Smith Assoc., April 1993.
2. See Chapter X, Community Health and Safety, for more information on circulation-related safety and utility issues.
3. See TR-2, pp. 1-13, for detailed descriptions of street classifications.

height, where 20 feet is the maximum height permitted; Jerry Kuhel, applicant; K & M iDevelopment LLC, owner; APN 007-441-250.

Commissioner Munir recused himself as he resides within 500 feet of the subject property and left the dais. Associate Planner Capasso gave the agenda report and presentation. Staff answered Commissioner's questions regarding the required findings necessary to approve the application, the scale of homes in the immediate neighborhood and throughout the city, current parking requirements, how green building requirements relate to home size, and the maximum height measured from natural and finish grade.

Chairperson Do opened the public hearing. Jerry Kuhel, applicant, reviewed the project proposal and summarized the need for the requested variance, use permit, and setback exception permits in relation to the lot's slope and relation to the right-of-way improvements. He answered Commissioner's questions in regards to the proposed parking configuration.

The following members of the public addressed the Commission: Mike Davenport, Danny Ames, Storrs Hoen, Cathy Zhu, Susan (last name not given), and Jameel Munir (speaking as a private citizen). The public comment addressed the size of the home, the lack of notice to neighbors prior to the first public hearing, on-site drainage and impacts to downslope properties, the engineering of on-site retaining walls and the wall within the public right-of-way, and the applicant's proposed construction schedule. Chairperson Do reviewed two written letters received prior to the public hearing by Roel Funke and Nancy Roeser that were in opposition to the proposed project.

Commissioner Parker moved and Commissioner Reinhardt seconded to close the public hearing. The motion carried 4-0. Each Commissioner summarized their views of the proposed project and the findings required to grant the requested Variances, Use Permit, and Setback Exception. After deliberation, Commissioner Parker moved and Commissioner Anderson seconded to adopt Resolution V-4-14/UP-4-14/SE-2-14 approving the project subject to the conditions and findings of approval contained therein. The motion passed 4-0-1 (Munir recused).

2. **PUBLIC HEARING:** General Plan Amendment GPA-1-15; Proposal of the City of Brisbane to amend the Circulation Element of the General Plan to incorporate Complete Street provisions and incorporate other recommended text changes from the 2005-2007 General Plan update process; citywide.

Commissioner Munir returned to the dais. Senior Planner Johnson gave the agenda report and presentation and answered Commissioner questions. The Commission discussed various components of the Element and proposed various amendments to the proposed Circulation Element revisions. Chairperson Do opened the public hearing. There being no individuals wishing to address the Commission, Commissioner Reinhardt moved and Commission Anderson seconded to close the public hearing. The motion carried 5-0.



Commissioner Parker moved to recommend that the City Council adopt the proposed amendments to the Circulation Element as amended per the Commission's discussion. The motion carried 5-0.

#### H. ITEMS INITIATED BY STAFF

Director Swiecki discussed tentative scheduling for upcoming Baylands Final EIR and Specific Plan hearings in the fall and noted that final scheduling would be determined at a later time. He reported that the City Council had received the Planning Commission's recommendation on short-term rentals and opted not to place the matter on the ballot. The Council would provide further direction to staff regarding next steps. He announced that staff had released a request for proposals for consultants for preparation of a precise plan for the southeast Crocker Park area, and stated that community outreach on that effort would be happening early in the process.

#### I. ITEMS INITIATED BY THE COMMISSION

1. Subcommittee Updates - None.

Commissioner Munir urged staff to ensure the audio levels of broadcasted Planning Commission meetings are correct as he hears many complaints on streaming sound quality. The Commission also requested that staff agendaize discussion of recognizing committee and Commission members as volunteers in the "volunteer of the year" award process. Chairperson Do read the appeal process.

#### J. ADJOURNMENT to the Regular Meeting of August 13, 2015 at 7:30 pm.

Commissioner Munir moved and Commissioner Anderson seconded to adjourn to the meeting of August 13, 2015. The motion carried 5-0 and the meeting adjourned at 10:01 p.m.

Attest:

---

John A. Swiecki, Community Development Director

NOTE: A full video record of this meeting can be found on DVD at City Hall and the City's website at [www.brisbaneca.org](http://www.brisbaneca.org).

Quincy Bragg, applicant; Quincy Bragg & Sarah FitzGerald, owners; APN 007-392-020

Associate Planner Capasso gave the staff report and answered questions of the Commission regarding the measurement of the lot slope. Chairperson Do opened the public hearing. Jerry Kuhel, representing the applicant, described the site grading and stated the applicant was willing to extend the existing bay on the north elevation to enhance the articulation. Sarah FitzGerald, property owner, suggested planting climbing vines at the northwest corner of the building face and installing stone accents above the garage door.

The following speakers addressed the Commission regarding components of the site design: Anne Pradenas, Leslie Davis, Francis Molloy, and Larry Blanchard. There being no other individuals wishing to address the Commission, Commissioner Munir motioned and Commissioner Parker seconded to close the public hearing. The motion passed 3-0.

After discussion, Commissioner Munir moved and Commissioner Parker seconded to approve the application via adoption of Resolution V-1-15/EX-1-15, with articulation of the north building wall incorporating feedback from the Commission and submittal of a landscaping plan subject to approval by the Planning Director. The motion passed 3-0.

#### H. WORKSHOP

1. **AMENDMENT TO THE CIRCULATION ELEMENT:** Study Session for Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008.

Senior Planner Johnson gave the agenda report and presentation. Staff answered questions of the Commission. The Commission requested clarification and simplification of the language in some of the policies. The Commission suggested that policies be added to address the need for public parking near recreational paths and to correct existing hazards on local streets. Senior Planner Johnson noted the Commission's comments would be incorporated into an updated draft Circulation Element that would be brought before the Commission at a future public hearing.

#### I. ITEMS INITIATED BY STAFF

Director Swiecki reported on the April 30 scoping meeting for the Recology Modernization and Expansion Environmental Impact Report (EIR). He stated the City Council had not yet scheduled interviews for the Planning Commission vacancy. He reported the Final EIR for the Baylands would be published in early summer with hearings before the Planning Commission anticipated in the fall.



There being no other members of the public to speak on the matter, Commissioner Do moved and Commissioner Munir seconded to close the public hearing. The motion carried 5-0. Commissioner Munir moved and Commissioner Do seconded to approve the application. The motion carried 5-0.

Chairperson Cunningham asked staff to explain why this application is reviewed and granted annually by the Commission. Senior Planner Johnson explained that this particular use isn't included in the zoning district regulations as a use that can be applied for as a standard conditional use permit. The code allows for temporary uses of no more than 45 days to be conducted in this zoning district, which fits the program for the tree recycling.

#### G. STUDY SESSION

##### **1. AMENDMENT TO THE CIRCULATION ELEMENT: Study Session #2 for Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008.**

Senior Planner Johnson presented the agenda report and answered the Commission's questions regarding rolled curbs and their relation to ADA requirements.

Commissioner Munir stated it appeared Program T.15.3 would prohibit parking on roadways adjacent to sidewalks. Director Swiecki clarified the intent was to prohibit parking on sidewalks, and staff could draft more clear language. Commissioner Parker asked if this policy could limit street parking in new residential developments. Senior Planner Johnson referred to the last bullet of Policy T.3, which encourages provision of on-street parking where it's feasible to do so. Commissioner Parker noted that there was no public parking available in Crocker Park for users of the walking paths, which should be addressed in the General Plan. Senior Planner Johnson referred to Policy T.4, which provides broad policy language the City can use to identify those places within Crocker Park or elsewhere where better connections are needed.

Commissioner Parker suggested adding policy language addressing the need for vehicle and bicycle parking in areas such as Crocker Park. Director Swiecki stated that access to recreational facilities may be better addressed in the Recreation Element. Chair Cunningham stated Valley Drive appeared to have sufficient width to accommodate both on-street parking and sidewalks without impacting truck travel. Director Swiecki stated staff could draft a policy to study the feasibility of such improvements.

Commissioner Do asked what studies and data were used to inform the draft policies. Senior Planner Johnson stated the State provided guidance regarding Complete Streets policy language based on broader studies and trends. Staff conferred with the Police Chief regarding accident trends in intersections throughout the City. The feedback was there is not enough data specific to Brisbane to point to any trends. Director Swiecki noted that the Complete Streets Committee reviewed programs like Safe Routes to



Schools and data was collected from recent Bike to Work Days. The City Engineer had also reviewed the draft language and made substantive recommendations.

Commissioner Parker stated the City was not maintaining curb striping and other signage related to street use and parking. Senior Planner Johnson replied that providing directional signage for cars, bicyclists and pedestrians is addressed in the proposed revisions. He stated the ability to maintain infrastructure is based on funding availability.

Chairperson Cunningham asked for a brief summary of Safe Routes to Schools projects that have been completed and are upcoming. Director Swiecki stated staff would update the Commission on the status of the Complete Streets Committee recommendations for the Safe Routes to Schools program at a future meeting.

Commissioner Munir referred to Program T.9.3 and suggested safety educational programs be made available to all community members and not limited to students. He stated the proposed revisions did not address improving vehicular circulation and road design standards, which was a part of Complete Streets. Senior Planner Johnson referred to T.3.1 which directs the City to update the City's engineering design standards, and noted there were existing policies in the Circulation Element addressing vehicular circulation and safety.

Commissioner Munir suggested adding a general statement regarding the safety of the Tunnel Avenue overpass. He also noted that commercial vehicles, such as moving vans, often occupy residential streets for extended periods of time, and asked staff to draft some language discouraging such activity. Commissioner Reinhardt stated the word "encouraged" was used frequently in the draft policies, and more forceful language may be necessary to ensure enforcement of pedestrian safety on heavily used local roads.

Commissioner Parker referred to Program 38.b of the current Circulation Element and asked how it was implemented. Director Swiecki replied that the City had not yet adopted a traffic impact fee, but recommended retaining the program should the need arise in the future. Commissioner Parker noted that Policy 30.1 of the current Element addressing alternative ingress and egress routes from Sierra Point is an issue often discussed by the Commission, and wanted to know how the Commission could prioritize its implementation. Director Swiecki stated the City Council was responsible for prioritizing implementation of General Plan policies and programs and allocating resources for studying the feasibility of their implementation. Commissioner Munir clarified the policy's intent to provide additional emergency access routes. He was told emergency access had been secured over the railroad tracks, but had not yet seen a copy of the agreement. He recommended that it be part of the City's emergency preparedness plan. Chair Cunningham stated the issue was a part of OES' responsibility and community volunteers had access to that information.

Commissioner Munir asked whether the Commission's comments on the existing Circulation Element during the General Plan update process several years ago would be



added to the Complete Streets policy revisions. Director Swiecki noted that the State had a tight timeframe for adoption of Complete Streets amendments. Senior Planner Johnson noted the Commission's prior comments on the Element had been integrated to the extent possible, and that more comprehensive General Plan amendments would be revisited when the General Plan update resumes.

#### H. ITEMS INITIATED BY STAFF

Director Swiecki introduced Associate Planner Capasso. He reported that at the special meeting on December 8, the City Council upheld the Planning Commission's approval of the 7000 Marina Design Permit.

#### I. ITEMS INITIATED BY THE COMMISSION

Subcommittee Updates: Commissioner Reinhardt stated the Green Building subcommittee finalized its recommendations. Senior Planner Johnson noted that the Planning Commission had reviewed the recommendations, and staff would present them to the Council at an upcoming meeting.

Commissioner Munir inquired about the status of the Baylands EIR. Director Swiecki stated staff tentatively anticipated a release date of January 2015.

#### J. CANCELLATION of the Regular Meetings of December 11th and December 25th and ADJOURNMENT to the Regular Meeting of January 8th, 2015 at 7:30 pm.

There being no further business, Commissioner Munir moved and Commissioner Parker seconded to cancel the regular meetings of December 11 and December 25, 2014 and to adjourn to the next regular meeting of January 8, 2015. The motion carried 5-0 and the meeting adjourned at 8:56 p.m.

Attest:

---

John A. Swiecki, Community Development Director

NOTE: A full video record of this meeting can be found on DVD at City Hall and the City's website at [www.brisbaneca.org](http://www.brisbaneca.org).

### STUDY SESSION

1. **AMENDMENT TO THE CIRCULATION ELEMENT:** Study Session for Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008

Senior Planner Johnson gave the agenda report. He and Director Swiecki answered questions from the Commission regarding the overall purpose of Complete Streets policies and how they could be implemented in different areas of the city.

### DISCUSSION

1. **GREEN BUILDING ORDINANCE SUBCOMMITTEE RECOMMENDATION:** Discussion of the Subcommittee's recommendation, to provide the Planning Commission's recommendation to City Council.

Senior Planner Johnson gave the agenda report. After Chair Cunningham invited public comment from the audience, Wayne Hendricks thanked the Commission and staff for their hard work. The Commission discussed the subcommittee's recommendation with staff. Commissioner Parker motioned to uphold the recommendation of the Green Building Ordinance Subcommittee to the City Council. Commissioner Do seconded and the motion passed 3-0.

### ITEMS INITIATED BY STAFF

Senior Planner Johnson said the City Council had booked a special meeting on December 11, the next regular meeting date of the Planning Commission. The Commission agreed to cancel the December 11 meeting and schedule a special meeting on December 9.

### ITEMS INITIATED BY THE COMMISSION

None.

### ADJOURNMENT

There being no further business, Chairperson Cunningham announced the cancellation of the meetings of November 27, 2014 and December 11, 2014 and adjournment to a special meeting on December 9, 2014. The meeting adjourned at 9:06 p.m.

Attest:

---

John A. Swiecki, Community Development Director

NOTE: A full video record of this meeting can be found on DVD at City Hall and the City's website at [www.brisbaneca.org](http://www.brisbaneca.org).



height, where 20 feet is the maximum height permitted; Jerry Kuhel, applicant; K & M iDevelopment LLC, owner; APN 007-441-250.

Commissioner Munir recused himself as he resides within 500 feet of the subject property and left the dais. Associate Planner Capasso gave the agenda report and presentation. Staff answered Commissioner's questions regarding the required findings necessary to approve the application, the scale of homes in the immediate neighborhood and throughout the city, current parking requirements, how green building requirements relate to home size, and the maximum height measured from natural and finish grade.

Chairperson Do opened the public hearing. Jerry Kuhel, applicant, reviewed the project proposal and summarized the need for the requested variance, use permit, and setback exception permits in relation to the lot's slope and relation to the right-of-way improvements. He answered Commissioner's questions in regards to the proposed parking configuration.

The following members of the public addressed the Commission: Mike Davenport, Danny Ames, Storrs Hoen, Cathy Zhu, Susan (last name not given), and Jameel Munir (speaking as a private citizen). The public comment addressed the size of the home, the lack of notice to neighbors prior to the first public hearing, on-site drainage and impacts to downslope properties, the engineering of on-site retaining walls and the wall within the public right-of-way, and the applicant's proposed construction schedule. Chairperson Do reviewed two written letters received prior to the public hearing by Roel Funke and Nancy Roeser that were in opposition to the proposed project.

Commissioner Parker moved and Commissioner Reinhardt seconded to close the public hearing. The motion carried 4-0. Each Commissioner summarized their views of the proposed project and the findings required to grant the requested Variances, Use Permit, and Setback Exception. After deliberation, Commissioner Parker moved and Commissioner Anderson seconded to adopt Resolution V-4-14/UP-4-14/SE-2-14 approving the project subject to the conditions and findings of approval contained therein. The motion passed 4-0-1 (Munir recused).

2. **PUBLIC HEARING: General Plan Amendment GPA-1-15;** Proposal of the City of Brisbane to amend the Circulation Element of the General Plan to incorporate Complete Street provisions and incorporate other recommended text changes from the 2005-2007 General Plan update process; citywide.

Commissioner Munir returned to the dais. Senior Planner Johnson gave the agenda report and presentation and answered Commissioner questions. The Commission discussed various components of the Element and proposed various amendments to the proposed Circulation Element revisions. Chairperson Do opened the public hearing. There being no individuals wishing to address the Commission, Commissioner Reinhardt moved and Commission Anderson seconded to close the public hearing. The motion carried 5-0.

Commissioner Parker moved to recommend that the City Council adopt the proposed amendments to the Circulation Element as amended per the Commission's discussion. The motion carried 5-0.

#### H. ITEMS INITIATED BY STAFF

Director Swiecki discussed tentative scheduling for upcoming Baylands Final EIR and Specific Plan hearings in the fall and noted that final scheduling would be determined at a later time. He reported that the City Council had received the Planning Commission's recommendation on short-term rentals and opted not to place the matter on the ballot. The Council would provide further direction to staff regarding next steps. He announced that staff had released a request for proposals for consultants for preparation of a precise plan for the southeast Crocker Park area, and stated that community outreach on that effort would be happening early in the process.

#### I. ITEMS INITIATED BY THE COMMISSION

##### 1. Subcommittee Updates - None.

Commissioner Munir urged staff to ensure the audio levels of broadcasted Planning Commission meetings are correct as he hears many complaints on streaming sound quality. The Commission also requested that staff agendaize discussion of recognizing committee and Commission members as volunteers in the "volunteer of the year" award process. Chairperson Do read the appeal process.

#### J. ADJOURNMENT to the Regular Meeting of August 13, 2015 at 7:30 pm.

Commissioner Munir moved and Commissioner Anderson seconded to adjourn to the meeting of August 13, 2015. The motion carried 5-0 and the meeting adjourned at 10:01 p.m.

Attest:

---

John A. Swiecki, Community Development Director

NOTE: A full video record of this meeting can be found on DVD at City Hall and the City's website at [www.brisbaneca.org](http://www.brisbaneca.org).



Quincy Bragg, applicant; Quincy Bragg & Sarah FitzGerald, owners; APN 007-392-020

Associate Planner Capasso gave the staff report and answered questions of the Commission regarding the measurement of the lot slope. Chairperson Do opened the public hearing. Jerry Kuhel, representing the applicant, described the site grading and stated the applicant was willing to extend the existing bay on the north elevation to enhance the articulation. Sarah FitzGerald, property owner, suggested planting climbing vines at the northwest corner of the building face and installing stone accents above the garage door.

The following speakers addressed the Commission regarding components of the site design: Anne Pradenas, Leslie Davis, Francis Molloy, and Larry Blanchard. There being no other individuals wishing to address the Commission, Commissioner Munir motioned and Commissioner Parker seconded to close the public hearing. The motion passed 3-0.

After discussion, Commissioner Munir moved and Commissioner Parker seconded to approve the application via adoption of Resolution V-1-15/EX-1-15, with articulation of the north building wall incorporating feedback from the Commission and submittal of a landscaping plan subject to approval by the Planning Director. The motion passed 3-0.

#### H. WORKSHOP

1. **AMENDMENT TO THE CIRCULATION ELEMENT:** Study Session for Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008.

Senior Planner Johnson gave the agenda report and presentation. Staff answered questions of the Commission. The Commission requested clarification and simplification of the language in some of the policies. The Commission suggested that policies be added to address the need for public parking near recreational paths and to correct existing hazards on local streets. Senior Planner Johnson noted the Commission's comments would be incorporated into an updated draft Circulation Element that would be brought before the Commission at a future public hearing.

#### I. ITEMS INITIATED BY STAFF

Director Swiecki reported on the April 30 scoping meeting for the Recology Modernization and Expansion Environmental Impact Report (EIR). He stated the City Council had not yet scheduled interviews for the Planning Commission vacancy. He reported the Final EIR for the Baylands would be published in early summer with hearings before the Planning Commission anticipated in the fall.

There being no other members of the public to speak on the matter, Commissioner Do moved and Commissioner Munir seconded to close the public hearing. The motion carried 5-0. Commissioner Munir moved and Commissioner Do seconded to approve the application. The motion carried 5-0.

Chairperson Cunningham asked staff to explain why this application is reviewed and granted annually by the Commission. Senior Planner Johnson explained that this particular use isn't included in the zoning district regulations as a use that can be applied for as a standard conditional use permit. The code allows for temporary uses of no more than 45 days to be conducted in this zoning district, which fits the program for the tree recycling.

#### G. STUDY SESSION

##### **1. AMENDMENT TO THE CIRCULATION ELEMENT: Study Session #2 for Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008.**

Senior Planner Johnson presented the agenda report and answered the Commission's questions regarding rolled curbs and their relation to ADA requirements.

Commissioner Munir stated it appeared Program T.15.3 would prohibit parking on roadways adjacent to sidewalks. Director Swiecki clarified the intent was to prohibit parking on sidewalks, and staff could draft more clear language. Commissioner Parker asked if this policy could limit street parking in new residential developments. Senior Planner Johnson referred to the last bullet of Policy T.3, which encourages provision of on-street parking where it's feasible to do so. Commissioner Parker noted that there was no public parking available in Crocker Park for users of the walking paths, which should be addressed in the General Plan. Senior Planner Johnson referred to Policy T.4, which provides broad policy language the City can use to identify those places within Crocker Park or elsewhere where better connections are needed.

Commissioner Parker suggested adding policy language addressing the need for vehicle and bicycle parking in areas such as Crocker Park. Director Swiecki stated that access to recreational facilities may be better addressed in the Recreation Element. Chair Cunningham stated Valley Drive appeared to have sufficient width to accommodate both on-street parking and sidewalks without impacting truck travel. Director Swiecki stated staff could draft a policy to study the feasibility of such improvements.

Commissioner Do asked what studies and data were used to inform the draft policies. Senior Planner Johnson stated the State provided guidance regarding Complete Streets policy language based on broader studies and trends. Staff conferred with the Police Chief regarding accident trends in intersections throughout the City. The feedback was there is not enough data specific to Brisbane to point to any trends. Director Swiecki noted that the Complete Streets Committee reviewed programs like Safe Routes to



Schools and data was collected from recent Bike to Work Days. The City Engineer had also reviewed the draft language and made substantive recommendations.

Commissioner Parker stated the City was not maintaining curb striping and other signage related to street use and parking. Senior Planner Johnson replied that providing directional signage for cars, bicyclists and pedestrians is addressed in the proposed revisions. He stated the ability to maintain infrastructure is based on funding availability.

Chairperson Cunningham asked for a brief summary of Safe Routes to Schools projects that have been completed and are upcoming. Director Swiecki stated staff would update the Commission on the status of the Complete Streets Committee recommendations for the Safe Routes to Schools program at a future meeting.

Commissioner Munir referred to Program T.9.3 and suggested safety educational programs be made available to all community members and not limited to students. He stated the proposed revisions did not address improving vehicular circulation and road design standards, which was a part of Complete Streets. Senior Planner Johnson referred to T.3.1 which directs the City to update the City's engineering design standards, and noted there were existing policies in the Circulation Element addressing vehicular circulation and safety.

Commissioner Munir suggested adding a general statement regarding the safety of the Tunnel Avenue overpass. He also noted that commercial vehicles, such as moving vans, often occupy residential streets for extended periods of time, and asked staff to draft some language discouraging such activity. Commissioner Reinhardt stated the word "encouraged" was used frequently in the draft policies, and more forceful language may be necessary to ensure enforcement of pedestrian safety on heavily used local roads.

Commissioner Parker referred to Program 38.b of the current Circulation Element and asked how it was implemented. Director Swiecki replied that the City had not yet adopted a traffic impact fee, but recommended retaining the program should the need arise in the future. Commissioner Parker noted that Policy 30.1 of the current Element addressing alternative ingress and egress routes from Sierra Point is an issue often discussed by the Commission, and wanted to know how the Commission could prioritize its implementation. Director Swiecki stated the City Council was responsible for prioritizing implementation of General Plan policies and programs and allocating resources for studying the feasibility of their implementation. Commissioner Munir clarified the policy's intent to provide additional emergency access routes. He was told emergency access had been secured over the railroad tracks, but had not yet seen a copy of the agreement. He recommended that it be part of the City's emergency preparedness plan. Chair Cunningham stated the issue was a part of OES' responsibility and community volunteers had access to that information.

Commissioner Munir asked whether the Commission's comments on the existing Circulation Element during the General Plan update process several years ago would be

added to the Complete Streets policy revisions. Director Swiecki noted that the State had a tight timeframe for adoption of Complete Streets amendments. Senior Planner Johnson noted the Commission's prior comments on the Element had been integrated to the extent possible, and that more comprehensive General Plan amendments would be revisited when the General Plan update resumes.

#### H. ITEMS INITIATED BY STAFF

Director Swiecki introduced Associate Planner Capasso. He reported that at the special meeting on December 8, the City Council upheld the Planning Commission's approval of the 7000 Marina Design Permit.

#### I. ITEMS INITIATED BY THE COMMISSION

Subcommittee Updates: Commissioner Reinhardt stated the Green Building subcommittee finalized its recommendations. Senior Planner Johnson noted that the Planning Commission had reviewed the recommendations, and staff would present them to the Council at an upcoming meeting.

Commissioner Munir inquired about the status of the Baylands EIR. Director Swiecki stated staff tentatively anticipated a release date of January 2015.

#### J. CANCELLATION of the Regular Meetings of December 11th and December 25th and ADJOURNMENT to the Regular Meeting of January 8th, 2015 at 7:30 pm.

There being no further business, Commissioner Munir moved and Commissioner Parker seconded to cancel the regular meetings of December 11 and December 25, 2014 and to adjourn to the next regular meeting of January 8, 2015. The motion carried 5-0 and the meeting adjourned at 8:56 p.m.

Attest:

---

John A. Swiecki, Community Development Director

NOTE: A full video record of this meeting can be found on DVD at City Hall and the City's website at [www.brisbaneca.org](http://www.brisbaneca.org).



### STUDY SESSION

1. **AMENDMENT TO THE CIRCULATION ELEMENT:** Study Session for Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008

Senior Planner Johnson gave the agenda report. He and Director Swiecki answered questions from the Commission regarding the overall purpose of Complete Streets policies and how they could be implemented in different areas of the city.

### DISCUSSION

1. **GREEN BUILDING ORDINANCE SUBCOMMITTEE RECOMMENDATION:** Discussion of the Subcommittee's recommendation, to provide the Planning Commission's recommendation to City Council.

Senior Planner Johnson gave the agenda report. After Chair Cunningham invited public comment from the audience, Wayne Hendricks thanked the Commission and staff for their hard work. The Commission discussed the subcommittee's recommendation with staff. Commissioner Parker motioned to uphold the recommendation of the Green Building Ordinance Subcommittee to the City Council. Commissioner Do seconded and the motion passed 3-0.

### ITEMS INITIATED BY STAFF

Senior Planner Johnson said the City Council had booked a special meeting on December 11, the next regular meeting date of the Planning Commission. The Commission agreed to cancel the December 11 meeting and schedule a special meeting on December 9.

### ITEMS INITIATED BY THE COMMISSION

None.

### ADJOURNMENT

There being no further business, Chairperson Cunningham announced the cancellation of the meetings of November 27, 2014 and December 11, 2014 and adjournment to a special meeting on December 9, 2014. The meeting adjourned at 9:06 p.m.

Attest:

---

John A. Swiecki, Community Development Director

NOTE: A full video record of this meeting can be found on DVD at City Hall and the City's website at [www.brisbaneca.org](http://www.brisbaneca.org).

# *City of Brisbane*

## *Planning Commission Agenda Report*

**TO:** Planning Commission For the Meeting 7/23/15

**FROM:** Ken Johnson, Senior Planner, via John Swiecki, Community Development Director

**SUBJECT:** **Draft Circulation Element;** General Plan Amendment GPA-1-15; Proposal of the City of Brisbane to amend the Circulation Element of the General Plan to incorporate Complete Street provisions and incorporate other recommended text changes from the 2005-2007 General Plan update process; City of Brisbane, applicant; citywide

**REQUEST:** This application is to update the Circulation Element, one of the seven mandatory elements of the City's General Plan. It was initiated by City Council to bring the Circulation Element into compliance with the Complete Streets Act of 2008. Also included are proposed updates to the Element to address Green Streets, to include policy and program updates from the 2004-2007 review, to ensure internal consistency and to reflect current factual information and conditions.

**RECOMMENDATION:** Recommend that the City Council adopt the draft update of the Circulation Element, via adoption of Resolution GPA-1-15.

**ENVIRONMENTAL DETERMINATION:** Categorical exemption per State CEQA Guidelines Section 15308--this proposal falls within classes of projects which the State has determined not to have a significant effect on the environment. The exceptions to this categorical exemption referenced in Section 15300.2 do not apply.

**APPLICABLE CODE SECTIONS:** State law contains requirements applicable to circulation elements, codified in Sections 65040.2 and 65302 of the Government Code.

**BACKGROUND:** On October 2<sup>nd</sup>, 2014, the City Council authorized staff to initiate an amendment to the Circulation Element to comply with the Complete Streets Act, which requires cities to plan for transportation networks which will accommodate all modes of transportation. The City has a deadline to amend the Circulation Element of January 31, 2016, in order to maintain eligibility for discretionary transportation funding through the Metropolitan Transportation Commission's (MTC) One Bay Area Grant (OBAG) program. This deadline was extended by MTC from its previous deadline of January 31, 2015.



On March 17<sup>th</sup>, 2015, Council provided direction to staff that the recommendations from the 2004 – 2007 General Plan update work should be used as a basis for moving forward in the future review and update of the General Plan, along with additional items as needed to bring the document up to date.

The City Council-appointed Complete Streets Committee conducted a detailed review of those policies and programs within the Complete Streets section of the element on December 3<sup>rd</sup> and 17<sup>th</sup>, 2014 and January 7<sup>th</sup> 2015. Their recommendations on the Complete Streets section of the element were provided in the Planning Commission's third and latest study session, on May 14<sup>th</sup>, 2015 and are also included herein.

The Planning Commission conducted study sessions on November 13<sup>th</sup>, December 4<sup>th</sup>, 2014 and May 14<sup>th</sup>, 2015 (see attached reports) and reviewed the background and requirements of the Complete Streets legislation, general plan context, overarching considerations in general plan goal, policy and program language and finally a review of specific proposed updates to the goals, policies and programs of the element. Included within that was the Complete Streets Committee recommendations as well as a number of policies and programs that were carried forward from the 2004 to 2007 review of the General Plan by the Planning Commission and City Council.

Given emerging technology and information available on how cities may address the impacts of development on stormwater with green infrastructure along with anticipated new storm water provisions by the State Water Board, a section on Green Streets has been added to the element. Green Streets may be considered a component of Green Infrastructure, which are addressed in the Water Board's draft Bay Area Municipal Regional Permit (MRP). Further green infrastructure measures or policies may be included in other elements of the General Plan and/or a City-wide green infrastructure plan, as appropriate following the Water Board's adoption of the MRP, scheduled for fall 2015. Further discussion of green infrastructure and green streets is provided below.

Tonight's public hearing provides an opportunity to review of the element as a whole. The draft update to the Circulation Element incorporates the following:

- Complete Streets update, which are generally in accord with the Complete Streets Subcommittee's recommendations (policies and programs previously provided on May 14<sup>th</sup>)
- Relevant 2004-2007 General Plan update draft policy and programs by the Planning Commission and City Council (policies and programs previously provided on May 14<sup>th</sup>)
- Green Streets section (new)
- Other recommended updates following staff's review of the element (policies and programs were previously provided on May 14<sup>th</sup>, but have some additional edits by staff. Text and figures have been updated from the 1994 General Plan).

**DISCUSSION:** The Circulation Element is one of seven mandatory elements of a city's general plan. It must identify the general location and extent of both existing and planned major thoroughfares, transportation routes, transit terminals, etc.. It serves to both determine and limit the pattern and extent of development in conjunction with the Land Use Element. The proposed update to the Circulation Element has been reviewed and found to be consistent with both the Land Use Element and other elements of the 1994 General Plan.

#### Complete Streets Objective and Relative Legislation

As previously discussed in the May 14<sup>th</sup> study session, Complete Streets may be considered as one part of a multifaceted approach to achieving the objectives of AB 32 Global Warming Solutions Act of 2006 and SB 375 The Sustainable Communities and Climate Protection Act of 2008, as well as the region's Plan Bay Area. It also specifically addresses local programs for safe routes to schools (STRS).

The Complete Streets Act states as an objective that it is, *"In order to fulfill the commitment to reduce greenhouse gas emissions, make the most efficient use of urban land and transportation infrastructure, and improve public health by encouraging physical activity, transportation planners must find innovative ways to reduce vehicle miles traveled and to shift from short trips in the automobile to biking, walking and use of public transit."* Additionally, the Complete Streets Act defines complete streets as a, "multimodal transportation network that meets the needs of all users of streets, roads, and highways, defined to include motorists, pedestrians, bicyclists, children, persons with disabilities, seniors, movers of commercial goods, and users of public transportation, in a manner that is suitable to the rural, suburban or urban context of the general plan."

While the Complete Streets Act in part helps to reduce GHG Emissions and global warming, there are other benefits as well. As outlined in the Governor's Office of Planning and Research (OPR) guidance document, "Update to the General Plan Guidelines: Complete Streets and the Circulation Element", dated December 15, 2010, potential benefits of multimodal networks include:

- Safety
- Health
- Greenhouse Gas (GHG) Emission Reduction
- Economic Development and Cost Savings

#### Discussion of Key Sections of the Circulation Element

The attached draft Circulation Element reflects a re-organization and renumbering of the 1994 General Plan policies and programs.



*Complete Streets Recommendations:* The 1994 General Plan's Transportation and Circulation element includes sections on bicycles, pedestrians, transit, and safe routes to schools. These sections have been brought under the umbrella of Complete Streets, since these are integral components to Complete Streets.

As indicated above, the Complete Streets Committee met in December and January and their recommendations were provided to the Planning Commission during the May 14<sup>th</sup> study session. The Commission expressed general support for the Committee's recommendations on May 14<sup>th</sup>, with the exception of Program C.21.b. (Note a change in the numbering since May 14<sup>th</sup> from Program C.22.2.) The Planning Commission indicated that the reference to San Bruno Mountain native plants should not be included in the Complete Streets Program C.21.b, since that could severely limit the plant palette and it warranted further study. The Commission recommendation is reflected in the proposed update of the element.

Following the May 14<sup>th</sup> study session, the Open Space and Ecology Committee has also forwarded an opinion on the matter of using San Bruno Mountain native plants, which is stated in the attached email from Karen Kinser, Deputy Director of Public Works. If the Planning Commission's desire is to reconsider this draft policy as suggested by the Committees, it should also consider consistency with the policies in the new Green Streets section, which includes the program C.49.a, "*Continue to evaluate and update the approved plant species list and standards for streetscape plantings.*" Also, consider Policy C.51, "*In the design and approval of a specific Green Street, the following factors will be considered, as may be applicable:.....Diversity of plantings to reduce the potential for mass die-offs due to pests or disease which may impact specific species.....*"

The Complete Streets Committee recommendations will be provided to City Council along with the Planning Commission's recommendations for their consideration prior to adoption.

*Green Streets:* As indicated above, since the Commission's last study session, staff has added policies and programs on Green Streets. Green Streets are a component of Green Infrastructure which refers to landscaping measures city-wide (public and private lands) which are aimed at mimicking pre-development stormwater hydrology by intercepting, treating and infiltrating stormwater. The Green Streets section of the Circulation Element would address one aspect of Green Infrastructure at a policy and program level.

Whereas Green Infrastructure refers to landscaping measures on both private property and the public right-of-way, Green Streets refers to the inclusion of landscape elements specifically into the right-of-way to help reduce the impacts of development on storm water. The intended results are to help ease flow volume entering storm water systems and to provide for improved water quality for that water that does enter the storm water systems.

The specific landscape elements may take a variety of forms including, but not limited to, bio-treatment planters, rain gardens, street trees and other plantings. Green Streets may be used for specific projects to demonstrate compliance with State Water Board requirements for low impact development and in certain cases may also be a component of Complete Streets, or otherwise improving the appearance and function of streets.

*Street Classifications:* The figures showing the street classifications have been updated to reflect their current classifications and the figure showing planned improvements has been updated to generally reflect the planned improvements for the Baylands. More specificity would be determined following the City's certification of the Baylands Final Environmental Impact Report (FEIR) and adoption of a Specific Plan for the Baylands.

Finally, enclosed for the Commission's use are both the "redlined" and non-redlined versions of the Circulation Element. The redlined version provides a comparison of the current recommended changes to the adopted 1994 General Plan. Also included is the redlined comparison to the Complete Streets Subcommittee Recommendations of January 7<sup>th</sup>, 2015.

#### ATTACHMENTS:

- ~~Draft Resolution GPA-1-14 (including the Draft Circulation Element, dated 7/23/15)~~ *see final version, separate*
- ~~Redlined Comparison to Complete Streets Subcommittee Recommendations~~ *see final version, separate*
- ~~Redlined Comparison to the 1994 General Plan Circulation Element~~ *see final version, separate*
- ~~Planning Commission Agenda Report, 5/14/15 - Study Session #3 (text only)~~ *provided separately*
- ~~Planning Commission Agenda Report, 12/4/14 - Study Session #2 (text only)~~ *provided separately*
- ~~Planning Commission Agenda Report, 11/13/14 - Study Session #1 (text only)~~ *provided separately*
- Email regarding OSEC and Complete Streets Committee Recommendation on Native Plants



## Johnson, Kenneth

---

**From:** Kinser, Karen  
**Sent:** Wednesday, July 15, 2015 3:58 PM  
**To:** Johnson, Kenneth  
**Subject:** FW: Complete Streets Draft Program C.22.2 of Circulation Element - use of San Bruno Mtn natives in streetscapes

---

**From:** Kinser, Karen  
**Sent:** Thursday, June 25, 2015 1:34 PM  
**To:** Swiecki, John (renumbered to C.21.b)  
**Subject:** Complete Streets Draft Program ~~C.22.2~~ of Circulation Element - use of San Bruno Mtn natives in streetscapes

At its June 17, 2015 meeting, the Open Space and Ecology Committee (OSEC) discussed an agendized email received May 20, 2015 by OSEC member Glen Fieldman. The email was from Coleen Mackin, who identified herself as Chair of the Complete Streets Safety Committee(CSSC) but specified that the communication was hers individually, not in any official capacity or directive of the CSSC. The email asked the OSEC to consider supporting the position of the CSSC regarding streetscapes, specifically that "Landscaping should consist primarily of San Bruno Mountain native plants and non-invasive drought resistant plants."

The OSEC agreed that they were in support of the above language and the following language in the Mackin email.

"The Complete Streets Committee saw the revision of our General Plan is an opportunity to profess the goals and aspirations for the future of the community. While not requiring native plants, there could be a statement of preference for including them where possible. They are the best acclimated to our area and have the best chance for survival. Propagating these species to restore the habitat would be an added benefit."

Please share the OSEC's support of the above with the Planning Commission when this item is on their agenda.

Karen

## Johnson, Kenneth

---

**From:** Kinser, Karen  
**Sent:** Thursday, June 18, 2015 5:17 PM  
**To:** Johnson, Kenneth  
**Subject:** FW: Note to OSEC

FYI

---

**From:** Glenn E Fieldman [<mailto:glenn@sfsu.edu>]  
**Sent:** Wednesday, May 20, 2015 5:50 PM  
**To:** Munoz.Natalie; Kinser, Karen; Ebel, Barbara  
**Subject:** FW: Note to OSEC

Hi all

I have been asked by my neighbor Coleen Mackin (member of Complete Streets) to read this into the record of our meeting as a public comment. I just received it a few minutes ago. I've printed copies on scratch paper for OSEC members; here is the digital version.

Glenn

**From:** Coleen Mackin [<mailto:mackinc@hotmail.com>]  
**Sent:** Wednesday, May 20, 2015 5:19 PM  
**To:** Glenn E Fieldman  
**Subject:** Note to OSEC

To: Open Space and Ecology Committee  
via Glenn Fieldman  
Fm: Coleen Mackin, Chair  
Complete Streets Safety Committee

Re: Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008

*Glenn,  
Would you be kind enough to bring the following message to your Open Space and Ecology Meeting on 5/20/15.*

*Thanking you in advance,  
Coleen Mackin*

To the Committee:



Back in 2014, the Brisbane City Council authorized staff to initiate an amendment to the Circulation Element of the 1994 General Plan. This would bring the City in Compliance with The California Complete Streets Act of 2008, Assembly Bill 1358 (The Complete Streets Act).

Brisbane's Complete Streets Committee was asked to review the amendments drawn up by staff and make further recommendations, after which, the draft update would then be forwarded to the Planning Commission.

The first draft was brought to The Complete Streets Committee meeting in December 2014 by Ken Johnson, Senior Planner for the City of Brisbane. The committee devoted three meetings to studying the language and character of the amendments and suggesting changes.

Those proposed changes were recently reviewed by The Planning Commission at their 5/14/15 meeting.

Addressing the Planning Commission, Senior Planner Johnson drew their attention to Program ~~C.22.2~~ <sup>(renumber to C.21.5)</sup> where the following language is proposed:

*"...Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and encourage pedestrian and bicycle use. Landscaping should consist primarily of San Bruno Mountain native plants and non-invasive drought-resistant plants."*

Planner Johnson asserts that recommending San Bruno Mountain native plants would, "severely limit the plant palette and should be fully studied." Johnson is not in favor of the wording.

Planning Commissioner Parker indicated she had no problem with the proposed wording, while Commissioner Munir said that he would be comfortable with saying "drought-resistant plants".

The wording proposed by the Complete Streets Committee was very specific for a reason. There was a robust discussion with Planner Johnson about whether there are provisions for recommending certain plants for landscaping in the City of Brisbane. The Committee was told there are not.

The Complete Streets Committee saw the revision of our General Plan is an opportunity to profess the goals and aspirations for the future of the community. While not requiring native plants, there could be a statement of preference for including them where possible. They are the best acclimated to our area and have the best chance for survival. Propagating these species to restore the habitat would be an added benefit.

The Complete Streets Committee also understood that native plants might not be appropriate in all landscaping projects both from a financial and practical standpoint. Non-invasive drought-resistant plants could be an acceptable alternative.

The wording the Committee wanted to avoid saying is "drought-resistant plants" since that opens the door to many invasive species that can gain a foothold on the mountain.

The City Council will be soon be considering amendments to the Circulation Element of the 1994 General Plan. This could take place at the next regular meeting of the Council on **Thursday 5/21/15**.

Brisbane has an opportunity to make a bold and progressive move toward more desirable landscaping that can weather the cycles of drought.

Please consider supporting the inclusion of native species in our revised General Plan.

I am writing to you as an individual and not in any official capacity or directive of the Complete Streets Safety Committee.


Thank you for listening!  
Coleen Mackin



# *City of Brisbane*

## *Planning Commission Agenda Report*

**TO:** Planning Commission For the Meeting of 5/14/15

**FROM:** Ken Johnson, Senior Planner via  John Swiecki, Community Development Director

**SUBJECT:** Study Session #3 on Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008

**INTRODUCTION:** This is the third Planning Commission study session on the proposed amendment to the City's Circulation Element, to incorporate provisions for Complete Streets, consistent with the requirements of The California Complete Streets Act of 2008, Assembly Bill 1358 (the Complete Streets Act). The first two study sessions were on November 13<sup>th</sup> and December 4<sup>th</sup>, 2014. The Complete Streets Committee also reviewed the Complete Streets section of the Circulation Element in December and January and their recommendations are incorporated in the attached draft of the Element's goals, policies and programs.

The purpose of this study session is to provide the Planning Commission with a preliminary draft of all of the proposed Circulation Element goals, policies and programs, for consideration and feedback. While the impetus for this review was for compliance with the state's Complete Streets provisions, a number of other edits have also been included in this draft. These are to provide for internal consistency, consistency with state or local law, and to capture update suggestions by the Planning Commission and City Council from the previous General Plan review session, circa 2004 – 2008. Once staff has the Commission's input regarding the draft goals, policies and programs, this item will be returned to the Commission for public hearing and recommendation to City Council. The public hearing draft will include the text and updated figures, which will provide a framework and context for the policies and programs.

It is noteworthy that while there are a significant number of edits proposed to the Circulation Element in this draft, the intent is to update the Element and not to completely remake it with changes which would impact the technical performance aspects, such as roadway Level of Service (LOS). See further discussion on LOS below.

**BACKGROUND:** On October 2nd 2014, the City Council authorized staff to initiate an amendment to the Circulation Element to comply with the Complete Streets Act, which requires cities to plan for transportation networks which will accommodate all modes of transportation. The City has a deadline to amend the Circulation Element of January 31, 2016, in order to maintain eligibility for discretionary transportation funding through the Metropolitan



Transportation Commission's (MTC) One Bay Area Grant (OBAG) program. This deadline was extended by MTC from its previous deadline of January 31, 2015.

The Planning Commission's previous workshops focused on the background and requirements of the Complete Streets legislation and on general plan context, as well as overarching considerations in goal, policy and program language. The text from these previous staff reports have been attached for reference. To view the attachments to those previous reports, please refer to the agenda packets, which are provided on the City's webpage:  
<http://www.brisbaneca.org/city-government/commissions/planning>

The City Council-appointed Complete Streets Committee met from early December to January and provided their recommendations on the Complete Streets section of the element, which are incorporated in the attached draft.

As indicated in the introduction, there are other policy and program edits included for the Commission's consideration, which are not within the Complete Streets section of the element. Many of these were taken from the previous General Plan update efforts, but were never formally adopted since the General Plan update process was put on hold pending completion of the Baylands EIR. While the Baylands EIR process is on-going, those relevant draft policies and programs may be evaluated as part of this update to address the current City goals, while maintaining consistency with the General Plan as a whole.

**DISCUSSION:** As discussed in the previous workshops, the Circulation Element is one of seven mandatory elements of a city's general plan. It must identify the general location and extent of both existing and planned major thoroughfares, transportation routes, transit terminals, etc.. It serves to both determine and limit the pattern and extent of development. It is to include detailed maps and addresses such things as standards for operation (ie: Level of Service), financing and policies.

#### Complete Streets Objective and Relative Legislation

In considering the Complete Streets update to the Circulation Element, it's important to understand the context of how it fits within the larger state and federal legislative framework.

The Complete Streets Act states as an objective that it is, *"In order to fulfill the commitment to reduce greenhouse gas emissions, make the most efficient use of urban land and transportation infrastructure, and improve public health by encouraging physical activity, transportation planners must find innovative ways to reduce vehicle miles traveled and to shift from short trips in the automobile to biking, walking and use of public transit."* Additionally, the Complete Streets Act defines complete streets as a, *"multimodal transportation network that meets the needs of all users of streets, roads, and highways, defined to include motorists, pedestrians, bicyclists, children, persons with disabilities, seniors, movers of commercial goods, and users of public transportation, in a manner that is suitable to the rural, suburban or urban context of the general plan."*



Hand-in-hand with the Complete Streets Act, are state and federal acts which preceded it, including the Federal Safe Routes To School (SRTS) program, passed by Congress in 2005, State Assembly Bill 32, the Global Warming Solutions Act of 2006 and Senate Bill 375, The Sustainable Communities and Climate Protection Act of 2008. AB 32 and SB 375 address reduction of GHG emissions and that, through a coordinated approach to transportation and land use planning at regional levels. Consistent with the requirements of SB 375, on July 18, 2013 the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) jointly approved the Plan Bay Area which is the long range integrated transportation, land-use and housing strategy for the San Francisco Bay Area through the year 2040.

Complete Streets may be considered as one part of a multifaceted approach to achieving the objectives of AB 32 and SB 375, as well as the region's Plan Bay Area.

At a more detailed level, the federal STRS program addresses localized programs and infrastructure improvements for school children, which may be considered as fitting within the umbrella of Complete Streets. The objective of the SRTS program is to support the use of safe, active transportation modes (i.e. walking and bicycling) for children to and from schools. Safe routes to school focuses on infrastructure and programs to encourage walking and bicycling by school children, through the use of pedestrian facilities, traffic calming, traffic control devices, bicycle facilities, and public outreach and education.

There has also been a recent shift in California planning law, via Senate Bill 743 in 2013, away from using Level of Service (LOS) as a measure of performance through changes in the California Environmental Quality Act (CEQA) Guidelines, to be completed by the state Office of Planning and Research (OPR). However, the CEQA guidelines have not yet been changed to reflect the directive of SB 743. The existing rules treat auto delay and congestion, measured using Level of Service as an environmental impact under CEQA. The thinking behind this new legislation is that the current use of LOS prioritizes the free flow of automobiles over all other means of transportation, including public transit, bicycle lanes and pedestrian safety features. Whereas, SB 743 requires the CEQA Guidelines to be updated by OPR to proscribe an analysis of transit and greenhouse gas emissions for projects, instead of LOS. This represents a significant shift in state law, which like Complete Streets is also consistent with AB 32 and SB 375 but is still playing out at the state level. Once that process is complete, it may warrant a follow-up update to Brisbane's Circulation Element.

While the Complete Streets Act in part helps to reduce GHG Emissions and global warming, there are other benefits as well. As outlined in the Governor's Office of Planning and Research (OPR) guidance document, "Update to the General Plan Guidelines: Complete Streets and the Circulation Element", dated December 15, 2010, potential benefits of multimodal networks include:

- Safety
- Health
- Greenhouse Gas (GHG) Emission Reduction
- Economic Development and Cost Savings



#### Overarching Considerations for Policies and Programs

As discussed in the previous workshop, the purpose of the General Plan is to set the general policy direction for the City and not to prescribe specific projects. To this end, the policy and program language is fairly broad, intended to provide direction for establishment of future standards and projects.

Also, there are policies and programs regarding cooperation with outside agencies, especially for such things as connections to regional bike and pedestrian networks, transit stops, etc. Since the City does not have control over outside agencies, the policies and programs generally cannot commit the City to an action, but rather indicate cooperation with these agencies to meet a specific objective.

#### Specific Comments on Goals, Policies and Programs

The attached draft of the goals, policies and programs reflects a re-organization and renumbering of the 1994 General Plan policies and programs. The 1994 General Plan's Transportation and Circulation element includes sections on bicycles, pedestrians, transit, and safe routes to schools which have been brought under the umbrella of Complete Streets, since these are integral components to Complete Streets.

The technical policies and programs related to LOS remain unchanged at this time and may need to be revisited following OPR's implementation of SB 743 and possibly following the completion of the Baylands EIR process. Such changes would require environmental study, which would be beyond the scope of this current update to the element. So where specific projects may be initiated through the new Complete Streets policies and programs, these would be evaluated on a case-by-case basis relative to CEQA requirements in place at that time as well as for consistency with the City's LOS standards, unless/until such time that they may be modified.

Enclosed for the Commission's use are both the "redlined" version of the goals policies and programs, for tracking changes, as well as a regular (non-redlined) version, for ease of reading. The redlined version is color coded to identify those changes recommended by the Complete Street Committee versus those which have been carried forward from the previous update sessions, or those recommended by staff.

The Complete Streets Committee met on December 3<sup>rd</sup> and 17<sup>th</sup>, 2014 and January 7<sup>th</sup> 2015 and conducted a detailed review of all of those policies and programs within the Complete Streets section of the element. This includes complete streets applicability and design standards, pedestrians and bicycles, safe routes to schools, and transit. The Committee also considered the Circulation Element goals, since some of these are directly tied to the Complete Streets policies and programs. The goals, policies and programs proposed by the Committee are shown in blue, in the attachment and staff is generally supportive of the Committee's recommendations. However, one program to draw the Commission's attention to is Complete Streets Program C.22.2 which as proposed calls for, "*.....Inclusion of street trees and other landscaping features, to enhance the appearance of the streetscape and encourage pedestrian and bicycle*



*use. Landscaping should consist primarily of San Bruno Mountain native plants and non-invasive drought resistant plants.”* The recommendation of San Bruno Mountain native plants can severely limit the plant palette and should be fully studied.

#### Next Steps

This attached draft includes the goals, policies and programs, for the Commission’s discussion and feedback. Also included are the Circulation Element section headings, to provide context. The intent is that following input from the Commission, a public hearing will be scheduled and the draft element will be provided in its entirety at that time. This would include the Circulation text and updated figures showing the circulation system and major planned improvements. Although the order of the policies and programs is evident with the attached draft, the text to come will provide further structure and context to the policies and programs.

#### **ATTACHMENTS:**


- 1994 General Plan Figures
- Draft Circulation Element (Goals, Policies and Programs only), Clean Version, 05/14/15
- Draft Circulation Element (Goals, Policies and Programs only), Marked-up Version, 05/14/15
- Planning Commission Agenda Report, 12/4/14 –Study Session #2 (text only)
- Planning Commission Agenda Report, 11/13/14 –Study Session #1 (text only)
- City Council Agenda Report, 10/2/14

*Not included*

# *City of Brisbane*

## *Planning Commission Agenda Report*

**TO:** Planning Commission For the Meeting of 12/4/14

**FROM:** Ken Johnson, Senior Planner via  John Swiecki, Community Development Director

**SUBJECT:** Study Session #2 on Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008

**INTRODUCTION:** This is the Planning Commission's second study session on the proposed amendment to the City's Circulation Element, to incorporate provisions for complete streets consistent with the requirements of The California Complete Streets Act of 2008 (Act).

The purpose of this study session is to provide further information, include preliminary draft Complete Streets goals, policies and programs, for the Planning Commission's consideration and for the Commission to provide preliminary thoughts and feedback. This is in advance of its review of the amended Circulation Element as a whole. That review of the amended Circulation Element is tentatively scheduled for January, following receipt of recommendations by the City Council appointed Complete Streets Committee.

**BACKGROUND:** On October 2nd 2014, the City Council authorized staff to initiate an amendment to the Circulation Element to comply with the Act, which requires cities to plan for transportation networks which will accommodate all modes of transportation. The City has a deadline to amend the Circulation Element of January 31, 2015, in order to maintain eligibility for discretionary transportation funding through the Metropolitan Transportation Commission's (MTC) One Bay Area Grant (OBAG) program.

On December 3<sup>rd</sup>, the Complete Streets Committee met and received the draft goals, policies and programs which pertain to the Complete Streets portion of the Circulation Element for its review. The Committee has scheduled a meeting on December 17<sup>th</sup> to provide their recommendations. These recommendations will be provided for the Planning Commission's consideration.

The draft goals, policies and programs which have been provided to the Committee are included herein, for the Commission's preliminary review. The intent is to provide the Commission with an advance copy for preliminary comment. Again, once the Complete Streets Committee has provided their recommendations, the Commission will hold a public hearing and undertake its review of the complete draft amendment to the Element.



**DISCUSSION:** The following provides a brief a review of the purpose and content of the General Plan and Circulation Element, some overarching guidelines in the Commission's review and the proposed organization of the Circulation Element.

*General Plan Context:* By way of review, the general plan serves as a jurisdiction's basic planning document, setting the direction for all future development throughout the jurisdiction and those areas designated within its sphere of influence. Per state law, general plans became mandatory in 1971 and a general plan is to include 7 mandatory elements which plan for the comprehensive, long-term growth for physical development within the plan area. These required elements include:

1. Land use
2. Housing
3. Conservation
4. Open space
5. Noise
6. Safety
7. Circulation

The Circulation Element must identify the general location and extent of both existing and planned major thoroughfares, transportation routes, transit terminals, etc.. It serves to both determine and limit the pattern and extent of development. It is to include detailed maps and addresses such things as standards for operation (ie: level of service), financing and policies. As indicated above, the legislation on Complete Streets was enacted in 2008 and requires legislative bodies revising their circulation elements after 2011 to plan for a transportation network which includes all types of users.

*Overarching Considerations:* There are a few things to bear in mind in reviewing the proposed amendments for Brisbane's update to its Circulation Element.

The intent is to provide an update of the Element consistent with the Act, to address Complete Streets specifically. However, in so doing there are implications in terms of reformatting the sections and ensuring internal consistency. This also provides an opportunity to update certain policy and program language or delete programs which have been accomplished and are no longer relevant.

In reviewing the draft amendments, it's important for the Commission to bear in mind that there is a hierarchy of goals, policies and programs in the General Plan:

- Goal – Goals state an overarching aim of the City
- Policy – Policies provide general direction on a particular topic
- Program – Provides more specific direction on how to implement a policy

While programs are always tied to a policy which it is to implement, not all policies require an implementing program, but rather some policies may stand on their own.

Since the purpose of the General Plan is to set the general direction for the City, it is important that the Commission not attempt to address specific projects. To this end, the policy and program language is fairly broad. This is intended to provide direction for establishment of future standards and projects.

Also, you will see policies and programs regarding cooperation with outside agencies, especially for such things as connections to regional bike and pedestrian networks, transit stops, etc. Since the City does not have control over outside agencies, the policies and programs generally cannot commit the City to an action, but rather indicates cooperation with these agencies to meet a specific aim.

*Organization of the Circulation Element:* As discussed in the previous study session, the adopted Circulation Element already includes a number of goals, policies and programs that align with Complete Streets objectives. However, they are not necessarily cohesively organized under a complete streets framework. Given that, a major goal of the proposed amendment is to reorganize the current Circulation Element to establish a cohesive complete streets framework, and then determine modifications, additions and deletions are required to bring the City's Circulation Element into compliance with the requirements of state law.

The attached draft of the Complete Streets goals, policies and programs reflects the first stage of that overall reorganization. The existing element already includes sections on bicycles, pedestrians and transit, which have been brought under the umbrella of Complete Streets, since these are integral components to Complete Streets. In addition, certain policies and programs were located within the Land Use Element and have been included in the draft amendment as well.

The proposed amendment additions are coded in blue with current text shown in black or strike-out, where deletion is suggested. As part of the final amendment, additional text will be included in the main body of the Circulation Element to provide the context of the Complete Streets requirements.

#### ATTACHMENTS:

- ~~Proposed General Plan Complete Streets Amendment – Goals, Policies and Programs, Preliminary Draft, 12/3/14 (also in review with the Complete Streets Committee)~~
- ~~Circulation Element from the City of Brisbane 1994 General Plan~~
- ~~Planning Commission Agenda Report, 11/13/14 – Complete Streets Study Session #1~~

not included



# *City of Brisbane*

## *Planning Commission Agenda Report*

**TO:** Planning Commission For the Meeting of 11/13/14

**FROM:** Ken Johnson, Senior Planner via <sup>JAS</sup> John Swiecki, Community Development Director

**SUBJECT:** Amendment to the Circulation Element of the General Plan to incorporate provisions for Complete Streets, pursuant to The Complete Streets Act of 2008

**INTRODUCTION:** On October 2nd 2014, the City Council authorized staff to initiate an amendment to the City's Circulation Element to incorporate provisions for complete streets consistent with the requirements of Assembly Bill 1358, The California Complete Streets Act (Act). The purpose is to ensure that the City's transportation network accommodates all modes of transportation, including motor vehicles, transit, bicyclists and pedestrians. See the attached October 2 2014 City Council report for additional information.

This Study Session is being held to provide the Planning Commission with additional background information regarding Complete Streets requirements, and for the Planning Commission to provide and preliminary thoughts/feedback on what should be incorporated into the forthcoming Circulation Element amendment.

As noted in the attached council report, the City's deadline to amend the Circulation Element is January 31, 2015 in order for the city to maintain eligibility for discretionary transportation funding through the Metropolitan Transportation Commission's (MTC) One Bay Area Grant (OBAG) program.

### **DISCUSSION:**

As detailed in the state's guidance document, "Update to the General Plan Guidelines: Complete Streets and the Circulation Element", dated December 15, 2010, the goal of complete streets is to provide for the "development of well balanced, connected, safe and convenient multimodal transportation network. This network should consist of complete streets which are designed and constructed to serve all users of streets, roads, and highways, regardless of their age or ability, or whether they are driving, walking, bicycling, or taking transit."

The state also acknowledges in its guidance document that a key factor in creating a successful multimodal transportation network, is to make sure that the planning objectives, policies and standards "reflect the rural, suburban, and/or urban context of a community within the planning area", since there are different growth and development patterns depending on the context. For

example, a rural jurisdiction may require wide shoulders to accommodate pedestrian, bicycle or even equestrian travel. Where-as a jurisdiction with suburban or urban contexts may accommodate pedestrian and bicycle travel with the inclusion of sidewalks and bicycle lanes and controlled street crossings.

When considering context issues, the needs of all types of users, the community, traffic demand, impacts on alternate routes, safety, funding and maintenance feasibility, and any relevant regulations should be addressed.

The provisions of the circulation element can affect a community's environment as follows:

- **Physical:** The circulation system is one of the chief determinants in the physical development patterns and the systems location, design, accessibility and variety of modes have impacts on a variety of environmental issues, including the placement of land uses.
- **Social:** The circulation system is a primary determinant of the pattern of human settlement. It serves to provide accessibility on one hand and may present barriers on the other.
- **Health and Safety:** The circulation system through design and accessibility can either promote or deter physical activity and the availability of multiple modes can reduce air pollution, versus automobile-centric circulation. Circulation system design can also serve to increase or decrease vehicle collision risks.
- **Economic:** Economic activities normally require movement of materials, products, employees, etc. and so the circulation system has a direct effect on economic productivity.

*Complete Street Considerations for Brisbane:* For Brisbane, the overall roadway circulation pattern is largely established, with the exception of the Baylands which will be subject to a Specific Plan which will need to comply with complete streets provisions. In some areas multiple modes of transportation are addressed, but not all areas, and certain improvements may facilitate improvement or addition of alternate modes of travel.

From a policy perspective the adopted Circulation Element already includes a number of goals, policies and programs that align with complete streets objectives, However, they are not necessarily cohesively organized under a complete streets framework. A major goal of the proposed amendment will be to reorganize the current Circulation Element to establish a cohesive complete streets framework, and then determine modifications, additions and deletions are required to bring the City's Circulation Element into compliance with the requirements of state law.

As the Planning Commission considers the proposed Circulation Element revisions in upcoming meetings it is important to remember that the General Plan establishes broad policy and program



direction on either a citywide or district basis as appropriate. The Circulation Element is not the place to establish site-specific design solutions or specific construction projects, nor to define city operations. Additionally, the Commission should consider existing development patterns in the context of applying complete streets concepts. For example bicycle commuter routes and safe routes to school are applicable to different geographic areas of town. Some areas of the city have space for the development or expansion of sidewalks and bike lanes (such as along Bayshore Boulevard and Valley Drive), while the physical and development characteristics in the upper streets of Central Brisbane severely restrict opportunities for new infrastructure.

Procedurally staff is in the process of drafting up the Circulation Element amendment. It will be first reviewed by the Complete Streets subcommittee appointed by the City Council, and their recommendations will be forwarded to the Planning Commission for its consideration along with proposed amendment. The process timeline will be aggressive in order to comply with the January 31, 2015 adoption deadline.

To help the Commission prepare for its upcoming hearing a copy of the adopted Circulation Element from the 1994 General Plan is provided for reference purposes, and Commission is encouraged review this document in advance. A copy of the City of Pacifica's draft complete streets policies is also attached for the Commission's reference. Staff will be using examples from other jurisdictions as well as the state's guidance document in preparing draft complete streets policies for the Commission's review.

#### ATTACHMENTS:

- ~~Agenda Report to City Council, October 2, 2014~~
- ~~Circulation Element from the City's 1994 General Plan~~
- ~~Draft implementing policies – Example from City of Pacifica~~

Not included