

## **CHAPTER I**

# **INTRODUCTION**

*The General Plan Process*

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# INTRODUCTION

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# CHAPTER I

## INTRODUCTION

### I.1 THE GENERAL PLAN PROCESS

A community's General Plan is the foundation upon which all land use decisions are based. It is also an expression of community values.

Brisbane last adopted a comprehensive General Plan in early 1980. Since that time, many changes have occurred that have affected the community: The City Limits expanded with the annexation in 1983 of Crocker Park and the Northeast Ridge; Brisbane's Sphere of Influence was revised by San Mateo County's Local Agency Formation Commission (LAFCO) in 1992 to coincide with the portions of Owl and Buckeye Canyons purchased by the State and with the above-mentioned annexations; the San Bruno Mountain Area Habitat Conservation Plan, which guides development of San Bruno Mountain, was completed in 1983; Brisbane experienced development of the Marina and Koll Center Sierra Point; the Cozy Cove Motel was demolished; development of 579 residential units was approved for the Northeast Ridge; and the ownership of vast tracts of land in the Baylands was transferred from Southern Pacific Transportation Company to Tuntex Properties, Inc. (Brisbane).

Awareness of public safety and the importance of the environment has increased, as the community experienced the torrential rains in 1981-1982 and 1986, the subsequent lengthy drought, the earthquake of 1989 and the catastrophic fires in the Oakland hills in 1991. The 1990 U.S. Census indicates that the demographics of the community have changed over the past decade as well. This General Plan update affords the community the opportunity to consider these changes, and to use this knowledge and experience to plan for Brisbane's future.

The process of updating the General Plan has been underway for several years as the City gathered information on existing conditions. The 1988 Brisbane Traffic Management and Capacity Study, noise surveys, geological studies of the effects of the rain storms on slope stability, sewer studies, pavement analysis, studies of water capacity and conditions, mapping of environmental constraints and natural resources, studies of channel depth and shoreline erosion in the Bay, a childcare needs assessment questionnaire and identification of post 1989 earthquake unsafe structures are among the studies completed. This research laid the groundwork for the preparation of the background reports on existing conditions in Brisbane listed in the Bibliography and referenced throughout this document, which provide the factual basis for the policies set forth in this General Plan.

In the summer of 1991, the City Council adopted a comprehensive work program for the update of the General Plan and set a timeline for its completion. A rigorous schedule and work program was adopted that was designed to bring together extensive public

participation and thorough up-to-date factual research so that the community could make informed decisions about the forthcoming ten years. The following brief history of the General Plan process since the summer of 1991 describes how, through the gathering and disseminating of background information and through the input and involvement of hundreds of community members, the Brisbane General Plan was created.

### **Issues Identification Survey**

On August 12, 1991, the City Council authorized a voter questionnaire to identify the planning issues important to Brisbane's future. The Council's decision to prepare this survey, the first in a series of opportunities for public participation for Brisbane residents and businesses, was announced in an article in the September 1991 edition of the *Brisbane Star*, along with an overview of the General Plan update process. Throughout the fall of 1991, a City Council subcommittee of Councilmembers Clara A. Johnson and Lee J Panza worked on the issues identification questionnaire with the help of Professor Richard LeGates of San Francisco State University and the staff of the Public Research Institute. The questionnaire was an item on the public meeting agenda of the City Council on October 15, 21 and 28, and December 9 and 16, 1991. The December 1991 edition of the *Brisbane Star* informed voters that they would be receiving an issues identification questionnaire in the mail within a few months.

On April 2, 1992, Councilmember Richard B. Kerwin, Mayor of Brisbane, sent a letter to Brisbane residents stating that the issues identification questionnaire was soon to be distributed and stressing the importance of citizen input early in the General Plan update process. Distribution of the questionnaire was also announced in the April 1992 edition of the *Brisbane Star*. On April 8, 1992, the questionnaire was mailed to all registered voters in Brisbane, to be returned by April 27, 1992. A follow-up reminder was distributed shortly thereafter, and a sign was posted on the signboard near the entrance to town urging voters to return their surveys and let their voices be heard.

A high percentage of surveys--30% or 537 questionnaires--were returned. The results were published, summarized in the June 1992 edition of the *Brisbane Star*, and made available to the public prior to "Have Your Say Day" (discussed below). This survey served to provide valuable information in developing the policies found in this General Plan.

### **Existing Conditions Report**

During the fall of 1991, while the issues identification survey was being drafted, the City also worked on a comprehensive set of background reports to document existing conditions in Brisbane and form the factual basis for decision-making. As each background report was completed, it was made available for public review at the Public Library, City Hall annex and Fire Station. In addition, members of the public could purchase any background report for a minimal fee to cover the cost of printing or obtain a summary at no cost. Most reports were available to the public by late spring of 1992 to

facilitate public input at "Have Your Say Day," held on May 30, 1992. What follows is a complete bibliography of these background reports, along with each report's author, completion date and reference code. These background reports are incorporated by reference into this document and cited throughout. Each report was reviewed in August 1993 and March 1994, and updated by means of an addendum where appropriate.(1) The addenda were made available for public review in the same manner as the background reports.

## **BIBLIOGRAPHY**

### **TECHNICAL BACKGROUND REPORTS**

#### Commercial and Industrial Land Use

LU-1	Bayshore Blvd. Survey	City of Brisbane	April 1992
LU-2	Brisbane Village Survey	City of Brisbane	June 1992
LU-3	Crocker Park Survey	City of Brisbane	March 1992
LU-4	Industrial Way Survey	City of Brisbane	April 1992
LU-5	Sierra Point Survey	City of Brisbane	Sept. 1992
LU-6	Tunnel Avenue Survey	City of Brisbane	June 1992
LU-7	Visitation & San Bruno Ave. Survey	City of Brisbane	May 1992

#### Safety

SA-1	Safety Element Background Report	City of Brisbane	April 1992
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#### Noise

NO-1	Background Report for Noise Element	Charles M. Salter & Associates	March 1992
NO-2	Noise Exposure Contours for the Ten Year Projected Traffic	Charles M. Salter & Associates	Nov. 1993

#### Open Space

OS-1	Existing and Potential Parks, Recreation, Historic & Cultural Resources	City of Brisbane	April 1992
OS-2	Preserving Open Space	City of Brisbane	June 1993
OS-3	Background Report on Trails	City of Brisbane	June 1993

### Transportation and Circulation

TR-1	Transportation Modes, Carriers & Routes	Fehr & Peers Assoc.	April 1992
TR-2	Streets & Highways	Fehr & Peers Assoc.	May 1992
TR-3	Bicycle Routes	Fehr & Peers Assoc.	April 1992
TR-4	Parking	Fehr & Peers Assoc.	May 1992
TR-5	Airport Access & Ground Transportation	Fehr & Peers Assoc.	April 1992
TR-6	Waterways	Fehr & Peers Assoc.	April 1992
TR-7	Pedestrian Access	Fehr & Peers Assoc.	April 1992
TR-8	Brisbane Traffic Management And Capacity Study Update	Wilbur Smith Assoc.	April 1993

### Utilities

UT-1	Storm Drain Infrastructure	Willdan Assoc.	March 1993
UT-2	Sewer System Report	Willdan Assoc.	Oct. 1992 (updated Dec. 1992)
UT-3	Water Report	Willdan Assoc.	Oct. 1992 (updated Dec. 1992)
UT-4	Utilities Background Report and Franchise Agreements: Electricity & Natural Gas Fuel Storage & Distribution Telecommunications Solid Waste and Recyclable Materials Collection	City of Brisbane	March 1994

### Natural Resources and Hazards

NR-1	Natural Resources and Natural & Man-made Hazards Physical Setting Geologic Setting Biology, Water Resources Cultural Resources Hazards	Thomas Reid Assoc.	May 1992
NR-2	Air Quality	City of Brisbane	May 1992

### General Plan Issues

GP-1	Have Your Say Day Transcript	City of Brisbane	May 1992
GP-2	Background Report on the 1990 U.S. Census	City of Brisbane	June 1992
GP-3	1990 Census Printouts	ABAG	Nov. 1992
GP-4	General Plan Survey Results	Public Research Inst.	May 1992
GP-5	General Plan Survey Transcript	Public Research Inst.	June 1992
GP-6	Additional Comments for	Public Research Inst.	July 1992

GP-7	General Plan Survey Transcript General Plan Issues Responses by 8th Graders	City of Brisbane	June 1992
GP-8	Brisbane Environmental Education Program (6th Grade Students)	City of Brisbane	June 1992
GP-9	Survey of Brisbane Voters on General Plan Options Volume 1- Principal Findings Volume 2- Cross Tabulations Volume 3- Open-ended Comments Volume 4- Methods & Documentation Volume 5- Business Report	Public Research Inst.	March 1993

#### Environmental Impact Report

EIR-1	Phase I: Environmental Setting	Thomas Reid Assoc.	June 1993
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#### Economics

EC-1	Market Analysis Summary	City of Brisbane	Nov. 1993
EC-2	Comprehensive Annual Financial Report, Fiscal Year Ending June 30, 1992	City of Brisbane	Nov. 1992
EC-3	Economic Analysis of Prototype Land Use Development for the Brisbane General Plan Update	Economic & Planning Systems, Inc.	Nov. 1993

#### History

HI-1	<i>A Spirit of Independence</i> A History of Brisbane Before Incorporation	Oral History Assoc., Inc.	1986
HI-2	<i>Brisbane City of Stars</i> The First 25 Years	Oral history Assoc., Inc.	1989
HI-3	<i>Born of Fire</i> In Praise of Brisbane	MTK & City of Brisbane Volunteers	1992

## **Public: Meetings**

Throughout the process of creating the General Plan, Brisbane's City Council, Planning Commission, and Parks, Beaches and Recreation Commission held numerous public meetings in which data collection and the background reports listed above, the public participation process itself, and General Plan policies were discussed. There were study sessions, informational presentations and public hearings, which provided opportunities for public participation. The following is a list of agenda items pertaining to the General Plan update from August 1991 to the adoption of the Plan.

### **CITY COUNCIL**

<u>Meeting Date</u>	<u>Agenda Item</u>
August 12, 1991	Agreement with San Francisco State University and the Public Research Institute (PRI) for the development of a survey designed to identify issues important to the future of the City
September 16, 1991	Request for extension of the 1980 General Plan from OPR in order to complete the update of the General Plan
October 15, 1991	Review of the issues identification questionnaire <sup>(2)</sup>
October 21, 1991	Review of the issues identification questionnaire
October 28, 1991	Review of the issues identification questionnaire
November 25, 1991	Agreement with Willdan Associates for preparation of technical background reports for the update of the General Plan
December 9, 1991	Issues identification questionnaire update
December 16, 1991	Agreement with Thomas Reid Associates for preparation of technical background reports for the update of the General Plan  Review of the issues identification questionnaire with authorization for subcommittee to finalize pretest
January 27, 1992	Agreement with Charles M. Salter Assoc. for preparation of technical background reports for update of the General Plan
March 9, 17 & 30, 1992	Joint meetings with Planning Commission; discussion of Phase I of the General Plan process, existing conditions and review of 1980 General Plan policies
March 23, 1992	Joint meeting with Parks, Beaches and Recreation Commission; discussion of existing conditions reports

	on Open Space Resources; establish a program to develop an open space plan for the update of the General Plan
April 27, 1992	Amendment to agreement with Thomas Reid Assoc. for additional mapping services
	Council direction to consider the 1990-1995 Housing Element with the General Plan Update.
May 11, 1992	Authorization of supplemental funds for citizen participation ("Have Your Say Day") for the update of the General Plan
June 29, 1992	Amendment to agreement with San Francisco State regarding issues identification questionnaire
July 27, 1992	Update on the General Plan work program
August 24, 1992	Discussion regarding contract with Thomas Reid Assoc, for preparation of General Plan EIR
August 29, 1992	Study session, discussion of feasible alternatives for the update of the General Plan
August 31, 1992	Approve contract with Thomas Reid Assoc. for preparation of the General Plan EIR
Sept. 22 & 29, 1992	Work sessions to examine feasible land use alternatives for the update of the General Plan
October 15, 1992	Request to OPR for additional extension of the 1980 General Plan in order to update the General Plan Agreement with Douglas Donaldson for project management services for the General Plan EIR
December 14, 1992	Agreement with PRI for developing and administering a survey of voters regarding General Plan alternatives (3)
January 11&12, 1993	Review and comment on draft General Plan alternatives questionnaire for residents and businesses
March 22, 1993	Report on General Plan alternatives survey results
April 26, 1993	The General Plan survey subcommittee was renamed the General Plan Update subcommittee and instructed to review General Plan land use alternatives and return to the Council with recommendations for analysis
June 14, 1993	Adoption of General Plan land use alternatives following review and comment by the Council and members of the public

August 9, 1993	Amendment to contract with Thomas Reid Associates regarding additional services for General Plan EIR
	Agreement with Wilbur Smith Associates regarding traffic analysis for General Plan EIR
	Appropriation of supplemental funds for General Plan update
Sept. 13, 1993	Transmittal of work program and calendar for review and adoption of General Plan
	Agreement with Charles M. Salter Associates regarding noise projections for General Plan EIR
October 4, 1993	Review and discuss Chapters I-IV and XI of the Draft General Plan
October 18, 1993	Review and discuss Chapter IX of the Draft General Plan
October 25, 1993	Review and discuss Chapter X of the Draft General Plan
Nov. 8, 1993	Consider a revised calendar for review and adoption of the General Plan and EIR
Nov. 29, 1993	Review and discuss Chapter X of the Draft General Plan
	Consider the General Plan review process calendar
Dec. 6, 1993	Review and discuss Chapter X of the Draft General Plan
Dec. 7, 1993	Review and discuss Chapters VIII and X of the Draft General Plan
Dec. 13, 1993	Review and discuss Chapter VIII of the Draft General Plan
Dec. 14, 1993	Review and discuss Chapter VI of the Draft General Plan
Dec. 20, 1993	Review and discuss Chapter VI of the Draft General Plan
January 4, 1994	Review and discuss Chapter VII of the Draft General Plan
January 18, 1994	Review and discuss Chapters V and VII of the Draft General Plan

Feb. 7, 1994	Review and discuss Chapter V of the Draft General Plan  Discuss calendar for General Plan review
Feb. 15, 1994	Review and discuss Chapter V of the Draft General Plan
Feb. 28, 1994	Confirm General Plan calendar
March 5, 1994	Review and discuss Chapter V of the Draft General Plan
March 7, 1994	Review and discuss Chapter XII of the Draft General Plan
March 15, 1994	Review and discuss Chapter XII of the Draft General Plan
March 21, 1994	Review and discuss Chapter XII of the Draft General Plan  Staff report on General Plan review calendar
March 22, 1994	Review and discuss Chapter XII of the Draft General Plan
April 5, 1994	Consider Land Use Alternatives and Level of Service Standards
April 12, 1994	Review and discuss General Plan land use alternatives and traffic level of service.
April 16, 1994	Review and discuss General Plan land use alternatives and traffic level of service  Consider final draft of General Plan and agency comments
April 18, 1994	Consider final draft of General Plan and agency comments
May 23, 1994	Amendment to the contract with Thomas Reid Associates for additional services in preparation of the General Plan EIR  Amendment to contract with Wilbur Smith Associates for additional services in preparation of the General Plan EIR
May 31, 1994	Public Hearing to consider certification of EIR and adoption of General Plan.

June 5, 1994	Continued Public Hearing to consider certification of EIR and adoption of General Plan.
June 21, 1994	Continued Public Hearing. Adoption of Resolutions 94-22, 94-23, 94-24 certifying the EIR and adopting the General Plan.

**PLANNING COMMISSION**

<u>Meeting Date</u>	<u>Agenda Item</u>
October 7, 1991	Status report on request to OPR for time extension of 1980 General Plan in order to update the General Plan  Status report on issues identification questionnaire
October 16, 1991	Study session with Parks Beaches and Recreation Commission regarding data collection (mapping) of existing and planned facilities for the General Plan update
December 11, 1991	Joint meeting with Parks, Beaches and Recreation Commission; discussion of issues relating to open space and recreation facilities for the General Plan update
February 18, 1992	Presentation by City Manager on the General Plan
March 2, 1992	Review of 1980 General Plan policies
March 9, 17 & 30, 1992	Joint meetings with City Council; discussion of Phase I General Plan process, existing conditions and review of 1980 General Plan policies
April 6, 1992	Presentation on the status of existing conditions reports; discussion regarding informing the public of availability of reports
April 20, 1992	Discussion of policy development in response to Crocker Park Survey, Noise Element Background Report and Industrial Way Background Report
May 4, 1992	Discussion of policy development in response to Safety Element Background Report, Bayshore Blvd. Background Report, Parks, Recreation, Historic & Cultural Resources Background Report  Report on issues identification questionnaire response rate and "Have Your Say Day"
May 18, 1992	Discussion of policy development in response to infrastructure technical reports: transportation Modes, Carriers and Routes; Bicycle Routes; Waterways; Airport Access and Ground transportation

	"Have Your Say Day" update
June 1, 1992	Lipman School 6th grade student presentation of a model of downtown Brisbane as they would like to see it in the future
	Discussion of policy development in response to: General Plan Survey results; General Plan Technical Studies; Infrastructure Technical Reports on Parking, and Streets and Highways; Air Quality Background Report; Visitation and San Bruno Aves. Survey Report
June 15, 1992	Discussion of policy development in response to: General Plan Technical Studies; Infrastructure Technical Report - Pedestrian Access
July 6, 1992	Discussion of policy development in response to: Tunnel Ave. Survey Report; Brisbane Village Survey Report
July 20, 1992	Discussion of policy development in response to: Background Report on the 1990 U.S. Census; Report on Downtown Brisbane (Brisbane Environmental Education Program) and General Plan issues responses by Brisbane 8th graders; transcript of Community Comments at "Have Your Say Day"
February 16, 1993	Update on General Plan alternatives survey
September 21, 1992	Discussion of policy development in response to Sierra Point Background Study
	Status report on General Plan update
March 1, 1993	Discussion of policy development in response to Water Background Report and Sewer System Background Report
	Status report on General Plan update
April 5, 1993	Staff report on General Plan alternatives survey reports, executive summaries: Brisbane voters and Brisbane businesses

April 19, 1993	Discussion of policy development in response to Storm Drain Infrastructure Background Report
	Status report on General Plan update
June 7, 1993	Status report on General Plan update
July 6, 1993	Discussion of policy development in response to Preserving Open Space Background Report
July 19, 1993	General Plan update scoping session to obtain public comment on the issues to be examined in the General Plan EIR
	Discussion of policy development in response to Trails Background Report
Sept. 7, 1993	Staff report regarding General Plan meeting schedule
Sept. 20, 1993	Review and discuss Chapters I-IV and XI of the Draft General Plan
Sept. 28, 1993	Review and discuss Chapters VII and IX of the Draft General Plan
October 5, 1993	Review and discuss Chapters VI and X of the Draft General Plan
October 13, 1993	Review and discuss Chapters V, VI and VIII of the Draft General Plan
October 19, 1993	Review and discuss Chapters V and XII of the Draft General Plan
October 26, 1993	Review and discuss Chapters V and XII of the Draft General Plan
Nov. 1, 1993	Review and discuss Chapter XII of the Draft General Plan
Nov. 16, 1993	Consider standards of population densities and building intensities in the Draft 1994 General Plan
Dec. 8 1993	Consider standards of population densities and building intensities in the Draft General Plan
March 8, 1994	Oral comments on the Draft 1994 General Plan Draft EIR
May 10, 1994	Public Hearing to consider recommending to the City Council adoption of the 1994 General Plan and the 1990-97 Housing Element and certification of the EIR.

May 16, 1994

Continued Public Hearing, Adoption of Resolution 94-3 recommending to the City Council adoption of the General Plan and the 990-97 Housing Element and certification of the EIR.

### **PARKS BEACHES RECREATION COMMISSION**

<u>Meeting Date</u>	<u>Agenda Item</u>
October 16, 1991	Study session with Planning Commission on data collection (mapping) of existing and planned facilities for the General Plan update
December 11, 1991	Study session with Planning Commission on issues relating to open space and recreational facilities for the General Plan update
February 19, 1992	Report by City Manager on General Plan
March 23, 1992	Joint meeting with City Council, discussion of preparation of the General Plan update
April 1, 15 & 29, 1992	Work on open space principles for General Plan update
April 29, 1992	Presentation by Mayor Kerwin on "Have Your Say Day" process
May 6, 1992	Final review of open space and recreation principles to be presented to the Planning Commission
May 20, 1992	Update on "Have Your Say Day" and voter survey responses
June 3, 1992	Discussion of "Have Your Say Day"
June 16, 1993	Informational report on General Plan update
Sept. 1, 1993	General Plan update by staff
Sept. 15, 1993	Discussion and approval of recommendations regarding Draft General Plan, Chapter VII
Sept. 20, 1993	Discussion and approval of recommendations regarding Draft General Plan, Chapter VIII
October 6, 1993	Discussion and approval of recommendations regarding Draft General Plan, Chapter IX
Nov. 17, 1993	Staff report on General Plan timeline
March 2, 1994	Staff report on calendar for adoption of General Plan

### **Have Your Say Day**

On Saturday, May 30, 1992, the City hosted an all day town meeting called "Have Your Say Day." The meeting was a key component of the public participation process for the General Plan. Lunch and childcare were provided, and all Brisbane households, property owners, community groups and businesses were invited to come and share their views about Brisbane's next ten years.

In an effort to obtain the broadest possible community participation, in late April and early May 1992, the City sent special letters of invitation to "Have Your Say Day" to all Brisbane households, property owners, community groups and businesses. Registration forms were enclosed announcing the availability of pre-meeting informational materials. The event was announced in the April 1992 edition of the *Brisbane Star* and in flyers that were distributed throughout the City.

The results were rewarding. Over 200 community members participated in the event. Assisted by facilitators from the Peninsula Conflict Resolution Center's mediation program, ten groups of participants worked steadily throughout the day addressing five sets of challenging questions on the future of all subareas affected by the General Plan. The responses of each group were recorded on butcher paper and were compiled into a transcript of the meeting, which was published and made available to the public, as announced in the June 1992 edition of the *Brisbane Star*. The contents of the transcript served as valuable background information for the policies found in this document.

### **General Plan Alternatives Survey**

On September 22 and 26, 1992, the City Council held working sessions to consider the land use and policy alternatives that had been suggested at "Have Your Say Day," in the issues identification survey, and at public meetings throughout the General Plan process. During the discussions at these working sessions, it became clear that additional citizen input would be very helpful in focusing the Council on the most meaningful alternatives for the community. For several subareas, neither the previous voter survey, conducted in April 1992, nor the responses at "Have Your Say Day" provided a clear community consensus on land use. A survey instrument was needed that would give the public an opportunity to confirm the Council's perceptions of the suggestions made to date, aid the Council in refining its understanding of the community's priorities, and thereby allow the City to move forward with the analysis of alternative future land use scenarios required for the General Plan update. The survey would also be a means of further informing the public about the issues to be addressed in the General Plan.

A subcommittee of City Councilmembers Steven W. Waldo and Raymond C. Miller worked with Dr. Richard DeLeon, the Director of the Public Research Institute (PRI) of San Francisco State University, in developing a survey to obtain citizen input on

acceptable and unacceptable land use alternatives in those subareas where community consensus was not clear. It was determined that face-to-face interviews would be most effective because they would give residents an opportunity to consider complex concepts with the help of visual aids such as maps, displays and photographs, and would yield a higher response rate than mail surveys. A similar survey of all Brisbane businesses would also be conducted.

By late January 1993, the survey instrument was completed, and the PRI staff was ready to begin interviewing. On January 19, 1993, Mayor Lee J Panza sent a letter to all Brisbane voters announcing that PRI staff would be coming to their homes between February 5 and 22, 1993 to conduct confidential interviews in order to obtain critical citizen input regarding land use and development alternatives for the General Plan update. He urged all voters to participate in the survey and let their voices be heard in the development of goals and priorities for Brisbane's future.

PRI staff conducted the survey interviews between February 6 and 22, 1993, interviewers attempted to personally contact all registered voters and all businesses in Brisbane. If a contact attempt was unsuccessful, the interviewer left a notice behind indicating that a contact attempt had been made and would be made again. Phone numbers were included on the notice to allow appointments to be scheduled at a more convenient time. Interviewers made up to three callback attempts on different days and at different times in an effort to contact and interview all eligible respondents. A sign on the board near the entrance to town urged all who had not yet responded to the survey to make a timely appointment for an interview. Special arrangements were made with the Harbor Master to conduct interviews at the Marina of those voters who lived there, and on February 19, 1993, a letter was sent to all Marina residents to urge them to take advantage of their final opportunity to participate in the survey.

These efforts yielded good results. The voter survey response rate was 50.2% (758 out of 1511 eligible voters)--about the same number of people who would normally vote in a municipal election. Of the remaining 49.8% of voters, 26.9% refused to be interviewed and 22.9% could not be contacted. The corresponding rates for the survey of businesses were: 48.9% completed interviews, 13.9% refusals and 37.2% not contacted. An article in the March 1993 edition of the *Brisbane Star* announced that the results of the surveys were being analyzed and would be presented at the March 22, 1993 City Council meeting and available for public review at the City Hall annex, the Library and the Fire Station.

On April 9, 1993, a copy of the Executive Summary of the results of both the voter and business surveys was mailed to every Brisbane voter. The Executive Summary was accompanied by a letter to the voters from Mayor Panza thanking everyone for their participation and informing them that the entire survey report was available for public review at City Hall and the Library. Mayor Panza urged community members to watch for notices of further public meetings to be held prior to the adoption of the General Plan and to stay informed and involved. The findings of the surveys were summarized in an

article in the June 1993 edition of the *Brisbane Star*, which again urged everyone to attend public meetings and stay involved in the General Plan process.

Subsequently, the City Council used the data compiled in the surveys, along with the information obtained from community members through the April 1992 voter survey and at "Have Your Say Day," to establish the land use alternatives that were analyzed for environmental impacts in the General Plan EIR.

This General Plan, which will guide Brisbane's future for the next ten years, is a product of the dynamic interaction between comprehensive factual research, on the one hand, and extensive public input, on the other. The policies in this document reflect the opinions and priorities expressed by hundreds of community members and extensive knowledge of Brisbane's environmental and demographic setting.

Once adopted, a General Plan does not remain static. State law permits up to four General Plan amendments per mandatory element per year (Government Code Section 65358b). Amendments may be made to the map or the text. Amendments may be initiated by the City or by a private citizen.

State law also provides direction on how cities can maintain the General Plan as a policy guide by preparing annual reports on the status of the Plan, its progress and its implementation.

The Brisbane General Plan is a ten year plan. This time frame was chosen because it represents a foreseeable future. The following policies establish the way the City will update and maintain the General Plan through the next ten years:

- Policy 1      The Technical Background Reports, which provide data for General Plan policy-making, shall be reviewed annually and updated as appropriate.**
  
- Policy 2      An annual report shall be submitted to the City Council reporting on the status of the General Plan and establishing the General Plan work program for the coming year.**
  
- Policy 3      The Brisbane General Plan shall be comprehensively reviewed by the year 2004 to determine to what extent conditions have changed and whether it is still in step with community values and conditions.**

## I.2 CONTENTS OF A GENERAL PLAN

State law (Government Code Sections 65300 et seq.) requires that the City adopt and maintain a comprehensive, long-term plan for the physical development of the City and of any land outside its boundaries which bears relation to its planning. The plan is to consist of a statement of development policies and a diagram or diagrams and text setting forth objectives, principles, standards and plan proposals. The requirements in the State law regarding what the plan should contain are articulated in terms of "elements," each devoted to a specific planning issue.

There are seven required elements which must be consistent with each other with regard to data, assumptions, projections, standards and policies.

*Land Use Element.* This element designates the proposed distribution of land uses in the planning area in terms of location, population density and building intensity. It also shows areas that are subject to flooding.

*Circulation Element.* This element identifies the general location of existing and proposed major thoroughfares, transportation routes, terminals and other local public utilities and facilities. The circulation element is closely related to the land use element.

*Conservation Element.* This element addresses the conservation, development and use of natural resources, including water, forests, soils, waterways, wildlife and mineral deposits. Issues considered in this element include flood control, water and air quality, erosion and endangered species.

*Open Space Element.* This element addresses preserving open space for natural resources, managed resource production, outdoor recreation and public health and safety. It includes an inventory of all open space property, whether privately or publicly owned. Because of overlapping areas of concern, the Open Space Element is often combined with the Conservation and Land Use Element.

*Noise Element.* This element addresses noise problems within the community. It describes current and projected noise levels for roadways, railroads, airports, industrial plants and other major noise sources. It also contains implementation measures to help solve noise problems in the community. .

*Safety Element.* This element sets forth policies and programs to protect the community from risks associated with seismic, geologic, flood, wildfire and other identified hazards.

*Housing Element.* This element consists of the identification and analysis of existing and projected housing needs of all economic segments of the community, as well as regional housing needs, and a statement of goals, policies, objectives and programs for the preservation, improvement and development of housing.

Because there are so many areas that overlap between the "elements," the Brisbane General Plan has combined six of these elements into a single document. The seventh element, Brisbane's Housing Element, remains separate and distinct from the others because of the requirements of State law, one of which is that it be updated next in 1997, a schedule that does not apply to the other elements. However, the policies from the Housing Element are included in this document for reference.

The format chosen for the Brisbane General Plan is designed to provide, in one place, the full compendium of policies necessary to support thoughtful, responsible decision-making by the City. Since many decisions that are made by City government must be considered for consistency with the General Plan, it serves elected and appointed officials and the public to have the maps and policies in a consolidated format that is easy to access and easy to use.

The following table illustrates the types of City actions which require consideration of General Plan policy:

TABLE 1

GENERAL PLAN CONSISTENCY REQUIREMENTS

CONSISTENCY REQUIREMENTS

DECISIONS

Actions which must be consistent

1. Adoption of zoning ordinances and with the General Plan rezonings.
2. Subdivisions (tentative and parcel maps).
3. Reservation of land for public use within a subdivision.
4. Acceptance or approval of open space easements.
5. Development agreements between developers and local governments.
6. Redevelopment plans.
7. Housing projects undertaken by housing authorities.
8. Parking facilities developed by public parking authorities.
9. Creation of on-site wastewater disposal zones.
10. Agricultural preserves established under the Williamson Act and the proposed alternate land use when the contract is canceled.

Actions which must be consistent with a particular element of the General Plan

11. Establishment or expansion of solid waste facilities.
12. Preparation of development plans for large-scale urban development projects.
13. Acceptance or approval of open space easements.

1. Acquisition, disposal or regulation of open space land (Open Space Element).
2. Building permits (Open Space Element).
3. Subdivision map (Open Space Element).
4. Open space zoning ordinance (Open Space Element).
5. Dedication of land or payment of fees for park and recreational purposes as a condition of subdivision (Recreation Element).
6. Certain housing and housing programs for individuals with special needs (Housing Element).
7. Land use decisions affecting areas with minerals of regional or statewide significance (mineral resource management policies of the Conservation Element).

Actions where consistency with the General Plan must be considered

1. Proposed City, County and special district capital improvement projects, including land acquisition and disposal.
2. Preparation of an initial study under CEQA.
3. Approval of electrical transmission or distribution lines of municipal utility districts.
4. Preparation of specific plans.

### **I.3 OVERALL GOALS OF THE GENERAL PLAN**

Producing a comprehensive General Plan is a major undertaking for a City. It requires a tremendous commitment of resources, funds, staff, equipment, and time. It requires the active participation of the entire community and the intense involvement of elected and appointed officials, and staff.

The overall goal of the Brisbane General Plan is to generate a product worthy of the investment; to establish both a data base and a policy basis that can be updated and maintained over time and that becomes a comfortable, integral part of decision-making. The General Plan should accurately express the character, desires and needs of the community in the text and policies so that the people can say, "Yes, that is who we are," and, "Yes, that is who we want to be."

A goal of the Brisbane General Plan is to respond to the requirements of the State for General Plans, as set forth in the Government Code, so that it stands as legally sufficient and defensible. The Plan addresses the mandated elements of Government Code Section 65302 in the context of local conditions in Brisbane. Policies for the seven mandated elements are woven through a single-document, so that the plan is a comprehensive, integrated and internally consistent statement for the City.

The General Plan has been developed as a set of documents. The technical background reports, which supply the research and objective data upon which the plan policies are based, are published separately and incorporated by reference. A bibliography of these reports is found on Pages 4-6. Note that each report is given a reference code. These codes will appear in both the text and footnotes of the Plan as references are made to data in the reports. Information from the reports has been duplicated in the Plan text only when necessary. The Housing Element, because it has unique requirements and timelines (Government Code Sections 65580 et seq.), is also published separately. Policies from the Housing Element are included as a chapter in the Plan in order to retain a complete compendium of policies in a single document.

The Plan is organized in chapters, each devoted to a major issue or point of information. Chapter II describes the Planning Area. Chapter III is devoted to Community Character. Chapter IV discusses the City's history of economic development and looks to economic development in the next ten years. And Chapters V through XI provide information and policies on Land Use, Transportation and Circulation, Open Space, Recreation and Community Services, Conservation, Community Health and Safety and Housing. Chapter XII is devoted to policies specifically addressing the 13 geographical subareas of the City. Chapter XIII includes information on the adoption of the Plan and is followed by a series of Appendixes. The Appendixes include matrixes that correlate the contents of the Plan to the requirements of the Government Code and the policies and programs to the General Plan elements.

The General Plan is intended as an integrated document, yet the chapters are designed to stand alone, for they will be used independently. Some duplication in the content of policies is unavoidable in order to make each chapter complete and comprehensive. Graphic figures, photographs and captions, and other graphic devices are included to illustrate concepts presented.

The goals, policies and programs are the heart of the Plan. Following these directives, the City will chart its course over the next ten years. The terms "Goal," "Policy" and "Program," as used in the Plan, are defined below:

Goal: A general, overall and ultimate purpose, aim, or end toward which the City will direct effort.

Policy: A specific statement of principle or of guiding actions which implies clear commitment, but is not mandatory. A general direction that the City will follow in order to meet its goals by undertaking specific action programs.

Program: An action, activity, or strategy carried out in response to adopted policy.

## FOOTNOTES

1. Between August 1993 and March 1994, addenda to the following reports were prepared and made available for public review: SA-1, OS-1, OS-3, TR-1, TR-2, TR-3, TR-S, TR-7, UT-1, UT-2, UT-3, NR-1, NR-2, GP-2, and EC-1. In addition, the General Plan Environmental Impact Report Phase I: Environmental Setting, was republished in December 1993 as Volume I: Environmental Setting.
2. Numerous subcommittee meetings were held regarding the development and administration of the General Plan Issues Identification Survey. These meetings are not reflected on this list.
3. Numerous subcommittee meetings were held regarding the development and administration of the General Plan Alternatives Survey. These meetings are not reflected on this list.