

# City of Brisbane

## Agenda Report

DATE: City Council Workshop of January 24, 2016

TO: Mayor and City Council

FROM: Clay Holstine, City Manager

SUBJECT: Council Goal Setting Session

Over the past month, city staff has worked with the Mayor & Mayor Pro Tem to review an outline and purpose for this Sunday's Annual Council Goal Setting Session. Additionally, we reviewed the proposed new budget format with the Council's Fiscal and Administrative Policies Subcommittee.

For the past several years we have collectively been developing a **Priority Based Budget**. Our stated purpose was to **elevate the City Council Policy discussion** to focus on the **connection of city services to the broader goals of the Community**. Budget hearings are rarely well attended and with rare exception, are only attended when we are proposing eliminating or altering a program where a special interest group or individuals seeks to maintain the status quo. The question that often arises at the Council dais is; how do we know we are meeting the "mark" when we receive little to no community input.

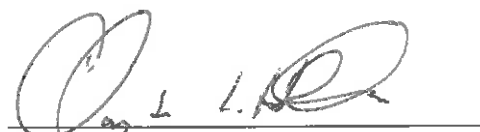
A well-crafted and properly tested Priority Based Budget will answer the question that the empty echo from a Council Chamber leaves void: "Are we meeting the Community goals and expectations by the services we provide." In addition to answering this question, our new budget format will focus on strengthening our analytics in understanding the impact of decisions (or perhaps non-decisions) today on the future financial viability of the City. A Priority Based Budget should lead to a better conversation on long term issues. Evaluating a budget in a one or two-year snapshot, as is the normal practice, distorts the long term focus. It can lead to short term decisions that cause problems down the road, but more likely the effect is that we spend our time and energy on small non-consequential items and not on long term budget and fiscal strategies. Long term fiscal health is not dependent upon closing a projected budget gap in any given year. This conversation invariably leads to discussions of small budget items. Instead, it is more dependent upon the development of strategies; either on spending, service delivery, or revenue changes projected out years into the future.

Last summer Stuart and I attended a workshop organized by the Center for Priority Based Budgeting. We were sufficiently impressed by the format and method they are using. Interestingly, almost all of what they do we have done in the past. Although, using different methods and approaches. For our purposes the content of our system will be essentially the ideas and concepts the Council has reviewed in the past, the primary difference will be a better format and presentation. There are a couple of significant additions or changes, the most important of which is the development of an interactive fiscal model that we will have available on Sunday and we can "play around with" using different assumptions.

To assist you in preparation I have attached a sheet that outlines your present values and some suggested rewording to make these community goals. We will ask on Sunday for the Council to review these in some detail and also have a discussion on performance measures to assess how we are doing in meeting our goals. We will have some handouts on Sunday with a few suggested approaches on performance measures.

From the Goal document the rest of the budget will flow. We will capture all of our activities in programs some of which may be multi-departmental. In a future year we would anticipate adopting a ranking process, but for this upcoming budget we suggest forgoing that effort. We do not anticipate a need, or a City Manager recommendation, to reduce our services.

Finally, as we have done in the past, prior to the Great Recession, we recommend going to a 2-year budget format. The format will allow for a general review of the budget status in 6 month intervals, essentially unchanged from our present process where we do a mid-year budget review. In the off-year of the 2-year cycle we would spend more time focusing on our Capital Budget and discussing not only projects, but funding strategies.



---

City Manager

# Community Oriented Goals

## Council

### Adopted Values



## Proposed

### Goals/Results



## 2016 Council Workplan (Last updated: 1/21/2016)

### PLANNING ISSUES

#### Workplan Item #1 – Recology Expansion Project

Recology is proposing to expand their existing facility in Brisbane which will require an environmental impact report (EIR). An EIR Notice of Preparation was published in 2015, but this project is currently on hold at the applicant's request. Once a Draft EIR is prepared, it will then be processed through the Planning Commission and then to City Council. City staff and Recology have been working on a Processing Agreement to cover the cost of staff time on their application. The format of this is similar to what has been done with Universal Paragon Corporation (UPC).

#### Workplan Item #2 – Baylands EIR and Specific Plan

The Baylands Final EIR was published in May of 2015. Public Hearings on the FEIR and Specific Plan commenced at the Planning Commission level on 9/10, with Commission deliberations starting on 1/14/16. The Planning Commission will make their final recommendations to Council sometime in 2016, which time public hearings at the Council level are anticipated to begin.

#### Workplan Item #2A – Sustainability Framework

The Council officially accepted the Sustainability Framework for the Baylands at their 11/5/15 meeting. The City is now looking to hire someone to do a Financial Sustainability Analysis. The purpose of the Sustainability Framework is to identify key sustainability principles to be addressed in future Baylands development, and to create an approach where these principles can be implemented. Note: The principles, key performance indicators (KPIs), and implementation approaches are aspirational and are not intended as mandatory requirements for any future Baylands project. The City Council held a Baylands Sustainability Framework Workshop in June 2015, where feedback from the Planning Commission, Open Space and Ecology Committee, and Parks and Recreation Commission was shared.

#### Workplan Item #2B - Economic Feasibility

The City has been working with consultant Keyser Marston to prepare economic data (financial impact on the City from various development scenarios which will assist in the negotiations for a Development Agreement if and when we have an agreed-upon project for the Baylands. Studies are still being prepared, with the results incorporated into the Baylands planning process at the City Council level.

#### Workplan Item #2C – Community Survey

The Baylands Community Survey was released on August 25<sup>th</sup> and ran until September 12<sup>th</sup> (surveys were delivered to residents' mailboxes on Monday, August 31<sup>st</sup>). The City Council

received a presentation from the City's survey consultant regarding the survey's results at their 10/27/15 meeting. The survey results/raw data were made available on the City's website on 10/28/15 for the public to view. The results will assist and inform the Planning Commission and City Council in their deliberations during the Baylands review process.

#### Workplan Item #3 – General Plan Update

In March 2015 the City Council concurred that the 1994 General Plan core values were still relevant to Brisbane today and that the 1994 Plan, as modified through 2007, should be the basis for moving forward with the General Plan update process. The General Plan update is pending completion of the Baylands review process, which could occur in 2016.

#### Workplan Item #4 – Parkside at Brisbane Village Precise Plan

The Housing Element was adopted by the City Council in April 2015. A portion of the approximately 25 acres near the Bayshore Boulevard/Old County Road entrance to Brisbane, which includes the Brisbane Village Shopping Center, Bank of America lot, light industrial properties on Park Place and Park Lane, and other City-owned properties along Bayshore Blvd. was identified in the Housing Element as the preferred location for new mixed use (i.e. retail) and residential infill development (i.e. housing). This area is being referred to as "Parkside at Brisbane Village". The Council awarded the contract to consulting firm MIG at their 9/17/15 meeting. The planning effort for the Precise Plan, which includes a robust community engagement piece, commenced in Fall 2015 with a Pop-Up Workshop on Saturday, 10/24/15 on Old County Rd. The event was very well-attended and overlapped with the Lions' Pumpkin Patch and Flu Shot Clinic. A second community workshop is planned for Monday, 2/1/16 at City Hall. The Precise Plan for the Parkside Project is anticipated to go before the Planning Commission and City Council in mid-2016.

#### Workplan Item #5 – Parking Regulations (formerly Parking Requirement and Garage Setback Ordinance)

The City Council will be reviewing proposed changes to the Brisbane Zoning Ordinance pertaining to the parking requirements for single family homes and setback requirements for garages. Both the Planning Commission and Planning Subcommittee reviewed this material, in 2012 and 2013, respectively. It is anticipated to come before the Council in early 2016.

#### Workplan Item #6 – Sierra Point Design Development Strategy

The process for adopting new guidelines has been ongoing for many years. The potential of moving forward with an interim park on the leased restaurant site was discussed with the Opus property owner rep. In conjunction with a revised Development Agreement, the applicant has submitted a proposal that staff and the ad-hoc committee are reviewing.

#### Workplan Item #7 – Baylands Soil Processing (BSP)

A Memorandum of Agreement (MOA), establishing operational limits and site controls while an Interim Use Permit application was being processed, was adopted by the City Council in 2014.

The interim use permit and EIR have been completed and hearings are expected to start at the Planning Commission level sometime in early 2016. In the meantime, we receive monthly activity reports including the pile heights. Staff is monitoring this to be in compliance with our MOA. UPC reported in late July that they have contracts with Lenar to move approximately 500,000 feet of soil off of the Brisbane site to San Francisco, so we should see significant reduction in the heights of the mounds of dirt.

#### Workplan Item #8 – Quarry Permit

The County initiated an EIR in August 2015 for future quarry operations, so it is anticipated that staff will review and comment on that Draft EIR in 2016. Additionally, potential developers of the Quarry continue to approach the city to discuss future development, and the current owners, EBI Aggregates, have also approached the City with potential development options. Any Quarry planning process through Brisbane would commence if and when a new owner chooses to move forward.

#### Workplan Item #9 – Grading Ordinance Update

The City Council Planning Subcommittee reviewed the city's current Grading Ordinance in 2014 and the update process will be scheduled as time permits, possibly 2016.

#### Workplan Item #10 – Green Building Ordinance Update

The Green Building Ordinance Subcommittee of the City Council reviewed a draft ordinance update in 2014; its revisions were endorsed by OSEC and the Planning Commission. The matter will be scheduled for review by a City Council subcommittee in 2016, followed by review by the full City Council.

#### Workplan Item #11 – Complete Streets Safety Committee

Since its inception, the Committee developed a Safe Pedestrian Routes to Schools Plan that was adopted by Council in December 2014. The plan will improve pedestrian routes to BES and Lipman by clearing sidewalk obstructions, installing ramps and high visibility crosswalks, and installing 15 mile per hour speed limits in school zones. The plan includes education and enforcement by the Brisbane Police Dept. of components such as parking practices that block pedestrian routes.

#### Workplan Item #12 – Transportation Planning (US 101/Candlestick Interchange & Geneva Ave. Extension Projects)

Grant funding was received from the San Mateo County Measure A Highway Program to study the impacts of proposed nearby and adjacent development to the 101/Candlestick Interchange Reconstruction and Geneva Ave. Project Study Reports are engineering reports whose purpose is to document agreement on the scope, schedule, and estimated cost of a project with the California Department of Transportation (Caltrans) so that the project can be considered for inclusion in a future programming document such as the STIP, a multi-year capital improvement program of transportation projects on and off the State Highway System.

### Workplan Item #13 – Airport Noise

We are placing on our website monthly stats (<http://www.brisbaneca.org/important-links/FAA-data>) as provided through Congresswoman Speier's office. They receive the data from the Federal Aviation Administration (FAA). In The FAA agreed in mid-2012 to provide the City with data detailing airplanes that depart from San Francisco International Airport and fly through a 1 nautical mile circle located over the City of Brisbane that the FAA has created for analytical and operational purposes. Brisbane resident Peter Grace has also been providing staff with charts which graphically show the FAA's data. The two charts, Flights per Day Between 10pm – 7am and Average Monthly Heights of Flights Between 10pm – 7am, are available to view on the same FAA Data page. On 11/16/15, Congressional Reps. Eshoo, Farr, and Speier released to the public the FAA's response to congressional inquiries about aircraft noise, which is a plan of action titled, *FAA Initiative to Address Noise Concerns*. The report is a compilation of ideas that were offered by the public regarding SFO at the FAA's recent meetings, as well as requests made by the SFO Airport Community Roundtable. The Roundtable's current focus is how to constructively engage the *Initiative* and what potential next steps they might take to be effective partners in this process.

### **FACILITIES PLANNING**

#### Workplan Item #14 – Planning and Location of New City Facilities – Library, Skatepark, Affordable Housing, Mixed Use Economic Development Opportunity

Significant progress was made on the Library and Skatepark projects. The locations of each have been determined and the design of each are underway (Library) or complete (Skatepark). The projects are discussed in more detail below. While the Council considered some options for Affordable Housing, no potential project has been identified.

#### Workplan Item #14A – New Library

The Council in 2014 identified the L.T. Clarke/5 Star Café site as the preferred site for the new library and directed staff to draft an RFP for architectural and engineering (A-E) services. In 2015, a Library Planning Stakeholder Group was established, comprised of representatives from the Friends of the Brisbane Library, Mothers of Brisbane, San Mateo County Library Staff, Brisbane School District, BEST/PTO, City Council (1 member, plus 1 alternate), a Parks and Recreation Commissioner, the City Manager, and the Public Works Director. This group will serve as a recommending body to the City Council on the ranking of proposals, and will work with the selected A-E firm during design. The Stakeholder Group met independently with each of the selected A-E firms the latter part of August 2015 to hear desires for the library in advance of submitting their Proposal and "Vision Competition" (due 9/30). The Planning Group will make a recommendation to the City Council in early 2016 where it is also anticipated a design contract will be awarded.

As far as funding goes, Supervisor Tissier is offering up to \$300K for architectural purposes and working on a loan for the amount we may need to fund the library above and beyond the dedicated funds we have from the Northeast Ridge, which is about \$3M. The loan would be

based on county investment pool interest earnings, something around 1 to 2%. The Finance Director and City Manager are working on the details but this would be considered positive news with the City Manager relaying to Supervisor Tissier the City's appreciation. At some point in the future as specifics are tied down, it is suggested inviting Sup. Tissier to a Council meeting to formally thank her.

#### Workplan Item #14B – New Skatepark

Council adopted a design process for the project in December of 2013. The Joint Council and Parks and Recreation Teen Services Subcommittee recommended and Council selected a design consultant in June of 2014 (Spohn Ranch). Spohn Ranch held two community workshops to get input on skatepark conceptual design, with a conceptual plan approved by Council in March 2015. A third and final workshop was held with the community on June 30<sup>th</sup>. Community fundraising began in July 2015 and concludes in February 2016. So far, a total of \$36K has been raised by the community. In-kind donations are estimated to be about \$40K. On 12/17/15, the Council approved the construction documents and authorized staff to advertise for bids. Those are due on February 2, 2016. We are at the "Firms respond to Request for Bids" step of the Council-approved Design Process for a Community Skatepark.

#### Workplan Item #14C – Affordable Housing Project

During calendar years 2014 and 2015, the City explored a potential project that included the Teen Center with Mid-Pen Housing. That project as it was envisioned is no longer under consideration. The City continues to hold approximately \$800,000 in Affordable Housing Funds as well as the Lau property which has an approximate value of \$2M.

Workforce Housing has also been explored by staff and that idea will also be reviewed by the Council Subcommittee.

Staff is preparing a paper outlining several potential projects to be reviewed by the Affordable Housing Subcommittee.

### **OTHER ITEMS**

#### Workplan Item #15 – Public Arts Ordinance

In November 2012, the City Council directed the Parks and Recreation Commission to draft an ordinance, which the Public Art Funding Subcommittee did with assistance from staff and the City Attorney. It was determined that the ordinance itself would be more of a shell, talking about how revenues are taken in, with the Implementation Guidelines done as a separate document, which would give the Council the most amount of flexibility to make changes if needed rather than go through an ordinance method. The ordinance was approved in October 2014 and temporary guidelines have been approved by City Council pending the approval of permanent guidelines. The Public Art Funding Subcommittee has been meeting and are in the process of drafting the Implementation Guidelines.



#### Workplan Item #16 – Economic Development Workplan

The Economic Development Subcommittee meets on a monthly basis and receives a report from the Economic Development Director. They have a fairly lengthy workplan themselves, centered on attraction and retention of businesses in Brisbane, and recently began discussing having more public murals in town, which involves outreach with the local business community.

#### Workplan Item #17 – Regional Water Quality Permit & Waste Franchise Agreements

Commercial street sweeping was increased in July of this year from being performed every other week to every Wednesday morning, with Visitation Ave. enforced between 3-6am. New signage was placed in July 2015 with community education through the months of July and August, with enforcement starting in September 2015. The Public Works Dept. is in the process of installing additional full capture trash devices in city storm drains, and has hired an employee who will manage the city's NPDES regulatory compliance issues.

Additionally, staff coordinated outreach efforts with SSF Scavenger Co. (SSFSC) about the new Trash Container Management Policy which requires all trash container lids to be completely closed with no debris around the area. Representatives from SSFSC made a presentation on the new Trash Container Management Policy at the 9/3/15 Council meeting and an article about the policy appeared in the Sept. STAR with a reminder in the Oct. issue.

This item will be removed from the 2016 Workplan as it is completed.

#### Workplan Item #18 – Fiscal Planning

The Council in June of this year adopted a new fund balance policy which sets aside reserves for natural disasters, economic downturns, and one-time fluctuations in reserves and expenditures. Council also adopted a Vehicle Replacement Funding Policy and established a trust to pre-fund long-term post-employment benefits (OPEB). In early 2016, the Council will review a plan to fund maintenance and rehabilitation of existing buildings. There is also a need to develop a funding plan for National Pollutant Discharge Elimination System (NPDES) expenses.

The City Council approved a Facilities Assessment Inventory to be completed as part of the 2015-16 budget and the Public Works Director is working with a consultant (hired July 2015). The goal of the Facilities Assessment Inventory, which is expected to be completed in early 2016, is to develop a schedule and resource needs for all City facilities so that they are well-maintained into the future.

#### Workplan Item #19 – Priority-Based Budgeting

Staff is developing a two-year priority-based program budget. The City Manager and Finance Director attended a seminar in Denver at the Center for Priority-Based Budgeting (CPPB). The approach incorporates the following:

1. Develop fiscal result model to assist in identifying long-term trends, and the impacts of spending commitments on future budgets

2. Adopt city-wide goals/results to measure against each program
3. Develop programs with each department for purposes of tracking costs
4. Identify goals/results that each program achieves
5. Rank programs on how many goals/results it assists the City in achieving
6. Develop Performance Indicators to measure effectiveness in meeting goals/results

The City Council is having their annual Goal-Setting Workshop/Retreat on 1/24/16 to discuss and confirm the community's goals.

#### Workplan Item #20 – Climate Action Plan and Community Choice Energy

At their 9/17/15 meeting, the Council voted to unanimously adopt the City's Climate Action Plan to reduce greenhouse gas emissions per AB 32 to 1990 levels by year 2020. The Open Space and Ecology Committee and Council Liaisons worked vigorously on the draft plan over the past year (work at the OSEC subcommittee level dates back 10 years). Staff also received assistance from a C/CAG consultant to quantify all the greenhouse gas emissions in Brisbane and the amount of reductions anticipated to be received by measures in the plan. Staff with recommendations from OSEC, will begin implementing measures in early 2016.

The Council's adoption of the Climate Action Plan allowed the City to be eligible for an overall Beacon Award from the Institute of Local Government in the Gold Category, which the City received on 10/1/15 at the League of California Cities Conference. Brisbane is the first city in the State to receive this distinction.

The County completed a County-wide technical study to assess the feasibility of Community Choice Energy (CCE) for San Mateo County. Their consultant presented the study to the Board of Supervisors on 9/22/15. The Council will be holding an informational workshop on Peninsula Clean Energy on 1/26/16, with the agenda item for Brisbane to join the JPA coming to the Council at their 2/4/16 meeting.

#### Workplan Item #21 - Health & Safety: E-Cigarette/Smoking and Weapon Control Ordinances; Vaping, and Marijuana Resolutions

##### **E-Cigarette/Smoking Ordinance**

At their 12/3/15 special meeting, the Council approved two motions. First, they unanimously voted to adopt Ordinance 602 as written with the following amendments:

1. Updating a bullet point in one of the Whereas statements (p.4) to, "The United States Fire Administration recommends that if people smoke, that they smoke outdoors;"
2. Changing "At all public transit stops" to "At all public transit shelters" in Section 8.45.040 – Areas where smoking is prohibited
3. Removing Chapter 8.46, which takes out all restrictions on smoking in multi-unit residences, but leaving all restrictions on smoking in public places and on certain types of distribution and sale of tobacco products, and all provisions extending the City's existing tobacco retailer license provisions to e-cigarette retailers.

Second, the Council unanimously moved that it is the Council's intent to adopt an ordinance regulating smoking in multi-unit residences within calendar year 2016. Before that happens, there will be extensive education outreach conducted by the County on the nature of the ordinance and the justification for it, and a full opportunity for feedback from all impacted homeowner associations and concerned citizens.

### **Weapon Control Ordinance**

Council will consider adopting an ordinance updating the City's outdated weapon control regulations to clarify those provisions and bring them into compliance with current state and federal laws.

### **Vaping Shop Regulations**

Council will consider adopting regulations governing retail establishments that sell electronic-cigarettes or electronic-cigarette products. A year-long moratorium is currently in effect and expires in November 2016.

### **Medical Marijuana Regulations**

As recommended by the League of Cities, the Health and Safety Subcommittee, City staff, and Council will consider adopting a resolution in February 2016 to make clear that the City's zoning ordinance bans the commercial cultivation of marijuana anywhere in Brisbane. Council will also consider at that time whether to explore regulations to prohibit the cultivation of marijuana for personal use and to ban businesses engaged in research and development, warehousing, manufacturing/processing, testing, distributing, transporting and/or delivering of marijuana or marijuana products.

### **Workplan Item #22 – Public Information**

Our Senior Management Analyst has been working closely with the City Manager and staff members representative of each department to post regularly to the City's various social media pages, including Facebook, Twitter, Instagram and Nextdoor. Information posted to social media is largely reflective of what can be found on the City's website, only packaged in a different way with oftentimes a graphic, shorter description of the item, and a link to the City's website for more information.

Staff worked with the Public Information Subcommittee and our web developer to create an electronic forum called "Brisbane Town Hall". This is a new place for community members to engage in dialogue over citywide issues and can be accessed from the City's homepage here: <http://www.brisbaneca.org/banner/brisbane-town-hall>. Brisbane Town Hall launched in November 2015, with the intent is to have 3-4 new forum topics every 2-3 weeks. A tutorial will take place on 1/26/16 at 6pm and will be recorded for archival purposes.