

City of Brisbane

Planning Commission Agenda Report

TO: Planning Commission For the Meeting of 7/10/14

FROM: Ken Johnson, Senior Planner and Tim Tune, Special Assistant, via John Swiecki, Community Development Director

SUBJECT: **Housing Element Update Study Session #5 (Part 3): Chapter III, "Land Inventory and Identification of Adequate Sites for Regional Housing Needs," and Appendix F, "Housing Element Sites Inventory: Opportunity Sites for Residential Development"**

INTRODUCTION: This is part 3 of the Planning Commission's series of study sessions on identification of adequate housing sites to meet the regional housing needs allocation (RHNA), for recommendation to City Council. The Planning Commission undertook parts one and two of these study sessions on April 24th and June 12th.

On April 24th the Commission provided direction to staff, on a preliminary basis, for the recommended sites selection to accommodate the RHNA. It would include the three lots that were previously designated for rezoning to mixed use north of the Community Park (proposed NCRO-3 district), along Old County Road. It would also include rezoning the three lots along the south side of Park Lane, behind the Post Office (proposed R-4 district). For completeness, the Planning Commission expressed interest in further discussing alternative sites, prior to providing their recommendation to City Council.

On June 12th staff provided the Planning Commission with a draft of Table 35, Summary of Housing Sites Inventory, along Table A which provided details on alternative sites. During that meeting, the Planning Commission indicated their desire to focus on housing sites close in to Central Brisbane (proposed NCRO-3 and R-4) and indicated that they would like to see examples of different densities, in the range of approximately 20 to 40 units per acre. The Planning Commission also requested information regarding how traffic impacts would be analyzed.

To address the Planning Commission's density question, this agenda report includes Table B and the associated map which outlines the sites developed in the R-3 and NCRO-2 districts with densities of 20 units per acre or more. A few of these sites are highlighted with further development details (such as individual unit sizes) and photos. This outline of existing buildings is not intended as an exercise in critiquing architectural form, but rather it's to illustrate how different housing densities appear on the ground, in terms of the building bulk. Note also that, a number of the sites included on the map and table predate current codes and the buildings represented here do not include the entire range of options which may be put forward for development of a specific site. The intent is that the Housing Element programs and policies would provide that initial framework within which the City would craft the zoning ordinance.

The zoning ordinance would then include the specific provisions for those future development applications.

Traffic impacts are also generally discussed in this agenda report.

Please bring your previous agenda reports from April 24th and June 12th for reference. The preliminary draft of the Housing Element Table 35, along with Table A, from the July 12th study session, are included here-in for ease of reference.

ANALYSIS: In order to help illustrate how different densities currently appear in Brisbane, Table B has been provided, which outlines existing housing sites with densities of 20 units per acre or more in the Central Brisbane R-3 and NCRO-2 districts, as well as an associated map showing the locations. These materials are provided to enable the planning commissioners to individually visit these sites and draw conclusions regarding building bulk and density.

Outline of Existing Sites Over 20 units/Acre and Observations: A total of 33 sites were identified with housing densities of at least 20 units per acre (i.e.: at least 2,178 sq ft of land per housing unit), within the R-3 residential and the NCRO-2 neighborhood commercial (mixed use) districts. These sites are largely scattered throughout these two districts, as shown on the map. Out of the 33 sites, several have been highlighted in yellow on Table B, with some additional details on the individual unit sizes, etc.. The highlighted sites are generally newer developments that are in the density ranges under discussion (approximately 20 to 40 units per acre) and therefore may provide relevant examples in the consideration of densities. Also, to some degree, these sites may be illustrative for architectural form for future zoning considerations. However, as previously indicated, the intent is not to dwell on the details of architectural form at this time.

Several general observations are worth noting in reviewing the existing sites within Central Brisbane, as outlined on Table B:

- Densities range up to 87 units per acre for 34 Visitacion Ave and 35 San Bruno Ave and 103 units for the converted hotel at 100 San Bruno Ave. Many of the sites in the R-3 district predate current codes in the R-3 district for maximum densities.
- Given the generally small lot sizes within Central Brisbane, most of the sites, although over the state's minimum density of 20 units per acre, have been developed to less than the state's required minimum site size to accommodate at least 16 units.
- The majority of the development was found to be to 3 stories with parking often constituting most of the 1st story. Several were found to be 2 stories. 398 Visitacion Ave is 4 stories on the downhill side, which includes its parking garage.
- Almost all of the sites had a significant component of the site dedicated to on-site parking, the exception to that is the converted hotel at 100 San Bruno Ave, further discussed below.

- For the highlighted sites, shown on the Table B, the living space for individual units generally ranged from approximately 800 to 1,300 sq ft. That is with the exception of the 100 percent affordable (moderate, low and very low income) 2-story seniors' housing development of Visitacion Gardens. It ranged from 574 to 708 sq ft of living space per unit, plus an office and indoor common space.
- For comparison with the preliminary proposed rezoning sites along Park Lane, the contiguous sites, from 665 to 737 San Bruno Avenue and the apartments on the west side of Thomas Avenue, constitute 83 dwelling units at an average density of 44.7 units per acre. This block represents a slightly smaller scale in terms of number of units to what's being considered along Park Lane, of 139 dwelling units, but is instructive in terms of a fairly large block of buildings being constructed to a relatively high density (twice the required minimum of 20 units per acre).

Alemand Hotel Example: Illustrative of the balance of density vs. unit size vs. building height, is the highest density site found in Brisbane. That is the former Alemand Hotel which was converted to residences, at 100 San Bruno Ave. It was built approximately 100 years ago with 13 units on a 5,500 sq ft lot, and it has a housing density of 103 units per acre. This includes a total of 10 studio units and 3 1-bedroom units, averaging only approximately 610 sq ft per unit including common hallways. The City's records show it as conforming with respect to height, at only 3 stories and 28 ft., and it also boasts a rear yard (approximately 50% of the lot) for the use of the residents. However, it does not include any on-site parking. So adding on-site parking would push the structure to 4 stories and larger unit sizes could easily push it to 5 stories or more.

Altamar at the Ridge Density: Note that the Commission requested a comparison with the Altamar at the Ridge development. The 214 unit, Altamar at the Ridge was developed on approximately 14 acres for a density of approximately 15 units per acre. This density calculation is only for the multifamily condominiums of Altamar, including its parking and landscaping areas, and does not include other developed areas of the Ridge, such as Landmark or Viewpoint.

Considerations for Zoning Recommendations: As discussed in the June 12th study session, the Planning Commission may keep the currently proposed rezoning, shown on Table 35, as the recommendation to City Council, or it may modify that recommendation based on further discussion. The previously provided draft Table 35 and Table A, from June 12th, shows the RHNA shortfall, along with the number of housing units which could be provided for specific sites, with a density range of 20 to 30 units per acre. The Commission may also recommend a higher density than either the state's minimum of 20 units per acre or the 30 units per acre example provided on Table A, if deemed appropriate.

The Planning Commission should consider that higher densities will tend to push the needed zoning height limits higher, or the individual unit sizes smaller. Similarly, there's a balance between outdoor landscaping and common areas, building height and the size of individual units. So a key question is, if the desire is to concentrate residential development to a smaller area, would the Commission also want to recommend building heights to allow for 4 story development in the proposed R-4 district? At least 3 stories, allowing for at least 35 ft heights, is

currently called for in the 2007-14 Housing Element, in the proposed NCRO-3 district, per Program H.B.1.b. Note that the current height limit in the Crocker Park TC-1 Trade Commercial district is 50 ft. Four stories with reasonable floor to ceiling heights and modestly pitched roof may be accomplished within 45 ft.

Also note that the topography along San Francisco Avenue, located behind the proposed R-4 district, rises to approximately 50 to 60 ft above the R-4 sites at its terminus at Solano Street and this area is fairly heavily vegetated with trees. So these sites will not be readily visible from the R-1 and R-2 districts to the south, even at 4 stories.

As a reminder, as shown on draft Table 35, the shortfall in the moderate, low and very low income categories, which will need to be accommodated through rezoning, is 225 units. At least 50 percent of this rezoning (113 units) will need to be to residential uses only (i.e.: no more than 50% may be zoned in mixed use).

Potential Traffic Impacts: Potential traffic impacts were raised as a question by the Planning Commission. Traffic studies, based on actual proposed projects, would be required as part of the environmental review under the California Environmental Quality Act (CEQA), prior to approval of a project.

In general, the cumulative traffic impact from a project is considered potentially significant per the C/CAG Congestion Management Program, if it generates a net increase of 100 or more peak hour trips. According to the Institute of Transportation Engineers' Trip Generation Manual (7th Edition), low rise apartments generate 0.62 peak hour trips per unit. Thus, it would take an apartment complex containing 161 units on a vacant site to generate a sufficient number of trips to be considered significant. Such projects would be required to incorporate trip reduction measures per the Congestion Management Program to mitigate this impact. None of the individual sites in the new NCRO-3 or R-4 Districts would have that capacity at the densities under consideration.

For example, the largest site, at 125 Valley Drive in the proposed NCRO-3 District, would be allowed 82 units at a density of 24 units per acre, assuming that 25% of the acreage is dedicated as public space. At 0.62 trips per dwelling unit, this project would be expected to generate 50.8 peak hour trips. From this, the peak hour trips generated by the existing industrial park use on the site (55,392 sq. ft. x 0.86 peak hour trips per 1,000 sq. ft. = 47.6) would be subtracted to derive the net peak hour trips (3.2), leaving a cushion of 96.8 peak hour trips for the commercial component of the mixed use on this site without mitigation.

Traffic generated by a project may also be considered significant if it reduces the level of service at specific intersections below adopted standards. The adopted minimum levels of service for traffic in Brisbane are Level of Service "D" for all arterials, except LOS "C" for the intersections of Bayshore Boulevard at Old County Road and San Bruno Avenue and LOS "E" for Bayshore Boulevard at Geneva Avenue and for U.S. 101 within Brisbane. In 2007, prior to the recession, all of the major intersections in Brisbane were operating at or better than the adopted levels, excluding Bayshore Boulevard at San Bruno Avenue. Subsequent traffic counts taken in 2012 for the Brisbane Baylands Draft EIR actually found decreased traffic volumes. Mitigation

measures may be required based on future traffic studies to maintain the levels of service as specified in the General Plan's circulation element for the arterial roadways and key intersections.

The cumulative traffic impacts of residential development in the vicinity of the intersection of Bayshore Boulevard and San Bruno Avenue could be significant, for example, if they were to contribute to traffic making the critical left turn movement at the intersection. Fehr & Peers Transportation Consultants found the intersection to be operating at LOS D on the eastbound approach in 2007. The required mitigation for any project contributing a significant percentage of trips to the critical movement would be signalization of the intersection. Proposed projects generating less than significant traffic that would impact this intersection would be required to contribute their fair share toward the cost of mitigation. Traffic from Park Lane would have 3 alternative routes to travel south on Bayshore Boulevard via Valley Drive, Old County Road or San Bruno Avenue. Although the San Bruno Avenue route might be 0.05 mile shorter than the Old County Road route, it is unlikely that Park Lane traffic would use this route if delays are to be expected at its intersection with Bayshore Boulevard (in addition to the lower speed limit, additional stop signs and steeper topography). A project-specific traffic study would be required to make the final determination.

CONTINUING THE UPDATE PROCESS: The draft policies and programs were provided for the commission's review and comment during the study session on May 22nd, as Chapter VI, "Housing Goals, Quantifiable Objectives, Policies and Programs." Depending on the results from tonight's study session, staff may bring certain policies and programs back to the Commission to revisit, if needed. Alternatively, assuming the Commission completes its preliminary review of all of the chapters of the 2015 - 2022 Housing Element, with tonight's study session, a preliminary draft of the Housing Element will be prepared for public hearing at an upcoming meeting.

At that time, the Planning Commission will have the opportunity to see the preliminary draft Housing Element as a complete document and make its recommendations for City Council's consideration. The Council would then consider the Housing Element prior to submittal of the preliminary draft to the California Department of Housing and Community Development for comment. Once any needed revisions are made in response to HCD's comments, the Planning Commission and City Council will hold public hearings on the draft Housing Element and its Environmental Initial Study before the City Council formally adopts the Housing Element by the January 31, 2015 deadline.

ATTACHMENTS:

- Preliminary Draft Table 35 – Summary of Housing Sites Inventory
- Table A – Outline of Sites for Consideration to Residential Only, Mixed Use or Related Uses
- Table B Central Brisbane R-3 and NCRO-2 District, Existing Dwelling Unit Densities
- Aerial Map of Residential Sites, within the R-3 and NCRO-2 Districts, With ≥ 20 Units/Acre
- Photos of Selected Sites