



MEMORANDUM

Date: August 8, 2013

TO: Planning Commission

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

SUBJECT: **Housing Element Sites Workshop**; Presentation of Background Data, Opportunities and Constraints on the Southeast Bayshore Sites and the Crocker Park, Park Lane Sites.

City Council recently authorized the Planning Commission to reconsider the Southwest Bayshore sites which were designated in the 2007-2014 Housing Element for rezoning to high density housing. Two areas have been part of the Planning Commission's preliminary discussions as potential replacement sites. These are the Crocker Park sites along Park Lane, behind the Post Office, and the Southeast Bayshore sites which, until recently, were predominately the location of VWR.

During the Commission's meeting of July 11th, the Commission requested a workshop outlining the background data on these sites. It is anticipated that a planning charrette would be scheduled in the Fall for Crocker Park as a whole, per Council's recent authorization, and the Crocker Park potential rezoning sites would be considered in more detail as part of that larger charrette. Likewise, the Southeast Bayshore sites would be considered during the same time frame to link up with that Crocker Park charrette work. Tonight's workshop is simply to provide a snapshot of the background data on these sites and to provide a preliminary outline of constraints and opportunities for these sites. This information is provided in map and table form for the Planning Commission's discussion.

One key to consider is that in removing the Southwest Bayshore sites from the Housing Element, the City will have a responsibility to provide zoning to accommodate a minimum of 85 housing units at a minimum density of 20 units per acre. As shown on the tables either of the areas could accommodate more than enough housing units. After reviewing the site data on acreage and potential housing units shown on Tables 1 and 2, the Commission may want to begin to consider the questions outlined below. It's also suggested that the Commission consider the constraints and opportunities for each of these potential rezoning districts. See Table 3 for further information.

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- If Crocker Park sites are to be selected, should the rezoning include two or all three sites listed on Table 1? If only two of the sites are to be selected, those closest to the Post Office (91-99 Park Lane and 105-115 Park Lane), the minimum density would have to be raised to 22 units per acre minimum to meet the requirement of 85 housing units. If 145 Park Lane is also included a total of 139 units could be accommodated on all three sites at the minimum of 20 units per acre.
- For the Southeast Bayshore district, it's suggested that the Commission consider a similar question. How much of the district should be zoned to residential, since the total potential at 20 units per acre for the three sites would be 364 housing units?

As a reminder, no decision is required at this time, but rather per the Commission's request, this workshop is to present data to allow the Commission to begin considering these sites in preparation for the charrette(s) in the Fall 2013.

Attachments:

- Table 1 – Crocker Park Sites
- Table 2 – Southeast Bayshore Sites
- Figure 1 – Designated and Potential Residential Rezoning Sites
- Figure 2 – City Center Potential Rezoning & Amenities (Crocker Park)
- Table 3 – Preliminary Outline of Constraints and Opportunities
- Housing Element Table 34, Table F.12 and Figure HE.5

Table 1
Crocker Park Sites
 Potentially Under Consideration
 for Rezoning to Residential

Previously Contemplated	Address	APN	Land Area		Existing Bldg. Gross (sq ft)	Year Built	Owner	Current Tenant/ Use	Housing Potential (20/acre min.)
			Sq. ft.	Acres					
Yes	91-99 Park Lane	005-202--200	80,804	1.855	36,806	1966	DCT Valley Drive CA LP	91 - Trillium Graphics/Printmaking 95 - Bake Express/Bakery Distribution 99 - Bakers of Paris/Bakery Distribution	38
Yes	105-115 Park Lane	005-202-150	92,749	2.13	43,500	1966	DCT Valley Drive CA LP	107 - Fresca Italia/Food Importer Warehouse 115 - Zarc Recycling/E-parts Wholesale	43
No	145 Park Lane	005-190-100	125,278	2.87	57,394	1961	DCT Valley Drive CA LP	145 - Next Style/E-commerce Retailer	58
Totals					298,831	6.85	137,700		139

H-1.3

Notes:
 Housing Potential: This is based on the minimum number of housing units (units) to achieve 20 units per acre (1 unit per 2,178 sq ft), rounded up to nearest whole number of units.

1 unit/2,178 sq ft of land = 20 units per acre
 1 acre = 43,560 sq ft

The 2007-2014 Housing Element designated the southern portion of the Southwest Bayshore subarea for rezoning to R-SWB to accommodate housing at a minimum of 20 units per acre. The City took credit for 93 units in this proposed district in the lower income categories, as allowed by State law. If the Housing Element is to be amended to rescind the rezoning of the R-SWB district and make up these potential housing sites with some or all of the above listed sites, the proposed zoning must accommodate a minimum of 85 units to meet the State's requirements (see the Housing Element Table 34 combined categories of moderate, low and very low incomes). This may potentially be accomplished with the above three sites at the minimum 20 units per acre, which would exceed the minimum by 54 units (139 - 85 = 54), or on two sites at a slightly higher density, such as 91-99 and 105-115 Park Lane at a minimum of 22 units per acre.

For reference, the nearby R-2 zoning district, located on the opposite side of the Old Quarry Road Trail, is currently zoned to accommodate 8.7 to 17.4 units per acre.; that is single family homes or two units (duplex or condominium) may be built on a conforming lot of 5,000 sq ft.

Table 2
Southeast Bayshore Sites
 Potentially Under Consideration
 for Rezoning to Residential

Previously Contemplated	Address	APN	Land Area		Existing Bldg. Gross (sq ft)	Year Built	Owner	Current Tenant/ Use	Housing Potential (20/acre min.)
			Sq. ft.	Acres					
No	3745 Bayshore Blvd.	007-150-030	496,976	11.41	270,800	1965+	150 Spear Street Associates	Vacant – formerly VWR International	229
No	3775 Bayshore Blvd.	007-150-040	158,035	3.63	69,258	1981	150 Spear Street Associates	Kam Lee Yuen Trading Co. Inc./ Grocery Distribution	73
No	3795 Bayshore Blvd.	007-150-070	134,164	3.08	0	NA	FHS Brisbane LP	NA	62
Totals			789,175	18.12	340,058				364

5.1.4

Notes:
 Housing Potential: This is based on the minimum number of housing units (units) to achieve 20 units per acre (1 unit per 2,178 sq ft, rounded up to nearest whole number of units).

1 unit/2,178 sq ft of land = 20 units per acre
 1 acre = 43,560 sq ft

The 2007-2014 Housing Element designated the southern portion of the Southwest Bayshore subarea for rezoning to R-SWB to accommodate housing at a minimum of 20 units per acre. The City took credit for 93 units in this proposed district in the lower income categories, as allowed by State law. If the Housing Element is to be amended to rescind the rezoning of the R-SWB district and make up these potential housing sites with some or all of the above listed sites, the proposed zoning must accommodate a minimum of 85 units to meet the State's requirements (see the Housing Element Table 34 combined categories of moderate, low and very low incomes).

This area is within 100 feet of the shoreline and therefore within the jurisdiction of the San Francisco Bay Conservation and Development Commission (BCDC). A development proposal in this area would be subject to BCDC permit in addition to any required City permits.

**Table 3
Preliminary Outline of Constraints & Opportunities**

Issues	Crocker Park (3 Sites: 91-99, 105-115 & 145 Park Lane)		Southeast Bayshore (3 Sites: 3745, 3775 & 3795 Bayshore Blvd.)	
	Potential Constraints	Opportunities	Potential Constraints	Opportunities
Site Context	<p>Most sites are currently occupied – unknown when the plan would be implemented.</p> <p>Would result in a new direct interface (edge) between Crocker Park and the Residential district.</p>	<p>Location would be adding to the “village” of Central Brisbane and contribute to the sense of community.</p> <p>Adjacent to Central Brisbane. Walking distance to shops, services and schools.</p> <p>Provides for convenience for the residents of the new homes and residents would be likely to contribute to the local economy, given the close proximity to shops and services.</p> <p>Residents would be in close proximity to the Crocker Park businesses and may readily walk to work within the Park and reduce vehicle miles travelled.</p> <p>Flat site.</p> <p>Infrastructure is existing.</p> <p>Relatively quiet area of Crocker Park (ie: smaller scale street and slower traffic than Valley Drive).</p> <p>Outside Floodplain</p>	<p>Isolated stand-alone location from Central Brisbane. The location would not contribute to the sense of community with the rest of Brisbane.</p> <p>Lacking convenient pedestrian connectivity.</p> <p>Residents would be likely to use vehicles for even quick shopping trips and for employment.</p> <p>Separation from Central Brisbane would necessitate development of gathering space(s)/recreational opportunities within the development.</p>	<p>Adequate size and configuration to add on-site amenities.</p> <p>Could provide for a distinctive sense of place. Given the size of the of these three sites it may be divided into two districts – one to meet the state housing law requirements and the second to provide amenities and a mix of other uses that may be appropriate to the context.</p>
Physical Setting/Environmental Issues	<p>Existing Industrial Warehouse Buildings at these sites and either adjacent or across Park Lane.</p> <p>(Note: Consider whether additional restrictions might need to be imposed, as an “overlay district”, on uses that would be adjacent to or across the street from the new district (ie: freight forwarding restrictions, etc.))</p>	<p>Existing Industrial Warehouse Buildings.</p> <p>Adjacent to Caltrain. Sites will be required to address noise concerns.</p> <p>Within Bay Conservation and Development District (BCDC) jurisdiction.</p> <p>Potential contamination at the site given the prior site use.</p>	<p>Existing Industrial Warehouse Buildings.</p> <p>Adjacent to Caltrain. Sites will be required to address noise concerns.</p> <p>Within Bay Conservation and Development District (BCDC) jurisdiction.</p> <p>Potential contamination at the site given the prior site use.</p>	<p>Flat site.</p> <p>Infrastructure is existing.</p> <p>Outside floodplain</p>

Issues	Crocker Park (3 Sites: 91-99, 105-115 & 145 Park Lane)		Southeast Bayshore (3 Sites: 3745, 3775 & 3795 Bayshore Blvd.)	
	Potential Constraints	Opportunities	Potential Constraints	Opportunities
Traffic	Development may add to the total number of vehicle trips per day in this area of Brisbane vs. existing commercial uses.	Development would reduce the number of large truck trips from this area of Brisbane. Park Lane's separation from Valley Drive can also lend itself towards becoming a neighborhood/residential street.	Unknown whether residential traffic would result in higher traffic impacts vs. commercial redevelopment/reuse of the site. Only one traffic outlet from the development at Bayshore Blvd.	Signalized intersection is already provided at Bayshore Blvd.
Views		Current zoning regulations allow for buildings up to 50 ft in height in the TC-1 district. New residential zoning could define the height limits to be less than that while still meeting the state's density requirement. Sites are generally hidden behind the Post Office and below the elevation of Crocker Park Trail and the R-2 district immediately to the south of these sites.		Current zoning regulations allow for buildings up to 50 ft in height in the M-1 district. New residential zoning could define the height limits to be less than that while still meeting the state's density requirement. Sites are below the elevation of Bayshore Boulevard and new zoning could define the height limits to respect the views from Bayshore Boulevard. Sites are visible from across the Lagoon and may be designed to improve on the appearance from these distant views.
Fiscal Impact	Unknown.		Unknown.	



Figure 1
Designated and Potential
Residential Rezoning Sites

○ Bus or Shuttle Stop (Approximate Location)
 Notes: Due to the number of small parcels in the planned R-SWB district, parcel lines are not shown here. See other map for details and potential parcel aggregation.



Figure 2
City Center Potential Rezoning & Amenities (Crocker Park)

- Bus or Shuttle Stop (Approximate Location)
- ★ Existing Community Amenity or Services

H.1.8

Excerpt from 2007-2014 Housing Element

Table 34. Summary of Housing Sites Inventory

Current Land Use Area (E) Zoning District)	Sites	Proposed Rezoning of Specified Sites	Size (Acres)	V. Low Income Units	Low Income Units	Mod. Income Units	Above Mod. Income Units	Total Units	Notes
CURRENT ZONING									
Mixed Use	Various sites	NA	0.81	2 ^B	2 ^B	-	13	17	Includes units permitted since 1/1/07.
Central Brisbane (NCRO-2)	3700, 3708 & 3710-3760 Bayshore Blvd.	NA	5.01	-	2 ^B	3	45	50	
Southwest Bayshore (SCRO-1); North End									
Residential Only									
Northeast Ridge (PD)	Various sites	NA	17.66	-	-	-	77	77	Includes units permitted since 1/1/07.
Central Brisbane (R-1, R-2 and R-3)	Various sites	NA	8.95*	8	8	7	68	83	Includes units permitted since 1/1/07. *SDU's based on trends, so acreage not included.
Brisbane Acres (R-BA)	Various sites	NA	See App. F	-	-	-	4	4	Based on trends.
Mixed Use									
Crocker Park (TC-1)	25 Park Place	NCRO-3 (24 units/acre min.)	1.25	23 ^B	23 ^B	-	-	23	25% dedication to public space.
	41-43 Park Place		1.11	20 ^B	20 ^B	-	-	20	(Subtotal for this area is: 23 + 20 + 82 = 125 potential units)
	125 Valley Drive		4.54	82 ^B	82 ^B	-	-	82	
Residential Only									
Southwest Bayshore (SCRO-1); South End	3832 to 4090 Bayshore Blvd (includes all properties south of the mobilehome park).	R-SWB (20 units/acre min.)	7.03	93	93	-	-	93	Based on aggregation of commercial and vacant sites (See Appendix F, Table F.12). Redevelopment of existing residential is not included in the inventory for this plan period.
INVENTORY TOTALS				91	66	77	207	449	
RHNA REQUIREMENTS				91	66	77	163	401	
ALSO CONSIDERED									
Mixed Use (Not included in totals)	280 Old County Road	NCRO-3 (20 units/acre min.)	1.46	22 ^{B,D}	22 ^{B,D}	-	-	22 ^D	2.5% dedication. Post Office location.
Crocker Park (TC-1)									
Residential Only (Not included in totals)									
Crocker Park (TC-1)	99 North Hill Drive	R-4 (20 units/acre min.)	1.69	34 ^D	34 ^D	-	-	34 ^D	Adjacent to Northeast Ridge.
	91 Park Lane	R-4 (20 units/acre min.)	1.85	38 ^D	38 ^D	-	-	38 ^D	
	105 Park Lane	R-4 (20 units/acre min.)	2.13	43 ^D	43 ^D	-	-	43 ^D	

NOTES: A: See also, Table 35 for further breakdown of the Current Zoning inventory, by New Permitted Units since January 1, 2007 and Potential Units; and Appendices E & F for the detailed Sites Inventory.
 B: Housing units in mixed use developments may count toward the lower income RHNA; however at least half of the very low and low income housing need must be designated for residential uses only. See Table 39, Footnote A.
 C: Housing units affordable to the very low and low income, as defined by the state, are also affordable to moderate income households.
 D: A number of other alternatives were considered for potential new housing units. Not all of these are shown here, but rather just the final group of sites that may be considered should the City determine that additional site(s) are needed. These units are not included in the totals.

RHNA Required v. low to Mod 91 + 66 + 77 = 234 units
 Replacement units needed after elimination of R-SWB dist.: 234 - (232 + 10 - 93) = 85 units

6.1.4