City of Brisbane
Planning Commission Agenda Report

TO: Planning Commission For the Meeting of 7/27/17

FROM: Julia Capasso, Associate Planner, via John Swiecki, Community Development Director

SUBJECT: **Draft Parkside at Brisbane Village Precise Plan/General Plan Text and Map Amendment GPA-2-17** to implement the Parkside at Brisbane Village Precise Plan.

SUPPLEMENTAL REPORT

The Planning Commission held a public hearing on the Draft Parkside at Brisbane Village Precise Plan at its special meeting of July 18, 2017. After closing the public hearing, the Planning Commission continued its deliberations to allow staff to address the Commission's comments and suggested revisions to the Draft Plan. The July 18 agenda report is attached for reference.

DISCUSSION:

The following modifications to the Draft Plan and policy recommendations were proposed by at the Commission meeting:

- **Miscellaneous text revisions provided in the June 28, 2017 letter from Cox, Castle and Nicholson.**

  Staff has included proposed text modifications to incorporate the intent of the requested changes. See Exhibit A of revised Reso. GPA-2-17, attached.

- **A development standard requiring variation in building heights on any site.**

  Staff has included proposed text modifications to incorporate this standard into Section 3.3.1. See Exhibit A of Reso. GPA-2-17, attached.

- **A development standard requiring screening of mechanical equipment.**

  This is already addressed in the Draft Plan in Standard 3.3.1.G (page 30), which states, "Utility structures, mechanical equipment, trash containers and rooftop equipment appurtenant to buildings shall be screened by either landscaping or fencing."

- **A development standard to require greater setbacks for third stories from the stories below.**

  Staff has included proposed text modifications to Table 3.2.3 and Section 3.3.1 to require a minimum setback of 5 feet for third stories from the second and first stories below. See Exhibit A of Reso. GPA-2-17, attached.

- **A development standard to allow an additional story (up to four stories) in the rear of buildings to accommodate podium parking on the first floor.**

  The Commission discussed a desire to accommodate podium (first level) parking with three stories of residential above in the rear of properties in the PAOZ-2 District in order to reduce the area of a site dedicated to surface parking. To reflect this direction, proposed text modifications to Table 3.2.3 and Section 3.3.1 would allow buildings in the PAOZ-2 District only to reach up to four stories in the rear of a property (opposite from street) to accommodate podium parking, with three stories of residential above. Building heights may not exceed three stories adjacent to any improved street. See Exhibit C of Reso. GPA-2-17, attached.

- **A design guideline or development standard to require building and site design to consider blocking prevailing winds from plazas and other community gathering areas.**

  The text modifications would add this design guideline to Sections 4.1.3 and 4.2.4. See Exhibit A of Reso. GPA-2-17, attached.

- **A development standard that allows EV chargers to be located away from building entrances.**

  Design Standard 3.4.5.B is proposed to be deleted, which would eliminate any prescribed location for EV charging stations. Deletion of this provision would not eliminate the requirement for EV charging stations. See Exhibit A of Reso. GPA-2-17, attached.

- **A development standard to increase the provision of shade trees in parking lots.**

  Design Standard 3.4.4.B is proposed to be modified to require one shade tree planted for every 10 parking spaces, consistent with the current standard in BMC Section 17.34.040.J. See Exhibit A of Reso. GPA-2-17, attached.

- **A design guideline to encourage parking lot shade structures include solar energy generation.**

  This recommendation is addressed in proposed text modifications to the design guidelines in Sections 4.1.5 and 4.2.5 See Exhibit A of Reso. GPA-2-17, attached.

- **Recommendation to increase the parking requirements contained in Chapter 3.**

  The parking standards provided in Chapter 3 for new residential development are the current standards contained in BMC Chapter 17.34, as was recently amended by the Planning Commission and City Council by adoption of Ordinance 576 in 2016, and staff sees no basis for requiring more parking in the Parkside Plan area than otherwise required elsewhere in the City. If the Planning Commission chooses to make such a recommendation, Reso. GPA-2-17 should be revised accordingly.

  The parking shown on the conceptual land use and design framework (Figure 2.9) is based on the City's standards for parking of multi-family units based on number of bedrooms. The amount of parking for an actual project would vary based on the unit mix but in any event would comply with standard requirements.

- **Recommendation that parking requirements be flexible in relation to the level of transit improvements the developer can offer.**

This recommendation would best be addressed as a recommended component of a community benefits program, and is addressed in proposed text modifications to Section 2.8 of the Draft Plan, shown in Exhibit A of Reso. GPA-2-17, attached.

- **Recommendation that a community benefits program be developed whereby the developer would provide upgraded fiber/internet infrastructure, senior housing, funding for a new parking garage, and enhanced shuttle service (including electric shuttle service) in exchange for relief from a development standard.**

  This recommendation is addressed in proposed text modifications to Section 2.8 of the Draft Plan, shown in Exhibit A to Reso. GPA-2-17, attached.

- **Recommendation to reduce the floor area of "small unit housing" shown on the conceptual land use and design framework (Figure 2.9 of the Draft Plan) from 700 square-feet to 300-400 square-feet.**

  The conceptual land use and design framework is an illustrative representation of potential buildout of the Draft Plan. It does not constitute or replace the development standards contained in Chapter 3 for new residential development within the PAOZ overlay zones. The PAOZ-1 overlay zone does not impose maximum square footages for individual housing units, and staff would not recommend imposing such maximums in order to preserve development flexibility. However, if the Commission wants to impose maximum square footages for housing units, the Commission may make such a recommendation to the City Council.

Environmental Review of Draft Plan

Additionally, the Negative Declaration (SCH#2015012053) for the 2015-2022 Housing Element was recommended for adoption by the Planning Commission on March 12, 2015 and adopted by the City Council on April 2, 2015 (Reso. 2015-08). The Negative Declaration is located in Appendix F of the 2015-2022 Housing Element, available on the City's website at http://brisbaneca.org/planning/2015-2022-housing-element and in hard copy at City Hall. The Negative Declaration addresses the potential environmental impacts of the Housing Element's policies, including the General Plan and Zoning Ordinance amendments required for implementation of the Housing Element's policies. These impacts, including traffic and geologic hazards (liquefaction), were found to be less than significant. As the Parkside Plan proposes General Plan and Zoning Ordinance amendments to implement the Housing Element's policies, it is subject to and contained within the scope of the adopted Negative Declaration.

STAFF RECOMMENDATION:

Adoption of the attached revised Resolution GPA-2-17, recommending that the City Council adopt of the Parkside at Brisbane Village Precise Plan and approval of the proposed General Plan text and map amendments with modifications as outlined in Exhibit C.

ATTACHMENTS:

A. ~~Resolution GPA-2-17 with revised exhibits~~
B. Draft Parkside at Brisbane Village Precise Plan (hyperlink)
C. Planning Commission agenda report from July 18, 2017 special meeting

City of Brisbane
Planning Commission Agenda Report

TO: Planning Commission For the Meeting of 7/18/17

FROM: Julia Capasso, Associate Planner, via John Swiecki, Community Development Director

SUBJECT: **Draft Parkside at Brisbane Village Precise Plan/General Plan Text and Map Amendment GPA-2-17** to implement the Parkside at Brisbane Village Precise Plan; City of Brisbane, applicant; Location: Various.

REQUEST: Consider the Draft Parkside at Brisbane Village Precise Plan and associated General Plan text and map amendments to implement programs H.B.1.a and H.B.1.b of the 2015-2022 Housing Element.

RECOMMENDATION: Recommend adoption of the Draft Parkside at Brisbane Village Precise Plan and approval of General Plan Amendment GPA-2-17 via adoption of Resolution GPA-2-17.

ENVIRONMENTAL DETERMINATION: Negative Declaration—State Clearinghouse No. 2015012053, adopted by the Brisbane City Council on April 2, 2015 for the 2015-2022 Housing Element.

APPLICABLE REGULATIONS: The 1994 General Plan Land Use Element (Chapter 5) establishes geographic subareas within the City and allowable land uses within those subareas. The 2015-2022 Housing Element, adopted by the City Council in April 2015, directs the City to adopt affordable housing overlay zones for several properties within the Crocker Industrial Park (Housing Element Programs H.B.1.a and H.B.1.b). Properties within the Parkside Plan area are located within the existing Central Brisbane and Crocker Park subareas. These properties are zoned TC-1, Crocker Park Trade Commercial District (BMC Chapter 17.19), NCRO-1, Brisbane Village Neighborhood Commercial District (BMC Chapter 17.14), and SCRO-1, Southwest Bayshore Commercial District (BMC Chapter 17.16).

BACKGROUND:

The Draft Parkside at Brisbane Village Precise Plan ("Parkside Plan") establishes land use and circulation policies to guide the future development of residential and commercial land uses within the approximately 25-acre Parkside Plan Area. The Draft Parkside Plan is the culmination of a two-year long planning process, including public workshops and meetings, community engagement and feedback, and economic, transportation, and land use studies. Milestones in the Parkside Plan planning process are discussed in detail in the June 22, 2017 Planning Commission memorandum for the Draft Parkside Plan workshop, attached for reference.

DISCUSSION:

Role and Purpose of the Draft Parkside Plan

The Draft Parkside Plan embodies three distinct planning functions:

1. Establishes affordable housing zoning overlay districts (PAOZ-1 and PAOZ-2 Districts) that would allow residential development between 20-28 dwelling units per acre, in addition to trade commercial development, in six designated properties within the Parkside Plan Area. (Chapter 3)

2. Establishes design guidelines for future residential development to ensure high quality architectural design, site planning, and resident and community amenities are realized through new residential development within the overlay districts. (Chapter 4)

3. Establishes a vision for pedestrian and bicycle circulation improvements in the Parkside Plan Area. (Chapter 3)
4. Establishes a land use vision for the Brisbane Village Shopping Center and adjacent commercial properties to guide future revitalization and redevelopment of those properties. (Chapter 4)

An overview of the proposed residential overlay zones, pedestrian and bicycle improvements, and commercial land use vision is provided in the June 22, 2017 Planning Commission memorandum.

Implementation of the Draft Parkside Plan

Adoption of the Draft Parkside Plan would be accomplished by Resolution of the City Council. As a Precise Plan, the Draft Parkside Plan would not be adopted as a General Plan amendment, but rather would be adopted as a standalone document. The General Plan amendments under consideration by the Commission tonight would establish a new land use subarea to ensure that future zoning text amendments are consistent with the General Plan. (The General Plan amendments are discussed in detail below).

The proposed PAOZ-1 and PAOZ-2 residential overlay zones would be implemented via adoption of an Ordinance by the City Council. The zoning text amendments will be processed subsequently to Planning Commission and City Council action on the Draft Parkside Plan and General Plan amendments and will come before the Planning Commission as a separate Zoning Text Amendment application.

General Plan Text and Map Amendments

The draft General Plan text and map amendments contained within GPA-2-17 amend Chapter 5, Land Use, of the 1994 General Plan to establish a new subarea called the "Parkside Area," and amend Chapter 12, Policies and Programs by Subarea, to add policies applicable to the Parkside Area subarea. The General Plan land use map amendment show the geographic location of the Parkside Area subarea and permitted land uses within the subarea. The text amendments are

shown in redline text in Exhibit A to Resolution GPA-2-17. The amended land use map is provided in Exhibit B.

The General Plan text amendments to Chapter 5 and 12 of the General Plan describe the Parkside area, which includes 11 properties currently included in the Central Brisbane and Crocker Park subareas. These properties are shown in the figure and table below.



Address	Assessor's Parcel No.	Address	Assessor's Parcel No.
125 Valley Drive	005-212-130	145 Park Lane	005-190-100
25 Park Place	005-212-100	280 Old County Road	005-202-210
41-43 Park Place	005-202-160	100-182 Old County Road	005-212-110
91 Park Lane	005-202-200	70 Old County Road	005-212-120
105 Park Lane	005-202-150	5 Old County Road (Community Park)	005-164-010

The Brisbane skatepark and basketball courts, located at the corner of Park Lane and Old County Road, are also included in the new Parkside Area subarea.

These 11 properties would be moved from the Central Brisbane and Crocker Park subareas to comprise the new Parkside Area subarea. Of these 11 properties, only six will experience actual land use designation modifications to allow residential development in addition to the trade commercial land uses currently designated. These properties are 91-145 Park Lane, 280 Old County Road, and 25-43 Park Place. No land use designation modifications are proposed for the remaining five properties within the Parkside Area subarea, including the Brisbane Village Shopping Center and 125 Valley Drive.

Rapid Health Impact Assessment: San Mateo County Health System

The San Mateo County Health System has been a partner to the City since the beginning of the Parkside Plan process, providing guidance on how to incorporate and enhance community health through the Draft Plan's policies and guidelines. As a continuum of that partnership, the County has conducted a Rapid Health Impact Assessment (RHIA) of the Draft Parkside Plan to evaluate the effectiveness of its policies in promoting key aspects of community health, including affordable housing and healthy economy. The RHIA is attached for reference.

The RHIA provides key findings and recommendations for consideration by the Planning Commission and City Council. These recommendations are detailed in Section 5 of the RHIA. Generally, the assessment finds that the Draft Plan meets the City's obligations under the Housing Element to accommodate the low and moderate income housing portion of its Regional Housing Needs Allocation (RHNA). However, the RHIA provides several policy recommendations to enhance affordable housing unit production and protect and enhance local businesses that would be impacted by both residential and commercial redevelopment in the Plan Area. These findings are provided in the attached RHIA for the Commission's consideration.

STAFF RECOMMENDATION:

Adoption of the attached Resolution GPA-2-17 recommending adoption of the Parkside at Brisbane Village Precise Plan and approval of the proposed General Plan text and map amendments to the City Council.

ATTACHMENTS:

~~A. Resolution GPA-2-17 with attached General Plan Text and Map amendments~~
B. Draft Parkside at Brisbane Village Precise Plan (hyperlink)
C. Rapid Health Impact Assessment for the Draft Parkside Plan prepared by the San Mateo County Health System
D. Planning Commission memo from 6/22/17 workshop
~~E. Draft minutes of 6/22/17 Planning Commission meeting (included in agenda packet)~~

Brisbane Rapid Health Impact Assessment (RHIA): Public Health Recommendations for the Draft Parkside Precise Plan

Prepared by San Mateo County Public Health Policy Program (PHPP)

June 1, 2017

Acknowledgements

This report was authored by Heather Arata, Belén Seara, Jasneet Sharma, and Maeve Johnston, with data analysis support from Corina Chung.

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Executive Summary

What is a Rapid Health Impact Assessment (RHIA)?

Where a person lives has a dramatic effect on their health, and a Health Impact Assessment (HIA) is a process to weigh in on decisions that shape the characteristics of these places. HIAs analyze a proposed development or redevelopment plan for the potential, even unintentional, health impacts, and they identify recommendations for mitigating these health impacts.[1] As part of San Mateo County's Health System with expertise in healthy housing and healthy economy, the division of Public Health, Policy and Planning (PHPP) is strategically positioned to carry out this health impact analysis.

Public Health, Policy and Planning (PHPP) protects the health of everyone who lives, works, learns and plays in San Mateo County by preventing the spread of communicable diseases, delivering targeted health care services, providing public health laboratory testing, and building communities that make it easy to stay healthy.

Health Impact Assessments can vary by type and timeframe for completion, depending on many factors. (To learn more about HIAs, visit the Center of Disease Control & Prevention's website https://www.cdc.gov/healthyplaces/hia.htm). Due to the short timeline to respond to the draft Parkside at Brisbane Village Precise Plan (Parkside Plan), the San Mateo County Health System and the City of Brisbane elected to conduct a Rapid Health Impact Assessment (RHIA), with more targeted analysis and community engagement process.

The Parkside Plan RHIA includes data about community demographics and existing housing and economic conditions within the community, potential impacts from the Parkside Plan, and recommendations for positive health outcomes related to housing and economy changes in the area.

Community Engagement with the Parkside Plan

The City of Brisbane planning staff engaged Health Policy and Planning (HPP) staff very early in their planning for their Parkside Plan to bring a health perspective through data analysis, community engagement, and technical assistance. In collaboration with city staff and their consultants, HPP assisted with public workshops, made presentations on the connections between health and city planning, and interviewed key stakeholders to identify priority issues, starting in fall of 2015.

In October 2015 and February 2016, Get Healthy SMC participated in community workshops with the City of Brisbane to assess the community's priorities for the Parkside area. At this workshop, a thriving economy and housing affordability were identified as two of the top priorities for promoting a healthier Brisbane through the Parkside Plan.

Parkside Rapid Health Impact Assessment (RHIA)

Through discussions between City and Get Healthy SMC staff, it was decided that an RHIA would be useful for the draft Parkside Plan once it was ready to be released, and it would focus on the top community priorities of economic development and housing. On March 7, 2017 HPP received an administrative draft of the Parkside Plan, and on May 18, 2017 HPP received an updated administrative draft of the plan.

Factors that Impact Health

The conditions, including social, economic and physical, in the environments in which people are born, live, learn, work, play, and worship affect a wide range of health and quality of life outcomes.[2,3,4] Safe and affordable housing and access to quality educational, economic, and job opportunities are important to shaping opportunities that can strengthen or limit healthy lifestyle options. When people have safe places to walk and ride a bicycle, and are able to conveniently access parks and open and outdoor spaces, they are more likely to be physically active.[5]

This analysis of the potential health impacts of the Parkside Plan only considers the potential housing and economic implications. While there are many other elements that could be considered in an HIA, such as the health impacts from transportation, this study prioritized the housing and economic elements as these were the community priorities.

Key Findings & Recommendations

Through the RHIA analysis, the HPP team identified the following key findings and recommendations for the community priorities of housing and economic development:

	Key Finding	**What the Parkside Plan Does**
HEALTHY HOUSING	There is a need for affordable housing in Brisbane.	The Parkside Plan adds an overlay zone to accommodate residential uses in a portion of the existing Crocker Industrial Park. In doing this, Brisbane has ensured adequate sites are zoned for housing development with the minimum density required in their Housing Element to meet their projected low-income housing need.
ECONOMIC OPPEERTUNITY	There is a need for middle-wage jobs with career pathways.	The Parkside Plan proposes a residential overlay over existing light industrial area that currently accomodates over 200 warehouses jobs.[6] The overlay zone allows impacted owners to remain under the underlying zoning or change the use of their properties to the proposed residential overlay zone.
	There is a need to support small businesses in the Village Shopping Center.	The proposed residential overlay zone will increase the population in the local employment area, and thus enlarge the existing customer base for the Brisbane Village Shopping Center. The Parkside Plan does not change the zoning of the Village Shopping Center, but it does provide a vision for its revitalization.

	Recommendation	Policy Considerations	Health Impact
HEALTHY HOUSING	Increase mechanisms to support housing at all affordability levels above and beyond state requirements.	Specify which housing type is for-sale and which are rentals, and encourage townhomes as for-sale units in order to enable inclusionary housing, which is currently only lawful on for-sale units.	Paying high housing costs diverts wages away from other needs, such as health care and healthy food, making it difficult for the healthiest choice to be the easiest choice. There is an association between increased density, increased physical activity and lower levels of obesity. Housing density can also encourage increased social networks and interactions, both of which can support physical and mental health.
		Increase inclusionary zoning from the current 15%, and utilize the Brisbane Nexus Study to leverage impact fees to mitigate impacts from new residential development.	
		Increase proposed housing density to help incentivize developers to utilize the state density bonuses to build affordable housing units.	
		Reduce the parking requirements to help reduce housing costs and enable more units in the small-unit housing development.	
		Dedicate the small-unit development area for senior housing, given the increasing senior population in Brisbane and countywide.	
ECONOMIC OPPERTUNITY	Improve wages for local employees and increase protections for small business owners.	Encourage developers to pay area standard wages and provide apprenticeship opportunities to traditionally underrepresented workers in the construction industry.	Higher incomes and well-paid jobs have a positive impact on health. Low income people are more likely to suffer of cardiovascular diseases, diabetes, obesity, and asthma. Strong small, locally-owned businesses provide key services and resources to local communities and employment opportunities for local residents, which are essential aspects of community health.
		Explore adopting a higher than the State minimum wage ordinance and fair employment policies, such as paid sick leave and fair scheduling practices.	
		Consider assisting existing Village Shopping Center merchants to identify their needs and prepare them to capitalize on and weather the changes that new investment will bring to the area, and promote collaboration between existing merchants and local resources to help merchants deal with common issues that arise during commercial revitalization processes, such as leasing and employment law, marketing, and capital needs.	

Section 1: Introduction

The Parkside Precise Plan (the Parkside Plan) proposes a new vision for 25 acres of land located in Central Brisbane and the Crocker Industrial Park. This report uses a Rapid Health Impact (RHIA) framework that primarily includes a literature review and qualitative assessment of the proposed plan to generate recommendations to improve the health of all residents. While the Parkside Plan proposes a variety of changes, this report considers how the residential and economic development proposals of the Parkside Plan can further promote health. These two areas of housing and the economy were selected as priority areas from public meetings held October 2015 and February 2016.

Economic and workforce development, affordable housing, and public health are deeply interconnected. The higher the income and wealth of individuals, the longer and healthier lives they live,[7] and affordable and stable housing enables people to live healthier lives. The proposed residential overlay zone in the Parkside Plan lays the groundwork for providing much needed housing, which will begin to provide affordable housing options and lessen the existing jobs-housing imbalance. This analysis suggests a series of recommendations for the Parkside Plan to maximizes health outcomes for all residents.

What is a Rapid Health Impact Assessment (RHIA)?

A Health Impact Assessment (HIA) analyzes a proposed policy, project or plan for the potential, even unintentional, health impacts, and identifies recommendations for mitigating these health impacts.[8] An HIA looks at a number of key areas of concern and aspiration within a policy, plan or project, gathers data on existing conditions, forecasts the implications on health if the plan were to be implemented as is, and makes recommendations for improving health outcomes through the plan. An HIA can be an extensive process and include deep community engagement, data collection, and analysis. Due to the timeline challenges and community engagement completed by Brisbane in advance of the draft plan, a RHIA was deemed most effective and timely for this analysis.

The Parkside Plan RHIA includes data about community demographics, existing housing and economic conditions, potential impacts from the Parkside Plan, and recommendations for positive health outcomes.

> In healthy, equitable communities everyone feels safe, is financially secure, receives a good education, and lives in stable, affordable housing in neighborhoods that make it easy to be healthy and active every day.

San Mateo County Regional Efforts

The City of Brisbane has a key opportunity to make a difference by adopting zoning regulations that will allow new housing construction, and specifically affordable housing. Emerging regional and countywide efforts to tackle affordability issues can inform the Parkside Plan and its implementation. At the regional level, the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) are coordinating a multi-sectoral Committee for Affordable and Sustainable Accommodations

(CASA) to identify, primarily, local sources of funding for affordable housing. At the county level, the Home for All collaborative is exploring strategies to maximize the countywide housing production. Brisbane is well positioned to align the Parkside Plan's housing goals and efforts with those of the region and county.

Project Goal

The Parkside Plan RHIA analyzes the potential community health and equity impacts related to healthy housing and economic opportunity in the proposed Parkside Plan. The RHIA offers mitigation strategies and recommendations for the City's consideration to include in the final Parkside Plan.

Data, Methods, & Limitations

In analyzing the Parkside Plan, this report relied on data from publically available documents, survey results from the community engagement sessions, interviews with stakeholders, and published literature. Publically available documents included the draft City of Brisbane Parkside Precise Plan, Brisbane's 2015-2023 Housing Element, 2016 Strategic Economics Feasibility White Paper, Brisbane's 2016 Annual Housing Element Update, and the 2015 City of Brisbane Land Use and Urban Design Existing Conditions Report. These documents were used in conjunction with workshop survey results and interviews with eight stakeholders, which are summarized below. These interviews and workshops were used to understand the lived experience of Brisbane residents as well as their concerns and priorities for the Parkside area. In addition to surveys, interviews, and documents, data were used from the U.S. Census Bureau American Community Survey (ACS) (2011-2015 5-year estimates), the Association of Bay Area Governments (ABAG) RHNA progress report (September 2015) and Forecasts and Projections (2010-2040), LEHD OnTheMap (2014), and the Get Healthy SMC Brisbane City Profile (2011).Finally, published literature on housing and health along with economic development and health was used for higher level analysis connecting the proposed housing and economic development areas of the plan with their health implications.

Limitations

This report addresses the health implications from the proposed housing and economic development changes in the Parkside Plan, but it does so within a few limitations to the data and time available for analysis:

- While some health data was readily available for this study, due to Brisbane's small population size, additional data on health outcomes were unable to be obtained in the time available for this analysis.
- The connections between health, housing, and economic development were limited to published research, and not research specific to Brisbane.
- The Grand Nexus Study, and not Brisbane's Nexus Study, was used and cited in this analysis.
- Due to time limitations, this report relied heavily on data already collected.

Community Engagement & Priority Setting with the Parkside Plan

The City of Brisbane worked extensively with the community before and during their drafting the Parkside Plan by hosting pop-up workshops, forums, community workshops, and interviewing and surveying residents. In order to conduct the RHIA, Get Healthy SMC was involved with a few of the events, and interviewed additional residents and stakeholders on their views of the future of Brisbane.

Get Healthy SMC engaged with residents and stakeholders in Brisbane to understand their perspectives on the proposed redevelopment of the Parkside area. To do this, HPP Community Health Planners engaged community members through the community workshops on components of healthy, equitable communities important to the Brisbane Community. In October 2015, Get Healthy SMC participated with a community "pop-up" workshop intended to inspire residents to envision a revitalized Parkside Area and receive feedback on how to integrate healthy community planning concepts into that revitalization effort. In February 2016, Get Healthy SMC participated in a community workshop in Brisbane to assess the community's priorities for the Parkside area through the lens of healthy community planning concepts, using real-time survey results captured through an anonymous voting exercise.

Workshop attendees from the February 2016 event were familiar with Brisbane and the Parkside plan areas as 23% were born in the area, and 69% visit the area every day or are there once or twice a week. A majority of attendees surveyed selected their highest importance for promoting a healthier Brisbane as parks and open spaces (33%), a thriving economy with local businesses (30%), and housing affordability (19%).[a] As two of the top areas of importance to Brisbane stakeholders, housing and the economy were selected as areas to prioritize in the Parkside Plan. Additionally, 31% of workshop attendees stated they were excited to see new housing built in the Parkside area, while 15% said they were not excited. Although 31% said they were excited to see housing built, 45% of attendees said they would consider higher density housing in the right locations if it could help make housing more affordable.

From both the pop-up workshop and follow-up community workshop came the focus on housing and economic development in the area as the guiding healthy community planning concepts. The role of the RHIA is thus to provide feedback on how the Parkside Plan can help meet these community priorities while maximizing health outcomes for all Brisbane residents.

Based on community feedback from community workshops, the RHIA focused on housing and economic development.

In addition to the October and February workshops, Get Healthy SMC presented community feedback for the plan at a city council check-in event and was involved with an additional event for the Parkside Plan in June 2016. These meetings were to continue and strengthen community engagement in the plan by presenting community findings and hearing additional feedback.

[a] Other options included sustainability: green building, clean air, and climate (11%), and public transportation (7%).

Stakeholder Interviews and Community Engagement

Along with the community workshops, Get Healthy SMC engaged with individual residents and stakeholders in Brisbane to understand their perspectives on the developing the Parkside Plan. HPP planners interviewed key stakeholders and residents in Brisbane, all of which were residents of San Mateo County, but not necessarily residents of Brisbane. These eight interviews were to better (1) Identify important concerns related to housing and economic security and (2) Ground truth findings and preliminary recommendations by ensuring lived realities match priorities, data and analysis. The stakeholders who participated in these interviews included residents, government employees, and non-profit employees (Table 1). Given below is a summary of the key themes and issues from these stakeholder interviews.

Table 1: Interviewee Name and Occupation

Interviewee Name	**Occupation**
Daniel Ocha[b]	Brisbane Tenant
Evy Stivers	Executive Director, Housing Leadership Council of San Mateo County
Lily Gray	Senior Business Development Manager, MidPen Housing
Mitch Bull	President, Brisbane Chamber of Commerce and Director, Brisbane Economic Development
Nancy Colman	President, Brisbane Village Helping Hands
Karen Latham	Treasurer, Brisbane Village Helping Hands
Renata Wundram	Property Supervisor, BRIDGE Housing
Tony Verreos	Verreos Insurance Agency

Summary of Interview findings

The eight interviews held with key stakeholders revealed that interviewees supported affordable housing for seniors, as well as the need for multifamily affordable housing. Although interviewees expressed concerns with the proposed housing development in the Parkside Plan area, these concerns coalesced around needing more information on the type of housing proposed and the availability of other sites closer to amenities and transit. In general, interviewees showed favorable opinions for building senior housing, affordable housing, and higher density housing. Many of the interviewees stated a desire for building senior housing in the area as many Brisbane residents are seniors, noting the nearby senior housing development as a strength for including more senior housing. Interviewees also stated the need for the neighborhood to be walkable and allow for easy access to transportation options, such as shuttles accessing amenities and services.

In addition to building senior housing, the notion of building affordable family housing was discussed. Interviewees recommended looking at higher densities to accommodate more affordable units, inclusionary housing ordinances, the implementation of impact fees to fund affordable housing production, and short-term rental policies to ensure that new housing serves Brisbane families first. Interviewees emphasized the importance of including guidelines in the Parkside Plan design that fit the character of Brisbane. Interviewees also included the importance of mitigating construction impacts generated by new development in the Parkside Plan area.

[b] Interview name changed to protect their privacy.

Factors that Impact Health

The conditions, including social, economic and physical, in the environments in which people are born, live, learn, work, play and worship affect a wide range of health and quality of life outcomes.[9,10,11] Social and economic factors, such as safe and affordable housing and access to quality educational, economic, and job opportunities, are components of healthy communities that are as essential as safe places to walk and bike, access to parks and open and outdoor spaces, and well-designed places.

Housing & Health

People who live in healthy, affordable places live longer, healthier lives. Healthy, stable, affordable housing is the cornerstone of a healthy community and enables people to live in a healthful environment, comfortably afford to build roots in a community while being able to afford other important needs, get to know their neighbors, build a social network of support, and become civically engaged. As shown below, Brisbane residents are experiencing rent burdens, and the current housing stock is not enough to accommodate the increased demand from local employees. This lack of available housing, and specifically affordable housing, can be further supported in the Parkside Plan.

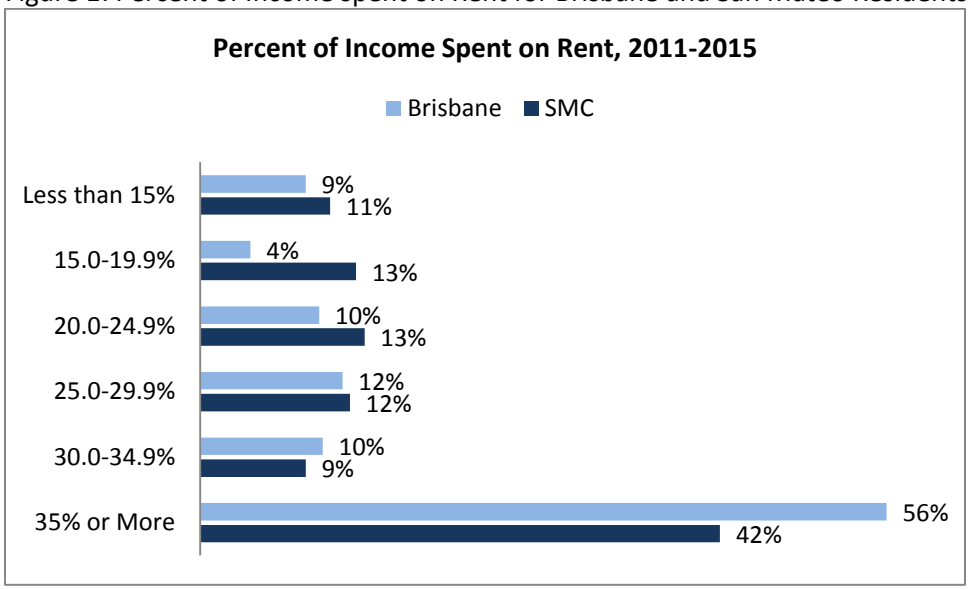
Housing Cost Burden

When housing prices increase, but wages and prices of goods or services stay the same, households must choose between paying more for housing and other necessities. These necessities can include food, transportation, childcare, and healthcare, all of which are needed for leading a healthy life. Affordable housing options can help alleviate the burden of rising rents to allow more resources for these necessities, which leads to better health outcomes.[12]

Renter households in Brisbane are experiencing greater rent burdens than the average County renter due to rising home values and rental prices, and stagnant or insufficient income. In Brisbane, 68% of households own their home, while 32% are renters, and the median home value is $638,800 with median rent at $1,652. On average, 56% of Brisbane renter households spend 35% of their income on rent, 14% higher than the County overall. Of the 580 renter households in Brisbane, 66% are cost burdened, meaning they spend more than 30% of household income on rent, while 51% of renter households in the County overall are cost burdened (Figure 1).[13]

As per the Urban Displacement Project,[14] which uses an analysis based on neighborhood vulnerability, demographic change, and real estate investment, Brisbane is considered a low-income area experiencing advanced gentrification. This means that from 1990 to 2013, more than 39% of households were considered low-income and the area gentrified (displacement or out migration of low-income households). The Urban Displacement Project also shows that from 2000 and 2013, Brisbane lost 251 low-income households, although 66 of these households (26%) were not cost burdened. Being in an advanced state of gentrification, there is a high risk for losing additional low-income households.

Figure 1: Percent of Income spent on Rent for Brisbane and San Mateo Residents



Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-year Estimates

Housing stock and conditions

A lack of housing options can lead to overcrowding, which can have a negative impact on health.[15] Brisbane has a rental vacancy rate of 0.0 (Table 2), which shows there are no available units for rent overall in the city. While this rate is for all rental housing units of all incomes, with 66% of Brisbane residents spending more than 30% of their income on rent, the demand for affordable housing remains high as well (Figure 1). Despite the vacancy rate being at 0.0, the percentage of occupied units that are overcrowded (with more than one person per room) is low (4%), and the average household size for renters (2.46) is also low.

Table 2: Brisbane Housing Occupancy	
Count of housing units	1,842
Occupied units	1,783
Occupied rental units	580
Occupied owner units	1203
Rental vacancy rate	0.0
Owner vacancy rate	0.0
Percent of homeowners	68%
Percent of renters	32%
Percent of units overcrowded-More than one person per room	4%
Average HH Size (Renters)	2.46

Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-year Estimates

Regional Housing Need Allocation (RHNA)

Every jurisdiction in California is required to plan and zone for housing units at all affordability levels. The number of units each must plan for is their share of regional housing or Regional Housing Need

Allocation (RHNA), which is the state-mandated process to identify the total number of housing units by affordability level that then must be accommodated in their Housing Element.[16] It is the California Department of Housing and Community Development (HCD) and the Association of Bay Area Governments (ABAG) that determines each jurisdiction's RHNA. An important element of the RHNA is that while local jurisdictions are required to plan for their housing share in their housing element, their legal obligation is met when housing areas are identified and zoned. When a jurisdiction does not zone for enough housing to meet their RHNA obligation, then their unmet need rolls over into the next housing element and RHNA. As shown below in Table 3, Brisbane's unmet housing zoning needs from the 2007-2014 rolled over into the 2015-2022 requirements.

Brisbane permitted 144 housing units between 2007 and 2014, which was 36% of the housing required by 2007-2014 Regional Housing Needs Allocation, whereas the County overall permitted 52% of the units required by the state. In the same time period, zero units were built for very-low or low-income residents (Table 4). The Brisbane 2016 Annual Housing Element Progress Report shows the updated number of RHNA units permitted for all income levels as a total of ten units for moderate and above moderate incomes (Table 5), including seven infill units for moderate and above moderate incomes.[17]

Table 3: Brisbane Regional Housing Need Allocation (RHNA) 2015-2022

RHNA Category	**Carry Over 2007-2014**	**2015-2022**	**Total**
Very-Low Income	89	25	114
Low-Income	54	13	67
Moderate-Income	67	15	82
Above-Moderate Income	-	30	30
Total	210	83	293

Source: Brisbane Housing Element, 2015-2023

Table 4: Regional Housing Need Allocation (RHNA) progress 2007-2014

Income Level	Brisbane		San Mateo County	
	Permits	% Target met	Permits	% Target met
Very-low and low	0	0%	1,343	45%
Moderate	7	9%	746	25%
Above moderate	137	82%	6,080	93%
Total	144	36%	8,169	52%

Source: Association of Bay Area Governments (ABAG), RHNA progress report, September 2015

Table 5: Updated Permitted Units, 2016

RHNA Category	**Total Units Assessed**	**Units Permitted (as of 2016)**
Very-Low Income	114	0
Low-Income	67	0
Moderate Income	82	4
Above-Moderate Income	30	6
Total	293	10

Source: 2016 Annual Housing Element Progress Report

Although no units of the very-low and low-income RHNA were built from 2007-2014 and none were reported in the 2016 Housing Element Progress Report, there is a need for these housing types in Brisbane. The Housing Element shows at least half of Brisbane residents are earning above moderate

income with 31% with low- or moderate-incomes, and 19% with very-low and extremely-low incomes (Table 6). Building affordable housing units would allow more housing options for Brisbane residents, enabling them to put more resources towards other resources.

Table 6: Housing and Urban Development (HUD) Area Median Income (AMI) Categories		
HUD AMI & Brisbane Residents	**AMI Category Percentage[18]**	**Percent of Brisbane Residents[19]**
Extremely-Low Income	Up to 30% AMI	8%
Very-Low Income	31-51% AMI	11%
Low Income	51-80% AMI	17%
Moderate Income	81-120% AMI	14%
Above-Moderate Income	Greater than 120% AMI	50%

Source: Brisbane Housing Element, 2015-2023

Housing Density

The Parkside Plan includes a housing overlay zone that would accommodate residential development between 20-28 dwelling units (du) per acre, a density range that is recognized by the State Department of Housing and Community Development as adequate to accommodate the development of affordable housing. However, increased housing density above these minimum thresholds can have a positive impact on health by providing increased access to amenities and resources, as well as improved environmental impacts from decreased land consumption and air pollution. These resources can mean more open spaces or parks, which support increased outdoor activity, and there is an association between increased density, increased physical activity, and lower levels of obesity.[20] Increased housing density also promotes health by reducing the amount of land required to accommodate housing for more households. Denser housing areas can also reduce air pollution when designed with connectivity to public transit or other infrastructure for walking and biking, such as sidewalks and bike lanes.[21] Additionally, increased density is overall better for the environment as low-density developments contribute to sprawl, which is an inefficient land use requiring the outward expansion of utilities and encourages driving.[22]

Increased housing density of affordable units translates into more affordable housing options, as well as social factors of increased networks and interactions. As mentioned before, unaffordable housing leads to tradeoffs for necessities, such as food and transportation. While increasing density for market rate housing might generate affordable housing options in the long term, increasing density for affordable housing increases housing options for low-income renters in the short-term.[23] Increased density of affordable units not only produces more affordable housing options, but has an added benefit on social networks. This increased effect on social networks supports health through social interactions and support, but also through the additional resources gained through networks, such as education outcomes or employment opportunities.[24]

Economic Opportunity & Health

A strong local economy and living wages protect everyone's health. Financial security allows households to meet basic needs and plan for a healthy future. Despite the current economic boom in San Mateo County, income inequality is rising and many people are having trouble finding the resources they need to stay healthy. Currently almost twenty percent of jobs in the county pay less than $15,000 per year, which is well below the self-sufficiency annual salary of $36,591 for an adult without children to live in

San Mateo County.[25] Furthermore, economists project that well over half of the jobs added in San Mateo, Marin, and San Francisco Counties by 2022 will pay less than $50,000.[26]

Income

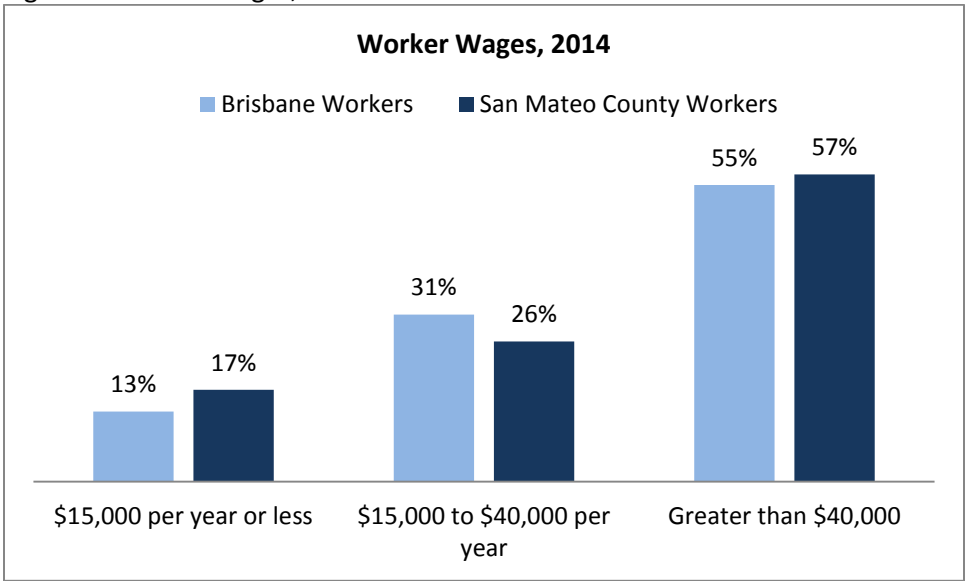
Access to a livable income is one of the most important predictors of a person's health, influencing overall health status, life expectancy, birth weight, cardiovascular disease, asthma, lead-poisoning, obesity, overweight, diabetes and other conditions.[27] Changes in income have particularly strong health effects for those near poverty.[28] The stressors of poverty cause biological responses called allostatic load that build up over a lifetime and wear away at the body.[29] Poverty also shapes the opportunities available to children, and can embed stress responses into their genetic material.[30]

In Brisbane, the median household income is $88,141, which is about 6% lower than the San Mateo County median of $93,623.[31] While the majority of residents (55%) earn more than $40,000 a year, a slightly higher percentage of San Mateo County workers overall earn more than $40,000 (57%) (Figure 2).

Countywide, a family of two adults with one pre-Kindergarten child must earn $74,770 annually to support the cost of housing, childcare, and transportation. In Brisbane, 44% of households do not earn enough to afford these basic self-sufficiency needs compared to 36% of households in San Mateo County.[32] Twenty-eight percent of Brisbane seniors do not have the minimum income needed to cover a single housing unit, compared to 21% of San Mateo County seniors.[33] These numbers show that many Brisbane residents are unable to afford and meet basic needs. The less money a person makes, the less opportunity they are to be healthy and are likely to suffer from higher rates of depression and stress, and subsequently more health problems.

Almost half (46%) of Brisbane residents have a Bachelor's degree or higher, compared to 31% of workers countywide. Among Brisbane workers, 27% have a high school degree or less compared to 25% of all county residents. Many industries in Brisbane do not require higher education,[34] and many pay lower wages than those requiring higher education. Since there is inadequate housing for workers in lower-income industries, many workers must commute for their jobs.

Figure 2: Worker Wages, 2014



Source: LEHD OnTheMap, 2014

Jobs and Industries

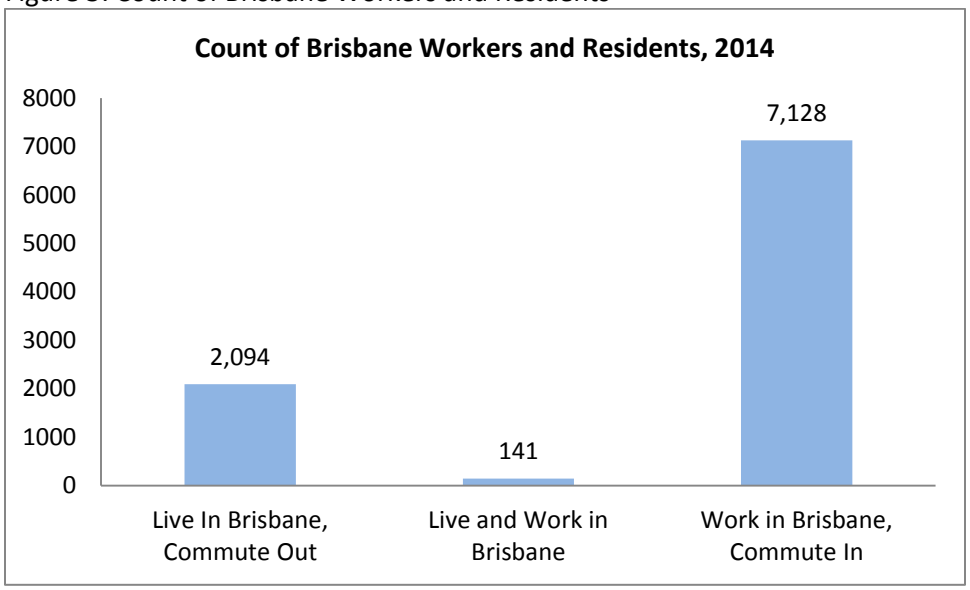
Long commutes can have a negative impact on health. Commuting has been associated with stress and fatigue, and commute by vehicle can decrease physical activity and increase negative health outcomes, such as obesity.[35] Increasing the number of affordable housing units can help balance the jobs- housing ratio allowing employees to live close to work, reducing commute times, and promoting healthier lives.

There are 7,269 workers in Brisbane, compared to 4,496 residents who live in Brisbane. Ninety-eight percent of Brisbane workers live outside the city and commute, and the majority of these commuters live in San Francisco (20%) (Table 7).With only 2% of workers living in Brisbane (Figure 3), 97% of Brisbane residents are employed outside the city.[36] Additionally, there are 6 low-wage jobs for every affordable housing unit, which suggests there is inadequate housing for workers in lower income industries, and that many workers must commute to their jobs.

Table 7: Top 5 Commuter Places for Brisbane Workers	
Top Commute Places	**Percent of Brisbane Workers that Commute**
San Francisco , CA	20%
San Jose , CA	5%
South San Francisco , CA	5%
Oakland , CA	5%
Daly City , CA	4%

Source: LEHD OnTheMap, 2014

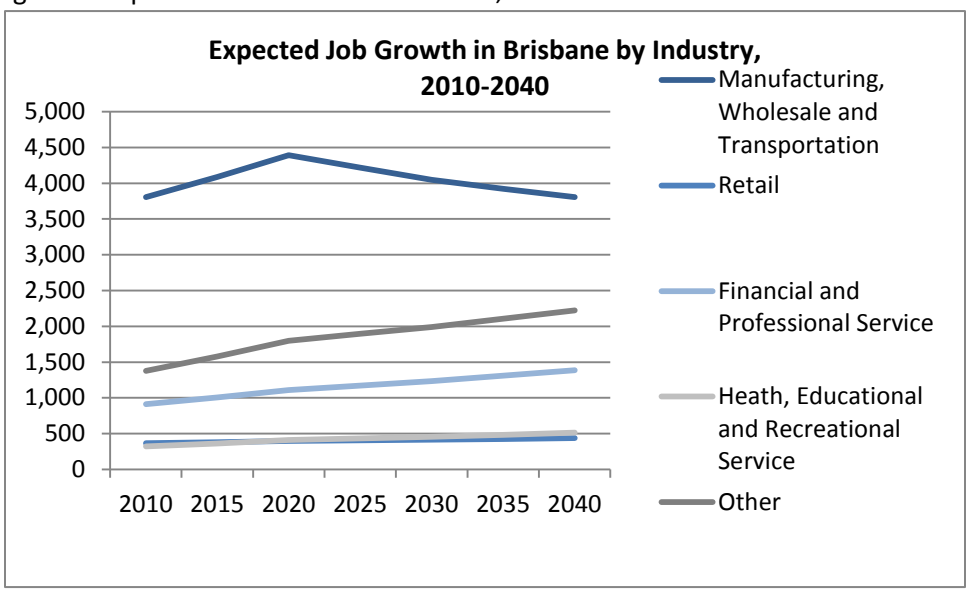
Figure 3: Count of Brisbane Workers and Residents



Source: LEHD OnTheMap, 2014

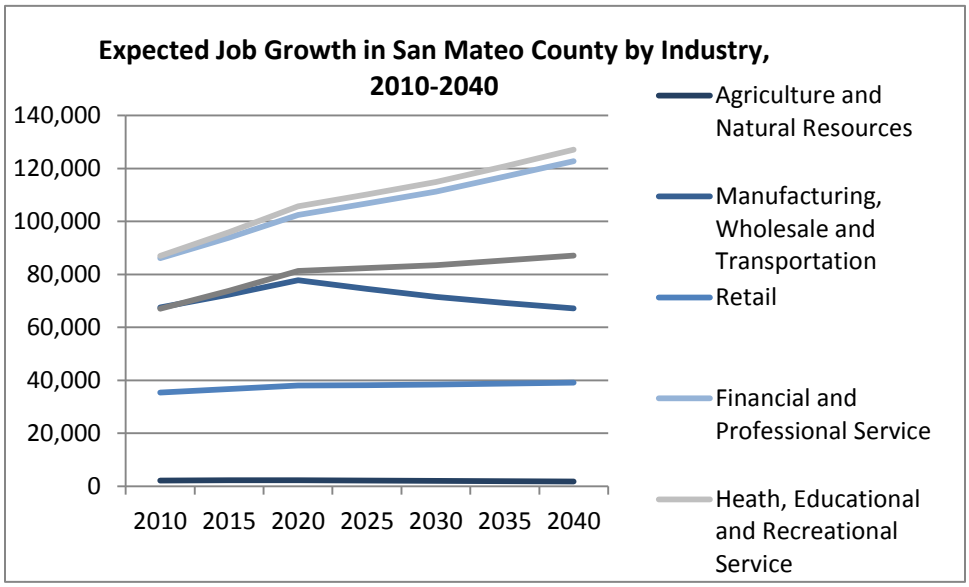
As of March 2017, the unemployment rate in Brisbane is 3.6%, compared to 2.8% in the County.[37] By 2040, total employment is projected to increase 13%, with a sharp increase in jobs projected between 2010 and 2020 and subsequently slowing between 2020 and 2040 (Figure 4). Manufacturing is currently the leading industry in Brisbane and is projected to decline after 2020, while jobs in the Financial and Professional Services industry are projected to increase. This increased employment provides an opportunity for the City of Brisbane to ensure these new jobs provide living-wages for residents to build financial security and improve overall health.

Figure 4: Expected Job Growth in Brisbane, 2010-2040



Source: Association of Bay Area Governments (ABAG), Forecasts and Projections, 2010-2040

Figure 5: Expected Job Growth in San Mateo County, 2010-2040



Source: Association of Bay Area Governments (ABAG), Forecasts and Projections, 2010-2040

Section 2: Health & Demographics

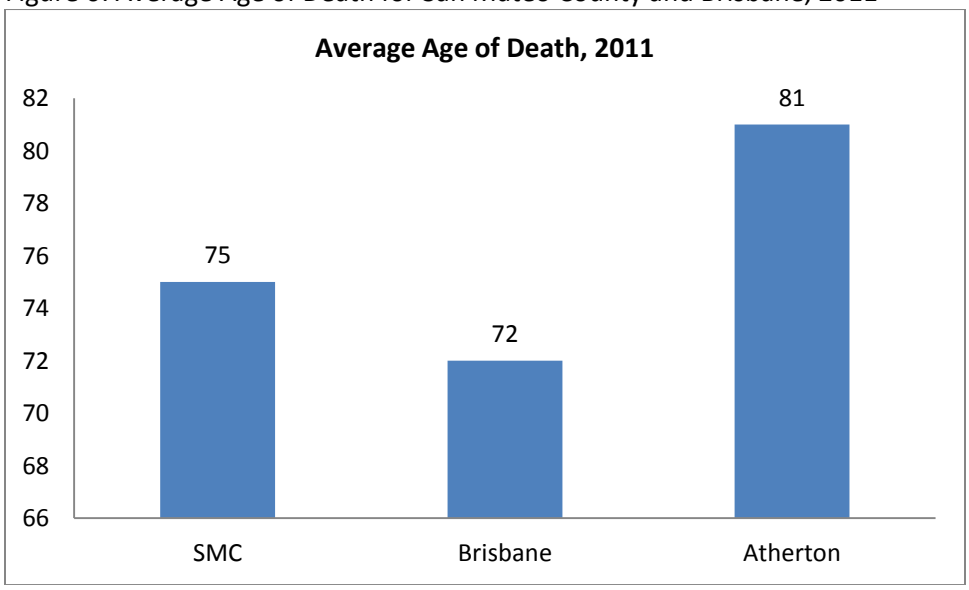
The way communities are built impacts health. Vibrant neighborhoods provide communities with critical resources, including stable, affordable housing for all, small business support, local economy stimulation, and employment opportunities for local residents to increase household income and build financial security. Presented below are indicators and data on community health for Brisbane residents.

Health Outcomes

Average Age of Death

A person's address can influence their lifespan.[38,39] On average, Brisbane residents can expect to live three years less than the average San Mateo County resident, and about nine years less than residents of more affluent communities, like Atherton (Figure 6).

Figure 6: Average Age of Death for San Mateo County and Brisbane, 2011



Source: Get Healthy SMC Brisbane City Profile, 2011

Health Status

In Brisbane, 37% of the total population is considered overweight and 23% is considered obese, compared to 23% of San Mateo County residents, 24% of Californians, and 28% of the United States population. Brisbane then has the same share of its population considered obese as San Mateo County as a whole, and slightly less than California overall. Brisbane also has the same percentage of people reporting inactivity (25%) as San Mateo County residents (25%), which is slightly higher than California overall (24%).[40]

Environmental Health

Health status and health outcomes are closely tied to geography, increasing or limiting access to opportunity or health burdens, such as air or water pollution. The CalEviroScreen 3.0 from the Office of Environmental Health Hazard Assessment (OEHHA) tool identifies communities burdened by environmental toxins and pollution.[41] The CalEnviroScreen map shows Brisbane in the 71-75% percentile with a pollution burden score of 36.77 out of 100. Of the pollution burdens in the environmental index, the highest pollution issues are from traffic, groundwater threats, hazardous waste, and cleanups. Compared to other census tracts in the state, Brisbane's score of 36.77 places the community outside of the top 10th percentile of communities that are considered the most burdened in the state, but it does however fall in the 71-75% percentile, meaning there are pollution burdens concentrated in the area.

In addition to air and water quality pollution concerns, California residents are vulnerable to sea level rise, specifically residents of the nine Bay Area counties. The MTC Vital Signs Vulnerability to Sea Level Rise places San Mateo County as one of the Bay Area counties most at risk from sea level rise.[42] Despite San Mateo County having a relative high risk for sea level rise, Brisbane, and specifically the Parkside Plan area, has 0% of residents vulnerable to sea level rise.

Using the CalEnviroScreen 3.0 tool along with the MTC Vital Signs report shows the biggest environmental health challenges for Brisbane are air and water pollution from traffic, groundwater threats, hazardous waste, and cleanups.

Demographic Data

Population

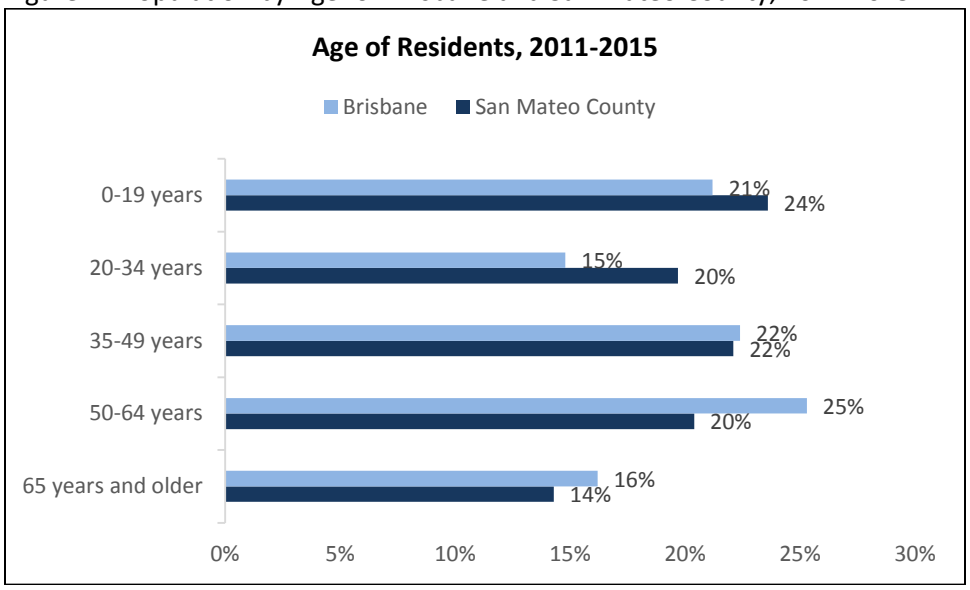
Brisbane has a total population of 4, 496 with 1,783 households, and an average household size of 2.51 persons. The average household size for renters is 2.46 persons and home owners are slightly higher at 2.53 persons.[43]

Age & Race

The median age of residents is 43, slightly higher than the median age of County residents, which is 40. Sixteen percent of residents are over 65 years of age, compared to 14% of San Mateo County (Figure 7). The city has a higher share of older residents than the County, meaning a high percentage of residents will enter retirement age and face concerns common to retired people such as mobility needs and living on fixed incomes.

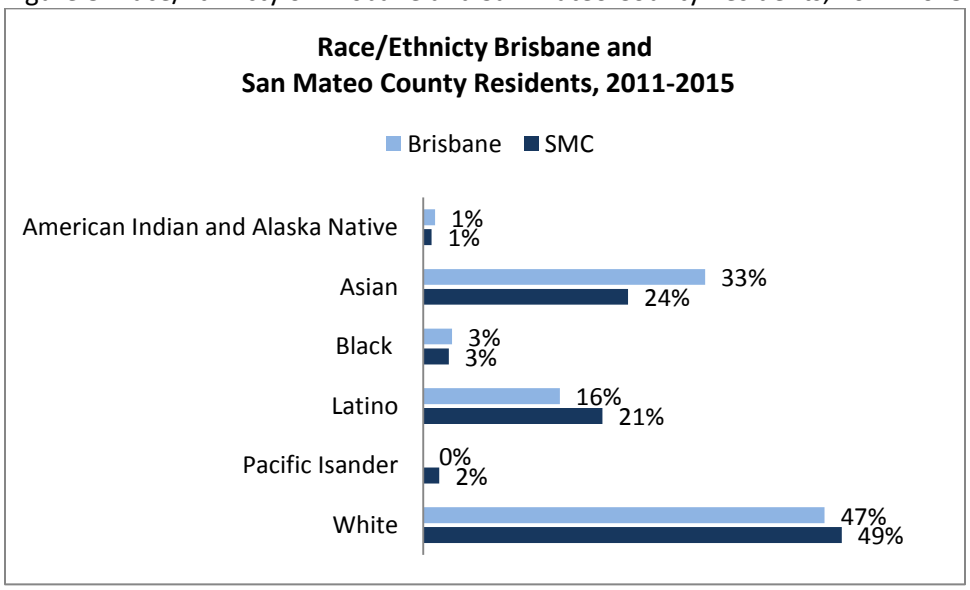
The majority of Brisbane residents (47%) identify as white, with the second highest percentage of residents identifying as Asian (33%) (Figure 8).

Figure 7: Population by Age for Brisbane and San Mateo County, 2011-2015



Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-year Estimates

Figure 8: Race/Ethnicty of Brisbane and San Mateo County Residents, 2011-2015



Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-year Estimates

Section 3: Housing & Health in the Parkside Plan

The Parkside Plan adds an overlay zone to accommodate residential uses, which by being at or above 20 units an acre, the State has determined is adequate for affordable housing. This overlay zone allows impacted owners to remain under the underlying light industrial zoning or change the use of their properties to the proposed residential overlay zone. While the choice to maintain the land as light industrial would preserve jobs and land use that accommodates middle-income jobs, it would also result in no additional housing units. Although the residential overlay is needed to support the production of new housing units, the plan could go further in supporting their affordable housing needs by increasing minimum and maximum densities, and encouraging affordable units through incentives to developers or additional guidelines.

Expanding Affordable Unit Opportunities

As shown above in Table 6, housing for different incomes is needed in Brisbane. Residents and employees who are unable to secure affordable housing may move farther away from their jobs or other employment opportunities, or may be faced with paying 30% or more of their income to rent. Paying a higher percentage of their income to rent will mean less money available for other necessities, such as food and transportation. The Parkside Plan is an opportunity to increase the available housing options, and specifically affordable housing, which could have a positive impact on all residents.

Inclusionary Units & Impact Fees

In accordance with state laws,[c] the Parkside Plan meets the minimum density considered to accommodate the construction of affordable housing. The Parkside Plan provides minimum densities at or above the State's 20 du/acre requirement and a maximum density for the PAOZ-1 zoned area (Table 8). While the Parkside Plan does not specify the number of deed- restricted affordable housing units that could be built, an analysis of the potential affordable units based on current inclusionary zoning ordinances[d] shows a maximum of 38 low-income and moderate-income deed-restricted affordable units for for-sale projects. These 38 units were calculated using 5% for low-income households and 10% for moderate income households, but would only apply to the for-sale units, and not the rental properties as prohibited with the 2009 Palmer decision.[e]

This number of potential inclusionary units is based on the minimum 233 units proposed by the overlay zones, and only if all 233 were made available for-sale. While it is unlikely all of the Parkside Plan's proposed 233 units would be made for-sale, this shows the maximum number of units available for low-income and moderate income households. The inclusionary requirements of 5% and 10% could be

[c] Government Code 65583.2 allowing density of 20 units per acre to be considered adequate for affordable housing.
[d] The current inclusionary zoning ordinance requires 15% affordable housing units for for-sale projects.
[e] The 2009 Palmer decision limited a jurisdiction's ability to enforce inclusionary zoning with rental units http://www.cp-dr.com/articles/node-2401.

increased to accommodate additional low-income and moderate income households in for-sale units (Table 9).

Table 8: Number of Units				
Zoned Area	**Proposed Units**	**Min Density**	**Max Density**	**Max Height**
PAOZ-1: Townhomes and Small Units	65	20	N/A	3 stories, 38ft
PAOZ-2: Multifamily housing units	168	24	28	3 stories, 40ft
Total Proposed Housing Units	233			

Table 9: Inclusionary Zoning	
Inclusionary zoning for-sale units: 233	**Total Units:**
5% Low-Income	13
10% Moderate Income	25
Total Units with 15% inclusionary zoning	38

Increasing the number of deed-restricted affordable housing units in Brisbane is needed, as evidenced by the current residents' incomes and displacement trends. Although the current inclusionary zoning would add housing units available to low-income and moderate income earners, which is about 31% of the population, it would not address the needs of the 19% of the population that is very low and extremely low income (Table 6). While Brisbane's inclusionary zoning applies to for-sale projects only, it is unclear which housing types or how many units would qualify from the Parkside Plan.

Table 10: Parkside Plan Proposed Housing Type and Count			
Housing Type	**Count of Units Planned**	**Building Stories**	**Parking Spaces/ratio**
Townhomes	24	2-3	37/1.5
Small units	41	2	62/1.5
Multi-family units	168	2-3	300/1.75
Total	233	-	399/1.7

Source: Parkside Precise Plan-Draft, March 2017

> Recommendation: Specify which unit type is for-sale and which are rentals, and encourage townhomes as for-sale units.

In addition to increasing inclusionary zoning to produce deed-restricted affordable housing, Brisbane could utilize the existing 2016 Grand Nexus Study[44] to leverage housing impact fees. The nexus study was completed for 15 jurisdictions in San Mateo County, including Brisbane, to assess the impact of new commercial and residential development on the demand for affordable housing and proposes mitigation fees. The fees vary by city ranging from $2.50 to $44, and could generate more than $470 million in fees for San Mateo County. The money generated from these impact fees could be used to finance additional affordable housing units.

> Recommendation: Increase inclusionary zoning above 15% and utilize the Grand Nexus Study to leverage impact fees on new residential development.

Increased Density

With the creation of the housing overlay, the option to build housing rests on the land owner and developer. If the goal is to produce housing, and specifically affordable housing, the current density could be increased to make the project more appealing to a developer. The 2016 Strategic Economics Feasibility White Paper[45] notes the small size of the project area as a limitation for attracting a developer, but nonetheless, developing housing would be financially feasible. While the current densities make the project financially feasible, increasing the density could also make the project more attractive for an affordable housing developer. The stakeholder interview with Lily Gray from MidPen Housing, a San Mateo County nonprofit housing developer, showed MidPen typically develops affordable properties with a development potential of 40 or more units per development project. This can vary depending on the property ownership and parcel assembly, but with housing density minimums at 20-26 units per acre, market rate for-sale townhomes are the most likely type of housing to be developed. Overall, densities of 40-60 units per acre are better for incentivizing naturally affordable housing and rental housing in general.

The Parkside Plan proposes housing overlay zones that would accommodate housing development at densities ranging from 20 units an acre to 28 units, which meets or exceeds the minimum density threshold considered by the State to accommodate the development of affordable housing. However, these densities could be increased to encourage affordable housing development, a concept which is supported by many community members. At the February 2016 workshop, 45% of attendees said they would consider higher density housing up to four stories in the right locations if it could help make housing more affordable. During that same workshop, 59% of attendees stated their preferred area for new housing was within the Park Lane area, which is where the bulk of the housing is planned. Additionally, a survey to community members not in attendance at the February workshop revealed 83% of survey respondents agreed the Park Lane area was the right space for new housing. This shows that within the Parkside Plan is an opportunity for increasing density that still fits within the densities outlined for the area in the 2015-2023 Brisbane Housing Element.[f]

In addition to making the project more attractive to a developer, increasing the density would provide more housing options for market rate units, and if the density bonus program is utilized, more affordable housing options. Increasing the allowed density alone will not address the affordability issue as demonstrated by the Grand Nexus Study, but increasing densities would further incentivize utilizing the density bonus program and could lead to additional affordable units. The state density bonus applies to any development with at least 5% very-low income, 10% low-income, or 11% moderate-income units. Increasing the density could help incentivize developers to utilize the state density bonuses building affordable housing units. If a developer chose to build with the state density bonuses, more affordable housing units could be added to the Parkside Plan. This increased density could contribute to the health of all residents through an efficient use of land that can improve air quality, promote outdoor activity, and increased social networks.

Recommendation: Increase housing densities allowed in the Parkside Plan above and beyond the state requirements.

[f] Densities in the 2015-2023 Housing Element are 20 units an acre for Park Place and Old County Road and are 26 units an acre for Park Lane.

Senior Housing Opportunities

At 16% of Brisbane's population, seniors make up a large share of the overall population. Many seniors are on fixed incomes, and currently, 28% of Brisbane's seniors do not have the minimum income needed to cover a one-bedroom housing unit, compared to 21% of San Mateo County seniors.[46] The Parkside Plan's proposal for small unit housing could be the ideal location for a senior housing development because of the unit size. Although the Parkside Plan's parking requirements are conservative to start, reducing it for the small unit housing could help incentivize the space for senior housing. The small unit housing is proposed at 41 units with 62 parking spaces, 27 "tuckunder" and 35 surface with a parking ratio of 1.5 spaces per unit (Table 10). Here, reducing the parking ratio from 1.5 to 1 would maintain the 27 "tuckunder" spaces leaving 14 additional surface spaces for a reduction of 21 parking spaces. This reduced parking requirement could make the small unit proposal more attractive to developers to provide housing for seniors.

Additionally, the nearby BRIDGE managed senior housing facility shows the location is ideal for a senior development. This facility offers 14 senior units for residents 62 years or older, and the SMC Affordable Rental Housing List[g] shows it as the affordable development listed in Brisbane. The units are one and two bedrooms, and according to the property supervisor for BRIDGE, the units are in high demand as there is a wait list. The existing senior development is an added benefit for building additional senior housing in the Parkside area as there is already a senior community for networking and socializing. This recommendation for affordable senior housing stemmed from the workshop and survey results where current community members expressed an interest in building affordable housing for seniors. In the survey results from the February workshop, 52% of attendees said they would like to see young families, local employees, multigenerational families, young adults, and seniors living in the Parkside area. An additional 8% of those at the workshop stated explicitly they would like to see seniors living there, and comments from the survey distributed to members not in attendance at the workshops showed people supported senior housing, even when they did not show interest in building any new housing.

Recommendation: Reduce the parking requirements or unbundle parking from housing, and encourage the development of the small unit housing to support the increasing senior population.

Conclusion

The residential overlay provides the minimum density requirements for building housing, and specifically affordable housing in the Parkside area, but with additional support, affordable housing options could be expanded for Brisbane residents of all income levels. Increasing densities, increasing inclusionary requirements, reducing parking requirements, and utilizing the Grand Nexus study could help expand housing options. These housing options, and specifically affordable housing options, could help contribute to better health of all Brisbane residents by providing safe and affordable housing, reducing the jobs-housing gap, and potentially alleviating commute distances.

[g] San Mateo County Affordable Rental Housing List, Updated March 28, 2017; Accessed May 23, 2017.

Section 4: Economic Opportunity & Health in the Parkside Plan

The Parkside Plan's proposal of a residential overlay zone will provide the opportunity for much needed housing in Brisbane which will help alleviate the job housing imbalance. Yet, the potential redevelopment of currently zoned trade commercial land means the loss of over 200 jobs provided by the businesses currently located in the warehouses. The RHIA does not examine the occupations and wage levels of existing jobs, but research shows that industrial zoned land, including trade commercial zoned land, concentrates higher rates of middle wage jobs (jobs that pay between $18 and $30 dollars an hour[47]) that require lower-education levels. As well as higher wages, these middle-wage jobs provide more employer-provided benefits that remain even after controlling for demographic and geographic differences.[48]These types of jobs are also more likely to provide career pathways and economic mobility for low-income workers. In addition to financial benefits, those employed full time remain in better health showing more upward earnings mobility than those unemployed or underemployed. [49]

The Tradeoffs of Zoning for Residential vs. Zoning for Industrial

There is a growing shortage of industrial land in the Bay Area.[50] Industrial land in San Mateo accounts for about 4% of the total land in the county, with a vacancy rate of zero (Table 11). The relocation of the existing warehouses in the Parkside Plan area is likely to be difficult. Furthermore, the Peninsula economy is producing more jobs in the lower and higher end of the wage level, but fewer middle-wage jobs.[51] Therefore, the loss of industrial land may exacerbate the already low creation of middle-wage jobs.

Table 11: Industrial Land and Vacancy

Industrial Land & Vacancy	Total Land	Industrial Land	Vacant Industrial Land	Percent Industrial Land of Total Land
San Mateo County	291,520	10,845	0	4%

Source: Karen Chapple et al. (2016) Industrial Land and Jobs Study commissioned by ABAG

The potential residential development of the area will have a direct and induced impact on employment. The direct impact will be the number of temporary jobs in the construction sector and supporting industries. The induced impact is the new jobs that will be generated by the new residents. At this stage of the planning process, it is difficult to calculate the number of direct construction jobs that will be created by new development. Yet, any new development at the scale proposed in the Parkside Plan is an opportunity to promote well-paying jobs for Brisbane residents to build financial security and improve overall health. The City could explore requiring developers to pay area standard wages to construction workers and provide apprenticeship opportunities to local residents interested in entering the trades and specifically underrepresented workers in the construction industry. These apprenticeships benefit employers and employees as workers new to the construction industry are able to receive paid training and gain useful work experience.[52] They can also benefit underrepresented groups in the construction industry, such as women, when programs target groups for recruitment.[53] In this way, apprenticeships can help underrepresented groups earn higher wages and gain education and training with no debt,[54] two areas associated with better health outcomes.[55,56]

As far as the induced impact, the Grand Nexus Study in San Mateo County indicates that residential development is likely to generate primarily lower-wage jobs in the retail and service industries but with

a significant number of middle-wage jobs in the health care and government sectors.[57] Although a more detailed analysis of the employment impact can be done as part of the potential adoption of a residential impact fee ordinance, the anticipated increase in lower-wage industries poses an opportunity for the City of Brisbane to explore the adoption of policies that will ensure that these new jobs are well-paying jobs for Brisbane residents to build financial security and improve overall health.

Recommendation: The City of Brisbane could encourage developers to pay area standard wages and provide apprenticeship opportunities to traditionally underrepresented workers in the construction industry.

Mitigating Potential Commercial Displacement

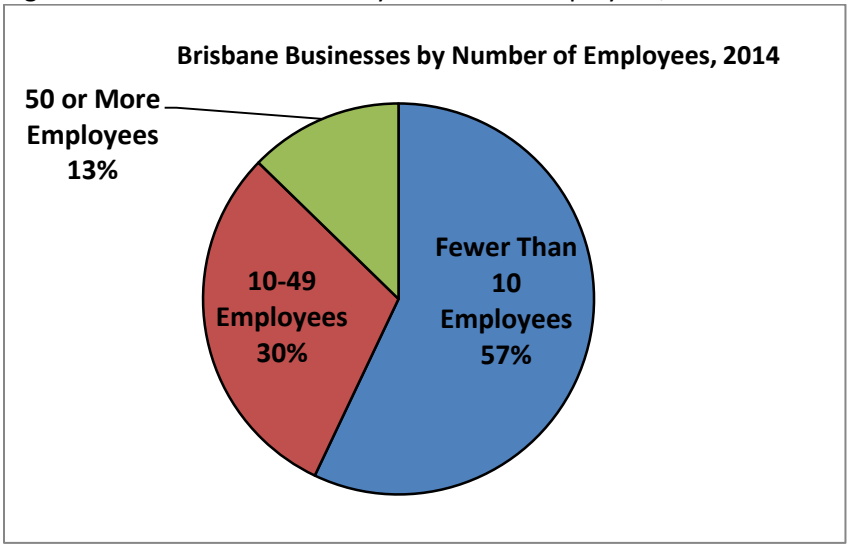
Residential development in the Parkside Plan area and the proposed revitalization of surrounding areas are likely to benefit the Village Shopping Center by increasing its customer base and the demand for more retail and service options to meet the needs of the new population.[58] In the long term, this revitalization may translate into additional retail and services jobs, which tend to require less educational attainment levels and pay lower wages. These lower-wage jobs will not provide the necessary incomes to support living in Brisbane. Currently, the State minimum wage is $10.50 an hour and will increase to $15 by 2023. Adopting a minimum wage ordinance higher than the State minimum wage will allow employees to better afford necessities, such as housing, transportation, childcare, food, and healthcare services. This ability to cover necessities is closely tied to improved health outcomes as households have increased options for making healthy choices.

As noted above, the increased demand for retail and service jobs will also produce an increased demand for affordable housing. This strong linkage between increased low-wage jobs and the need for affordable housing reinforces the importance for building housing at all income levels.

Despite the benefit of adding new residents and jobs to the area, commercial revitalization plans can also present challenges to existing small, less resourced businesses, which may not be able to weather the changing environment.[59] These small businesses are a crucial to the economy of Brisbane. Currently, 57% of small businesses employ fewer than 10 workers (Figure 9). Although the Village Shopping Center is currently experiencing lengthy vacancies and high turnover of business due primarily to insufficient demand from local residents and workers,[60] this situation could change as new residents come to the area. The revitalization of the Parkside Plan area and surrounding areas may lead to higher property values and retail rents, which can potentially increase the risk of displacement of existing small businesses tenants. Small businesses are an asset to any community as they create jobs, employ local residents, and build relationships in their communities, [61] and tend to cluster in walkable areas. This clustering supports community identity, reduces traffic, and increases active transportation, all of which benefit overall health. [62]

Recommendation: The City of Brisbane could explore adopting a higher than the State minimum wage ordinance and fair employment policies such as paid sick leave and fair scheduling practices.

Figure 9: Brisbane Businesses by Number of Employees, 2014



Source: US Census, County Business Patterns, 2014

Recommendation: The City of Brisbane could assist existing Village Shopping Center merchants to identify their needs and prepare them to capitalize on and weather the changes that new investment will bring to the area, and promote collaboration between existing merchants and local resources to help merchants deal with common issues that arise during commercial revitalization processes, such as leasing and employment law, marketing, and capital needs.

Conclusion

The addition of a housing overlay in the Parkside area will allow much needed flexibility in developing housing in the area, but with the tradeoff of the current industrial jobs. While new development in the Parkside area is likely to attract businesses and jobs, these are likely to be lower-wage positions than the current jobs located in the existing warehouses. Encouraging developers to pay area standard wages and provide apprenticeships, along with adopting a higher than the State minimum wage ordinance, would help support new employees earning better wages. The City could also support a healthy economy by assisting merchants at the Village Shopping Center in identifying their needs and better prepare them for the new investment and changes to the area.

Section 5: Recommendations

The following recommendations have been identified to better support the opportunity to build affordable housing for low-income and very-low income units in the Parkside Plan area, as well as support a healthy economy.

	Recommendation	Policy Considerations	Health Impact
HEALTHY HOUSING	Increase mechanisms to support housing at all affordability levels above and beyond state requirements.	Specify which housing type is for-sale and which are rentals, and encourage townhomes as for-sale units in order to enable inclusionary housing, which is currently only lawful on for-sale units.	Paying high housing costs diverts wages away from other needs, such as health care and healthy food, making it difficult for the healthiest choice to be the easiest choice. There is an association between increased density, increased physical activity and lower levels of obesity. Housing density can also encourage increased social networks and interactions, both of which can support physical and mental health.
		Increase inclusionary zoning from the current 15%, and utilize the Brisbane Nexus Study to leverage impact fees to mitigate impacts from new residential development.	
		Increase proposed housing density to help incentivize developers to utilize the state density bonuses to build affordable housing units.	
		Reduce the parking requirements to help reduce housing costs and enable more units in the small-unit housing development.	
		Dedicate the small-unit development area for senior housing, given the increasing senior population in Brisbane and countywide.	
ECONOMIC OPPERTUNITY	Improve wages for local employees and increase protections for small business owners.	Encourage developers to pay area standard wages and provide apprenticeship opportunities to traditionally underrepresented workers in the construction industry.	Higher incomes and well-paid jobs have a positive impact on health. Low income people are more likely to suffer of cardiovascular diseases, diabetes, obesity, and asthma. Strong small, locally-owned businesses provide key services and resources to local communities and employment opportunities for local residents, which are essential aspects of community health.
		Explore adopting a higher than the State minimum wage ordinance and fair employment policies, such as paid sick leave and fair scheduling practices.	
		Consider assisting existing Village Shopping Center merchants to identify their needs and prepare them to capitalize on and weather the changes that new investment will bring to the area, and promote collaboration between existing merchants and local resources to help merchants deal with common issues that arise during commercial revitalization processes, such as leasing and employment law, marketing, and capital needs.	

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MEMORANDUM

DATE: 6/22/2017

TO: Planning Commission

FROM: John Swiecki, Community Development Director

SUBJECT: **Workshop: Draft Parkside at Brisbane Village Precise Plan**

Purpose

The purpose of this evening's workshop is to provide an introduction of the Draft Parkside at Brisbane Village Precise Plan (Parkside Plan) to the Planning Commission and the public prior to formal review of the Draft Plan at public hearings in July. The workshop will consist of a staff presentation outlining the planning process to date and an overview of the Draft Plan's purpose, organization, and policies. The Planning Commission is encouraged to ask clarification questions of staff and may additionally accept informational questions from the public at the discretion of the Chairperson. Since this is not a formal public hearing it would not be appropriate to accept public testimony on the plan, nor would it appropriate for the Commission to engage in substantive discussions regarding the plan or to deliberate in any fashion.

Background

Parkside Plan Purpose and Overview

The Parkside Plan originated with the primary purpose to implement residential overlay zoning over several parcels in the Plan Area as required by the City's 2015-2022 Housing Element. Throughout the planning process, the Parkside Plan evolved to proactively define the community's vision and establish clear land use direction, design standards, and procedural requirements to encourage future private and investment throughout the 25-acre Parkside Plan Area. A map of the Plan Area is provided on page 6 of the Draft Plan.

Through public workshops and study sessions at the City Council, it was determined that the Parkside Plan should include the required residential overlay zones to implement the Housing Element obligations, along with physical development standards for new residential development. The Parkside Plan additionally proposes a vision for the redevelopment of several commercial properties in the Plan Area, including the Brisbane Village Shopping Center and immediately adjacent properties. The vision for the commercial area is intended to guide private landowners' future redevelopment plans and does not include any zoning regulation amendments.

Parkside Plan Timeline and Milestones

Consultants MIG were hired by the City Council in September 2015 to prepare the Parkside Plan and facilitate a community-wide dialogue on the planning process. Important milestones in the planning process to date include:

- **October 3, 2015**: A community booth at the Day in the Park to advertise the Parkside Plan process;
- **October 24, 2015**: An interactive "pop-up" community workshop held on a portion of Old County Road to gauge community members' preferences for types, location, and intensity of land uses, community health, and multi-modal circulation in the Parkside area;
- **October-November 2015**: Stakeholder interviews with community groups, business and ownership interests, and Council and Commission representatives (former Chairperson Do represented the Planning Commission);
- **February 1, 2016**: A second community workshop at City Hall that featured an instant polling exercise to refine community preferences for land use, circulation, recreation services, community health, and community amenities in the Parkside area;
- **February-March 2016**: A follow-up survey was distributed in the monthly STAR (mailed to every household) and available online to gather additional feedback on the instant polling results from Workshop #2;
- **June 2, 2016**: A "check-in" workshop with the City Council to provide focused input on the preferred land use scenarios for both the residential overlay zones and the commercial vision area. The community and Council members voiced support for lower-intensity alternatives A and B.
- **September 1, 2016**: A second "check-in" workshop with the City Council at which the Council directed the Economic Development Subcommittee, comprised of Mayor Liu and CM Lentz, and an ad hoc subcommittee comprised of CMs Davis and O'Connell, to work with staff and MIG to refine the preferred land use scenarios for the "commercial vision area" and residential overlay zones, respectively, prior to the Draft Plan being presented to the Planning Commission.
- **November - December 2016**: The City Council subcommittees met with MIG and staff to refine the preferred land use concepts for the residential overlay zoning sites and commercial vision area.

Parkside Plan Studies and Supporting Documents

In coordination with lead consultant MIG, economic consulting firm Strategic Economics produced an economic feasibility study that analyzed current market constraints and opportunities for the development of different land uses in the Parkside area. In addition, transportation consulting firm Hexagon Transportation Consultants, Inc. assessed existing transportation constraints and evaluated opportunities to improve roadway and pedestrian and bike circulation throughout the area. Get Healthy San Mateo County (Get Healthy), affiliated with the County Health System, provided guidance and feedback on incorporating policies to enhance community health throughout the planning process and will provide an assessment of the Draft Plan specifically regarding community health goals prior to the

Planning Commission's first public hearing.

The economic feasibility study, transportation analysis, and community health planning strategies from Get Healthy San Mateo County are available on the Parkside Documents webpage (referenced at the end of this report) on the City website.

Draft Parkside Plan Policy Overview

Vision for Residential Areas

The Draft Parkside Plan establishes two residential overlay zones over the five properties identified as housing opportunity sites in the 2015-2022 Housing Element, as well as an additional site (280 Old County Road) identified by the ad hoc City Council subcommittee. (Refer to Figure 5, Page 19 of the Draft Parkside Plan for the residential overlay zone sites). The two Parkside Overlay Zones (PAOZ) are tailored to the two distinct housing types envisioned by the City Council ad hoc subcommittee: smaller unit sizes and/or lot sizes along Park Place and Old County Road in the PAOZ-1 District, and traditional multi-family development along Park Lane in the PAOZ-2 District. These housing types are illustrated in the conceptual land use and urban design framework found in Figure 2.9, page 22 of the Draft Plan.

Physical development standards and policies for both the PAOZ-1 and PAOZ-2 Districts are established in Chapter 3 of the Draft Parkside Plan. The PAOZ-1 development standards are intended to provide flexibility to landowners to develop small-lot subdivisions, where multiple "tiny" homes could be constructed on many small lots, or traditional attached townhomes on larger lots, with an emphasis on private yard areas for each home and generous landscaping and setbacks from roadways The PAOZ-2 development standards ensure multi-family developments are highly articulated and requires developments to be broken up into smaller buildings with shared or private spaces for recreation, landscaping, and gathering. New residential buildings in both overlay zones are limited to three stories.

Design guidelines for both new residential development and redevelopment of the commercial area are provided in Chapter 4. The design guidelines provided detailed requirements for high quality architectural styles and materials, sustainable site design, public realm improvements, and many more design components intended to ensure redevelopment will complement and enhance the City's character.

Note that as overlay zones, the underlying TC-1 Crocker Park Trade Commercial zoning district regulations is preserved. Property owners may elect to redevelop their properties consistent with the overlay zone regulations, or may opt to continue the use of the property as allowed under the TC-1 zoning district regulations.

Vision for Commercial Areas

The commercial area vision is detailed in the Design Guidelines in Chapter 4. These guidelines clearly outline the specific types, design, and orientation of commercial redevelopment desired by the

community. A notable recommendation that came out of the City Council check-in workshops and Economic Development Subcommittee meetings was for a boutique hotel, as well as "experiential" retail and new gathering places for residents and visitors alike. These components are illustrated in the conceptual land use and urban design framework (Figure 2.9, page 22 of the Draft Plan).

Vision for Circulation Improvements

The Draft Parkside Plan also proposes a series of improvements to pedestrian and bicycle circulation within the Plan Area. (Refer to Figure 12, Page 43 of the Draft Parkside Plan for the proposed circulation plan). A significant focus of the circulation improvements are to bridge the gap between existing sidewalks and bike lanes, which are currently fragmented in the Plan Area. The circulation plan also proposes two new dedicated pedestrian and bicycle pathways (no autos) to connect the residential overlay zones to Central Brisbane and the rest of the Plan Area, connecting Park Lane and the Old Quarry Road pathway and Park Place and the commercial areas.

Next Steps

Following this informational workshop, a formal public hearing will be scheduled at which the Planning Commission will hear public comment and provide a recommendation to the City Council regarding the Draft Plan. The public hearing is tentatively proposed for a special meeting on July 19, 2017.

Attachments:

1. Draft Parkside at Brisbane Village Precise Plan – available on the City's website

Note: All Parkside Plan documents released to date are available to view on the Parkside Plan Documents webpage: http://www.brisbaneca.org/parkside-plan-documents