



MEMORANDUM

DATE: 1 September 2016

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: **Study Session-Parkside at Brisbane Village Precise Plan Concept Alternatives**

Purpose:

This study session is a continuance of the City Council's study session of June 2, 2016 regarding the Parkside at Brisbane Village Precise Plan. At the June 2, 2016 meeting, the City's consultant (MIG) presented three preliminary Parkside land use alternatives for community and City Council feedback. Tonight's study session provides the City Council and community with an opportunity to provide additional feedback on the preliminary alternatives. As a reminder, this is a study session and the City Council will not be taking formal action on this matter at this time. The Council's direction and feedback will guide the preparation of the draft Precise Plan, which will be subject to formal public hearings before the Planning Commission and City Council.

Background:

A comprehensive summary of the Parkside at Brisbane Village Precise Plan background, goals, and public process to-date is provided in the attached memorandum from the June 2, 2016 City Council meeting.

At the June 2 meeting, lead consultant MIG presented three preliminary land use alternatives to the City Council and the public, shown in a schematic ("bird's eye") plan view. Framing the preliminary alternatives were the economic feasibility study prepared by Strategic Economics, a transportation analysis by Hexagon Transportation Consultants, healthy planning strategies from Get Healthy San Mateo County, and the community vision articulated through the outreach process. [Note: All community outreach and technical documents released to-date are available to view on the Parkside Plan Documents webpage: <http://www.brisbaneca.org/parkside-plan-documents>]

Discussion:

Visual Representations

In order to facilitate further discussion at tonight's study session, the City's consultant MIG has prepared additional photosimulations for the City Council's reference to supplement the three preliminary land use alternatives initially presented at the June 2nd Council meeting. The photosimulations illustrate two different renderings of buildings in Alternatives A & B as seen from different locations in the Plan Area. The first rendering type shows a distant view of a particular block in the Plan Area and is intended to provide a sense of overall building mass. The massing renderings are attached to this memorandum.

The second rendering type shows a more intimate, pedestrian-level view within particular blocks in the Plan Area. Due to time constraints, these photosimulations are not attached to this report, but will be presented at tonight's meeting.

Photosimulations were not created for Alternative C, as the feedback received on June 2nd indicated that the development intensity proposed in this Alternative was out of scale with the community's vision.

Density and Form

The three alternatives propose a mix of residential densities and commercial intensities for the Council and community's consideration. An issue that has recurred throughout the Parkside process is the relationship between density/intensity and building form. "Density" and "intensity" are mathematical concepts addressing the relationship between the number of units, or total building square footage, and the lot (land area) on which the buildings are being built. Residential density is represented by calculating the dwelling units per acre of land, shown as "du/ac" in shorthand. Commercial intensity is typically represented by the ratio of total floor area to the lot size, in square feet (Floor Area Ratio, or "FAR").

Residential density and FAR maximums are effective planning tools to control the overall intensity of the use of a site. However, density and FAR do not strictly govern the form or appearance of a building. The physical building form, while influenced by density/FAR requirements, is also shaped by other zoning regulations such as maximum building height, minimum building setbacks, required parking, building articulation, and other design requirements.

To provide further context to how density relates to physical form, the attached table provides a summary of residential properties within Brisbane that have a density of 20 du/ac or more. Though most multi-family properties in Brisbane are between two and three stories in height, the table illustrates the wide variety of densities that exist, typically due to the relatively small sizes of residential lots in Brisbane. Photos of several multi-family developments in Brisbane at varying densities are also attached for reference to further illustrate how architectural style and building form influence the overall character of residential development at a variety of densities.

In addition to the numerous examples of multi-family housing in Brisbane, examples of multi-family developments in other Peninsula communities are also attached for the Council's reference. These examples from other communities are intended to provide additional context for multi-family development of different densities on larger lots, closer in size to many of the sites in the Parkside Area designated for future housing development.

Land Use Policy Considerations- Retail Opportunities

A major objective of the Parkside Plan was to identify community objectives and market conditions to guide future planning direction for the Brisbane Village Shopping Center. As discussed by Strategic Economics at the June 2nd meeting, the current economic market and existing commercial development patterns in Brisbane do not necessarily support certain retail (such a grocery store) and dining amenities that were identified as desirable in the community visioning process. Without a changed or increased market demand, it is unlikely that a private investor would be motivated to reconstruct or reconfigure the existing shopping center.

Given that many of the community's objectives do not align with current market conditions, there is a policy choice to be made in the Parkside Plan as it pertains to this area. The City can establish a vision for a long-term future that aligns more closely with the community's objectives, even if this vision may not be feasible under current market conditions. Along these lines the City could consider modifying the land use program to respond to market conditions, thereby providing additional incentive for potential redevelopment

Alternatively, the City can structure the Parkside Plan around the existing basic land use program and assuming that the property is not likely to be substantially redeveloped in the foreseeable future. Under this approach, the plan would focus on identifying incremental interventions and improvements that could be implemented which would help achieve community objectives pertaining to improved circulation, design, and placemaking. Such incremental enhancements could be implemented as modest investments are made to maintain and enhance the viability of the shopping center during its economic life.

Alternative A reflects the latter, more market-based approach where no changes in land use or to the layout of the existing shopping center building and parking lot are anticipated.

Alternative B reflects a more vision-based scenario for the Village by proposing both land use changes (limited housing component) and increased commercial intensity (anchor retail tenant, such as a grocery store) to incentivize private investment in future economic cycles. Alternative B also proposes expansion of the shopping center onto the adjacent parcel at 125 Valley Drive. Potential implementation strategies for Alternative B in the Precise Plan could include:

- zoning amendments to allow a mix of uses within the NCRO-1 zoning district;
- zoning amendment to rezone 125 Valley Drive to NCRO-1, to incentivize common ownership of the adjacent properties and result in a more cohesive and holistic redevelopment effort;
- design guidelines for mixed-use development on the two properties.

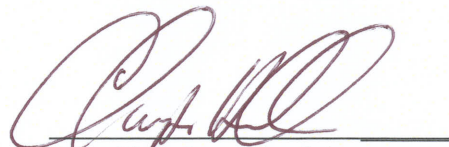
Attachments

- Alternatives A, B, & C

- Building massing renderings for Alternatives A & B
- Table of multi-family development densities in Brisbane
- Photos of multi-family development density and form in Brisbane and other communities
- June 2, 2016 staff memorandum to the City Council
- Draft minutes of the June 2, 2016 City Council meeting [NOTE: The draft minutes of June 2, 2016 are included on tonight's consent calendar.]



John Swiecki, Community Development Director



Clay Holstine, City Manager