

City of Brisbane

Agenda Report

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: Consider approval of Parkside at Brisbane Village Precise Plan and Related General Plan Amendments

DATE: Meeting of October 16, 2017

City Council Goals:

To promote economic development that stabilizes and diversifies the tax base. (#4)
To preserve and enhance livability and diversity of neighborhoods. (#14)
To encourage community involvement and participation. (#15)
To preserve the unique current character of Brisbane. (#16)

Purpose:

To adopt the Parkside at Brisbane Village Precise Plan (Parkside Plan) and associated General Plan Land Use Element text and map amendments, to establish land use and design regulations in the Parkside Area subarea and implement Housing Element Programs H.B.1.a and H.B.1.b.

Recommendation:

That the City Council adopt Resolution 2017-50, adopting the General Plan text and map amendments and related Parkside Plan.

Background:

Purpose and Intent

The Parkside Plan was initiated 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 located at the entrance to Brisbane (see attached location map). The Parkside Plan is a key step for the City to comply with its obligations under the City's adopted 2015-2022 Housing Element to establish residential overlay zoning over several parcels within in the Plan Area as discussed below. Subsequent to approval of the General Plan amendment and Parkside Plan, a zoning text amendment will be processed to formally establish the implementing zoning district overlay zones.

Parkside Plan Process

Key components of the Parkside planning process included a robust community engagement program to facilitate a community-wide dialogue on the plan, ongoing iterative review with the City Council, and formal public review through the Planning Commission. Key events in the planning process are outlined below:

- **October 2015:** An interactive “pop-up” community workshop was 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;
- **February 2016:** A 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, 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.
- **September 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 finalization of the Draft Plan.
- **November - December 2016:** The City Council subcommittees met with city staff and consultant to refine the preferred land use concepts for the residential overlay zoning sites and commercial vision area.
- **June 2017:** Draft Parkside at Brisbane Village Precise Plan released for public review.
- **July-August 2017:** Planning Commission holds two public hearings and one deliberation meeting, voting unanimously to recommend approval of the Parkside Plan with modifications.

Parkside Plan Studies and Supporting Documents

The technical foundation of the Parkside Plan included economic feasibility and transportation studies. The economic feasibility study analyzed current market constraints and opportunities for the development of different land uses in the Parkside area. The transportation study assessed existing transportation constraints and evaluated opportunities to improve roadway and pedestrian and bike circulation throughout the area. Additionally, 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 prepared a Rapid Health Impact Assessment (RHIA) of the Draft Plan which evaluated the draft Plan’s effectiveness in helping to achieve community health goals. The RHIA is attached to this report.

All technical reports and information documenting the community engagement process are available on the Parkside Documents webpage (referenced at the end of this report) on the City website.

Planning Commission Review and Recommendation

After conducting two public hearings and one deliberations meeting, the Planning Commission adopted Resolution GPA-2-17 recommending approval of the Parkside at Brisbane Village Precise Plan, with modifications, to the City Council at its August 22, 2017 meeting. The Planning Commission modifications are included in redline text in Exhibit A to the attached Resolution 2017-50 and discussed in the Discussion section below. Planning Commission agenda reports and meeting minutes are attached for reference.

Discussion:

Parkside Plan Contents and Policies

Residential Development

The Draft Parkside Plan envisions 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. The overlay zones establish residential densities between 20-28 dwelling units per acre (du/ac), and would accommodate a minimum of 233 dwelling units. These overlay zones would accommodate the City's Regional Housing Needs Allocation (RHNA) of 228 dwelling units, in compliance with the City's Housing Element and State law.

The proposed 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. Refer to Figure 5, Page 19 of the Draft Parkside Plan for the residential overlay zone sites.

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 are 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 existing TC-1 zoning district regulations.

Commercial Areas

While the Parkside Plan provides definitive regulations for the residential overlay areas, the Plan’s approach to the commercial area is different. The Parkside Plan presents a potential vision for future redevelopment of the commercial area but does not establish new prescriptive standards or regulations for this area. This vision is set forth in the Design Guidelines in Chapter 4 with suggestions as to uses, design considerations, and building orientation in the event the property owners choose to redevelop the sites. The vision for a boutique hotel, as well as “experiential” retail and new gathering places for residents and visitors alike, was put forth at the City Council check-in workshops and Economic Development Subcommittee meetings. These aspirational components are illustrated in the conceptual land use and urban design framework (Figure 2.9, page 22 of the Draft Plan).

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). The circulation improvements would 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.

SMC Health Rapid Health Impact Assessment

The San Mateo County Health System’s Public Health, Policy and Planning (PHPP) Division introduced healthy community planning aspects early on in the Parkside Plan process. The PHPP prepared a Rapid Health Impact Assessment (RHIA) that analyzes the potential community health and equity impacts related to healthy housing and economic opportunity in the proposed Parkside Plan. The RHIA offers strategies and recommendations for the City’s consideration, as summarized in the “Key Findings and Recommendations” section of the RHIA (beginning on page 4).

Some of the RHIA’s recommendations relate to broader city policy issues such as strengthening the City’s inclusionary housing ordinance and establishing prevailing wage requirements. Recommendations specifically focused on the Parkside Plan include increasing the minimum residential densities and reducing parking requirements in the residential overlay zones, and creating a small business-owner assistance program.

Planning Commission Recommendations

Through the Planning Commission hearing process, several modifications to the Parkside Plan language and General Plan text amendments were recommended, and are included in Exhibits A and B of Resolution 2017-50 as attached to this report. Those text modifications are addressed in detail in the attached July 27th and August 22nd agenda reports to the Planning Commission.

Among the text modifications recommended by the Commission are several new or revised development standards and design guidelines pertaining to new residential development in Chapters 3 and 4 of the Draft Plan. These recommendations include a recommended increase in building height in the PAOZ-2 overlay zone (multi-family housing) to four stories only in the rear of a property (opposite from street) to accommodate podium (first level) parking, with three stories of residential above, which would reduce the amount of site area that would have to be dedicated to surface parking. Also recommended is a minimum setback of five feet for third and fourth stories in the PAOZ-2 overlay zone to provide additional building articulation.

Other text modifications recommended by the Commission include provisions for additional design guidelines regarding building orientation, parking lot design, and prioritization of smaller dwelling unit sizes. The Commission also recommended text modifications to the administrative chapters of the Plan to clarify how the Plan would be implemented and how the proposed overlay zoning regulations relate to existing underlying zoning designations.

The Commission also added a Community Health and Safety policy to the Parkside Area subarea section in Chapter 12 of the General Plan. This policy recognizes the City's existing State law and Municipal Code requirements for site-specific applications for new development to address environmental hazards applicable to the site (e.g., sea level rise, flood, and liquefaction). This recommendation is reflected in Exhibit B of Resolution 2017-50, attached to this report.

CEQA Status

The City Council adopted a Negative Declaration for the 2015 Housing Element, including the two programs that committed the City to adopting new land use and zoning regulations to accommodate at least 228 new housing units on the five housing opportunity sites identified in the Housing Element. The environmental impacts of the proposed General Plan amendments and Parkside Plan before the Council tonight are consistent with those identified in the Negative Declaration adopted for the Housing Element.

During the Planning Commission's public hearings for the draft Parkside Plan, comments were raised regarding site-specific geologic conditions (liquefaction), flooding and potential sea level rise, and potential contamination of housing sites from historic industrial uses. As discussed at the Planning Commission hearings, Chapters 16 and 18 of the California Building Code (CBC) require site-specific soil investigations and geotechnical reports to be prepared by a licensed engineer as a component of a building permit application for a new structure. These reports include an analysis of the soil content of the site, a characterization of how those soils would respond to seismic events, liquefaction, and other non-hazardous behavior (e.g. settlement over time), and recommendations for site grading and structural design. Building structural designs (including foundation), and any site grading plans must be consistent with the findings and recommendations of these reports.

For sites located within a mapped special flood hazard area (in the Parkside Area, only one property- 125 Valley Dr.- is located within such an area), Appendix G of the CBC and Brisbane Municipal Code Chapter 15.56 would apply to the building permit. These regulations establish standards for construction methods and materials, elevation of structures above base flood elevation, and many other design criteria to ensure the structure is floodproof and the site is reasonably safe from flooding. The Building Official acts as the Floodplain Administrator and oversees compliance of the project with these regulations.

Regarding sea level rise, while projections are not certainties, the County's Countywide sea level rise vulnerability assessment, released as a draft in April 2017, captures a range of sea level rise projections based on the most recent available science. As shown in the sea level rise projection maps contained in Appendix B to that report (attached), the Parkside Area is outside of the projected impact area even at the highest scenario of 6.6 feet of sea level rise. It is acknowledged that sea level projections are subject to revision over time. When and if development occurs within Parkside, it will be subject to whatever standards and regulations are in place at the time development applications are submitted. Additionally, sea level rise issues are not unique to the Parkside area. If the city wants to independently undertake studies evaluating scenarios reflecting higher levels of sea level rise, this should be done on a comprehensive Citywide basis, not just the Parkside subarea as an isolated geographic area.

Next Steps

Following City Council consideration and adoption of the General Plan text and map amendments and the Parkside Plan's residential overlay zoning development standards and design guidelines, staff will prepare the implementing zoning ordinance amendments consistent with the Council's action. These zoning ordinance amendments will be subject to public review at future Planning Commission and City Council public hearings.

Fiscal Impact:

None.

Measure of Success:

To establish a proactive community vision for future residential and commercial redevelopment in the Parkside area and comply with the City's Housing Element and provisions of state law by identifying adequate housing sites to meet the City's Regional Housing Needs Allocation (RHNA).

Attachments:

1. Resolution 2017-50 with attached General Plan Text and Map amendments
2. [Draft Parkside at Brisbane Village Precise Plan](#) (hyperlink)
3. Rapid Health Impact Assessment for the Draft Parkside Plan prepared by the San Mateo County Health System
4. San Mateo County Sea Level Rise Vulnerability Assessment, Appendix B, Asset Exposure Map for Brisbane
5. Planning Commission Resolution GPA-2-17
6. August 22, 2017 Planning Commission agenda report and minutes

- 7. July 27, 2017 Planning Commission agenda report and minutes
- 8. July 18, 2017 Planning Commission agenda report and minutes
- 9. Planning Commission Written Correspondence



John A. Swiecki Community Development Director



Clay Holstine, City Manager