

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).

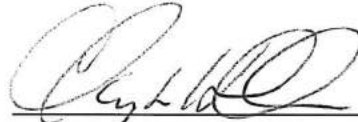
Attachments:

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

RESOLUTION NO. 2017-50

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BRISBANE
ADOPTING GENERAL PLAN TEXT AND MAP AMENDMENT GPA-2-17 AND
THE PARKSIDE AT BRISBANE VILLAGE PRECISE PLAN

WHEREAS, in April of 2015, the City Council adopted the 2015-2022 Housing Element via General Plan Amendment GPA-1-14, and certified a Negative Declaration for the Housing Element; and

WHEREAS, the 2015-2022 Housing Element Programs H.B.1.a and H.B.1.b direct the City to adopt affordable housing overlay zones for five properties within the Crocker Industrial Park, located at 25-43 Park Place and 91-145 Park Lane, to accommodate a minimum of 228 low and moderate-income housing units, representing a portion of the City's State-mandated 2014-2022 Regional Housing Needs Allocation; and

WHEREAS, the 2015-2022 Housing Element Program H.B.1.c directs the City to revise the General Plan's applicable land use designations and relevant Land Use Element policies and programs to be consistent with all zoning amendments implementing the Housing Element's programs; and

WHEREAS, in September 2015 the City Council hired consultant firm MIG to prepare a Precise Plan, deemed the "Parkside at Brisbane Village Precise Plan," to study the five properties designated for housing overlay zones in the Housing Element, as well as other properties in the vicinity within an approximately 25-acre area, generally bounded by Bayshore Boulevard to the east, San Francisco Avenue to the south, Park Lane to the west, and Valley Drive to the north; and

WHEREAS, from September 2015 to June 2017, MIG and city sought out community input to define the community's vision for future residential and commercial redevelopment within the Parkside at Brisbane Village Precise Plan area, including two community workshops, two City Council study sessions, and two opinion surveys published on the City's website and in the monthly STAR; and

WHEREAS, on June 12th, 2017, the Draft Parkside at Brisbane Village Precise Plan was released for public review and comment, which provides affordable housing overlay zoning designations over six properties within the Crocker Industrial Park, based on the direction provided by the City Council ad hoc subcommittee, to accommodate a minimum of 228 housing units at densities between 20-28 dwelling units per acre, which is considered by the State Housing and Community Development Department to accommodate the development of housing for very low and low income households; and

WHEREAS, the Draft Parkside at Brisbane Village Precise Plan additionally establishes a vision and design guidelines for future redevelopment of the Brisbane Village Shopping Center and adjacent commercial properties within the Plan Area, based on the feedback provided by the community and direction provided by the City Council during the community engagement process; and

WHEREAS, on July 18th, 2017, the Planning Commission held a public hearing on the Draft Parkside at Brisbane Village Precise Plan and implementing General Plan text and map amendments contained in General Plan Amendment GPA-2-17, at which all written and oral testimony was considered, the public hearing was closed, and deliberations were continued to July 27, 2017; and

WHEREAS, the minutes of the July 18th, 2017 Planning Commission hearing are attached and incorporated by reference in this resolution; and

WHEREAS, at the July 27th, 2017 Planning Commission meeting, the Commission continued its deliberations and made recommendations to modify the Draft Plan, and directed staff to bring back the revised Resolution GPA-2-17 for adoption by the Commission at a future meeting; and

WHEREAS, the minutes of the July 27th, 2017 Planning Commission hearing are attached and incorporated by reference in this resolution; and

WHEREAS, at the August 22nd, 2017 Planning Commission meeting, the Commission adopted Resolution GPA-2-17; and

WHEREAS, the minutes of the August 22nd, 2017 Planning Commission meeting are attached and incorporated by reference in this resolution; and

WHEREAS, on October 16th, 2017, the Brisbane City Council held a public hearing on the General Plan text and map amendments associated with the Parkside at Brisbane Village Precise Plan contained in General Plan Amendment GPA-2-17, publicly noticed in compliance with Brisbane Municipal Code Chapters 1.12, at which all written and oral testimony was considered; and

NOW, THEREFORE, BE IT RESOLVED, by the City Council of the City of Brisbane as follows:

Section 1. The General Plan Land Use Element text and map amendments GPA-2-17 and the Draft Parkside at Brisbane Village Precise Plan are consistent with the adopted Negative Declaration for the 2015-2022 Housing Element, SCH#2015012053.

Section 2. The General Plan Land Use Element text and map amendments GPA-2-17 and the Parkside at Brisbane Village Precise Plan are consistent with the 1994 General Plan, as hereby amended.

BE IT FURTHER RESOLVED by the City Council of the City of Brisbane that the General Plan Land Use Element text and map amendments GPA-2-17, contained in Exhibits B and C to this resolution, and the Parkside at Brisbane Village Precise Plan, contained in Exhibit D and as amended in Exhibit A to this resolution, are hereby adopted.

Lori S. Liu
Mayor

* * * *

I hereby certify that the foregoing Resolution 2017-50 was duly and regularly adopted at a special meeting of the Brisbane City Council on October 16, 2017, by the following vote:

AYES:

NOES:

ABSENT:

Ingrid Padilla, City Clerk

Exhibit A

Recommended text modifications to the Draft Parkside at Brisbane Village Precise Plan

Plan Page #	Paragraph # or Section	Revised or New Text
6	4	To implement the required Housing Element policies and create a holistic community vision for the entire Plan Area, the Parkside at Brisbane Village Precise Plan establishes a regulatory framework in the form of overlay zoning regulations and Design Guidelines that will guide future housing development in the Plan Area. <u>The Plan has no regulatory impact to existing non-residential uses in the properties subject to the overlay zoning designations, and does not limit or amend the permitted uses or development standards applicable to those non-residential uses. Within the overlay zones, the underlying zoning designation will continue to control non-residential development of those properties.</u>
8	4	This Plan is a Precise Plan, which is a planning implementation tool that allows site design and land use flexibility within a designated overlay zone, and establishes development standards and Design Guidelines affecting <u>new residential development within</u> the properties within the overlay zone (“Figure 5. Plan Area Land Uses” on page 19). <u>Within the overlay zones, the underlying TC-1, Crocker Park Trade Commercial zoning designation will continue to control non-residential development of those properties.</u>
21	Section 2.8	<p>2.8 COMMUNITY BENEFITS</p> <p>Community benefits represent a balance of community and property owner/developer needs and desires. Developers modify their projects to include benefits to the community beyond those required by the municipal code. The City then grants the developer the opportunity to design their project in a way that differs from standard requirements.</p> <p>Benefits to municipalities can include, but are not limited to, facilities such as: additional open space; guarantees on construction worker wages; additional affordable housing units; childcare facilities; community centers; or off-site improvements. Benefits to developers can include variations in: unit number or size; parking regulations; building height; or other design guidelines. The City of Brisbane may opt to consider community benefits subsequent to adoption of this Plan that <u>requires includes, but is not limited to, developer provision of upgraded fiber/internet infrastructure, senior housing, funding for a new parking garage, increased density to accommodate small housing unit sizes, and enhanced transit service (such as electric shuttle service).</u></p>
26	4	<p>Non-residential Development</p> <p>The Parkside Plan does not change the land use and zoning district designations of regulations applicable to properties non-residential</p>

		development within the Plan Area not identified for future housing development outside of the PAOZ-1 and PAOZ-2 overlay zones. Non-residential development within the Plan Area will continue to be subject to the existing TC-1, Crocker Park Trade Commercial, NCRO-1, Brisbane Village Neighborhood Commercial, and SCRO-1, Southwest Bayshore Commercial district regulations.
27	6	<i>(Immediately following bullet-point list)</i> The Parkside Plan has no impact on the permitted uses or development standards applicable to non-residential uses within the PAOZ overlay zones. The TC-1, Crocker Park Trade Commercial zoning designation will continue to govern the non-residential uses of properties with in the PAOZ overlay zones.
28	1	3.2.3 PARKSIDE OVERLAY ZONE DEVELOPMENT STANDARDS Intent: This section addresses the <u>residential</u> development standards for the PAOZ-1 and PAOZ-2 overlay zones in the Parkside Area, as set forth in “Table 3.2.3 Parkside Overlay Zoning District Development Standards” on page 28. The standards for the TC-1 zone, <u>applicable to non-residential development</u> , are set forth in BMC Chapter 17.19.
28	Table 3.2.3, Parkside Overlay Zoning District Development Standards	Row: PAOZ-2 Column: Setbacks Front: 5 ft. min., 20 ft. max. Side: 5 ft min. side Street Side: 10 ft. min. and max. Rear: 15 ft. min. <u>Third and fourth stories: 5 ft. min.</u> Exceptions: Refer to 3.4.1.C and 3.4.1.D
		Row: PAOZ-2 Column: Height <u>3 4 stories, 40 50 Feet (Refer to 3.3.1.U)</u> <u>Building height shall be measured from finish grade when site fill for flood protection is required.</u>
30	Section 3.3.1	<i>New Standards under “Building Design and Materials”; numbering to be assigned and corrected.</i> <u>. Buildings shall have varying and articulated roof planes.</u> <u>. Third stories shall be set back at least five feet from the wall plane of the second and first stories below.</u>
33	Section 3.3.1	PAOZ-2 Standards

		<p>DT. In the PAOZ-2 District, buildings shall break to ground level at least every 150 feet to allow view corridors through the site. Distance between buildings should be no less than 25 feet wide. These breaks can be designed as mid-block connections (Figure 9 on page 33).</p> <p><u>U. In the PAOZ-2 District, four stories may only be permitted in the rear of a property (opposite from street) to accommodate podium (first level) parking, with three stories of residential above. Building heights may not exceed three stories adjacent to any improved street.</u></p>
37	Section 3.4.4	B. Plant a minimum of one shade tree per 30 <u>10</u> spaces in each parking lot.
37	Section 3.4.5	B. Place EV charging stations adjacent to building entrances.
43	Figure 12	<u>Add new trail to Figure 12 connecting Park Lane to the community pool on Solano Street (crossing Old Quarry Road and Solano Street).</u>
49	Section 4.1.1	<u>H. Residential developments are encouraged to prioritize small housing unit sizes, consistent with the minimum size requirements allowed in the California Building Code.</u>
50	Section 4.1.2	<u>J. Ensure site design complies with California Building Code and Brisbane Municipal Code requirements for floodplain development and other safety-related design criteria pertaining to soil stability, liquefaction, and other geologic hazards.</u>
51	Section 4.1.3	<u>H. Site development on the lots on Park Lane encumbered by a utility easement shall take into account the San Francisco Public Utilities Commission easement in the rear of the properties. Projects will be reviewed by the SF PUC prior to building permit issuance.</u>
50	Section 4.1.2	<p><u>J. Parking lots shaded by physical structures, subject to setback requirements established in Chapter 3, should incorporate solar power generation.</u></p> <p><u>K. Residential development along Park Lane should include a trail connecting from the west end of Park Lane up to the community pool, crossing over the Old Quarry Road Trail and Solano Street.</u></p>
51	Section 4.1.3	<u>H. Orient buildings to take into account prevailing wind patterns to mitigate wind intrusion into plazas and community gathering areas.</u>
60	Section 4.2.4	<u>G. Orient buildings to take into account prevailing wind patterns to mitigate wind intrusion into plazas and community gathering areas.</u>
60	Section 4.2.5	<u>J. Parking lots shaded by physical structures, subject to setback requirements established in the Zoning Ordinance, should incorporate solar power generation.</u>
73	1	...The PA land use designation will allow for residential development in addition to commercial <u>all</u> uses permitted in the existing TC, Trade Commercial land use designation.

74	4	<p>5.2 DEVELOPMENT APPLICATION PROCESSING</p> <p>This section sets forth the processes used for the application, review, and decision-making for land development and use requests within the Parkside Area.</p> <p>Any developer, builder, property owner, or other authorized agent seeking to establish a use and/or develop <u>residential uses</u> within the established PAOZ-1 and PAOZ-2 overlay zones will have an application processed in an expeditious manner with administrative approvals where allowed by these Administrative Procedures. Applications <u>for residential development within the overlay zones</u> that deviate from the standard provisions, where allowed by the Plan, will require discretionary review and action. <u>Non-residential uses within all properties in the Parkside Plan area will be governed by the existing TC-1, NCRO-1, and SCRO-1 zoning regulations applicable to those properties.</u></p>
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Exhibit B

Amendments to Chapter 5 (Land Use) and Chapter 12 (Policies and Programs by Subarea) of the 1994 General Plan

CHAPTER V

LAND USE

GOALS:

The City of Brisbane will...

Preserve the Mountain for its own sake and as the symbol of the unique character and identity of the City;

Incorporate and reflect the natural environment as an integral part of land use;

Celebrate diversity as essential to the physical character of the City;

Incorporate a mix of land uses to best serve its citizens; and

Design infrastructure and public facilities to be efficient, cost-effective and to contribute to the cohesion and character of the community.

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CHAPTER V

LAND USE

Question: In your opinion, what is the most important problem that Brisbane residents will have to face and try to solve over the next ten years?

Respondents: "Development of lands currently vacant, to make certain they contribute and not diminish the quality of life."

"Managing growth to keep our independence."

"The Mountain. Save it."

General Plan Issues Questionnaire (GP-5)

Citizens who know and love the City will often explain that to understand Brisbane it is necessary to read the oral histories. A look to the past makes it clear that the City was incorporated as a defense against development that would have destroyed San Bruno Mountain and the quality of life of the community that had become established there. The passion for self-determination remains one of the most essential values of this community.

This update of the General Plan provides an opportunity to reaffirm that Brisbane will control its destiny. If development is to occur, this community will set the standards. And the basis for these standards are the land uses and policies in the General Plan.

A General Plan usually includes an illustration of the general location of land uses on a map. Map I is the Land Use Map for the 1994 Brisbane General Plan. As described in the section on Land Use Alternatives, the uses that were chosen for the Land Use Map are those that the community considers most beneficial to its welfare. The land use policies and programs that describe these uses establish how the designations on the map express themselves in the day-to-day environment. The policies in this section for the most part apply on a city-wide basis. Land use policies and programs specific to each of the subareas are found in Chapter XII.

This Land Use chapter begins with a look at the history of the land use and subdivision patterns in the planning area. It goes on to describe the alternative land use scenarios considered in the

environmental analysis for the General Plan. The chapter closes with the General Plan's land use policies.

V.1 HISTORY OF LAND USE AND SUBDIVISION

Land uses in Brisbane are well-established in many subareas of the City. In others, remainders of prior uses provide either opportunities or constraints to contemporary uses of the land. Land subdivision patterns in Brisbane have varied from one subarea to the next, depending on land use, topography, property ownership, and zoning regulations affecting lot sizes. The following is a brief chronological history of land use in the City, followed by an overview of the City's subdivision patterns.

Land Use History

Although the earliest recorded land use in the area that is now the City of Brisbane was ranching, archaeological remains indicate that this land was once a home to the Costanoan Tribe of Native Americans. The Guadalupe Valley, within which Central Brisbane, Crocker Park and the Northeast Ridge are now located, was part of the 1838 Mexican land grant known as *Rancho Canada de Guadalupe la Visitacion y Rodeo Viego*. Charles Crocker purchased most of this land grant in 1884 and called it Visitacion Ranch. In 1895, a section of the ranch was leased as a quarry, which operates to this day.

In the early 1900s, a small amount of urban development could be found in the area of Bayshore Boulevard and Geneva Avenue, in what is now the vicinity of the Northwest Bayshore subarea. The 7-Mile House, a bar and grill established in the 1890s and still operating today, served travelers along Bayshore Boulevard, which was one of the main thoroughfares connecting San Francisco with points south. A gas manufacturing plant, which evolved into what is now the Pacific Gas & Electric Company's Martin Service Center and Substation, operated from 1905 to 1916 in the area of Bayshore and Geneva, now a part of Daly City. Across Bayshore Boulevard on what is now known as the Baylands subarea, the Southern Pacific Railroad maintenance and switching yard was built atop rubble from the 1906 San Francisco Earthquake that was used to fill a portion of the Bay. The use of the yard began to decline in the 1960s and was mostly idle when Southern Pacific sold the yard and surrounding land and structures in 1989 to Tuntex. The land had featured a number of substantial industrial structures only a few of which remain, including the Roundhouse, one of the few of its kind still standing.

Residential development in what is now Brisbane also began to appear early in the century. The area of the Guadalupe Valley that is now Central Brisbane experienced a small amount of residential construction between 1908 and 1929. The most notable of the early residences in what was then known as the "City of Visitacion" is the Allemand Hotel, currently an apartment building at the corner of San Bruno Avenue and Mariposa Street. In 1929 the name of the settlement was changed to Brisbane. In the 1930s, during the Depression, the residential area boomed due to its affordability, with a commercial core developing along Visitacion Avenue. This residential area has continued to grow to the present and, to a limited degree, has extended into the lowest lying portions of the largely vacant Brisbane Acres.

The 1930s also saw an intensification of garbage dumping into the Bay in the portion of the Baylands subarea east of the Southern Pacific railroad tracks. Starting from the north, dumping continued southward until it was finally stopped in the 1960s at the edge of what is now the Brisbane Lagoon. The Norcal/Sanitary Fill Company complex of refuse transport and recycling facilities, located in the Beatty Subarea at the Brisbane-San Francisco border, is an active successor to this past use. Since the 1940s, a variety of uses has developed atop the oldest part of the landfill, including lumber yards and warehouse buildings.

Although Bayshore Boulevard was a major thoroughfare connecting San Francisco with points south until Highway 101 was constructed in 1954, only limited development occurred along its frontages. In the 1940s, a small amount of residential development occurred along the west side of southern Bayshore Boulevard in the subarea now known as Southwest Bayshore. In the decades that followed, some commercial uses, such as retail, service and warehousing, intermixed with the residential uses, including a mobile home park.

The 1960s saw a flurry of industrial development, which continued into the early 1980s. In 1959, construction of Crocker Park began on the grazing lands of the floor of the Guadalupe Valley and adjacent wetlands, just north of Central Brisbane; the final phase of construction in Crocker Park was completed in the early 1980s, and Crocker Park was annexed to the City in 1983. In the 1960s, VWR Scientific first occupied a large office/warehouse building on the east side of southern Bayshore Boulevard; a second office/warehouse complex was added in the Southeast Bayshore subarea in 1981. First subdivided in 1969, the Brisbane Industrial Park, consisting mostly of metal buildings for warehouse, office and manufacturing uses, was constructed along Industrial Way in what is now called the Northeast Bayshore subarea. The late 1960s also saw the development on the Baylands of the Southern Pacific Pipelines Brisbane Terminal, located on the leveled portion of Visitacion Point, with a privately constructed extension of Tunnel Avenue including an overcrossing connecting to Bayshore Boulevard. Commonly referred to as the "Tank Farm," the facility and adjacent buildings provide fuel distribution services for the Peninsula.

Office and commercial development increased in the 1980s. Construction of the Brisbane Village shopping center began in 1979 at the entrance to Central Brisbane. This single structure shopping center contains approximately 20 storefronts and office spaces occupied mostly by retail businesses and professional offices. East of Highway 101 at Sierra Point, the Koll Center Office Park and the Brisbane Marina were constructed during the 1980s on a peninsula of engineered landfill that was begun by the San Francisco Scavenger Companies in the mid 1960s and completed by 1972.

In 1989, a multi-phased residential project, including open space for conserved habitat, was approved for the Northeast Ridge of San Bruno Mountain. Preliminary grading began in 1992, but no structures have been built. Also in 1989, the Wildlife Conservation Board, a division of the State Department of Fish and Game, purchased Owl and Buckeye Canyons as an ecological reserve. They remain essentially in their natural state. Brisbane citizens, staff and local environmental organizations worked with the Trust for Public Land to accomplish this acquisition, which added to the permanent open space established by the creation of San Bruno Mountain State and County Regional Park in the late 1970s.

History of Subdivision Patterns

The following describes the history of the subdivision of land in Brisbane by subarea. Following adoption of the 1994 General Plan, zoning and subdivision regulations will be reviewed to determine if amendments should be made to conform to General Plan policy.

Sierra Point. The Sierra Point subarea underwent a gradual process of subdivision between 1981 and 1987, which resulted in the current pattern of typically 5 to 10 acre parcels. This pattern is consistent with the 1 acre minimum parcel size requirement which has been in effect since 1984. The area is subject to a development agreement.

Southeast Bayshore. The Southeast Bayshore subarea was subdivided in 1979 into two parcels, one 4 acres in size and the other 11 acres. This is consistent with the 10,000 sq. ft. minimum parcel size requirement in effect since at least 1969.

Southwest Bayshore. The steep hillsides of the Southwest Bayshore subarea were first sold off as typically 11,900 sq. ft. unrecorded lots in the 1930s. Each of the original lots fronted on what was then known as the Bayshore Highway, hence their name, the "Highway Lots." Subsequent lot subdivisions reduced some of these lots to areas as small as approximately 3,000 sq. ft. Regulations, which date back at least to 1969, established a 7,500 sq. ft. minimum lot size in the subarea.

Brisbane Acres. The Brisbane Acres subarea originated as an unrecorded subdivision in the 1930s. As the name implies, unrecorded lots were typically an acre in size. Subsequent land transfers by deed description resulted in individual ownerships, some with areas of less than 5,000 sq. ft. In 1980, regulations were adopted that set a 20,000 sq. ft. minimum lot size. Parcel maps for three parcels of at least 20,000 sq. ft. have been recorded, adding to the eight parcels for which maps were recorded prior to 1980. The rest of the lands in the subarea remain unrecorded to this day.

Central Brisbane. In 1908, the American Realty Company subdivided the area that is now Central Brisbane into small residential lots. These lots were typically 25 feet wide and 100 feet deep, but in many instances lot dimensions were adjusted to fit the subarea's bowl-like terrain. Many of the lots were subsequently developed in pairs, some as three or more lots combined, and a few as one and a half lots. The current regulations requiring 5,000 sq. ft.

minimum lot size for residential districts and 2,500 sq. ft. minimum for non-residential date back at least as far as the City's original Zoning Ordinance, adopted in 1969.

Parkside Area. The Parkside Area is an approximately 25-acre area located between Crocker Industrial Park and Central Brisbane subareas. The Parkside Area is comprised of 11 properties developed with neighborhood commercial, retail, and office, public facilities and parks, and trade commercial uses. Vital community assets in the Parkside Area include the City's two primary entrances via Valley Drive and Old County Road, as well as the Brisbane Village Shopping Center, Community Park, Brisbane Skate Park, and public basketball courts. The Parkside Area was established by the Parkside at Brisbane Village Precise Plan, the culmination of two-year community visioning and planning process from 2015-2017 to implement the City's 2015-2022 Housing Element, which designated sites within the Parkside Area subarea for potential residential development.

Owl and Buckeye Canons. The Owl and Buckeye Canyons subarea consists of four parcels of land sold by the owners of the Quarry to the California Department of Fish and Game in 1989.

The Quarry. The Quarry subarea is divided into four parcels ranging in size from approximately 1.5 to 135 acres.

Crocker Park. The Crocker Park subarea was subdivided in three phases of the Park's development, recorded in 1959, 1965 and 1968. The subdivision of North Hill Drive followed in 1980. Subsequent parcel splits and mergers have resulted in lots ranging in size from 0.56 to 13.23 acres. Current regulations require a 10,000 sq. ft. minimum lot size.

Northeast Ridge. The Northeast Ridge remained unsubdivided until it was recorded as a single parcel in 1975. The vesting tentative subdivision map for the planned development approved in 1989 divides the subarea into single-family residential lots (an average of 7,400 sq. ft. each), clusters of condominiums and townhouses (totaling approximately 39 acres), and large tracts of open space.

Northwest Bayshore. The existing irregular pattern of large parcels in the Northwest Bayshore subarea can be traced back to subdivision maps recorded as early as 1915. Since 1980, regulations have not included a minimum lot size for most of the subarea, anticipating that any subdivision would be part of an approved planned development.

Northeast Bayshore. The Northeast Bayshore subarea was subdivided in 1969 as the Brisbane Industrial Park. Its lot sizes ranged from 0.23 to 5.663 acres, although subsequent consolidations of ownership have increased the average building site size. A 10,000 sq. ft. minimum lot size requirement has been in effect since at least 1969.

The Baylands. The Baylands subarea is largely unsubdivided, a vestige of the once extensive holdings of the Southern Pacific Transportation Company. Major portions of these holdings located in Brisbane are now owned by Tuntex Properties Inc. (Brisbane). There are small parcels in other ownerships scattered about the subarea, ranging from approximately 5,000 sq. ft.

to 230,000 sq. ft. in size. Most of the subarea has a minimum site area requirement to be established by specific plan per regulations adopted in 1991.

The Beatty Subarea. The Beatty Subarea is a haphazard collection of parcels, reflecting a varied history of ownerships. Parcel sizes are generally from 0.176 to 7.043 acres. Within this subarea, minimum site area is established by specific plan per regulations adopted in 1991.

V.2 THE 1994 GENERAL PLAN LAND USE MAP AND LAND USE DESIGNATIONS

The 1994 General Plan Land Use Map

Map I, the land use map for the 1994 General Plan, illustrates the general location of the land use designations given to both public and private properties within the General Plan planning area. For purposes of clarity, the Map has been divided into the 13 subareas described earlier in this text. The land use designations used in the map are described below.

Land Use Designations

The descriptions of the General Plan land use designations that follow are broadly drafted, as befits the intent of a General Plan. Specificity of land use by district is the province of the City's Zoning Ordinance. After adoption of a General Plan, the zoning map and zoning district regulations are analyzed to determine whether changes are necessary to conform to the adopted General Plan land use designations and policies.

Commercial/Retail/Office Designations

Neighborhood Commercial/Retail/Office (NCRO) designates a subarea devoted to a range of local retail and service uses, including shops, restaurants, medical, professional and administrative offices and other uses of the same general character. Public and semipublic facilities may be located under this designation. Residential uses may be permitted conditionally in implementing zoning districts. ~~A p~~Portions of Central Brisbane ~~and Parkside Area is~~ subareas are designated NCRO in the 1994 General Plan.

Subregional/Commercial/Retail/Office(SCRO) designates a subarea devoted to subregional retail uses, personal services, restaurants and offices. Public and semi-public facilities and educational institutions may be located under this designation. Commercial recreation, residential uses, warehouse and distribution facilities, research and development, and light industrial uses may be permitted conditionally in implementing zoning districts. The Southwest Bayshore subarea is designated SCRO in the 1994 General Plan. Also see the Planned Development designations.

Sierra Point Commercial/Retail/Office (SPCRO) represents a subarea devoted to commercial enterprises, encompassing a wide range of uses, as outlined in the Development Agreement for Sierra Point. Such uses may include, but not be limited to, retail uses, personal services, medical, professional and administrative offices, corporate headquarters, hotels, conference centers and cultural facilities, commercial recreation, restaurants, and other uses of a commercial character. Public and semi-public facilities and educational institutions may be located under this designation.

[General Plan Land Use Designation Map provided in Exhibit C]

[Central Brisbane Land Use Diagram not included. To be updated to reflect new Parkside Area subarea boundaries.]

Heavy Commercial (HC) provides for bulk sales, offices, meeting halls, vehicle storage and equipment maintenance. It also allows outside storage of vehicles and equipment. No materials storage, other than that associated with bulk sales and no processing of materials are permitted. Subareas designated Heavy Commercial are required to have an adopted specific plan to guide development in the area. The Beatty subarea is designated HC in the 1994 General Plan.

Marsh/Lagoon/Bayfront (M/L/B) are aquatic areas designated by type.

The following subareas contain designated aquatic areas:

Northeast Bayshore: Marsh
 Baylands: Lagoon, Bayfront
 Beatty: Bayfront
 Sierra Point: Bayfront

Open Space (OS) designates properties that have been purchased, given or offered for dedication to a public agency for open space use or conservation purposes and are essentially unimproved by urban structures. The following subareas contain open space designations:

Central Brisbane: Sierra Point, Costanos and Firth Canyons
 Crocker Park: A portion of the Technology Park as habitat dedication
 Guadalupe Hills: Habitat dedication (to be mapped with planned development application)
 Northeast Ridge: Conserved Habitat
 Owl and Buckeye Canyons: Ecological Preserve
 Quarry: Conserved Habitat
 Southwest Bayshore: Remainder of the Bayshore Boulevard right-of-way

Planned Development (PD) designates subareas that are primarily vacant and that present unique development constraints. Subareas designated PD may be combined with other land use designations and/or site specific uses may be included in this Plan to guide the development of implementing zoning district regulations. A minimum of 25% of the surface land of any subarea designated Planned Development shall be in open space and/or open area.

There are three subareas designated PD in the 1994 General Plan:

Northwest Bayshore: Planned Development-Subregional Commercial/Retail/Office
 The Baylands: Planned Development - Trade Commercial
 The Quarry: Planned Development - Trade Commercial

Public Facilities and Parks (PFP) are outdoor spaces and buildings owned or leased by public agencies, including City parks, police and fire stations, schools and libraries. This designation does not include infrastructure.

The following subareas contain Public Facilities and Parks:

Sierra Point: Marina, Fishing Pier, Linear Park

Central Brisbane: ~~Community Park~~, Brisbane Elementary School and grounds, Lipman Intermediate School and grounds, Firth Park, San Bruno Avenue Fire Station Site, Community Center, Library and Park, Bicentennial and other Walkways, Plug Preserve

Parkside Area: Community Park, skate park, basketball courts

Northeast Ridge: School/ Park Site

Baylands: Bayshore Boulevard Fire Station, Park and Ride Lot, Fisherman's Park

Residential (R) includes single- and multi-family areas and planned residential developments.

The subareas designated residential and the range of residential densities in the 1994 General Plan are:

Brisbane Acres:	0 - 2 units per acre
Central Brisbane:	2 1/2 - 14 units per acre and 15 - 30 units per acre
Northeast Ridge:	6.23 units per acre

For the Northeast Ridge, a planned residential development, the density represents an average of the 97 single family residential units, 214 condominiums and 268 townhouses approved on 93 acres. Also see Parkside Residential and Trade Commercial designation.

Trade Commercial (TC) represents a mix of commercial uses including warehouses, distribution facilities, offices, retail uses, restaurants, commercial recreation, personal services, as well as light industrial, research and development, and uses of a similar character. Public and semi-public facilities and educational institutions may be located under this designation. Repair and maintenance services, such as auto body repair shops, may be conditionally permitted in the implementing zoning districts. In such districts, certain individual or groups of uses may predominate, thus distinguishing the districts one from the other. In the 1994 General Plan Crocker Park, Northeast Bayshore, and Southeast Bayshore are designated TC. Also see Planned Development and Parkside Residential and Trade Commercial designations.

Figure V-A illustrates the land use designations in the 1980 General Plan as amended in 1991. Figure V-B illustrates the general location of existing land uses at the time of the preparation of the 1994 General Plan.

Parkside Residential and Trade Commercial (PRTC) includes single-family and multi-family residential developments and trade commercial uses, as allowed under the Trade Commercial land use designation. For the Parkside Area subarea, the densities applied will result in a minimum of 228 dwelling units. Residential development in the Parkside Area is subject to compliance with the development standards and design guidelines established by the Parkside at Brisbane Village Precise Plan, adopted by the City Council in 2017.

The range of residential density for the Parkside Residential and Trade Commercial designation is as follows:

Parkside Area: 20-28 units per acre

FIGURE V-A: LAND USE MAP - 1980 BRISBANE GENERAL PLAN,
AS AMENDED

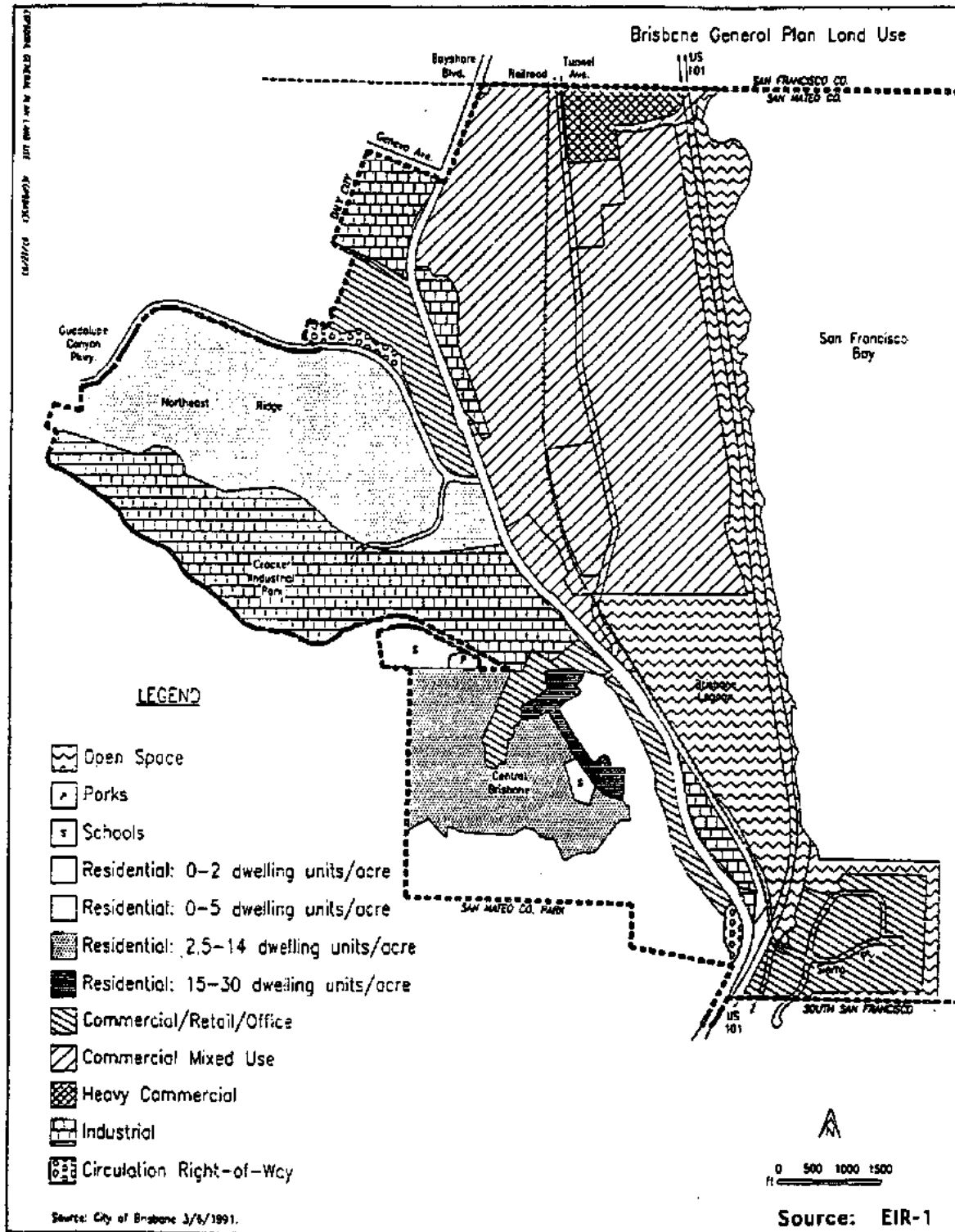
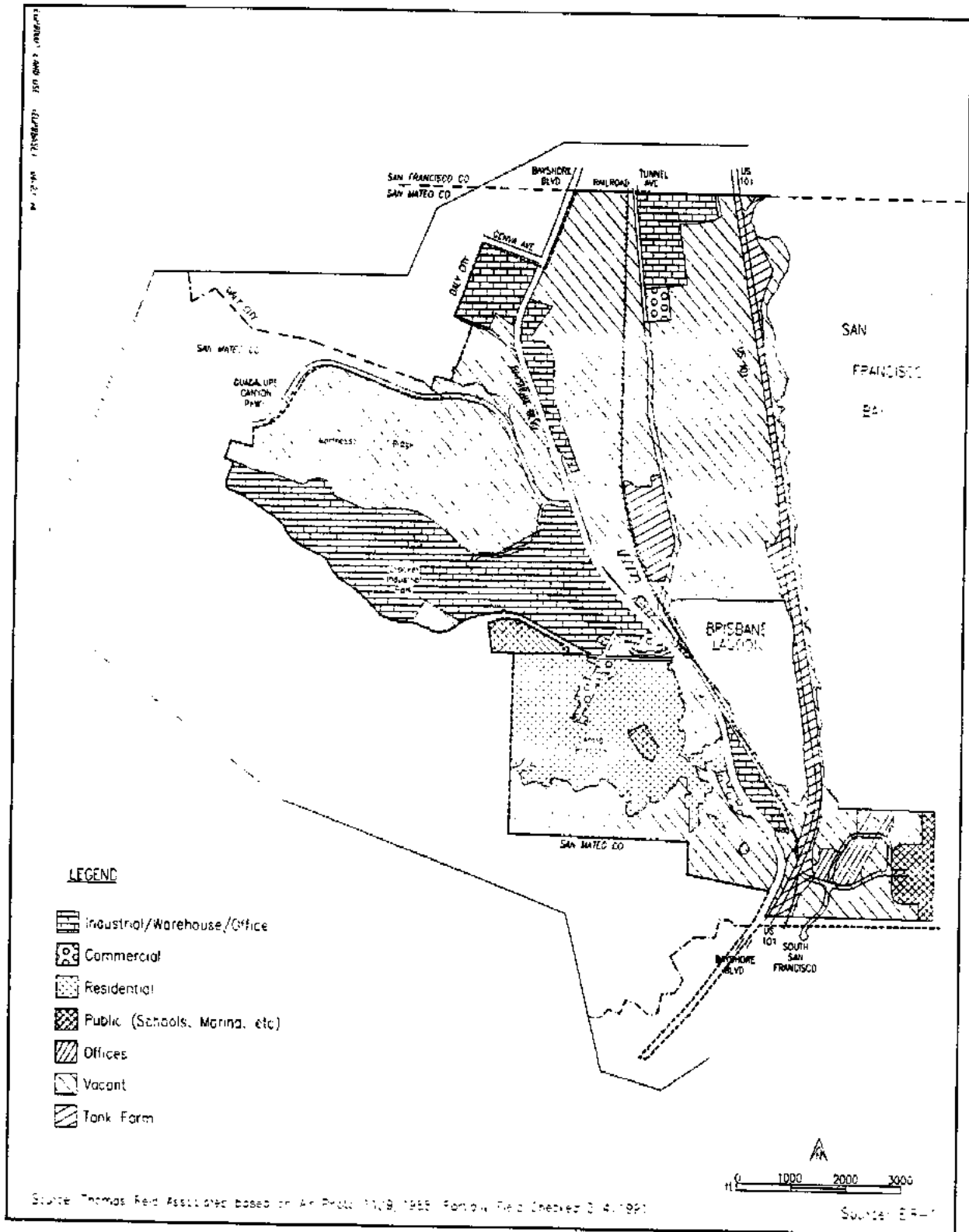


FIGURE V-B - EXISTING LAND USES



Overview

The 1994 General Plan, as amended, changes several of the land use designations from the 1980 General Plan to be more comprehensive as well as more expressive of their intent. In many instances the uses described in these designations remain essentially unchanged from the prior plan.

Comparing the land use designations in the 1980 General Plan as amended and the 1994 General Plan, the following subareas experience no change in the following land use designations:

Brisbane Acres	Residential 0-2 units/acre
Central Brisbane	Residential 2 1/2 - 14 units/acre 15 - 30 units/acre
Owl and Buckeye Canyons	Open Space

Although new land use designations are given to the following subareas, these designations represent essentially no change in general use from the 1980 Plan:

Central Brisbane	Neighborhood Commercial/ Retail/Office, Open Space
Southeast Bayshore	Trade Commercial
Southwest Bayshore	Subregional Commercial/Retail/Office, Open Space
Northeast Bayshore	Trade Commercial
Beatty	Heavy Commercial, Bayfront
Sierra Point	Sierra Point/Commercial/Retail Office, Bayfront
Northeast Ridge	Residential: 6.23 units per acre

New land use designations and/or uses have been given to the following subareas:

Crocker Park	Trade Commercial
Northwest Bayshore	Planned Development - Subregional Commercial/Retail/Office, Marsh Open Space (<i>to be mapped at a later time</i>)
The Baylands	Planned Development - Trade Commercial, Lagoon, Bayfront
The Quarry	Planned Development - Trade Commercial, Open Space

A new subarea established in 2017 for the Parkside Area subarea is designated for residential, trade commercial, neighborhood commercial/retail/office, and public facilities and parks uses:

Parkside Area

Parkside Residential and Trade
Commercial, Trade Commercial,
Neighborhood
Commercial/Retail/Office, Public
Facilities and Parks

V.3 DENSITY AND INTENSITY STANDARDS

The Government Code requires that a General Plan include an indication of density and intensity of use for the land use designations in the Plan. The language of the Code reads:

GC 65302(a): The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.

These standards represent overall policy objectives that are implemented through the zoning district regulations. General Plan standards represent broad ranges, whereas zoning regulations establish specific development standards, such as height limits, setbacks, coverage and site area, that must fall within the General Plan range. After adoption of a General Plan, the zoning districts are reviewed and amended, as necessary, to bring them into consistency and best reflect the policy direction of the Plan.

Population Density

The populations that can be expected in an area on a predictable, daily basis for the land use designations in this Plan are represented in Table 5. For the residential designations in the General Plan, population is given in terms of number of residents and for nonresidential designations, by number of employees. The residential density is based on the number of housing units per acre and the average household size identified in the 1990 Census.⁽¹⁾ For non-residential land use designations, the number of employees per 1,000 square feet of floor area is used. These numbers represent common standards employed for economic analysis.⁽²⁾ Because the 1994 General Plan land use designations contain a range of uses, employee population density is expressed in ranges.

Building Intensity

The range of building intensity for the various residential land use designations in the 1994 General Plan is listed in Table 5. The intensity is expressed in terms of units per acre.

Building intensity for non-residential designations is expressed in a floor area ratio (FAR) formula. The formula relates the square footage within a building to the acreage upon which it sits. A floor area ratio is a very general indicator which must be further defined in zoning district regulations before any development can occur.

TABLE 5
1994 GENERAL PLAN: LAND USE DESIGNATIONS AND DENSITY/INTENSITY BY SUBAREA

SUBAREA	LAND USE DESIGNATION	POPULATION DENSITY	NUMBER OF UNITS/ MAXIMUM FLOOR AREA RATIO	MINIMUM OPEN SPACE/ OPEN AREA
1. Sierra Point	Sierra Point Commercial/Retail/Office	1.66 - 3.22 E/1,000 1.65 per hotel room	4.8 FAR	Development Agreement
	Bayfront	0	0	100%
2. Southeast Bayshore	Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	Per Zoning Requirements
3. Southwest Bayshore	Subregional Commercial/Retail/Office	1.66 - 3.22 E/1,000	2.8 FAR	Per Zoning Requirements
	Open Space	0	0	0
4. Brisbane Acres	Residential	0 - 4.48 ppa	0 - 2 units/acre	40% per HCP + per Zoning Requirements
5. Central Brisbane	Residential	5.6 - 31.36 ppa	2 1/2 - 14 units/acre	Per Zoning Requirements
		33.6 - 67.2 ppa	15 - 30 units/acre	Per Zoning Requirements
	Neighborhood Commercial/ Retail/Office	1.66 - 3.22 E/1,000	2.4 FAR	Per Zoning Requirements
	Open Space	0	0	100%
<u>6. Parkside Area</u>	<u>Parkside Residential and Trade Commercial, Trade Commercial, Neighborhood Commercial/Retail/Office, Public Facilities and Parks</u>	<u>44.8 – 62.72 ppa</u> <u>1.23 – 3.22 E/1,000</u>	<u>20 - 28 units/acre</u> <u>2.0- 2.4 FAR</u>	<u>Per Zoning Requirements</u>
<u>7. Owl and Buckeye Canyons</u>	Open Space	0	0	100%
<u>8. The Quarry</u>	Planned Development - Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	25% minimum
	Open Space	0	0	100%

TABLE 5: 1994 GENERAL PLAN: LAND USE DESIGNATIONS AND DENSITY/INTENSITY BY SUBAREA**Page 2**

9. Crocker Park	Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	Per Zoning Requirements
10. Northeast Ridge	Residential	13.95 ppa	6 .23 units/acre*	Per Development Plans
	Open Space	0	0	100%/a
11. Northwest Bayshore	Planned Development - Subregional Commercial Retail / Office	1.66 - 3.22 E/1,000	2.8 FAR	25% minimum
	Marsh	0	0	100%
	Open Space	0	0	100%
12. Northeast Bayshore	Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	Per Zoning Requirements
13. Baylands	Planned Development - Trade Commercial	1.23 - 3.22 E/1,000	south of channel** 0-2.4 FAR north of channel** 0-4.8 FAR	25% minimum
	Bayfront	0	0	100%
	Lagoon	0	0	100%
14. Beatty	Heavy Commercial	0 - 1.23 E/1,000	0 - 1.0 FAR	Per Specific Plan
	Bayfront	0	0	100%

ppa = persons per gross acre
E/1,000 = employees per 1,000 s.f.

* 97 single family, 268 townhouses and 214 stacked flats approved by Resolution #89-63, Nov. 6, 1989.

** See Policy 11, page 69.

CHAPTER XII

POLICIES AND PROGRAMS BY SUBAREA

Sierra Point
Southeast Bayshore
Southwest Bayshore
Brisbane Acres
Central Brisbane
Parkside Area
Owl and Buckeye Canyons
The Quarry
Crocker Park
Northeast Ridge
Northwest Bayshore
Northeast Bayshore
Baylands
Beatty Subarea

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CHAPTER XII**POLICIES AND PROGRAMS BY SUBAREA**

The following policies and programs apply to the 13 subareas that comprise the General Plan planning area described in Chapter II. Subarea policies are to be considered in addition to those that apply City-wide when using the General Plan as a policy guide to decision-making. The subarea policies are designed to make City-wide direction more specific to the unique circumstances found in the subareas or to emphasize certain issues that are particularly pertinent to these locations. Headings for the policies are keyed to the preceding chapters in this Plan.

.....

XII.6 PARKSIDE AREA**Land Use**

Policy New residential development and commercial property redevelopment within the Parkside Area subarea shall be subject to the design guidelines and application review procedures established by the Parkside at Brisbane Village Precise Plan.

Community Health and Safety

Policy Development applications for new residential development and commercial property redevelopment within the Parkside subarea shall recognize and address environmental hazards that may impact certain properties, including sea level rise, flood, and liquefaction.

XII.7 OWL AND BUCKEYE CANYONS

[No changes to policies proposed other than renumbering for consistency]

XII.8 THE QUARRY

[No changes to policies proposed other than renumbering for consistency]

XII.9 CROCKER PARK

[No changes to policies proposed other than renumbering for consistency]

XIII.10 NORTHEAST RIDGE

[No changes to policies proposed other than renumbering for consistency.]

XII.11 NORTHWEST BAYSHORE

[No changes to policies proposed other than renumbering for consistency.]

XII.12 NORTHEAST BAYSHORE

[No changes to policies proposed other than renumbering for consistency.]

XII.13 BAYLANDS

[No changes to policies proposed other than renumbering for consistency]

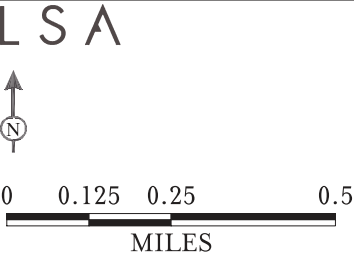
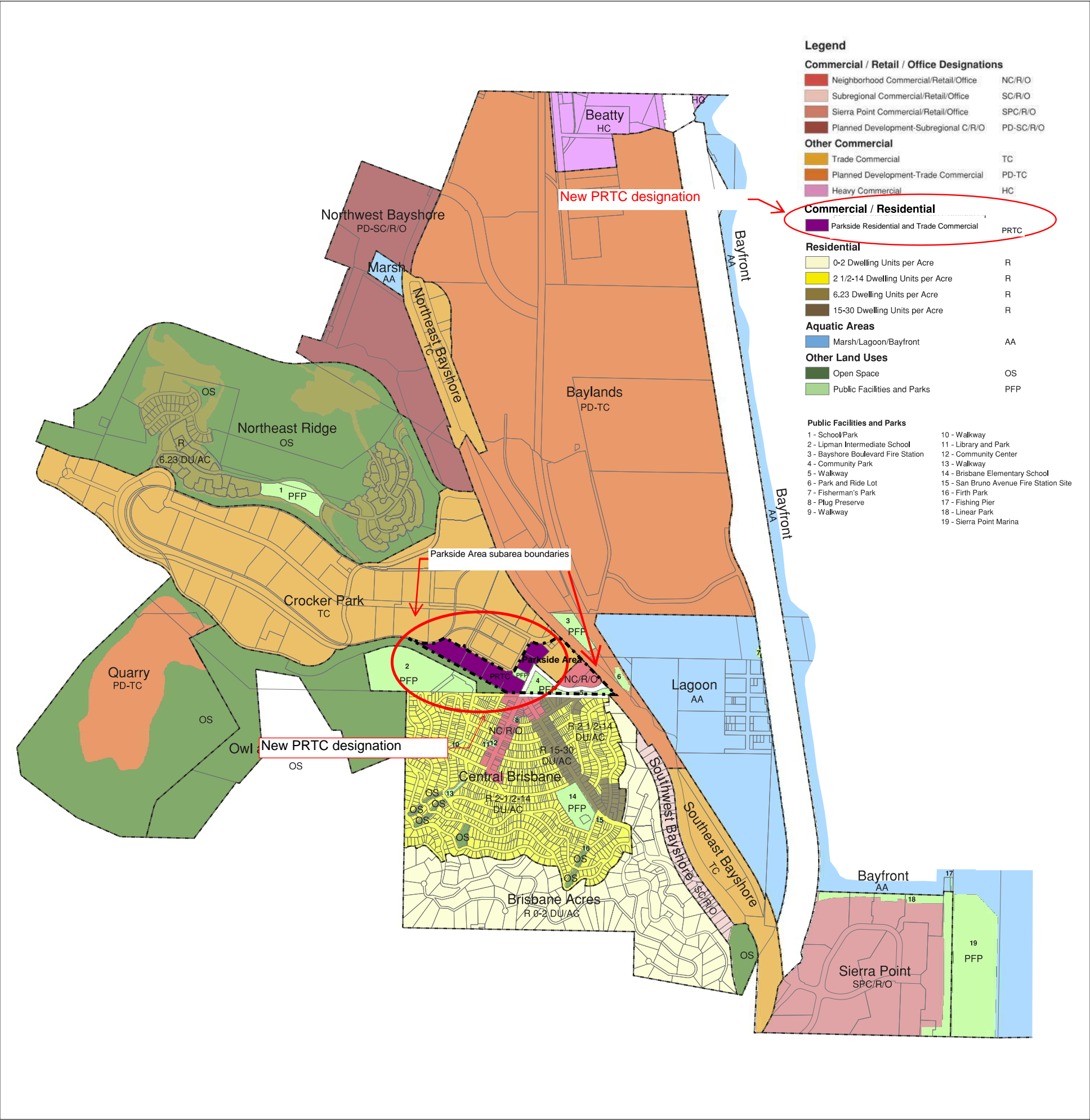
XII.14 BEATTY SUBAREA

[No changes to policies proposed other than renumbering for consistency]

Exhibit C

Amendments to General Plan Land Use Diagram

1994 General Plan Land Use Diagram City of Brisbane



**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:

HEALTHY HOUSING	Key Finding	What the Parkside Plan Does
	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 OPPORTUNITY	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 accommodates 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.	<p>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.</p> <p>The Parkside Plan does not change the zoning of the Village Shopping Center, but it does provide a vision for its revitalization.</p>

HEALTHY HOUSING	Recommendation	Policy Considerations	Health Impact
	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.	<p>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.</p> <p>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.</p>
		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.	
ECONOMIC OPPORTUNITY	Improve wages for local employees and increase protections for small business owners.	Dedicate the small-unit development area for senior housing, given the increasing senior population in Brisbane and countywide.	<p>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.</p> <p>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.</p>
		Encourage developers to pay area standard wages and provide apprenticeship opportunities to traditionally underrepresented workers in the construction industry.	
		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 maximize 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.

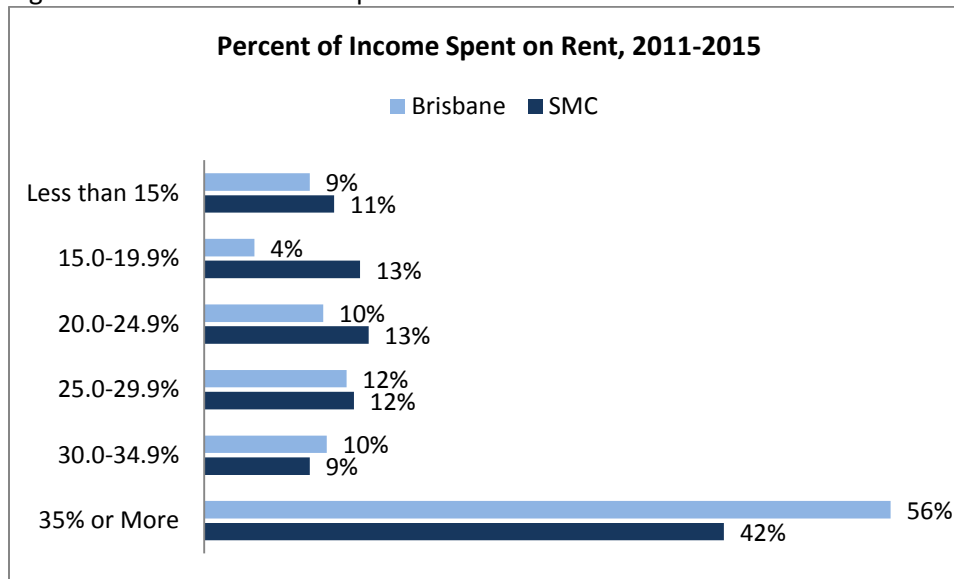
Housing Cost Burden

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

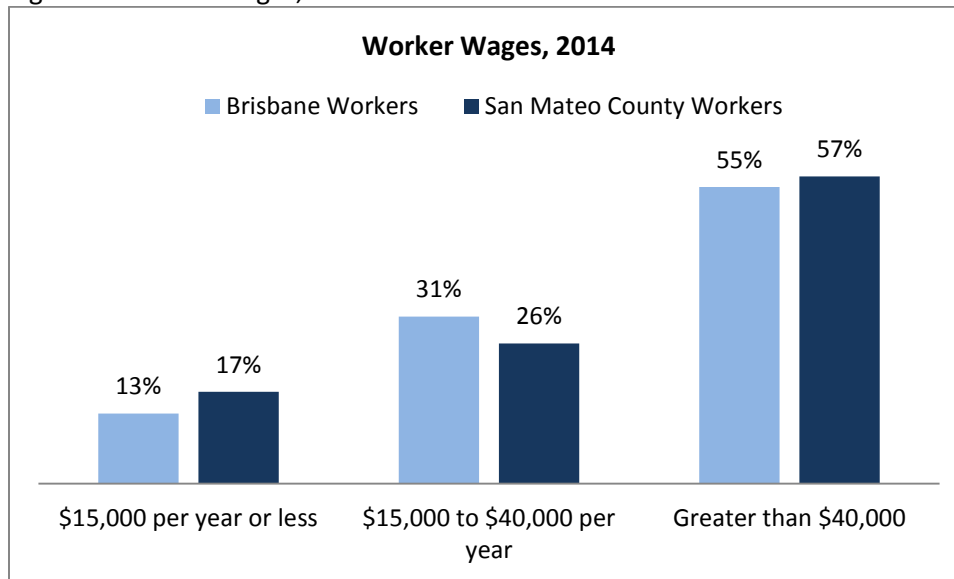
Access to a livable income is one of the most important predictors of a person's health, influencing overall health status, life expectancy, birth weight, cardiovascular disease, asthma, lead-poisoning, obesity, overweight, diabetes and other conditions.²⁷ Changes in income have particularly strong health 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

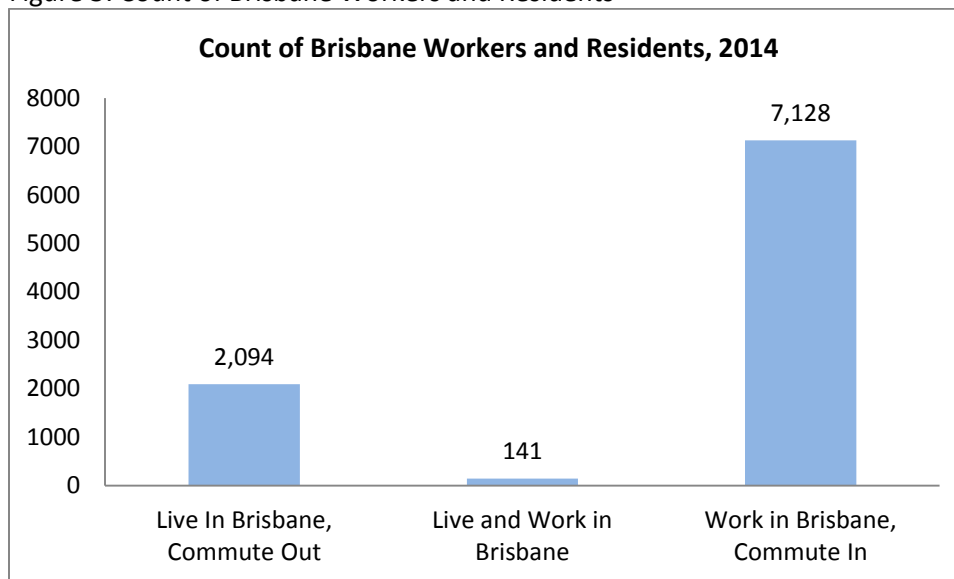
Long commutes can have a negative impact on health. Commuting has been associated with stress and fatigue, and commute by vehicle can decrease physical activity and increase negative health outcomes, such as obesity.³⁵ Increasing the number of affordable housing units can help balance the jobs- housing 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

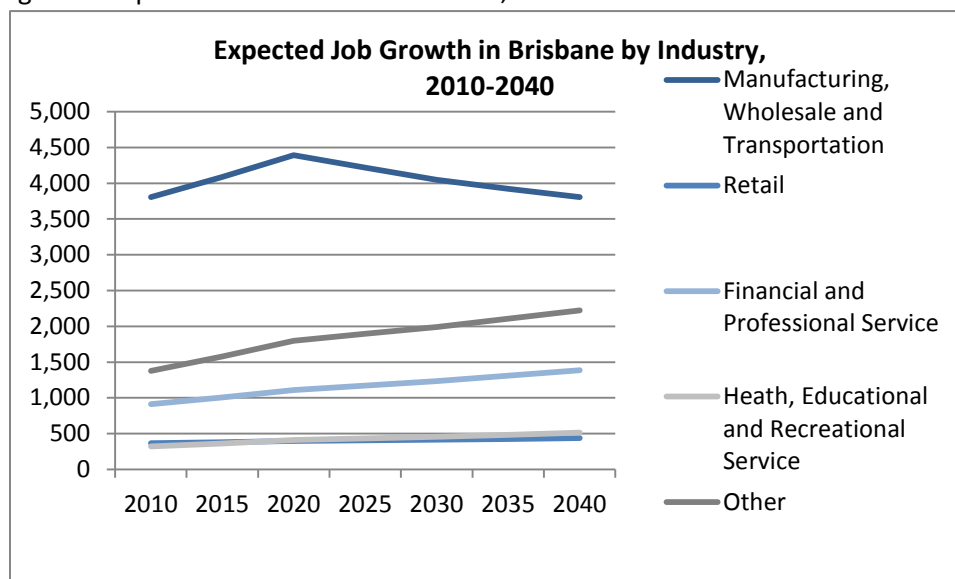
Figure 3: Count of Brisbane Workers and Residents



Source: LEHD OnTheMap, 2014

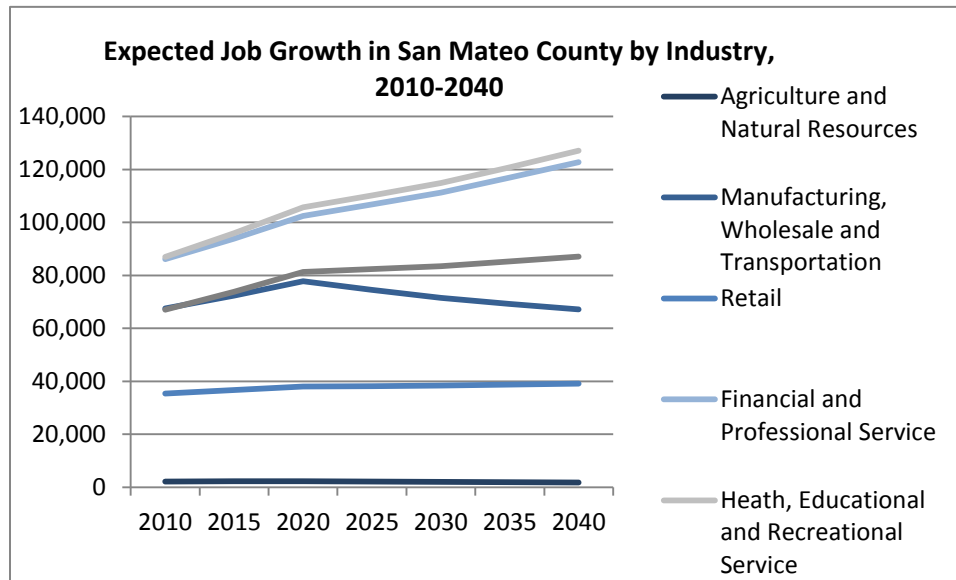
As of March 2017, the unemployment rate in Brisbane is 3.6%, compared to 2.8% in the County.³⁷ By 2040, total employment is projected to increase 13%, with a sharp increase in jobs projected between 2010 and 2020 and subsequently slowing between 2020 and 2040 (Figure 4). Manufacturing is currently the 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

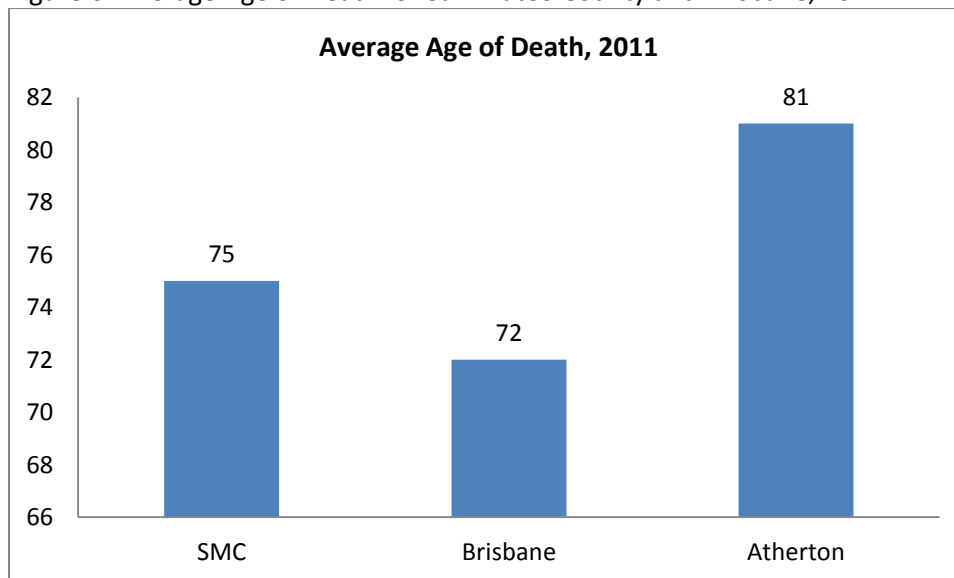
The way communities are built impacts health. Vibrant neighborhoods provide communities with critical resources, including stable, affordable housing for all, small business support, local economy stimulation, and employment opportunities for local residents to increase household income and build financial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

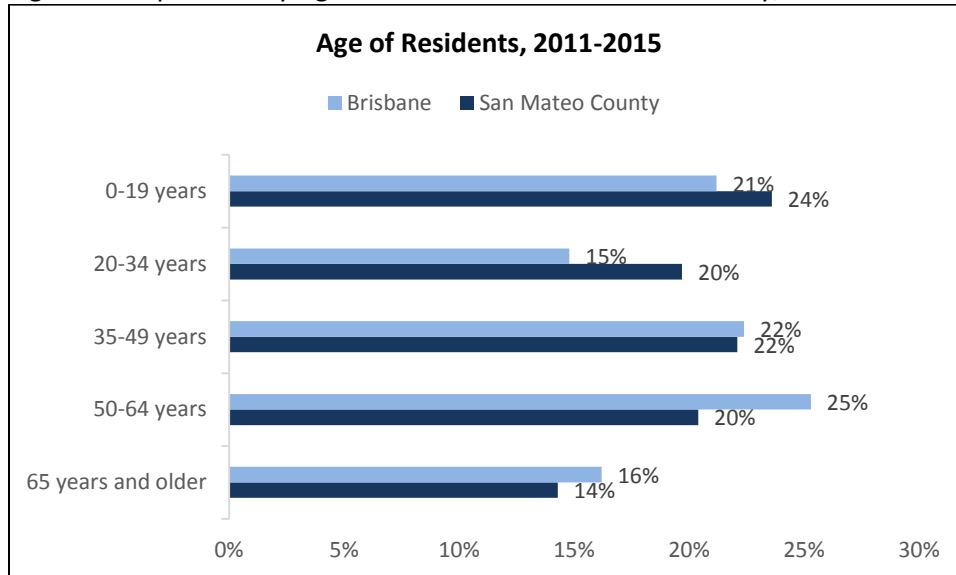
Brisbane has a total population of 4,496 with 1,783 households, and an average household size of 2.51 persons. The average household size for renters is 2.46 persons and home owners are slightly higher at 2.53 persons.⁴³

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.

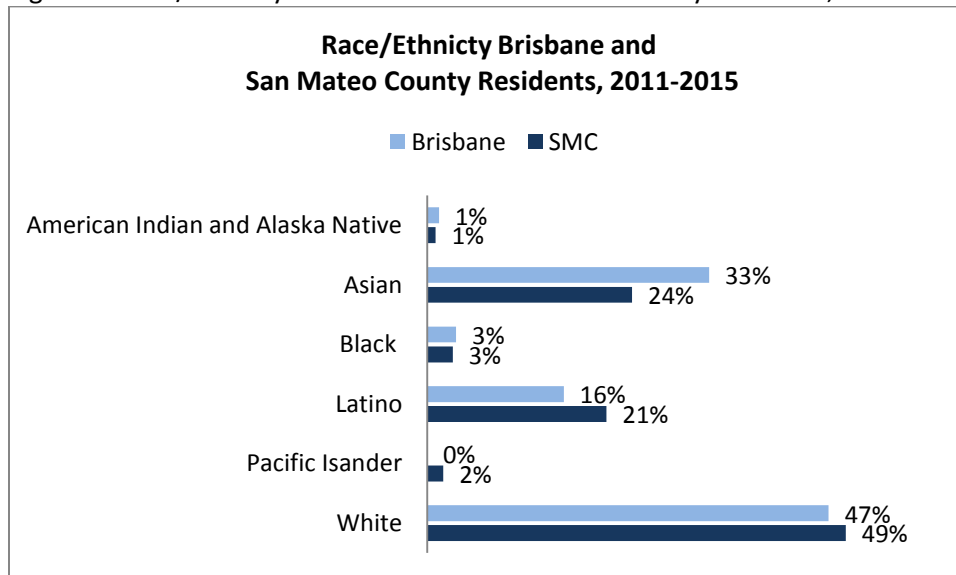
The majority of Brisbane residents (47%) identify as white, with the second highest percentage of residents identifying as Asian (33%) (Figure 8).

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/Ethnicity 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 Study⁴⁴ 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 Paper⁴⁵ 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 hour⁴⁷) 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

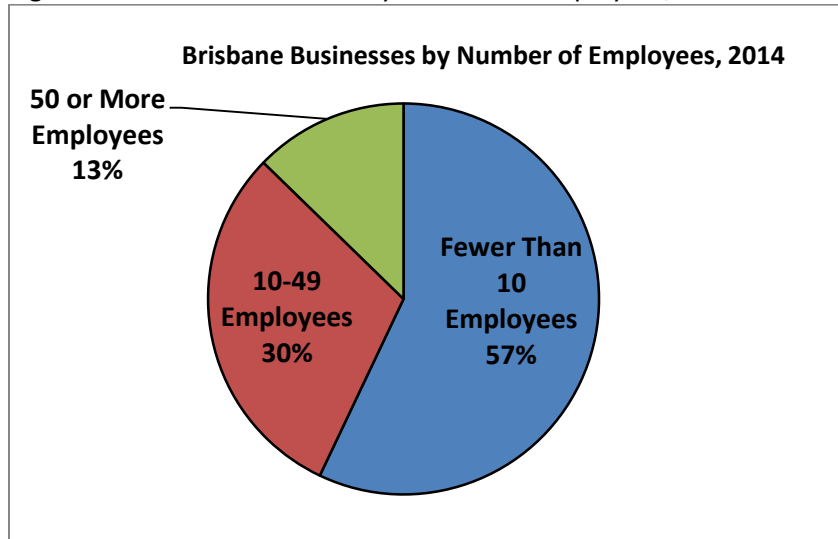
Residential development in the Parkside Plan area and the proposed revitalization of surrounding areas are likely to benefit the Village Shopping Center by increasing its customer base and the demand for more retail and service options to meet the needs of the new population.⁵⁸ In the long term, this 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.

HEALTHY HOUSING	Recommendation	Policy Considerations	Health Impact
	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.	
ECONOMIC OPPORTUNITY	Improve wages for local employees and increase protections for small business owners.	Dedicate the small-unit development area for senior housing, given the increasing senior population in Brisbane and countywide.	
		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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⁵⁶ Center on Society and Health. (2014, January). Education: It Matters More to Health than Ever Before. Robert Woods Johnson Foundation.

⁵⁷⁻⁵⁸ Strategic Economics (January 21, 2016). Feasibility White Paper Brisbane Village Precise Plan Commissioned by the City of Brisbane. Retrieved from:

http://www.brisbaneca.org/sites/default/files/Economic_Feasibility_White_Paper_web.pdf

⁵⁹ Lawyers' Committee for Civil Rights of the San Francisco Bay Area (September 2016). Small Businesses in Crisis in the San Francisco Bay Area. Displacement Trends and Solutions. Retrieved from:

https://www.lccr.com/wp-content/uploads/LCCR_San-Mateo-Business-DisplacementFINAL2-28Dec2016.pdf

⁶⁰ Croker Park TAP Briefing Packet January 28th and 29th, 2014; Feasibility Strategic Economics White Paper Brisbane Village Precise Plan January 21, 2016; Stakeholder Interview

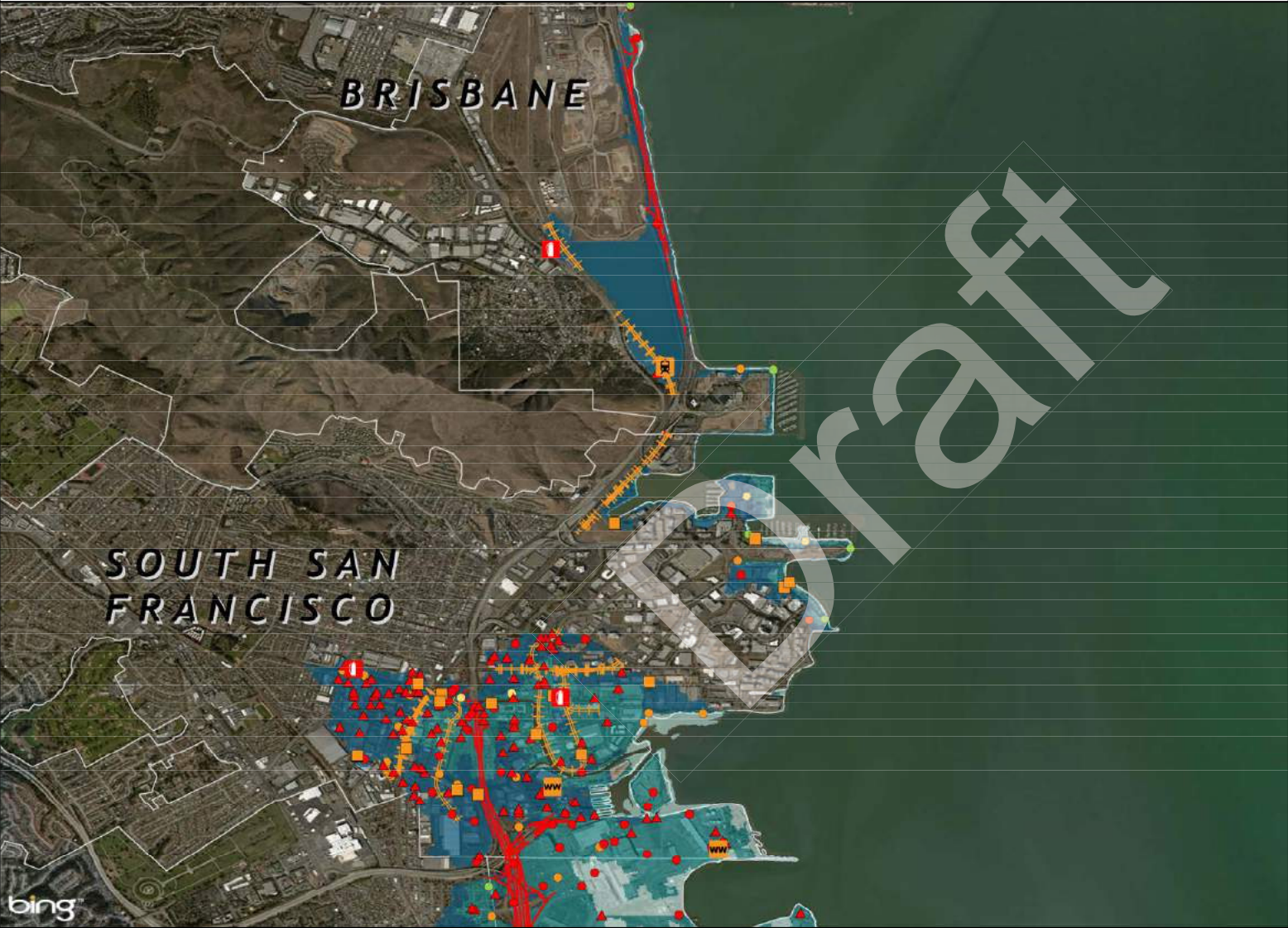
⁶¹ B, J. (n.d.). How Important Are Small Businesses to Local Economies? Retrieved May 2, 2017, from <http://smallbusiness.chron.com/important-small-businesses-local-economies-5251.html>

⁶² Nugent, P. (2015, May 12). 10 Ways Small Businesses Benefit the Local Community. Retrieved May 2, 2017, from <http://www.shopkeep.com/blog/10-ways-small-businesses-benefit-the-local-community>

Built Asset Exposure

Zone 1:
Brisbane, South San Francisco

Appendix B: Asset Exposure Maps



Essential Facilities

Attachment 4

- Airport
- Fire Station
- Hospital
- Police Station
- School

Transportation Systems

- Highway
- Railroad
- Port
- Railroad Station

Lifeline Utilities & Hazardous Materials

- Hazardous Material Site
- Energy Asset (Power Plant)
- Pump Station
- Wastewater Treatment Facility

Other Built Assets

- Class 4
- Class 3
- Class 2
- Class 1

Hazard Extent

- Baseline Scenario (No SLR)
- Mid-Level Scenario (3.3 feet SLR)
- High Scenario (6.6 feet SLR)
- Future Erosion
- City and Town Boundaries

0 0.8 1.6
Miles



This draft map is subject to change. It is intended to improve sea level rise awareness and preparedness by providing a regional-scale illustration of inundation and coastal flooding due to specific sea level rise and storm surge scenarios. This map is not detailed to the parcel-scale and should not be used for navigation, permitting, regulatory, or other legal uses. Flooding due to sea level rise and storm surge is possible in areas outside of those predicted, and even the best predictions cannot guarantee the safety of an individual or structure. Nor does this map model flooding from riverine, surface water flooding from rainfall-runoff events, or other sources. The contributors and sponsors of this product do not assume liability for any injury, death, property damage, or other effects of flooding. All underlying data for the inundation layers is from the Our Coast Our Future tool and the erosion layers are from the Pacific Institute. The erosion scenario does not account for shoreline protection. For the inundation scenarios, although care was taken to capture relevant topographic features and coastal structures that may impact coastal inundation, it is possible that structures may not be fully represented.

RESOLUTION NO. GPA-2-17

RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF BRISBANE
RECOMMENDING ADOPTION OF
THE PARKSIDE AT BRISBANE VILLAGE PRECISE PLAN AND
APPROVAL OF GENERAL PLAN TEXT AND MAP AMENDMENT GPA-2-17
TO THE CITY COUNCIL

WHEREAS, in April of 2015, the City Council adopted the 2015-2022 Housing Element via General Plan Amendment GPA-1-14, and certified a Negative Declaration for the Housing Element; and

WHEREAS, the 2015-2022 Housing Element Programs H.B.1.a and H.B.1.b direct the City to adopt affordable housing overlay zones for five properties within the Crocker Industrial Park, located at 25-43 Park Place and 91-145 Park Lane, to accommodate a minimum of 228 low and moderate-income housing units, representing a portion of the City's State-mandated 2014-2022 Regional Housing Needs Allocation; and

WHEREAS, the 2015-2022 Housing Element Program H.B.1.c directs the City to revise the General Plan's applicable land use designations and relevant Land Use Element policies and programs to be consistent with all zoning amendments implementing the Housing Element's programs; and

WHEREAS, in September 2015 the City Council hired consultant firm MIG to prepare a Precise Plan, deemed the "Parkside at Brisbane Village Precise Plan," to study the five properties designated for housing overlay zones in the Housing Element, as well as other properties in the vicinity within an approximately 25-acre area, generally bounded by Bayshore Boulevard to the east, San Francisco Avenue to the south, Park Lane to the west, and Valley Drive to the north; and

WHEREAS, from September 2015 to June 2017, MIG and city sought out community input to define the community's vision for future residential and commercial redevelopment within the Parkside at Brisbane Village Precise Plan area, including two community workshops, two City Council study sessions, and two opinion surveys published on the City's website and in the monthly STAR; and

WHEREAS, on June 12th, 2017, the Draft Parkside at Brisbane Village Precise Plan was released for public review and comment, which provides affordable housing overlay zoning designations over six properties within the Crocker Industrial Park, based on the direction provided by the City Council ad hoc subcommittee, to accommodate a minimum of 228 housing units at densities between 20-28 dwelling units per acre, which is considered by the State Housing and Community Development Department to accommodate the development of housing for very low and low income households; and

WHEREAS, the Draft Parkside at Brisbane Village Precise Plan additionally establishes a vision and design guidelines for future redevelopment of the Brisbane Village Shopping Center and adjacent commercial properties within the Plan Area, based on the feedback provided by the

community and direction provided by the City Council during the community engagement process; and

WHEREAS, on July 18th, 2017, the Planning Commission held a public hearing on the Draft Parkside at Brisbane Village Precise Plan and implementing General Plan text and map amendments contained in General Plan Amendment GPA-2-17, at which all written and oral testimony was considered, the public hearing was closed, and deliberations were continued to July 27, 2017; and

WHEREAS, the minutes of the July 18th, 2017 Planning Commission hearing are attached and incorporated by reference in this resolution; and

WHEREAS, at the July 27th, 2017 Planning Commission meeting, the Commission continued its deliberations and made recommendations to modify the Draft Plan, and directed staff to bring back the revised Resolution GPA-2-17 for adoption by the Commission at a future meeting; and

WHEREAS, the minutes of the July 27th, 2017 Planning Commission hearing are attached and incorporated by reference in this resolution; and

WHEREAS, at the August 8th, 2017 Planning Commission meeting, the Commission adopted Resolution GPA-2-17; and

WHEREAS, the minutes of the August 8th, 2017 Planning Commission meeting are attached and incorporated by reference in this resolution; and


WHEREAS, the Draft Parkside at Brisbane Village Precise Plan is consistent with the adopted Negative Declaration for the 2015-2022 Housing Element, SCH#2015012053; and

NOW, THEREFORE, based upon the evidence presented, both written and oral, the Planning Commission of the City of Brisbane hereby RECOMMENDS that the City Council adopt the Parkside at Brisbane Village Precise Plan with the text modifications provided in Exhibit A of this Resolution, and approve the General Plan text and map amendments, as provided in Exhibits B and C of this Resolution.

AYES: Anderson, Cunningham, Mackin, Munir

NOES: None

ABSENT: None


Jameel Munir
Chairperson

ATTEST:


JOHN SWIECKI, Community Development Director



MEMORANDUM

DATE: 8/22/2017
TO: Planning Commission
FROM: Julia Capasso, Associate Planner, via John Swiecki, Community Development Director
SUBJECT: Adoption of Resolution GPA-2-17, Draft Parkside at Brisbane Village Precise Plan/General Plan Text and Map Amendment.

STAFF RECOMMENDATION:

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

BACKGROUND

After closing the public hearing on the Draft Parkside at Brisbane Village Precise Plan (Parkside Plan) on July 18, 2017, the Planning Commission continued its deliberations on July 27, 2017. Following the Commission's discussion, the Commission identified several additional recommendations to be incorporated into the Draft Resolution GPA-2-17 recommending approval of the Plan, with modifications, to the City Council. Those additional recommendations are summarized in this memo and have been added into Exhibit A of Resolution GPA-2-17, attached. The item is on tonight's Consent Calendar for adoption.

Additional Recommendations from 7/27/17

The following modifications to the Draft Plan and policy recommendations were proposed at the July 27 Commission meeting:

- **Add reference to SF PUC easement on Park Lane lots**

This has been added as a text modification in Chapter 4, Section 4.1.3, of the Draft Parkside Plan in Exhibit A to the revised Resolution GPA-2-17 in purple underline text.

- **Add reference to electric shuttles under Community Benefits.**

The existing Community Benefits language in Chapter 2, Section 2.8, of the Draft Parkside Plan was already recommended to be modified to reference provision of electric shuttles in the previous amendments to Exhibit A to the revised Resolution GPA-2-17.

- **Include a trail connecting from the west end of Park Lane up to the swimming pool, crossing over the Old Quarry Road Trail.**

This has been added as a text modification in Chapter 4, Section 4.1.2, of the Draft Parkside Plan in Exhibit A to the revised Resolution GPA-2-17 in purple underline text. Additionally, a modification to Figure 12, Proposed Circulation, is noted in Exhibit A to add this trail.

- **Reference grade for measuring building height should be defined for the Parkside Plan area as being from finished grade, not existing grade, to account for raised grade levels that may be needed due to flood plain levels at the time of construction.**

This has been added as a text modification to Chapter 3, Table 3.2.3 of the Draft Parkside Plan in Exhibit A to the revised Resolution GPA-2-17

- **The plan should encourage the inclusion of smaller units, to the minimum size requirements allowed in the California Building Code. This could include an incentive of allowing for higher density within the same building envelop limitations, if supported by additional environmental review per CEQA Guidelines.**

This has been added as a text modification to Chapter 4, Section 4.1.1, and Chapter 2, Section 2.8 (Community Benefits) of the Draft Parkside Plan in Exhibit A to the revised Resolution GPA-2-17.

- **Acknowledge of the standard practice of confirming safety through such things as environmental phase 1 assessments, review of current flood plain levels and site specific soils investigation for potential liquefaction, etc.**

This has been added as a text modification to Chapter 4, Section 4.1.2 of the Draft Parkside Plan in Exhibit A to the revised Resolution GPA-2-17.

Request Authorization from City Council to Study Implementation of Housing Element Program 53e

As addressed at the July 27 meeting, staff will agendize this discussion as a Commissioner Initiated Item at a future meeting, after the vacant Commission seat has been filled by the City Council.

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 27, 2017 special meeting~~

BRISBANE PLANNING COMMISSION
Action Minutes of August 22nd, 2017
Regular Meeting

A. CALL TO ORDER

Chairperson Munir called the meeting to order at 7:32 p.m.

B. ROLL CALL

Present: Commissioners Anderson, Cunningham, Mackin, Munir
Absent: None.
Staff Present: Community Development Director Swiecki, Senior Planner Johnson, and Associate Planner Capasso.

C. ADOPTION OF AGENDA

Commissioner Anderson moved to adopt the agenda. Commissioner Cunningham seconded the motion. The agenda was adopted by consensus.

D. CONSENT CALENDAR

1. APPROVAL OF RESOLUTION GPA-2-17; Recommending City Council adoption of the Draft Parkside at Brisbane Village Precise Plan, as modified in Exhibit A to the Resolution.

Chairperson Munir noted Ray and Anja Miller had requested that the item be removed from the consent calendar. Commissioner Anderson made a motion to remove the item from the consent calendar and discuss the item after Item G.1. Commissioner Cunningham seconded the motion and the motion was approved 4-0.

E. ~~ORAL COMMUNICATIONS (limit to a total of 15 minutes)~~

~~There were none.~~

F. ~~WRITTEN COMMUNICATIONS~~

~~Chairperson Munir acknowledged written communications received regarding item G.1.~~

G. NEW BUSINESS

1. **PUBLIC HEARING: 36-50 San Bruno Avenue; NCRO-2 District; Use Permit UP-2-17/Design Permit DP-1-17/Grading Review EX-3-17;** Use Permit, Design Permit and Grading Permit to allow for the construction of an approximately 32-foot high, three-story, mixed-use building, including sixteen 526-545 square foot senior housing units on the second and third floors and approximately 464 square feet of ground floor commercial space and ground floor parking, to replace a parking lot on a 9,505 square foot lot; James W. Trotter, applicant; Horsepower Holdings Llc, owners; APNs 007-222-020 & 007-222-030.

Senior Planner Johnson gave the staff presentation. He answered Commissioner questions regarding: parking ratios at the existing senior center, the conformance of the project with current parking standards for senior housing, guest access to guest parking spaces, the requirement to waive the right to protect inclusion in an underground utility district, enforcement of guest parking time limits, HVAC location, energy efficiency measures, the legal instruments to enforce the seniors and low income units occupancy requirements, the intended use of the landscape area in the rear yard, the use of the rear courtyard, and parking requirements for storefront retail in the NCRO-2 District.

Commissioner Anderson noted a typographic error on page G.1.18, for staff to correct, regarding the contribution to the arts fund.

Commissioner Cunningham shared concerns about separating the adjacent 23 Club from the parking lot that currently occupies the subject site and her overall concerns regarding parking.

Chairperson Munir opened the public hearing and invited the applicant to present.

James Trotter, the applicant, made a presentation focusing on the process and background that led to his design. One key consideration was to contribute to the walkability of the town. He also spoke on the art deco inspiration for the building. He commented on the intended use of the commercial spaces as potential maker spaces as complementary spaces to existing retail in the neighborhood, not primary commercial spaces given their size, so they would not be envisioned as generating significant additional parking demand. He also further addressed the Commission's questions on the HVAC design, the rear landscaping, and guest access.

Commissioner Mackin asked for clarification on the potential use as a restaurant. Mr. Trotter indicated that given the size, the space is envisioned as more likely serving as a retail/maker space versus restaurant. Commissioner Mackin also commented on the appearance of the blank wall on the southern side and whether some of the windows could be enlarged on the other walls.

Commissioner Cunningham asked Mr. Trotter about the extent of the accessibility features of the housing units.

Joel Diaz, a project proponent, spoke further on the compliance of the proposed building with accessibility requirements and commented that a certain percentage of units will have to be accessible to wheelchairs, per the state building code. He commented on long term parking trends and the applicant's intent to contribute to revitalizing downtown with senior tenants who would drive less than typical and walk to local services. In response to the Commission's questions, he also discussed generally the property owner's intent with 23 Club to the rear of this property.

Paul Bouscal spoke in favor of the project and the need for senior housing.

Kima Hayuk spoke in favor of the project, citing the need for senior housing and how the proposal fits with long term sustainability needs and trends. He also asked if the project would have solar.

Barbara Ebel spoke in favor of the project. She indicated that it responds to the needs of the community. She suggested including a neighborhood electric vehicle (NEV) for the residents use to encourage less need for cars. She also indicated that these units would help to provide housing and allow Brisbane seniors to age in their home community and open their stock of larger housing to others.

Bonnie Boswell spoke in favor of the project, for support of seniors housing and its contribution to revitalization of downtown.

Sofia Allemand spoke against the project. She raised concerns over the parking and impacts of construction on elderly neighbors.

Denise Gregory spoke against the project. She indicated that she lives across the street and the building would block her sunlight and her view of the mountain, that it should be a single story building. She also indicated that she thought that more than one person could live in the units and result in more cars and parking demand. She also indicated that the commercial space would have parking needs.

Dave Bostrom spoke in favor of the project and the need for senior housing. He asked for clarification as to Ms. Gregory's home location and questioned how the view and sunlight would be blocked, given its location.

Albert Allemand spoke against the project. He indicated that parking availability was already too limited in this neighborhood. He also opined that this project would not be affordable housing.

Mr. Diaz responded to Mr. Allemand, that there are three income restricted units in the proposal. He responded to Mr. Hayuk's question about solar and indicated that the project will have solar. He also asked about how many letters and emails were sent in support of the project.

Chairperson Munir acknowledged that there were approximately 24 emails or letters in favor of the project and one opposed.

Commissioner Cunningham moved and Commissioner Anderson seconded to close the public hearing. The motion was approved 4-0.

The Commission deliberated on the project. Commissioner Cunningham made a motion that the application be continued to the next meeting to further discuss the parking. Motion failed due to lack of a second. Commissioner Anderson moved adoption of Resolution UP-2-17/DP-1-17/EX-3-17. Commissioner Mackin seconded the motion and it was approved 3-1, with Commissioner Cunningham opposed.

Chairperson Munir read the appeals process.

H. DISCUSSION

1. APPROVAL OF RESOLUTION GPA-2-17; Recommending City Council adoption of the Draft Parkside at Brisbane Village Precise Plan, as modified in Exhibit A to the Resolution.

Note: This item was removed from the consent calendar to be discussed following Item G.1.

Chairperson Munir called on Ray Miller to address the Commission.

Mr. Miller read his written statement (Note: Mr. Miller's statement is attached to these minutes).

Chairperson Munir requested a response from staff on Mr. Miller's statement.

Director Swiecki responded that the Commission had discussed concerns with liquefaction and geologic hazards at the July 27th meeting and per the Commission's direction, the revised Resolution included modified text in Chapter 4 of the Parkside Plan addressing the California Building Code and Brisbane Municipal Code requirements for soils analysis, geotechnical analysis, and other analyses for specific sites at the time a development application is submitted. Regarding flooding, he said potential future sea level rise issues are not limited to the Parkside Area, but will be Citywide. He suggested adding language to the General Plan subarea policies that development in the Parkside Area participates in Citywide solutions to comprehensively address sea level rise impacts in the City. Regarding air quality, new industrial developments that could be sources of air pollution are required to provide air quality studies of the impacts of their use on adjacent uses and mitigate or eliminate those impacts. CEQA requires analysis of the impacts of a project on the environment. He said these could be acknowledged as issues of concern in the General Plan. He said zoning language in the Crocker Park District could be considered for buffer properties. Regarding Mr. Miller's suggestion for environmental review, he had not had the opportunity to review it with the City Attorney. His concern was that the State's requirements for zoning to comply with RHNA allow for by-right housing, which would preclude case by case CEQA analysis.

Chairperson Munir stated he would like to consult with the City Attorney..

Chairperson Munir called on Anja Miller to address the Commission.

Mrs. Miller said, absent a developer in the wings, the Parkside Plan is a sales pitch for future development. She supported housing development, but the Parkside Plan should disclose any hazardous conditions of the properties. It should also provide truthful renderings of new buildings considering any increase in building pad height above existing grades.

Chairperson Munir stated the Planning Commission had considered that issue, and a text modification addressing that issue was in the revised Resolution GPA-2-17.

Mrs. Miller said the skate park and basketball courts should be added as public facilities and parks in the Parkside Area in the General Plan Land Use Chapter. She said the General Plan map showing the Baylands is the old 1991 map and must be updated.

Commissioner Anderson asked staff to confirm the Commission's prior direction regarding studying hazards for new development.

Director Swiecki referred to the redlined text in Exhibit A of the Resolution, where text was added referring to required site-specific analyses for various hazards to be completed at the time of development application.

Commissioner Anderson stated raising the ground above projected sea level rise could impact the character of the neighborhood. He thought the Commission had asked for an elevation study related to sea level rise.

Commissioner Cunningham stated she did not recall such a request being made by the Commission.

Chairperson Munir stated the Commission did discuss the scenario of site fill, and modified text was added to Exhibit A of the Resolution that building heights be measured from finish grade rather than natural grade in those cases.

Director Swiecki stated the concern with sea level rise was understandable, but the Parkside Plan may not be the appropriate tool to address the broader Citywide issues with prospective future sea level rise and adaptation strategies.

Commissioner Anderson stated he would like to make the Council aware that a larger discussion of sea level rise adaptation would be necessary.

Mr. Miller stated the City should act responsibly and show concern for future residents of the area.

Commissioner Cunningham said at the time an application is submitted, the City can assess current conditions and future projections at that time.

Mr. Miller said the General Plan policies can take into account things that may or may not happen. If things do happen, the community's position on the issue should be clear.

Chairperson Munir called on Paul Bouscal to address the Commission.

Mr. Bouscal said two properties in the Parkside Area are encumbered by SFPUC water pipelines. He was concerned that raising the grades on those properties could impact those pipelines.

Director Swiecki noted the pipeline easements were known and incorporated into the Parkside Plan. The SFPUC would need to approve any development proposal on the sites encumbered by the pipeline easement.

Commissioner Mackin supported adding to the General Plan a policy that some properties in the Parkside Area are in the flood plain and subject to liquefaction and overall suitability of development should be considered.

Chairperson Munir called on Barbara Ebel to address the Commission.

Ms. Ebel said a General Plan policy should require all buildings to look at a 50-year horizon beyond groundbreaking in regards to sea level rise projections. She also said the zoning map needs to be amended for the Baylands.

Commissioner Mackin moved to adopt Resolution GPA-2-17 as modified by the Commission's discussion. Commissioner Anderson seconded the motion and the motion was approved 4-0.

I. ITEMS INITIATED BY STAFF

Director Swiecki announced the Council was scheduled to adopt cannabis regulations in Ordinance 617 on September 7 and the M-1 rezoning ordinance would be introduced in October.

J. ITEMS INITIATED BY THE COMMISSION

Commissioner Mackin asked staff to agendize a discussion on parking impacts and policies at an upcoming meeting.

Director Swiecki indicated that could be scheduled for the September 12 meeting.

K. ADJOURNMENT

Commissioner Anderson moved and Commissioner Cunningham seconded to adjourn to the regular meeting of September 12, 2017 at 7:30 p.m. The motion passed 4-0 and the meeting adjourned at 10:55 p.m.

Attest:

John A. Swiecki, Community Development Director

NOTE: A full video record of this meeting can be found on DVD at City Hall and the City's website at www.brisbaneca.org.

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~~

draft
RESOLUTION NO. GPA-2-17

RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF BRISBANE
RECOMMENDING ADOPTION OF
THE PARKSIDE AT BRISBANE VILLAGE PRECISE PLAN AND
APPROVAL OF GENERAL PLAN TEXT AND MAP AMENDMENT GPA-2-17
TO THE CITY COUNCIL

WHEREAS, in April of 2015, the City Council adopted the 2015-2022 Housing Element via General Plan Amendment GPA-1-14, and certified a Negative Declaration for the Housing Element; and

WHEREAS, the 2015-2022 Housing Element Programs H.B.1.a and H.B.1.b direct the City to adopt affordable housing overlay zones for five properties within the Crocker Industrial Park, located at 25-43 Park Place and 91-145 Park Lane, to accommodate a minimum of 228 low and moderate-income housing units, representing a portion of the City's State-mandated 2014-2022 Regional Housing Needs Allocation; and

WHEREAS, the 2015-2022 Housing Element Program H.B.1.c directs the City to revise the General Plan's applicable land use designations and relevant Land Use Element policies and programs to be consistent with all zoning amendments implementing the Housing Element's programs; and

WHEREAS, in September 2015 the City Council hired consultant firm MIG to prepare a Precise Plan, deemed the "Parkside at Brisbane Village Precise Plan," to study the five properties designated for housing overlay zones in the Housing Element, as well as other properties in the vicinity within an approximately 25-acre area, generally bounded by Bayshore Boulevard to the east, San Francisco Avenue to the south, Park Lane to the west, and Valley Drive to the north; and

WHEREAS, from September 2015 to June 2017, MIG and city sought out community input to define the community's vision for future residential and commercial redevelopment within the Parkside at Brisbane Village Precise Plan area, including two community workshops, two City Council study sessions, and two opinion surveys published on the City's website and in the monthly STAR; and

WHEREAS, on June 12th, 2017, the Draft Parkside at Brisbane Village Precise Plan was released for public review and comment, which provides affordable housing overlay zoning designations over six properties within the Crocker Industrial Park, based on the direction provided by the City Council ad hoc subcommittee, to accommodate a minimum of 228 housing units at densities between 20-28 dwelling units per acre, which is considered by the State Housing and Community Development Department to accommodate the development of housing for very low and low income households; and

Attachment A

WHEREAS, the Draft Parkside at Brisbane Village Precise Plan additionally establishes a vision and design guidelines for future redevelopment of the Brisbane Village Shopping Center and adjacent commercial properties within the Plan Area, based on the feedback provided by the community and direction provided by the City Council during the community engagement process; and

WHEREAS, on July 18th, 2017, the Planning Commission held a public hearing on the Draft Parkside at Brisbane Village Precise Plan and implementing General Plan text and map amendments contained in General Plan Amendment GPA-2-17, at which all written and oral testimony was considered; and

WHEREAS, the minutes of the July 18th, 2017 Planning Commission hearing are attached and incorporated by reference in this resolution; and

WHEREAS, the Draft Parkside at Brisbane Village Precise Plan is consistent with the adopted Negative Declaration for the 2015-2022 Housing Element, SCH#2015012053; and

NOW, THEREFORE, based upon the evidence presented, both written and oral, the Planning Commission of the City of Brisbane hereby RECOMMENDS that the City Council adopt the Parkside at Brisbane Village Precise Plan with the text modifications provided in Exhibit A of this Resolution, and approve the General Plan text and map amendments, as provided in Exhibits B and C of this Resolution.

AYES:

NOES:

ABSENT:

Jameel Munir
Chairperson

ATTEST:

JOHN SWIECKI, Community Development Director

Exhibit A

Recommended text modifications to the Draft Parkside at Brisbane Village Precise Plan

Plan Page #	Paragraph # or Section	Revised or New Text
6	4	To implement the required Housing Element policies and create a holistic community vision for the entire Plan Area, the Parkside at Brisbane Village Precise Plan establishes a regulatory framework in the form of overlay zoning regulations and Design Guidelines that will guide future housing development in the Plan Area. <u>The Plan has no regulatory impact to existing non-residential uses in the properties subject to the overlay zoning designations, and does not limit or amend the permitted uses or development standards applicable to those non-residential uses. Within the overlay zones, the underlying zoning designation will continue to control non-residential development of those properties.</u>
8	4	This Plan is a Precise Plan, which is a planning implementation tool that allows site design and land use flexibility within a designated overlay zone, and establishes development standards and Design Guidelines affecting <u>new residential development within</u> the properties within the overlay zone (“Figure 5. Plan Area Land Uses” on page 19). <u>Within the overlay zones, the underlying TC-1, Crocker Park Trade Commercial zoning designation will continue to control non-residential development of those properties.</u>
21	Section 2.8	<p>2.8 COMMUNITY BENEFITS</p> <p>Community benefits represent a balance of community and property owner/developer needs and desires. Developers modify their projects to include benefits to the community beyond those required by the municipal code. The City then grants the developer the opportunity to design their project in a way that differs from standard requirements.</p> <p>Benefits to municipalities can include, but are not limited to, facilities such as: additional open space; guarantees on construction worker wages; additional affordable housing units; childcare facilities; community centers; or off-site improvements. Benefits to developers can include variations in: unit number or size; parking regulations; building height; or other design guidelines. The City of Brisbane may opt to consider community benefits subsequent to adoption of this Plan that <u>requires includes, but is not limited to, developer provision of upgraded fiber/internet infrastructure, senior housing, funding for a new parking garage, and enhanced transit service (such as electric shuttle service).</u></p>
26	4	<p>Non-residential Development</p> <p>The Parkside Plan does not change the land use and zoning district designations of <u>regulations applicable to properties non-residential development within</u> the Plan Area not identified for future housing</p>

		development outside of the PAOZ 1 and PAOZ 2 overlay zones. Non-residential development within the Plan Area will continue to be subject to the existing TC-1, Crocker Park Trade Commercial, NCRO-1, Brisbane Village Neighborhood Commercial, and SCRO-1, Southwest Bayshore Commercial district regulations.
27	6	<p><i>(Immediately following bullet-point list)</i></p> <p>The Parkside Plan has no impact on the permitted uses or development standards applicable to non-residential uses within the PAOZ overlay zones. The TC-1, Crocker Park Trade Commercial zoning designation will continue to govern the non-residential uses of properties with in the PAOZ overlay zones.</p>
28	1	<p>3.2.3 PARKSIDE OVERLAY ZONE DEVELOPMENT STANDARDS</p> <p>Intent: This section addresses the <u>residential</u> development standards for the PAOZ-1 and PAOZ-2 overlay zones in the Parkside Area, as set forth in “Table 3.2.3 Parkside Overlay Zoning District Development Standards” on page 28. The standards for the TC-1 zone, <u>applicable to non-residential development</u>, are set forth in BMC Chapter 17.19.</p>
28	Table 3.2.3, Parkside Overlay Zoning District Development Standards	<p>Row: PAOZ-2 Column: Setbacks</p> <p>Front: 5 ft. min., 20 ft. max. Side: 5 ft min. side Street Side: 10 ft. min. and max. Rear: 15 ft. min. <u>Third and fourth stories: 5 ft. min.</u> Exceptions: Refer to 3.4.1.C and 3.4.1.D</p>
		<p>Row: PAOZ-2 Column: Height</p> <p>3 4 stories, 40 50 Feet <u>(Refer to 3.3.1.U)</u></p>
30	Section 3.3.1	<p><i>New Standards under “Building Design and Materials”; numbering to be assigned and corrected.</i></p> <p><u>. Buildings shall have varying and articulated roof planes.</u></p> <p><u>. Third stories shall be set back at least five feet from the wall plane of the second and first stories below.</u></p>
33	Section 3.3.1	<p>PAOZ-2 Standards</p> <p>DT. In the PAOZ-2 District, buildings shall break to ground level at least every 150 feet to allow view corridors through the site. Distance between buildings should be no less than 25 feet wide. These breaks can be designed as mid-block connections (Figure 9 on page 33).</p>

		<u>U. In the PAOZ-2 District, four stories may only be permitted in the rear of a property (opposite from street) to accommodate podium (first level) parking, with three stories of residential above. Building heights may not exceed three stories adjacent to any improved street.</u>
37	Section 3.4.4	B. Plant a minimum of one shade tree per 30 <u>10</u> spaces in each parking lot.
37	Section 3.4.5	B. Place EV charging stations adjacent to building entrances.
50	Section 4.1.2	<u>J. Parking lots shaded by physical structures, subject to setback requirements established in Chapter 3, should incorporate solar power generation.</u>
51	Section 4.1.3	<u>H. Orient buildings to take into account prevailing wind patterns to mitigate wind intrusion into plazas and community gathering areas.</u>
60	Section 4.2.4	<u>G. Orient buildings to take into account prevailing wind patterns to mitigate wind intrusion into plazas and community gathering areas.</u>
60	Section 4.2.5	<u>J. Parking lots shaded by physical structures, subject to setback requirements established in the Zoning Ordinance, should incorporate solar power generation.</u>
73	1	...The PA land use designation will allow for residential development in addition to commercial <u>all</u> uses permitted in the existing TC, Trade Commercial land use designation.
74	4	<p>5.2 DEVELOPMENT APPLICATION PROCESSING</p> <p>This section sets forth the processes used for the application, review, and decision-making for land development and use requests within the Parkside Area.</p> <p>Any developer, builder, property owner, or other authorized agent seeking to establish a use and/or develop <u>residential uses</u> within the established PAOZ-1 and PAOZ-2 overlay zones will have an application processed in an expeditious manner with administrative approvals where allowed by these Administrative Procedures.</p> <p>Applications <u>for residential development within the overlay zones</u> that deviate from the standard provisions, where allowed by the Plan, will require discretionary review and action. <u>Non-residential uses within all properties in the Parkside Plan area will be governed by the existing TC-1, NCRO-1, and SCRO-1 zoning regulations applicable to those properties.</u></p>

Exhibit B

Amendments to Chapter 5 (Land Use) and Chapter 12 (Policies and Programs by Subarea) of the 1994 General Plan

CHAPTER V

LAND USE

GOALS:

The City of Brisbane will...

Preserve the Mountain for its own sake and as the symbol of the unique character and identity of the City;

Incorporate and reflect the natural environment as an integral part of land use;

Celebrate diversity as essential to the physical character of the City;

Incorporate a mix of land uses to best serve its citizens; and

Design infrastructure and public facilities to be efficient, cost-effective and to contribute to the cohesion and character of the community.

LAND USE

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CHAPTER V

LAND USE

Question: In your opinion, what is the most important problem that Brisbane residents will have to face and try to solve over the next ten years?

Respondents: "Development of lands currently vacant, to make certain they contribute and not diminish the quality of life."

"Managing growth to keep our independence."

"The Mountain. Save it."

General Plan Issues Questionnaire (GP-5)

Citizens who know and love the City will often explain that to understand Brisbane it is necessary to read the oral histories. A look to the past makes it clear that the City was incorporated as a defense against development that would have destroyed San Bruno Mountain and the quality of life of the community that had become established there. The passion for self-determination remains one of the most essential values of this community.

This update of the General Plan provides an opportunity to reaffirm that Brisbane will control its destiny. If development is to occur, this community will set the standards. And the basis for these standards are the land uses and policies in the General Plan.

A General Plan usually includes an illustration of the general location of land uses on a map. Map I is the Land Use Map for the 1994 Brisbane General Plan. As described in the section on Land Use Alternatives, the uses that were chosen for the Land Use Map are those that the community considers most beneficial to its welfare. The land use policies and programs that describe these uses establish how the designations on the map express themselves in the day-to-day environment. The policies in this section for the most part apply on a city-wide basis. Land use policies and programs specific to each of the subareas are found in Chapter XII.

This Land Use chapter begins with a look at the history of the land use and subdivision patterns in the planning area. It goes on to describe the alternative land use scenarios considered in the

environmental analysis for the General Plan. The chapter closes with the General Plan's land use policies.

V.1 HISTORY OF LAND USE AND SUBDIVISION

Land uses in Brisbane are well-established in many subareas of the City. In others, remainders of prior uses provide either opportunities or constraints to contemporary uses of the land. Land subdivision patterns in Brisbane have varied from one subarea to the next, depending on land use, topography, property ownership, and zoning regulations affecting lot sizes. The following is a brief chronological history of land use in the City, followed by an overview of the City's subdivision patterns.

Land Use History

Although the earliest recorded land use in the area that is now the City of Brisbane was ranching, archaeological remains indicate that this land was once a home to the Costanoan Tribe of Native Americans. The Guadalupe Valley, within which Central Brisbane, Crocker Park and the Northeast Ridge are now located, was part of the 1838 Mexican land grant known as *Rancho Canada de Guadalupe la Visitacion y Rodeo Viego*. Charles Crocker purchased most of this land grant in 1884 and called it Visitacion Ranch. In 1895, a section of the ranch was leased as a quarry, which operates to this day.

In the early 1900s, a small amount of urban development could be found in the area of Bayshore Boulevard and Geneva Avenue, in what is now the vicinity of the Northwest Bayshore subarea. The 7-Mile House, a bar and grill established in the 1890s and still operating today, served travelers along Bayshore Boulevard, which was one of the main thoroughfares connecting San Francisco with points south. A gas manufacturing plant, which evolved into what is now the Pacific Gas & Electric Company's Martin Service Center and Substation, operated from 1905 to 1916 in the area of Bayshore and Geneva, now a part of Daly City. Across Bayshore Boulevard on what is now known as the Baylands subarea, the Southern Pacific Railroad maintenance and switching yard was built atop rubble from the 1906 San Francisco Earthquake that was used to fill a portion of the Bay. The use of the yard began to decline in the 1960s and was mostly idle when Southern Pacific sold the yard and surrounding land and structures in 1989 to Tuntex. The land had featured a number of substantial industrial structures only a few of which remain, including the Roundhouse, one of the few of its kind still standing.

Residential development in what is now Brisbane also began to appear early in the century. The area of the Guadalupe Valley that is now Central Brisbane experienced a small amount of residential construction between 1908 and 1929. The most notable of the early residences in what was then known as the "City of Visitacion" is the Allemand Hotel, currently an apartment building at the corner of San Bruno Avenue and Mariposa Street. In 1929 the name of the settlement was changed to Brisbane. In the 1930s, during the Depression, the residential area boomed due to its affordability, with a commercial core developing along Visitacion Avenue. This residential area has continued to grow to the present and, to a limited degree, has extended into the lowest lying portions of the largely vacant Brisbane Acres.

The 1930s also saw an intensification of garbage dumping into the Bay in the portion of the Baylands subarea east of the Southern Pacific railroad tracks. Starting from the north, dumping continued southward until it was finally stopped in the 1960s at the edge of what is now the Brisbane Lagoon. The Norcal/Sanitary Fill Company complex of refuse transport and recycling facilities, located in the Beatty Subarea at the Brisbane-San Francisco border, is an active successor to this past use. Since the 1940s, a variety of uses has developed atop the oldest part of the landfill, including lumber yards and warehouse buildings.

Although Bayshore Boulevard was a major thoroughfare connecting San Francisco with points south until Highway 101 was constructed in 1954, only limited development occurred along its frontages. In the 1940s, a small amount of residential development occurred along the west side of southern Bayshore Boulevard in the subarea now known as Southwest Bayshore. In the decades that followed, some commercial uses, such as retail, service and warehousing, intermixed with the residential uses, including a mobile home park.

The 1960s saw a flurry of industrial development, which continued into the early 1980s. In 1959, construction of Crocker Park began on the grazing lands of the floor of the Guadalupe Valley and adjacent wetlands, just north of Central Brisbane; the final phase of construction in Crocker Park was completed in the early 1980s, and Crocker Park was annexed to the City in 1983. In the 1960s, VWR Scientific first occupied a large office/warehouse building on the east side of southern Bayshore Boulevard; a second office/warehouse complex was added in the Southeast Bayshore subarea in 1981. First subdivided in 1969, the Brisbane Industrial Park, consisting mostly of metal buildings for warehouse, office and manufacturing uses, was constructed along Industrial Way in what is now called the Northeast Bayshore subarea. The late 1960s also saw the development on the Baylands of the Southern Pacific Pipelines Brisbane Terminal, located on the leveled portion of Visitacion Point, with a privately constructed extension of Tunnel Avenue including an overcrossing connecting to Bayshore Boulevard. Commonly referred to as the "Tank Farm," the facility and adjacent buildings provide fuel distribution services for the Peninsula.

Office and commercial development increased in the 1980s. Construction of the Brisbane Village shopping center began in 1979 at the entrance to Central Brisbane. This single structure shopping center contains approximately 20 storefronts and office spaces occupied mostly by retail businesses and professional offices. East of Highway 101 at Sierra Point, the Koll Center Office Park and the Brisbane Marina were constructed during the 1980s on a peninsula of engineered landfill that was begun by the San Francisco Scavenger Companies in the mid 1960s and completed by 1972.

In 1989, a multi-phased residential project, including open space for conserved habitat, was approved for the Northeast Ridge of San Bruno Mountain. Preliminary grading began in 1992, but no structures have been built. Also in 1989, the Wildlife Conservation Board, a division of the State Department of Fish and Game, purchased Owl and Buckeye Canyons as an ecological reserve. They remain essentially in their natural state. Brisbane citizens, staff and local environmental organizations worked with the Trust for Public Land to accomplish this acquisition, which added to the permanent open space established by the creation of San Bruno Mountain State and County Regional Park in the late 1970s.

History of Subdivision Patterns

The following describes the history of the subdivision of land in Brisbane by subarea. Following adoption of the 1994 General Plan, zoning and subdivision regulations will be reviewed to determine if amendments should be made to conform to General Plan policy.

Sierra Point. The Sierra Point subarea underwent a gradual process of subdivision between 1981 and 1987, which resulted in the current pattern of typically 5 to 10 acre parcels. This pattern is consistent with the 1 acre minimum parcel size requirement which has been in effect since 1984. The area is subject to a development agreement.

Southeast Bayshore. The Southeast Bayshore subarea was subdivided in 1979 into two parcels, one 4 acres in size and the other 11 acres. This is consistent with the 10,000 sq. ft. minimum parcel size requirement in effect since at least 1969.

Southwest Bayshore. The steep hillsides of the Southwest Bayshore subarea were first sold off as typically 11,900 sq. ft. unrecorded lots in the 1930s. Each of the original lots fronted on what was then known as the Bayshore Highway, hence their name, the "Highway Lots." Subsequent lot subdivisions reduced some of these lots to areas as small as approximately 3,000 sq. ft. Regulations, which date back at least to 1969, established a 7,500 sq. ft. minimum lot size in the subarea.

Brisbane Acres. The Brisbane Acres subarea originated as an unrecorded subdivision in the 1930s. As the name implies, unrecorded lots were typically an acre in size. Subsequent land transfers by deed description resulted in individual ownerships, some with areas of less than 5,000 sq. ft. In 1980, regulations were adopted that set a 20,000 sq. ft. minimum lot size. Parcel maps for three parcels of at least 20,000 sq. ft. have been recorded, adding to the eight parcels for which maps were recorded prior to 1980. The rest of the lands in the subarea remain unrecorded to this day.

Central Brisbane. In 1908, the American Realty Company subdivided the area that is now Central Brisbane into small residential lots. These lots were typically 25 feet wide and 100 feet deep, but in many instances lot dimensions were adjusted to fit the subarea's bowl-like terrain. Many of the lots were subsequently developed in pairs, some as three or more lots combined, and a few as one and a half lots. The current regulations requiring 5,000 sq. ft.

minimum lot size for residential districts and 2,500 sq. ft. minimum for non-residential date back at least as far as the City's original Zoning Ordinance, adopted in 1969.

Parkside Area. The Parkside Area is an approximately 25-acre area located between Crocker Industrial Park and Central Brisbane subareas. The Parkside Area is comprised of 11 properties developed with neighborhood commercial, retail, and office, public facilities and parks, and trade commercial uses. Vital community assets in the Parkside Area include the City's two primary entrances via Valley Drive and Old County Road, as well as the Brisbane Village Shopping Center, Community Park, Brisbane Skate Park, and public basketball courts. The Parkside Area was established by the Parkside at Brisbane Village Precise Plan, the culmination of two-year community visioning and planning process from 2015-2017 to implement the City's 2015-2022 Housing Element, which designated sites within the Parkside Area subarea for potential residential development.

Guadalupe Hills. The Guadalupe Hills subarea consists primarily of the two large vacant lots, historically referred to as Levinson and Peking Handcraft, which can be traced back to subdivision maps recorded as early as 1915. Since 1980, regulations have not included a minimum lot size, anticipating that any development would be part of a planned development permit. A marsh parcel is located at the northern edge of the subarea and narrow PG&E transmission line parcels run along the northwest edge of the subarea.

Owl and Buckeye Canons. The Owl and Buckeye Canyons subarea consists of four parcels of land sold by the owners of the Quarry to the California Department of Fish and Game in 1989.

The Quarry. The Quarry subarea is divided into four parcels ranging in size from approximately 1.5 to 135 acres.

Crocker Park. The Crocker Park subarea was subdivided in three phases of the Park's development, recorded in 1959, 1965 and 1968. The subdivision of North Hill Drive followed in 1980. Subsequent parcel splits and mergers have resulted in lots ranging in size from 0.56 to 13.23 acres. Current regulations require a 10,000 sq. ft. minimum lot size. The Technology Park, north of Guadalupe Canyon Parkway, was added to the subarea in 2017, given its similar character of development and connectedness with the rest of the Crocker Park subarea.

Northeast Ridge. The Northeast Ridge remained unsubdivided until it was recorded as a single parcel in 1975. The vesting tentative subdivision map for the planned development approved in 1989 divides the subarea into single-family residential lots (an average of 7,400 sq. ft. each), clusters of condominiums and townhouses (totaling approximately 39 acres), and large tracts of open space.

Northwest Bayshore. The northern portion of the subarea consists of the lands of PG&E and the 7 Mile House, which vary in character, in both the size of the lots and the existing development. However, given that they share their borders with each other and are geographically either disconnected or unlike other nearby properties, they are grouped in the same subarea.

Northeast Bayshore. The Northeast Bayshore subarea was subdivided in 1969 as the Brisbane Industrial Park. Its lot sizes ranged from 0.23 to 5.663 acres, although subsequent consolidations of ownership have increased the average building site size. A 10,000 sq. ft. minimum lot size requirement has been in effect since at least 1969.

The Baylands. The Baylands subarea is largely unsubdivided, a vestige of the once extensive holdings of the Southern Pacific Transportation Company. Major portions of these holdings located in Brisbane are now owned by Tuntex Properties Inc. (Brisbane). There are small parcels in other ownerships scattered about the subarea, ranging from approximately 5,000 sq. ft. to 230,000 sq. ft. in size. Most of the subarea has a minimum site area requirement to be established by specific plan per regulations adopted in 1991.

The Beatty Subarea. The Beatty Subarea is a haphazard collection of parcels, reflecting a varied history of ownerships. Parcel sizes are generally from 0.176 to 7.043 acres. Within this subarea, minimum site area is established by specific plan per regulations adopted in 1991.

V.2 THE 1994 GENERAL PLAN LAND USE MAP AND LAND USE DESIGNATIONS

The 1994 General Plan Land Use Map

Map I, the land use map for the 1994 General Plan, illustrates the general location of the land use designations given to both public and private properties within the General Plan planning area. For purposes of clarity, the Map has been divided into the 13 subareas described earlier in this text. The land use designations used in the map are described below.

Land Use Designations

The descriptions of the General Plan land use designations that follow are broadly drafted, as befits the intent of a General Plan. Specificity of land use by district is the province of the City's Zoning Ordinance. After adoption of a General Plan, the zoning map and zoning district regulations are analyzed to determine whether changes are necessary to conform to the adopted General Plan land use designations and policies.

Commercial/Retail/Office Designations

Neighborhood Commercial/Retail/Office (NCRO) designates a subarea devoted to a range of local retail and service uses, including shops, restaurants, medical, professional and administrative offices and other uses of the same general character. Public and semipublic facilities may be located under this designation. Residential uses may be permitted conditionally in implementing zoning districts. ~~A p~~Portions of Central Brisbane ~~and Parkside Area is~~ subareas are designated NCRO in the 1994 General Plan.

Subregional/Commercial/Retail/Office(SCRO) designates a subarea devoted to subregional retail uses, personal services, restaurants and offices. Public and semi-public facilities and educational institutions may be located under this designation. Commercial recreation, residential uses, warehouse and distribution facilities, research and development, and light industrial uses may be permitted conditionally in implementing zoning districts. The Southwest Bayshore subarea is designated SCRO in the 1994 General Plan. Also see the Planned Development designations.

Sierra Point Commercial/Retail/Office (SPCRO) represents a subarea devoted to commercial enterprises, encompassing a wide range of uses, as outlined in the Development Agreement for Sierra Point. Such uses may include, but not be limited to, retail uses, personal services, medical, professional and administrative offices, corporate headquarters, hotels, conference centers and cultural facilities, commercial recreation, restaurants, and other uses of a commercial character. Public and semi-public facilities and educational institutions may be located under this designation.

[General Plan Land Use Designation Map provided in Exhibit B]

[Central Brisbane Land Use Diagram not included. To be updated to reflect new Parkside Area subarea boundaries.]

Heavy Commercial (HC) provides for bulk sales, offices, meeting halls, vehicle storage and equipment maintenance. It also allows outside storage of vehicles and equipment. No materials storage, other than that associated with bulk sales and no processing of materials are permitted. Subareas designated Heavy Commercial are required to have an adopted specific plan to guide development in the area. The Beatty subarea is designated HC in the 1994 General Plan.

Marsh/Lagoon/Bayfront (M/L/B) are aquatic areas designated by type.

The following subareas contain designated aquatic areas:

Northeast Bayshore: Marsh
Baylands: Lagoon, Bayfront
Beatty: Bayfront
Sierra Point: Bayfront

Open Space (OS) designates properties that have been purchased, given or offered for dedication to a public agency for open space use or conservation purposes and are essentially unimproved by urban structures. The following subareas contain open space designations:

Central Brisbane: Sierra Point, Costanos and Firth Canyons
Crocker Park: A portion of the Technology Park as habitat dedication
Guadalupe Hills: Habitat dedication (to be mapped with planned development application)
Northeast Ridge: Conserved Habitat
Owl and Buckeye Canyons: Ecological Preserve
Quarry: Conserved Habitat
Southwest Bayshore: Remainder of the Bayshore Boulevard right-of-way

Planned Development (PD) designates subareas that are primarily vacant and that present unique development constraints. Subareas designated PD may be combined with other land use designations and/or site specific uses may be included in this Plan to guide the development of implementing zoning district regulations. A minimum of 25% of the surface land of any subarea designated Planned Development shall be in open space and/or open area.

There are three subareas designated PD in the 1994 General Plan:

Guadalupe Hills: Planned Development-Subregional Commercial/Retail/Office
The Baylands: Planned Development - Trade Commercial
The Quarry: Planned Development - Trade Commercial

Public Facilities and Parks (PFP) are outdoor spaces and buildings owned or leased by public agencies, including City parks, police and fire stations, schools and libraries. This designation does not include infrastructure.

The following subareas contain Public Facilities and Parks:

Sierra Point: Marina, Fishing Pier, Linear Park

Central Brisbane: ~~Community Park~~, Brisbane Elementary School and grounds, Lipman Intermediate School and grounds, Firth Park, San Bruno Avenue Fire Station Site, Community Center, Library and Park, Bicentennial and other Walkways, Plug Preserve

Parkside Area: Community Park

Northeast Ridge: School/ Park Site

Baylands: Bayshore Boulevard Fire Station, Park and Ride Lot, Fisherman's Park

Residential (R) includes single- and multi-family areas and planned residential developments.

The subareas designated residential and the range of residential densities in the 1994 General Plan are:

Brisbane Acres:	0 - 2 units per acre
Central Brisbane:	2 1/2 - 14 units per acre and 15 - 30 units per acre
Northeast Ridge:	6.23 units per acre

For the Northeast Ridge, a planned residential development, the density represents an average of the 97 single family residential units, 214 condominiums and 268 townhouses approved on 93 acres. Also see Parkside Residential and Trade Commercial designation.

Trade Commercial (TC) represents a mix of commercial uses including warehouses, distribution facilities, offices, retail uses, restaurants, commercial recreation, personal services, as well as light industrial, research and development, and uses of a similar character. Public and semi-public facilities and educational institutions may be located under this designation. Repair and maintenance services, such as auto body repair shops, may be conditionally permitted in the implementing zoning districts. In such districts, certain individual or groups of uses may predominate, thus distinguishing the districts one from the other. In the 1994 General Plan Crocker Park, Northeast Bayshore, and Southeast Bayshore are designated TC. Also see Planned Development and Parkside Residential and Trade Commercial designations.

Figure V-A illustrates the land use designations in the 1980 General Plan as amended in 1991. Figure V-B illustrates the general location of existing land uses at the time of the preparation of the 1994 General Plan.

Parkside Residential and Trade Commercial (PRTC) includes single-family and multi-family residential developments and trade commercial uses, as allowed under the Trade Commercial land use designation. For the Parkside Area subarea, the densities applied will result in a minimum of 228 dwelling units. Residential development in the Parkside Area is subject to

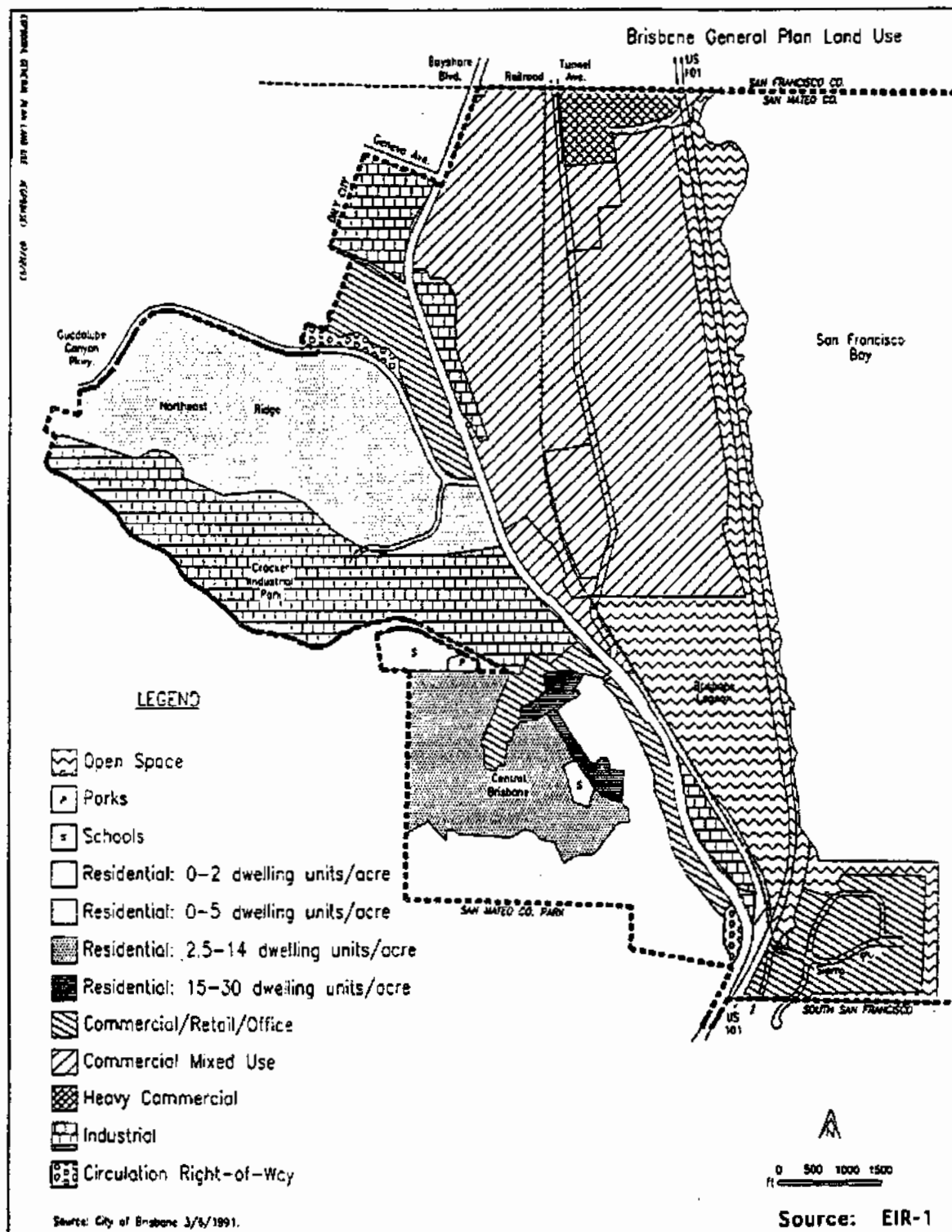
compliance with the development standards and design guidelines established by the Parkside at Brisbane Village Precise Plan, adopted by the City Council in 2017.

The range of residential density for the Parkside Residential and Trade Commercial designation is as follows:

Parkside Area: 20-28 units per acre

Public Utilities/Commercial (PU/C) represents a mix of public utility and commercial uses. It includes the PG&E utility substation facilities and the associated warehouse, maintenance and office uses as well as commercial uses, such as the 7 Mile House and automobile repair facility adjacent to the substation.

FIGURE V-A: LAND USE MAP - 1980 BRISBANE GENERAL PLAN,
AS AMENDED



Source: Thomas Reid Associates based on Aerial Photo 11/9/1985. Port of San Francisco 11/9/1985.

Overview

The 1994 General Plan, as amended, changes several of the land use designations from the 1980 General Plan to be more comprehensive as well as more expressive of their intent. In many instances the uses described in these designations remain essentially unchanged from the prior plan.

Comparing the land use designations in the 1980 General Plan as amended and the 1994 General Plan, the following subareas experience no change in the following land use designations:

Brisbane Acres	Residential 0-2 units/acre
Central Brisbane	Residential 2 1/2 - 14 units/acre 15 - 30 units/acre
Owl and Buckeye Canyons	Open Space

Although new land use designations are given to the following subareas, these designations represent essentially no change in general use from the 1980 Plan:

Central Brisbane	Neighborhood Commercial/ Retail/Office, Open Space
Southeast Bayshore	Trade Commercial
Southwest Bayshore	Subregional Commercial/Retail/Office, Open Space
Northeast Bayshore	Trade Commercial
Beatty	Heavy Commercial, Bayfront
Sierra Point	Sierra Point/Commercial/Retail Office, Bayfront
Northeast Ridge	Residential: 6.23 units per acre

New land use designations and/or uses have been given to the following subareas:

Crocker Park	Trade Commercial
Guadalupe Hills	Planned Development - Subregional Commercial/Retail/Office, Marsh Open Space (<i>to be mapped at a later time</i>)
Northwest Bayshore	<i>Public utilities and commercial</i>
The Baylands	Planned Development - Trade Commercial, Lagoon, Bayfront
The Quarry	Planned Development - Trade Commercial, Open Space

A new subarea established in 2017 for the Parkside Area subarea is designated for residential, trade commercial, neighborhood commercial/retail/office, and public facilities and parks uses:

Parkside Area

*Parkside Residential and Trade
Commercial, Trade Commercial,
Neighborhood
Commercial/Retail/Office, Public
Facilities and Parks*

V.3 DENSITY AND INTENSITY STANDARDS

The Government Code requires that a General Plan include an indication of density and intensity of use for the land use designations in the Plan. The language of the Code reads:

GC 65302(a): The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.

These standards represent overall policy objectives that are implemented through the zoning district regulations. General Plan standards represent broad ranges, whereas zoning regulations establish specific development standards, such as height limits, setbacks, coverage and site area, that must fall within the General Plan range. After adoption of a General Plan, the zoning districts are reviewed and amended, as necessary, to bring them into consistency and best reflect the policy direction of the Plan.

Population Density

The populations that can be expected in an area on a predictable, daily basis for the land use designations in this Plan are represented in Table 5. For the residential designations in the General Plan, population is given in terms of number of residents and for nonresidential designations, by number of employees. The residential density is based on the number of housing units per acre and the average household size identified in the 1990 Census.⁽¹⁾ For non-residential land use designations, the number of employees per 1,000 square feet of floor area is used. These numbers represent common standards employed for economic analysis.⁽²⁾ Because the 1994 General Plan land use designations contain a range of uses, employee population density is expressed in ranges.

Building Intensity

The range of building intensity for the various residential land use designations in the 1994 General Plan is listed in Table 5. The intensity is expressed in terms of units per acre.

Building intensity for non-residential designations is expressed in a floor area ratio (FAR) formula. The formula relates the square footage within a building to the acreage upon which it sits. A floor area ratio is a very general indicator which must be further defined in zoning district regulations before any development can occur.

Based on the direction provided by Brisbane citizens through the community surveys described in Chapter 1, existing building intensity standards were retained for most of the subareas of the City. For subareas 1, 2, 3, 5, 8, 11 and 13 in Table 5 following, the floor area ratios represent what is permitted under the regulations and Development Agreements in place at the time of preparation of the 1994 General Plan.

Subarea 7 and the southern portion of Subarea 10 are designated Planned Development to allow the City to provide flexibility in the development form and uses to these unique areas.

Subarea 12 is designated Planned Development because the subarea requires extensive site investigation and planning before the most beneficial development patterns can be determined. The policies in Chapter XII require a specific plan before any development can occur. Until the specific plan and associated environmental studies are completed and new information is evaluated that can be used to refine the FAR standards, the FARs given in Table 5 represent standards that are comparable to those of subareas with similar uses and environmental constraints.

Specific plans for the Baylands shall distinguish between the areas north and south of the Bayshore Basin drainage channel as shown in Table 5 and further described below:

Policy 11: Development south of the Bayshore Basin drainage channel shall maintain a low profile, permitting low or mid-rise buildings, not to exceed six stories in height, in order to preserve the existing views of San Francisco and San Francisco Bay as seen from Central Brisbane, and to maximize the amount of landscape and open space or open area in this portion of the subarea.

It should be noted that the intent of the FARs given for the Baylands in Table 5 is to accommodate diversity in the height and intensity of structures in order to encourage interesting, flexible and variable development. In no event shall the FARs shown in Table 5 be interpreted as permitting the maximum intensities to be established throughout the subarea. The City will expect specific plans to emphasize intensities well below those figures. See Program 330b for further direction addressing the design of buildings and building groups in the Baylands.

V.4 LAND USE ALTERNATIVES

A number of land use alternatives were considered in choosing the land use designations shown in Map I, the 1994 General Plan land use map for each of the 13 subareas that comprise the planning area for the City's General Plan. These alternatives, which were the subject of environmental analysis in the General Plan EIR, were established by means of the following process:

The range of land use alternatives of interest to the community were identified by means of a series of communications with Brisbane voters and businesses through public participation in surveys and workshops. Perspectives on appropriate land uses were obtained first through a mail survey of registered voters that took place in April 1992 and then at "Have Your Say Day" in May 1992. For several subareas, where consensus on land use was not clear from the information already received, an interview survey administered in February 1993 provided the opportunity to ask each respondent for an opinion on a number of land use options. For each potential use, the respondent was asked to indicate whether he/she would "tend to support" or "tend to oppose" it and to identify the uses that would be the first and second priority for these lands. The data from the interviews, mail surveys and workshop records were then used to establish the land use alternatives to be analyzed for environmental impacts according to the following methodology: All land uses supported by 60% or more of the respondents to the voter interview survey were included in Alternative ; all land uses supported by 50-60% of the respondents to the voter survey were included in Alternative 11; and all land uses supported by 40-50% of the respondents to the voter survey, and for which substantial interest was exhibited in the mail survey and at "Have Your Say Day," were included in Alternative III. When any major land use contained diverse components, these were identified in the respective alternative.

Table 4 illustrates the range of alternatives by subarea that were considered by the City. Subareas that were already developed or where conditions have remained essentially unchanged have retained land use designations and uses that are the same as or similar to those in the prior General Plan.

For four subareas a broad range of alternatives were considered.

Crocker Park

The 1980 General Plan land use designation for this subarea was Industrial. Specific policies were not established and the types of uses anticipated under an Industrial designation were not identified in the Plan, but references are made in the text to "light industrial" and "warehousing and distribution centers." The assumption was that light industrial uses would be generally beneficial and provide revenues to the City.

Crocker Park was annexed to the City in July 1983 and proved to be a generator of revenues. However, the source is sales tax rather than property tax and is commonly associated with a distribution point as a "point of sale" rather than resulting from a manufacturing activity.

The Background Report on Crocker Park (LEA-3) identified the following types of land uses operating within the Park in March 1992: 38% warehousing, storage, transportation, distribution; 20% contractors, construction trades, repair and maintenance services; 14% professional, administrative, headquarters offices; 10% manufacturing.

Both the business and voter surveys conducted in preparation for the General Plan update identified an interest in a greater mix of uses in Crocker Park than currently exists, especially uses that could provide services to the residents and businesses in Brisbane, including retail sales, personal services, factory outlets, restaurants and health clubs. Although there are structures on all but one of the parcels in Crocker Park, the alternatives analysis focused on encouraging a mixture that includes a greater number of retail, commercial, and manufacturing uses in the subarea.

The new land use designation for the district, *Trade Commercial*, provides for a greater mix of uses, especially retail uses, restaurants, commercial recreation and personal services. Manufacturing and research and development uses, which have the potential to generate industrial impacts in terms of noise and hazardous materials, could be permitted in the zoning district as conditional uses.

Northwest Bayshore

The Northwest Bayshore subarea is composed of several large parcels. Four were designated Commercial/Retail/Office in the 1980 General Plan. The fifth parcel, which contains a PG&E substation, was designated Industrial. Portions of each of these parcels fall within the jurisdiction of the San Bruno Mountain Area Habitat Conservation Plan.

There was not much policy direction for the Northwest Bayshore subarea in the 1980 General Plan. Under the general heading "Industrial and Commercial," policy #3 referred to the area as follows: "Undeveloped lands west of the Southern Pacific Switch yard (Franciscan Heights) should be developed for retail and office uses." In the subarea descriptions the land was called "Northwest Industrial" and was included with the Southern Pacific Railroad yards. The text raised an issue of "the possibility of establishing a non-contiguous residential neighborhood away from Central Brisbane" in terms of "creating new and extended service requirements and in changing the traditional pattern of a compact, contiguous residential community." It also stated that public sentiment at that time favored a "revenue-producing development."

The parcel at the corner of Bayshore Boulevard and Guadalupe Canyon Parkway was considered as a part of the Northeast Ridge Development application. Under the 1982 Specific Plan, the following uses were given as permitted there: professional offices, restaurants, coffee shops, financial services, health or fitness clubs or spas and special dwelling groups, such as senior citizen housing.

The alternatives considered for this largely vacant subarea were based on the following combinations of open space and specific urban land uses, which were identified as desirable by voters in recent surveys (open space in all alternatives would consist primarily, but not exclusively, of lands under the jurisdiction of the Habitat Conservation Plan):

Alternative I

Retail Commercial

Restaurants

Marsh/Open Space

Alternative II

Commercial Recreation (includes riding stables)

Single-Family Housing

Marsh/Open Space

Alternative III

Research & Development/Storage & Distribution

Marsh/Open Space

After consideration of available data, information in the General Plan EIR and public testimony, it was determined that all the uses considered in the alternatives would be retained for this subarea under the *Planned Development - Subregional Commercial/Retail/Office* land use designation, except that residential uses would only be appropriate as a component of a mixed-use project, when combined with or accessory to retail, office or other non-residential uses.

The Baylands

The 1980 General Plan was amended in May 1991 to remove the land use designation Industrial from this subarea. The Industrial designation was a major factor in the largely vacant Baylands becoming a targeted location for hazardous waste collection and treatment facilities in the County Hazardous Waste Management Plan. The Baylands Amendment established a Commercial Mixed-Use land use designation for the subarea and listed the following uses as potentially appropriate if approved following a specific plan and environmental analysis: retail sales, offices, residential uses, bulk sales, open space, recreational facilities, statuary, public and quasi-public facilities, services and utilities, commercial services, hotels, research and development, and educational institutions.

The density/intensity of the area was represented in terms of the maximum impact of a combination of factors, including trip generation, water use, wastewater generation and stormwater flow. However, since the actual holding capacity of the land was unknown, a specific plan and environmental review was required before any development project could be considered.

Under all the alternatives considered for the largely vacant Baylands subarea, the existing Commercial Mixed-Use designation was renamed *Planned Development-Trade Commercial* and various mixtures of specific uses identified in recent voter and business surveys were considered.

The following alternative land use scenarios were considered for future development of the Baylands:

Alternative I

Small Stores & Shops

Offices

Bulk Sales

Lagoon/Bayfront Recreational Facilities

(no golf course)

Statuary

Public & Semi-Public Facilities

Commercial Services

Educational Institutions

like UCSF

administrative offices

research laboratories

supply storage & distribution

medical treatment facilities

bookstores

Biotechnology Center

high-tech. manufacturing

Restaurants

Alternative II

Medium Size Shopping Center

Offices

Bulk Sales

Lagoon/Bayfront Recreational Facilities

golf course

Statuary

Public & Semi-Public Facilities

Commercial Services

Hotels/Resorts

Research & Development

Educational Institutions

like UCSF

administrative offices

research laboratories

supply storage & distribution

medical treatment facilities

bookstores

Biotechnology Center

high-tech. manufacturing

Restaurants

Alternative III

Major Shopping Center

Offices

Bulk Sales

Lagoon/Bayfront

Recreational Facilities

golf course

Statuary

Public & Semi-Public Facilities

Commercial Services

Hotels/Resorts

Research & Development

Educational Institutions

like UCSF

administrative offices

research laboratories

supply storage & distribution

medical treatment facilities

bookstores

Biotechnology Center

high-tech. manufacturing

Restaurants

After consideration of available data, information in the General Plan EIR and public testimony, it was determined that all uses considered in the alternatives would be retained under the *Planned Development-Trade Commercial* land use designation and that the uses would be further refined as the zoning districts are formulated and specific plans are submitted for the Baylands.

Leaving alternatives for further analysis does not mean approval at this time or in the future. Much more extensive analysis and environmental review will be undertaken before any specific uses are even considered for approval or disapproval. All of that will be conducted in conjunction with an open and public process.

The Quarry

The 1980 General Plan did not provide policies for the Quarry except in regard to rerouting truck traffic away from Old County Road. The 1980 General Plan map included just a part of the Quarry lands, which was designated as Open Space with adjacent Owl and Buckeye Canyons. In 1990, American Rock and Asphalt entered into a Quarry Property Agreement with the City that provided for the Quarry to file a series of development applications, including one for annexation to the City, that would, if approved, result in the development of some urban use and some dedication of Open Space after the cessation of quarrying activities. The County of San Mateo is currently considering applications for a new mining permit and reclamation plan for the property. An EIR is underway for that project. Another EIR will be necessary in conjunction with applications made to the City.

The Quarry Property Agreement proposes a future use on the site similar to an extension of Crocker Park and the dedication of the unmined lands as Open Space. A substantial amount of environmental review will be necessary in conjunction with the evaluation of the applications filed under the Quarry Property Agreement. In addition, based on the decrease in the level of quarrying activity in recent months, it does not seem likely that during the ten year planning period the active quarry site will reach the configuration required prior to the development of urban uses. In light of the foregoing, it should be emphasized that the General Plan land use alternatives are broad general designations.

The following alternatives were considered for the Quarry and reflect combinations of Open Space and urban land uses identified as desirable in voter surveys and at "Have Your Say Day":

Alternative I

Health Care Facilities

Educational Facilities

Open Space

Alternative II

Commercial Recreation

Open Space

Alternative III

Trade Commercial

Research & Development

Single Family Housing

Open Space

After consideration of available data, information in the General Plan EIR and public testimony, it was determined that the following mix of uses would guide the development of zoning district regulations under the *Planned Development-Trade Commercial* designation for the Quarry subarea:

Open Space

Long-term Health Care Facilities

Educational Facilities

Commercial Recreation

Trade Commercial

Research and Development

and that single-family housing should not be included in any zoning district due to safety and environmental sensitivities. The need to further examine the environmental characteristics of this subarea prior to the establishment of trade commercial uses is set forth in the following policy:

Policy 11.1 Require the highest level of environmental analysis of the Quarry subarea to disclose the characteristics of the land and its suitability to accommodate new uses.

TABLE 4
LAND USE DESIGNATIONS - ALTERNATIVES CONSIDERED BY SUBAREA

SUBAREA	1980 GENERAL, PLAN AS AMENDED	1994 PLAN ALTERNATIVE I	1994 PLAN ALTERNATIVE II	1994 PLAN ALTERNATIVE III
1. Sierra Point	Commercial/Retail/Office Open Space	Sierra Point Commercial/Retail/Office Bayfront	Sierra Point Cornmercial/Retail/Office Bayfront	Sierra Point Commercial/Retail/Office Bayfront
2. Southeast Bayshore	Industrial	Trade Commercial	Trade Commercial	Trade Commercial
3. Southwest Bayshore	Commercial/Retail/Office	Subregional Commercial/Retail/Office Open Space	Subregional Commercial/Retail/Office Open Space	Subregional Commercial/Retail/Office Open Space
4. Brisbane Acres	Residential 0-2 du/acre	Residential 0-2 du/acre	Residential 0-2 du/acre	Residential 0-2 du/acre
5. Central Brisbane	Residential 2 1/2 - 14 & 15 - 30 du/acre Commercial/Retail/Office	Residential 2 1/2 - 14 & 15 - 30 du/acre Neighborhood Commercial/Retail/Office Open Space	Residential 2 1/2 - 14 & 15 - 30 du/acre Neighborhood Commercial/Retail/Office Open Space	Residential 2 1/2 - 14 & 15 - 30 du/acre Neighborhood Commercial/Retail/Office Open Space
6. Owl and Buckeye	Open Space	Open Space	Open Space	Open Space

TABLE 4: LAND USE DESIGNATIONS - ALTERNATIVES CONSIDERED BY SUBAREA**Page 2**

7. Quarry	Open Space	Planned Development - Health Care Facilities Educational Facilities Open Space	Planned Development - Commercial Recreation Open Space	Planned Development - Trade Commercial Research and Development Single-Family Housing Open Space
8. Crocker Park	Industrial	Trade Commercial	Trade Commercial	Trade Commercial
9. Northeast Ridge	Residential - 0-S du/acre	Residential 6.23 du/acre Open Space	Residential 6.23 du/acre Open Space	Residential 6.23 du/acre Open Space
10. Northwest Bayshore	Commercial/Retail/Office Industrial	Planned Development - Retail Commercial Restaurants Marsh/Open Space	Planned Development - Commercial Recreation Single-family housing Marsh/Open Space	Planned Development - Research & Development/ Storage & Distribution Marsh/Open Space
11. Northeast Bayshore	Industrial	Trade Commercial	Trade Commercial	Trade Commercial
12. Baylands	Mixed Use Commercial	Planned Development - Trade Commercial* Lagoon Bayfront	Planned Development - Trade Commercial* Lagoon Bayfront	Planned Development - Trade Commercial* Lagoon Bayfront
13. Beatty	Heavy Commercial	Heavy Commercial Bayfront	Heavy Commercial Bayfront	Heavy Commercial Bayfront

* See page 73 for detail of uses.

TABLE 5
1994 GENERAL PLAN: LAND USE DESIGNATIONS AND DENSITY/INTENSITY BY SUBAREA

SUBAREA	LAND USE DESIGNATION	POPULATION DENSITY	NUMBER OF UNITS/ MAXIMUM FLOOR AREA RATIO	MINIMUM OPEN SPACE/ OPEN AREA
1. Sierra Point	Sierra Point Commercial/Retail/Office	1.66 - 3.22 E/1,000 1.65 per hotel room	4.8 FAR	Development Agreement
	Bayfront	0	0	100%
2. Southeast Bayshore	Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	Per Zoning Requirements
3. Southwest Bayshore	Subregional Commercial/Retail/Office	1.66 - 3.22 E/1,000	2.8 FAR	Per Zoning Requirements
	Open Space	0	0	0
4. Brisbane Acres	Residential	0 - 4.48 ppa	0 - 2 units/acre	40% per HCP + per Zoning Requirements
5. Central Brisbane	Residential	5.6 - 31.36 ppa	2 1/2 - 14 units/acre	Per Zoning Requirements
		33.6 - 67.2 ppa	15 - 30 units/acre	Per Zoning Requirements
	Neighborhood Commercial/ Retail/Office	1.66 - 3.22 E/1,000	2.4 FAR	Per Zoning Requirements
	Open Space	0	0	100%
<u>7. Parkside Area</u>	<u>Parkside Residential and Trade Commercial, Trade Commercial, Neighborhood Commercial/Retail/Office, Public Facilities and Parks</u>	<u>44.8 – 62.72 ppa</u> <u>1.23 – 3.22 E/1,000</u>	<u>20 - 28 units/acre</u> <u>2.0- 2.4 FAR</u>	<u>Per Zoning Requirements</u>
8. Owl and Buckeye Canyons	Open Space	0	0	100%
9. The Quarry	Planned Development - Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	25% minimum
	Open Space	0	0	100%

TABLE 5: 1994 GENERAL PLAN: LAND USE DESIGNATIONS AND DENSITY/INTENSITY BY SUBAREA**Page 2**

10. Crocker Park	Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	Per Zoning Requirements
11. Northeast Ridge	Residential	13.95 ppa	6 .23 units/acre*	Per Development Plans
	Open Space	0	0	100%/a
12. Northwest Bayshore	Public Utilities/Commercial	1.66 - 3.22 E/1,000	2.8 FAR	Per Zoning Requirements
13. Guadalupe Hills	Planned Development - Subregional Commercial Retail / Office	1.66 - 3.22 E/1,000	2.8 FAR	25% minimum
	Marsh	0	0	100%
	Open Space	0	0	100%
14. Northeast Bayshore	Trade Commercial	1.23 - 3.22 E/1,000	2.0 FAR	Per Zoning Requirements
15. Baylands	Planned Development - Trade Commercial	1.23 - 3.22 E/1,000	south of channel** 0-2.4 FAR north of channel** 0-4.8 FAR	25% minimum
	Bayfront	0	0	100%
	Lagoon	0	0	100%
16. Beatty	Heavy Commercial	0 - 1.23 E/1,000	0 - 1.0 FAR	Per Specific Plan
	Bayfront	0	0	100%

ppa = persons per gross acre
E/1,000 = employees per 1,000 s.f.

* 97 single family, 268 townhouses and 214 stacked flats approved by Resolution #89-63, Nov. 6, 1989.

** See Policy 11, page 69.

CHAPTER XII

POLICIES AND PROGRAMS BY SUBAREA

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Southeast Bayshore
Southwest Bayshore
Brisbane Acres
Central Brisbane
Parkside Area
Owl and Buckeye Canyons
The Quarry
Crocker Park
Northeast Ridge
Northwest Bayshore
Northeast Bayshore
Baylands
Beatty Subarea

POLICIES AND PROGRAMS BY SUBAREA

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CHAPTER XII

POLICIES AND PROGRAMS BY SUBAREA

The following policies and programs apply to the 13 subareas that comprise the General Plan planning area described in Chapter II. Subarea policies are to be considered in addition to those that apply City-wide when using the General Plan as a policy guide to decision-making. The subarea policies are designed to make City-wide direction more specific to the unique circumstances found in the subareas or to emphasize certain issues that are particularly pertinent to these locations. Headings for the policies are keyed to the preceding chapters in this Plan.

.....

XII.6 PARKSIDE AREA

Land Use

Policy _____ New residential development and commercial property redevelopment within the Parkside Area subarea shall be subject to the design guidelines and application review procedures established by the Parkside at Brisbane Village Precise Plan.

XII.78 THE QUARRY

[No changes to policies proposed other than renumbering for consistency]

XII.89 CROCKER PARK

[No changes to policies proposed other than renumbering for consistency]

XIII.910 NORTHEAST RIDGE

[No changes to policies proposed other than renumbering for consistency.]

XII.1011 NORTHWEST BAYSHORE

Policy _____ Establish zoning regulations, in accordance with the General Plan land use designation, allowing for public utilities and commercial development.

Policy _____ Require new buildings and utility facilities to be screened from public views, except as approved via design permit or as may be preempted by state law for essential utilities.

XII.1012 GUADALUPE HILLS

Land Use

Policy 310 Planned Development permit(s) and accompanying environmental studies, as necessary per CEQA Guidelines, shall be required prior to any development of the subarea.

Policy 310.1 As part of the City's review of Planned Development application(s), new development shall maintain "greenbelts" and view corridors from Bayshore Boulevard through or across the site to the mountain views behind.

Policy 311 Establish design criteria to enhance compatibility with the natural setting.

Policy 312 Situate development so as to minimize view impacts and to minimize exposed retaining walls.

Transportation and Circulation

Policy 314 Investigate the possibility of shared access and streets between the parcels to minimize grading and the number of entrances from Bayshore Boulevard.

Policy 315 Consider methods of landscape screening to separate development from Bayshore Boulevard. Discourage high soundwalls.

Open Space/Conservation

Policy 316 Require the improvement of drainage and correction of hillside erosion and flooding on Bayshore Boulevard.

Policy 317 Preserve the marsh as a wetland and natural drainage basin.

Policy 318 Preserve habitat in accordance with the Habitat Conservation Plan.

Policy 319 Preserve canyons and water courses.

Policy 319.1 In conjunction with any proposed development on or near the upland slope of the Levinson property, require study of the impacts to the hydrology, plant and wildlife communities of the Mountain, from the Marsh to the Bay. Consider a habitat migration corridor to ensure ecosystem integrity.

Policy 320 Require landscape plans to consider the impacts on the habitat and the marsh in terms of plant materials and irrigation programs.

Program 320a: In conjunction with any subdivision or other development application, a landscape program and plan must be submitted to the City and include the following:

- a. identification and retention of heritage trees;*
- b. identification and retention of rare plants;*
- c. plant species that are not invasive to the habitat;*
- d. water-conserving plants and irrigation systems;*
- e. reduced fuels adjacent to the wildland;*
- f. screening of structures to blend with the natural landscape;*
- g. areas for Conserved Habitat or habitat easements as may be required by the San Bruno Mountain Habitat Conservation Plan, and/or other provisions required by the Habitat Conservation Plan Operator.*

Community Health and Safety

Policy 321 Avoid locating structures under or near transmission lines.

XII.13 BAYLANDS

[No changes to policies proposed other than renumbering for consistency]

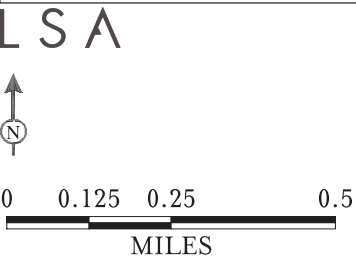
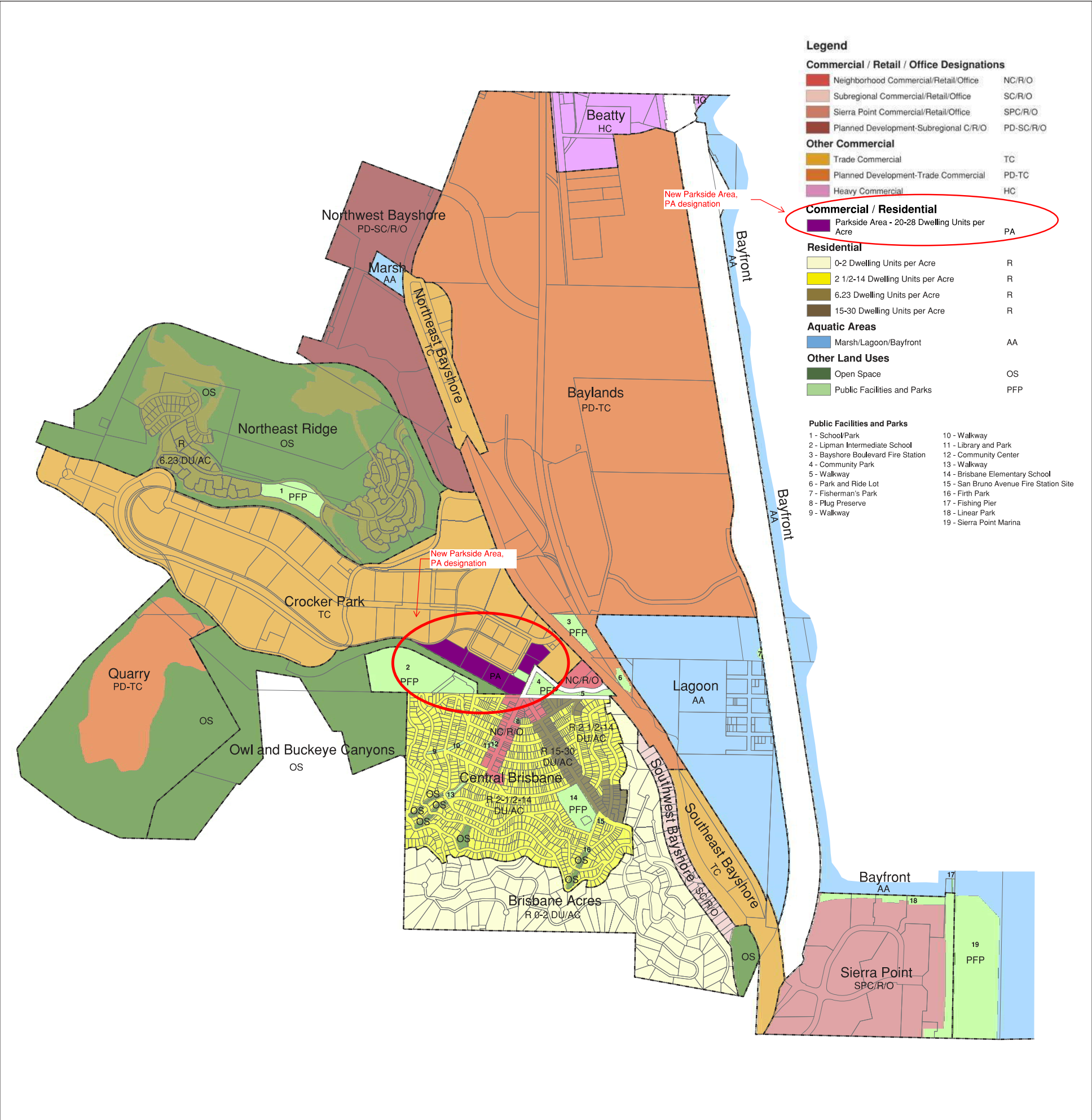
XII.14 BEATTY SUBAREA

[No changes to policies proposed other than renumbering for consistency]

Exhibit C

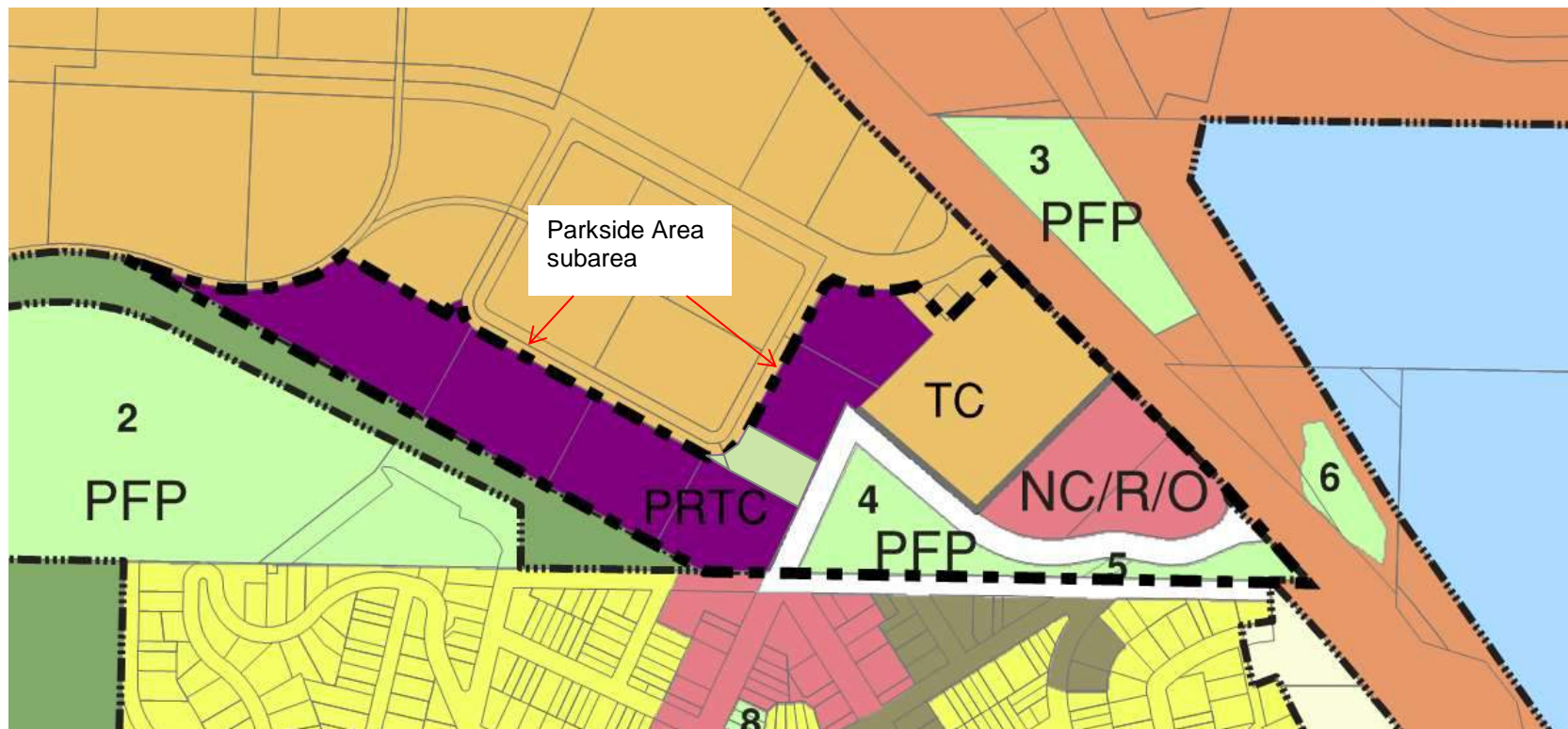
Amendments to General Plan Land Use Diagram

1994 General Plan Land Use Diagram City of Brisbane



Land Use Diagram

Parkside Area detail



BRISBANE PLANNING COMMISSION
Action Minutes of July 27th, 2017
Regular Meeting

A. CALL TO ORDER

Chairperson Munir called the meeting to order at 7:30 p.m.

B. ROLL CALL

Present: Commissioners Anderson, Cunningham, Munir
Absent: Mackin
Staff Present: Community Development Director Swiecki, and Senior Planner Johnson.

C. ADOPTION OF AGENDA

Commissioner Anderson moved to adopt the agenda with the modification that the public hearing be reopened for Item G.1. Commissioner Cunningham seconded the motion and the motion passed 3-0.

D. CONSENT CALENDAR

There were none.

E. ORAL COMMUNICATIONS (limit to a total of 15 minutes)

There were none.

F. WRITTEN COMMUNICATIONS

Chairperson Munir acknowledged written communications received from resident Jenny Ciciarelli.

G. OLD BUSINESS

1. PUBLIC HEARING: Parkside at Brisbane Village Precise Plan/General Plan Amendment GPA-2-17.

Note: The Commission voted to reopen the public hearing for this item under Item C.

Director Swiecki presented the supplemental agenda report and addressed the revised Resolution GPA-2-17, containing several text revisions as recommended by the Planning Commission at the July 18, 2017 meeting.

Commissioner Anderson stated the SF PUC easement behind Park Lane was not discussed.

Director Swiecki stated the easement was a design driver for the Park Lane development, as it restricts building placement on those lots, and is reflected in the illustrative diagrams. Any work in that easement would require SF PUC approval.

Brisbane Planning Commission Minutes

July 27, 2017

Page 2

Commissioner Anderson asked if Caltrans' recommended traffic mitigation fees (submitted as comments on the Housing Element Initial Study/Negative Declaration) were incorporated into the Parkside Plan.

Director Swiecki stated the City Council had not adopted any traffic impact fees and none were included in the Parkside Plan.

Commissioner Anderson suggested adding a connector trail from the Parkside Area over Old Quarry Road and Solano Street to the community pool to the Parkside Plan. He stated he did not see any discussion of flood zones or liquefaction in the Parkside Plan.

Director Swiecki stated the Negative Declaration for the Housing Element, an appendix to the Housing Element, addressed hazards including flooding and liquefaction.

Commissioner Anderson expressed his concerns with adoption of a Negative Declaration. He asked what data was used to make the determination of less than significant impacts in the Negative Declaration.

Director Swiecki read from the Housing Element Initial Study sections addressing Hazards (page 17 of the Initial Study). He stated liquefaction and geologic hazards were addressed starting on page 13 of the Initial Study. He also referenced the applicable California Building Code requirements (Title 16 and 18) and Brisbane Municipal Code (BMC Chapter 15.56) that require project-specific analyses, geotechnical and soils reports prior to building permit issuance. The completion of those site-specific analyses for construction of a project are appropriate or necessary for a programmatic CEQA analysis of General Plan policies. These studies are required when an actual proposal to construct a project is submitted to the City for a building permit.

Commissioner Cunningham wondered if the City could reconsider the housing sites identified in the Housing Element. She said if the City was to provide affordable housing, they should provide smaller units. She shared her appreciation of Brisbane's mix of home sizes and mix of income levels. She said small units would provide opportunities for "starter" homes. She recommended that the City look at the Housing Element again and require in the Parkside Plan that studios and one-bedrooms be provided in new projects. She stated Commissioner Mackin supported small units as well. She said traffic mitigation and transportation for all new development should include electrification of transit, such as a self-driving shuttle. She supported Commissioner Anderson's idea to provide a path to the Community Pool. She said regarding the Negative Declaration, one of the properties in the Parkside Area processed photos and used chemicals. She asked if that business was investigated in the Negative Declaration.

Director Swiecki said when a site is redeveloped from an industrial use to a residential use, the required site-specific analyses include a Phase 1 hazards study, which looks at the history of the use of the property. Depending on the Phase 1 findings, it could lead to additional research, testing, and remediation. This type of analysis is not required when a new industrial use moves into an industrial space. The industrial sites are also regulated by the County Environmental Health Department and are subject to annual inspections. Regarding electrified transit, he asked for clarification on how the suggestion should be incorporated into the Parkside Plan specifically

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as there is no Citywide program that ties into such a system. He suggested the Commission could recommend that the Council consider that as a broader policy issue. He asked if the Commission's discussions for small unit housing are intended as a prescriptive limitation on overall unit sizes or a design suggestion.

Commissioner Cunningham said smaller size units should be part of the conversation but not necessarily a requirement.

Chairperson Munir asked if there was a minimum housing unit size in the building code.

Director Swiecki stated the California Building Code did impose a minimum unit size that staff could verify.

Chairperson Munir suggested adding language to the design guidelines encouraging minimum unit sizes per the California Building Code. He said it was important to consider unit size when considering affordability. It could provide an incentive for developers to be creative and create more affordable housing.

Commissioner Anderson said emphasizing smaller units is a good thing. He stated mobile home parks have negative connotations but he wanted to allow for a mobile home or tiny house park in new development. He stated the City should investigate how a mobile home park or tiny home park could be managed.

Commissioner Cunningham addressed the need to house local teachers, service workers, and emergency workers.

Chairperson Munir agreed with Commissioner Cunningham and stated workers have had to commute from faraway.

Commissioner Cunningham said San Francisco had 30,000 vacant units.

Chairperson Munir said the City recently repaved Bayshore Boulevard with funding from the General Fund. He said tiny homes are becoming more popular and the City should consider them.

Chairperson Munir said the City Council should update the Negative Declaration to include all of the sites included in the Parkside Plan.

Chairperson Munir invited public comment.

Anja Miller, Brisbane resident, said the Parkside Plan did not recognize the 100-year floodplain. She said all the Parkside Plan Area is in a flood zone and construction must recognize that. She said CEQA requires sea level rise recognition and the area was susceptible to sea level rise. She said buildings may have to be elevated above finish grade to be elevated out of the flood zone. She said addressing these issues at building permit is too late. She said the Negative Declaration should consider the Post Office site. She thought the Parkside Plan was being rushed through at

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an imaginary level. She wanted a study looking at the previous data used and how the site would need to be re-graded. She said flooding in Crocker Park was a serious issue.

Commissioner Cunningham moved to close the public hearing. Commissioner Anderson seconded and the motion passed 3-0.

Commissioner Cunningham said the Commission was aware that the area was subject to flooding. She asked how the flooding issues were addressed at building permit.

Director Swiecki said Title 15 of the Municipal Code requires flood studies and requires the first floor of new structures to be elevated above the base flood level. Similarly, liquefaction and seismic stability would be studied and engineered when a building permit was submitted.

Commissioner Anderson said Mrs. Miller's comments regarding the height of the building in the case of sea level rise should be forwarded to the City Council.

Commissioner Cunningham asked what the recommendation to Council would be, if the requirements were built into the building permit process.

Commissioner Anderson said the Council should consider the impact on building height. He said the City should consider an electric shuttle. The existing shuttle service was useful but an automated system might be cheaper and provide better service.

Commissioner Cunningham said 24/7 service would be great. She shared her research on electric shuttles in other cities and encouraged the City to seriously consider it.

Director Swiecki said the last Circulation Element update reviewed by the Planning Commission incorporated a program to consider new technological advances such as electric shuttles (Program 53e). He said the Commission may want to request authorization from the City Council to investigate implementation of that program separately from the Parkside Plan.

Commissioner Cunningham said it was more realistic today than when they first talked about it seven years ago and it would help local businesses in addition to residents.

Chairperson Munir asked if the Commission could recommend that the Council consider this as part of the Parkside Plan.

Director Swiecki said it could be addressed in a community benefits program, which is referenced in the Parkside Plan. He said the Commission could consider agendaizing a broader request to the City Council to study Program 53e of the Housing Element.

Chairperson Munir asked if the Commission could add language that the City initiate and pay for an electric shuttle.

Director Swiecki said circulation improvements recommended in the Plan are primarily oriented towards bike lines and pedestrian access, but providing electric shuttles could be added to that program as a policy measure for the City Council's consideration.

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Chairperson Munir asked staff to ask the Public Works Department to look for funding that could address an electric shuttle. He added that Safe Routes to Schools has funding opportunities. He asked about impacts to building heights from sea level rise. He asked how the maximum height would be calculated.

Director Swiecki confirmed that building height was measured from grade. The current Municipal Code measures building height from natural grade in the cases of fill.

Commissioner Cunningham said if in the next 100 years the grade would need to be raised by 10 feet to make sure new structures are protected from flooding, then the building height should be measured from finish grade after fill.

Chairperson Munir asked if the Parkside Plan could state that the reference elevation for measuring building height would be finish grade after the base flood elevation.

Director Swiecki concurred.

Commissioner Anderson agreed and said without acknowledging sea level rise it may be difficult to build structures that meet the requirements.

The Commission asked that the revised Resolution be brought back for adoption as a Consent Calendar item prior to adoption.

Commissioner Anderson asked that a recommendation be added to ensure industrial sites to be converted to residential uses are safe for residential uses.

Director Swiecki asked for clarification on the Commission's recommendation regarding small unit housing and if it would be a design guideline as opposed to a prescribed requirement.

Commissioner Cunningham stated it should be a design guideline.

Commissioner Anderson suggested language to encourage allowing units at the minimum unit size specified in the California Building Code.

Commissioner Cunningham moved to revise Resolution GPA-2-17 consistent with the Commission's deliberations and bring it back at a future meeting on the Consent Calendar. Commissioner Anderson seconded and the motion was approved 3-0.

Director Swiecki indicated the revised resolution would be brought back on either the August 8 or August 22 meeting.

H. ITEMS INITIATED BY STAFF

Director Swiecki reminded the Planning Commission of their new meeting schedule beginning with the first meeting in August. He asked the Commission to let staff know of any planned

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meeting absences. He said the Council had not yet determined when interviews would be held for the open Commission seat.

I. ITEMS INITIATED BY THE COMMISSION

Commissioner Anderson asked that a discussion be agendized at a future meeting to request authorization from the Council to discuss how to implement Housing Element Program 53e to explore alternative transportation methods such as electric shuttles.

Commissioner Cunningham suggested the discussion be agendized when the Commission vacancy is filled.

J. ADJOURNMENT

Commissioner Cunningham moved and Commissioner Anderson seconded to adjourn to the special meeting of August 8, 2017 at 7:30 p.m. The motion passed 3-0 and the meeting adjourned at 8:57 p.m.

Attest:

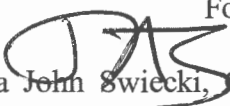
John A. Swiecki, Community Development Director

NOTE: A full video record of this meeting can be found on DVD at City Hall and the City's website at www.brisbaneca.org.

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)~~

RECEIVED

AUG 22 2017

Comm. Dev. Dept. Brisbane

Delivered by Ray
Miller at Planning
Commission

**Proposed Modifications
Parkside and Related Matters**

From Ray Miller - August 22, 2017

In my view the Community would be better served with the following minor modifications to the Parkside and related General Plan documents that are before the Planning Commission this evening.

1. Two important dimensions seem missing in the changes to the General Plan:

- a. The existence and role of the City's Open Space Plan in the Guadalupe Hills sections.
- b. The existence and implications of sea level rise for the Parkside Area.

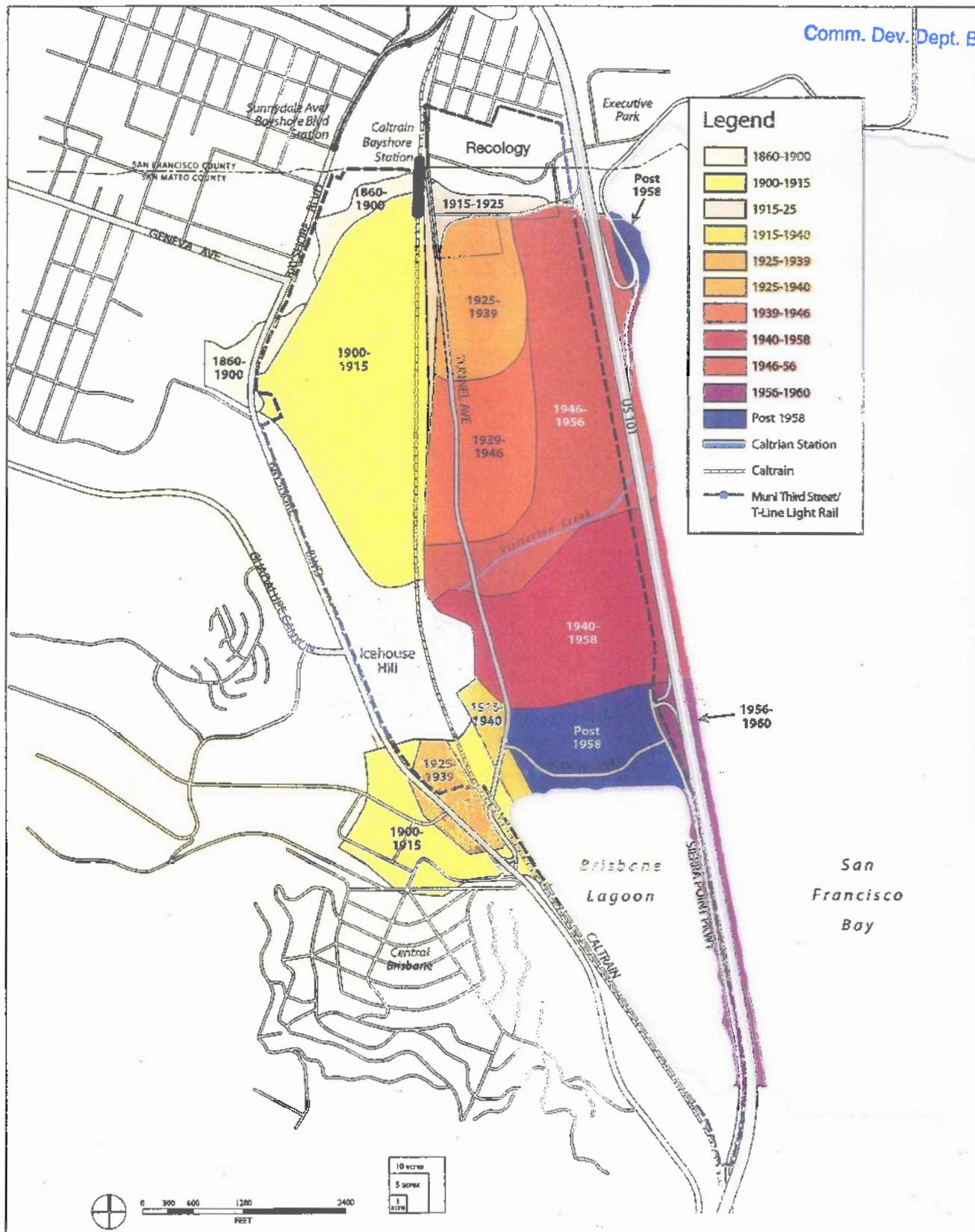
2. The Parkside Area has some important environmental issues that are not adequately addressed by the Precise Plan. All three of them should be seriously studied and a comprehensive mitigation plan needs to be in place before any site development approvals occur.

- a. Nearly all of the Parkside Area is unregulated fill. According to the map in the Baylands EIR (3-11), most of the fill occurred in 1900-1915.
- b. Some of the Parkside Area is in the FEMA flood plain. However, FEMA does not take into account sea level rise. How much and how fast sea level rise will occur is uncertain. However, so far all scientific models have under predicted what has already happened. The latest models of climate scientists give 3 meters or 10 feet as a possible increase in the 21st century, even if the Paris Accord is implemented by most countries.
- c. The location of the multi-unit housing, especially the furthest West site, is surrounded by warehouse operations that could create serious truck-caused air pollution. Ironically, the most vulnerable site is nearly adjacent to the same warehouse at which there was considerable public opposition to a proposal for a freight forwarding operation. The proximity of the school to potential small particle pollution was the concern. This proposed multi-unit project would have children in residence on a 24/7 basis.

3. It should be possible to move ahead with the zoning for the Housing Element while including a statement in the General Plan and the Precise Plan that requires a targeted environmental review and comprehensive mitigation plan before any development sites are approved. It seems like the responsible thing to do. Besides the State legislature might pass legislation that truncates or eliminates environmental analyses for housing projects unless they are already in place.

AUG 22 2017

Comm. Dev. Dept. Brisbane



SOURCE: Dyett & Bhatia, 2011

Brisbane Baylands . 206069
Figure 3-4
Project Site Historic Fill