



PROJECT LOCATION
150 Park Road (Parking Lot F)

City of Burlingame

*Design Review and Density Bonus Incentives
for a New 132-Unit Workforce and Senior Apartment Development*

**Item No. 9a
Design Review Study**

Address: 150 Park Road (Parking Lot F)

Meeting Date: February 26, 2018

Request: Application for Design Review and Density Bonus Incentives for construction of a new five story, 132-unit affordable workforce and senior apartment development.

Applicant: Chris Grant, The Pacific Companies

APN: 029-224-270

Property Owner: City of Burlingame

Lot Area: 36,750 SF

Architect: Pacific West Architecture

General Plan: Howard Avenue Mixed Use District/R-4 Incentive District

Zoning: HMU (Howard Mixed Use) and R-4 Incentive District Subarea

Adjacent Development: Multifamily Residential and Commercial Uses

Current Use: Public Parking Lot (Lot F)

Proposed Use: 132-unit workforce and senior apartment development.

Allowable Use: HMU: Retail, personal services, hotels, grocery stores/markets, financial institutions; and multifamily residential and offices above the first floor
R-4: Multifamily, duplex, and single family residential uses.

Background: In 2010 the Burlingame City Council adopted the *Burlingame Downtown Specific Plan*. The culmination of a multi-year community planning process, the Plan provides a framework for sustaining the existing success of the downtown and accommodating new opportunities.

One aspect of the Downtown Specific Plan is a focus on better use of parking facilities downtown, particularly the twenty City-owned surface parking lots. The plan encourages parking lots to be converted to different uses over time, such as housing, open space, and additional parking. Choices about uses are guided by what will most benefit the downtown area.

Consistent with the *Downtown Specific Plan*, the City Council has expressed an interest in expanding the housing options available in Burlingame, including the provision of more affordable housing options, a category of housing that is minimally represented amongst the existing housing stock within the community. Extremely high property values and rental rates for housing within the Bay Area Region and particularly on the San Francisco Peninsula have escalated dramatically in recent years, forcing many who have enjoyed the quality of life in Burlingame to leave due to the ever-increasing costs of housing in the community.

Likewise, as parking is important to Downtown businesses and residents alike, the City Council has been evaluating options for improving parking in the downtown area. This includes accommodating demand by using the land more efficiently with decked or structured parking.

Most communities in San Mateo County are encouraging development of new housing near public transit, updating downtown planning policies and exploring new sources of funding. In Burlingame the City Council is pursuing the utilization of two city-owned downtown parking lots, Parking Lots F & N, to create new affordable housing and a new parking structure. The housing part of this development is being referred to as the "Village at Burlingame." The proposed development of Parking Lots F and N is intended to respond to these objectives with:

- new housing units to support the community, including housing for seniors and for people working in the community;

- additional, conveniently-located parking for use by downtown businesses and residents alike;
- additional open space to be enjoyed by both current and new residents.

For more general information about the proposed project and affordable housing, please refer to the attached “Village at Burlingame Frequently Asked Questions” prepared by staff and the developer.

Although the purpose of the design review study meeting is only to review and discuss the proposed design of the project and not the number or type of units, staff thought it would be helpful to include this background information so that the Planning Commission has a full understanding of the context for the proposed project.

Project Summary: In December 2014 the City of Burlingame distributed a Request for Proposals seeking qualified developers interested in partnering with the City to develop City-owned Parking Lots F & N with affordable housing. The City Council's Downtown Specific Plan Implementation Subcommittee reviewed the proposals and provided recommendations for the City Council to consider. After several public hearings, the City Council selected The Pacific Companies as its preferred developer at its regular meeting of July 6, 2015. Since that time, the developer has been doing preliminary work on the project including financing, site conditions reconnaissance, and design development.

The project site consists of one parcel which extends from Park Road to Lorton Avenue (see attached aerial). It is currently owned by the City of Burlingame and contains Parking Lot F, a public parking lot with 97 stalls. The majority of the site (200 feet wide x 150 deep) has 200 feet of frontage on Park Road and is zoned HMU (Howard Mixed Use District); the remaining portion of the site (45 feet wide x 150 feet deep) has 45 feet of frontage on Lorton Avenue and is zoned R-4 (within the R-4 Incentive District Subarea). For the proposed project, the Park Road frontage is considered the front of the lot.

The site is bordered by one and two-story commercial buildings to the north along Howard Avenue, a six-story multifamily residential building to the south along Park Road, Parking Lot G and two-story multifamily residential buildings to the west across the street on Park Road, and two and three-story multifamily residential buildings to the east along Lorton Avenue.

The proposed project consists of decommissioning the existing public parking lot (Parking Lot F) and constructing a new, 5-story 132-unit affordable workforce and senior apartment development. The existing 97 parking stalls that would be displaced would be provided in a proposed parking garage on Parking Lot N (see Item 9b, 160 Lorton Avenue).

The broad intent is for the units to be rented by people working in Burlingame, and Burlingame seniors. Prospective residents must fall within the income limits and pass typical tenant background checks. To the full degree allowed by fair housing regulations, Burlingame residents and/or workers will receive preference for selection. It is intended that the proposed project has a mix of families and ages. The program design is still under review, but in general is intended to give a preference for public agency employees as well as persons living or working in Burlingame.

The ground floor contains a lobby, community space and mechanical rooms to house the buildings' generator, transformer, electrical equipment, fire riser, and refuse storage. The applicant notes that the community space (2,127 SF) will be a common space available solely for use by residents of the building for residential purposes (recreational activities, birthday parties, gatherings, etc.). The applicant notes that this space would not be available for rent by outside groups or community members.

The majority of the building contains five levels of residential units above a partially below grade parking garage. The front portion of the building, above the ground floor space, contains four levels of residential units. The proposed apartment development would contain 78 workforce housing units (61, one bedroom units and 17, two-bedroom units) and 54 senior apartment units (40, one-bedroom units and 14, two-bedroom units).

One-bedroom workforce units would range from 508 SF - 682 SF and two-bedroom workforce units would range from 559 - 889 SF. One-bedroom senior apartment units would range from 561 SF - 633 SF and two-bedroom senior apartment units would range from 726 - 890 SF. The average unit size of the entire project is 627 SF.

A total of 146 parking spaces are provided on-site in a partially above grade and below grade parking garage. 141 parking spaces are provided in a puzzle stacker system and 5 independent disabled-accessible spaces are provided within the parking garage. All vehicles would enter and exit the project through a driveway entrance on Park Road.

The proposed project would provide bicycle storage space within the parking garage (see floor plan on sheet A3.1). This is not currently required under the zoning code but is recommended in Chapter 7.4.3 (page 7-11) of Downtown Specific Plan.

Code Section 25.33.020 allows multifamily residential uses, with an average maximum unit size of 1,250 SF as a permitted use; the average unit size for the proposed development is 627 SF. Staff would note that apartment projects are not required to provide common open space or private open spaces, as is required for condominium developments. However, common spaces for residents and visitors, including an enclosed entry, lobby, community space (described above) and interior courtyard are provided on the ground floor and above the parking garage. In addition, some units would have decks or balconies. Lastly, an open park area is provided within the 45' x 150' portion of lot at the rear of the site along Lorton Avenue (see 'Landscaping' on page 5).

In summary, the following applications are requested for this project:

- Design Review for construction of a new five story, 132-unit affordable workforce and senior apartment development (C.S. 25.33.045 and Chapter 5 of the Downtown Specific Plan).

Design Review: The purpose of this design review study meeting is to provide initial comments on design elements as they relate to the proposed project.

The proposed project is subject to Chapter 5 of the Downtown Specific Plan (Design & Character). Section 5.2 (pages 5-2 through 5-16) provides design guidelines specifically for mixed-use areas within the Downtown Specific Plan area, including developments on public parking lots. Section 5.3 (pages 5-17 through 5-21) provides design guidelines specifically for residential projects within the Downtown Specific Plan area. Because this is a 100% residential project, the Design standards for residential areas are generally most applicable in this case and can be found in Section 5.3 (pages 5-17 through 5-21) of the Downtown Specific Plan. Section 5.4 (pages 5-22 through 5-27) provides more general design guidelines that apply to all areas of the downtown, including residential and mixed use areas. These applicable sections of the Design and Character chapters of the Downtown Specific Plan have been attached for reference.

The materials proposed for the exterior of the building include stucco walls and roof cornices, horizontal lap siding (fiber cement), metal fascia and railings, and wood trellises at balconies. Vinyl windows (bronze color) with Hardie board trim are proposed throughout the building; a storefront window system is proposed at the ground level along Park Road. Please refer to the building elevations on sheets A4.1 and A4.2, color elevations and materials on sheets A7.1 through A7.4, and perspective renderings on sheets A10.1 and A10.2 for additional information.

The following design review criteria for development projects in commercial, industrial and mixed use districts shall be reviewed by the Planning Commission for the following considerations (Code Section 25.57.030 (g) (1-6):

1. Support of the pattern of diverse architectural styles that characterize the city's commercial, industrial and mixed use areas;
2. Respect and promotion of pedestrian activity by placement of buildings to maximize commercial use of the street frontage, off-street public spaces, and by locating parking so that it does not dominate street frontages;
3. On visually prominent and gateway sites, whether the design fits the site and is compatible with the surrounding development;
4. Compatibility of the architecture with the mass, bulk, scale, and existing materials of existing development and compatibility with transitions where changes in land use occur nearby;
5. Architectural design consistency by using a single architectural style on the site that is consistent among primary elements of the structure, restores or retains existing or significant original architectural features, and is compatible in mass and bulk with other structures in the immediate area; and
6. Provision of site features such as fencing, landscaping, and pedestrian circulation that enriches the existing opportunities of the commercial neighborhood.

Off-Street Parking: Parking requirements are based on the number of bedrooms proposed per unit. Zoning Code Section 25.70.032 provides reduced residential parking standards specific to properties located within the boundaries of the Downtown Specific Plan. In the Howard Avenue Mixed Use District, the minimum parking requirement is 1 space for each studio unit or one-bedroom unit and 1.5 spaces for each two-bedroom unit. The proposed project includes 101, one-bedroom units and 31, two-bedroom units. Therefore, the zoning code requires a total of 148 off-street parking spaces where 146 parking spaces are proposed.

However, based on State of California Government Code Title 7, Division 1, Chapter 4.3 – Density Bonuses and Other Incentives, if a development includes the maximum percentage of low-income or very low income units (20% required; 90% proposed), is located within one-half mile of a major transit stop and there is unobstructed access to the major transit stop from the development, then, upon the request of the developer, a city cannot not impose a vehicular parking ratio that exceeds 0.5 spaces per bedroom. The proposed project meets these minimum criteria. Based on a total of 163 bedrooms proposed by the project, a 0.5 space per bedroom ratio would correspond to 82 parking spaces. The 146 spaces proposed for the project significantly exceeds the density bonus off-street parking provisions.

The applicant is proposing to install a puzzle stacker parking system manufactured by CityLift (see specifications on sheet A.15). A total of 141 parking spaces are provided by the puzzle stackers; 5 independent disabled-accessible spaces are provided within the garage. An area for on-site deliveries is not required for apartment buildings and there is no guest parking required on-site for properties located within the Downtown Specific Plan area.

As shown on sheets A1.5 and A6.1, the puzzle stacker system is partially above and below grade, extending approximately 15'-6" below grade. The proposed puzzle stacker system accommodates three vehicles stacked vertically and provides independent access to all cars parked on the system (one empty slot required for each unit). All vehicles would enter and exit the project through a driveway entrance on Park Road.

The Municipal Code does not include specifications for parking lifts or automated parking systems, so the City currently does not have a standard mechanism for review and approval. However, as a policy the Downtown Specific Plan encourages “creative approaches” to providing on-site parking including automated parking systems. The parking system could each be considered within the scope of “creative approaches” to providing the required on-site parking. To date, the City has approved several commercial and residential projects with parking lifts.

Landscaping: The project site is currently covered primarily by a paved public parking lot, with several small areas of landscaping at the entrance to the parking lot along Park Road.

There would be one protected size Cypress tree proposed for removal located along the rear property line. The tree trunk appears to be partially located on the subject property and the adjacent property at 137 Lorton Avenue. Planning staff would note that California Civil Code Section 834 states: “Trees, whose trunks stand partly on the land of two or more conterminous owners, belong to them in common.” Therefore, the City, applicant and property owner at 137 Lorton Avenue will need to provide consent to remove this tree at the time an application for a tree removal permit is submitted to the Parks Division.

There are no landscaping requirements in the HMU District. However, landscaping is proposed throughout the site and is shown on the Landscape Plans (sheets L1 through L4). A total of 10 Queen Palm trees are proposed to be planted on the site, including 7 in the park area and 3 in containers within the interior courtyard of the building. A variety of groundcovers, vines, shrubs and perennials are proposed along the front of the building and at select locations on the first and second levels.

Within the park area (45' x 150' portion of lot at the rear of the site off Lorton Avenue), the proposed landscaping consists of soft landscaping (groundcover, vines, shrubs, perennials and seven trees), decorative paving and patios, raised planters, seating, a children’s playground and two shade structures. Please refer to sheets L1 and L4 for more information. Planning staff would note that the park area also serves as a required 20-foot wide fire lane as required by the Fire Division.

There are three Magnolia trees along Park Road in front of the project site. All three street trees would be removed and replaced with eight new street trees along Park Road. The applicant will be working with the Parks Division to select the appropriate street tree species prior to the building permit submittal. The applicant would obtain the required tree removal permits from the Parks and Recreation Director pursuant to the Burlingame Municipal Code Chapter 11.04, Street Trees. There are no existing street trees in front of the subject property along Lorton Avenue and none are proposed to be planted here.

This space intentionally left blank.

150 Park Road (Parking Lot F)

Lot Area: 36,750 SF

Plans date stamped: February 21, 2018

| | PROPOSED | ALLOWED/REQUIRED |
|--|---|--|
| USE | | |
| Use: | 132-unit workforce and senior apartment development with 627 SF average unit size; community space available only to residents on ground floor ¹ | Multifamily residential with 1,250 average maximum unit size; residential allowed above the ground floor |
| SETBACKS | | |
| Front (Park Road): | 0'-0" (all floors) | No minimum required |
| Left Side: (1 st flr): (2 nd flr): (3 rd flr): (4 th flr): (5 th flr): | 3'-4" to building 3'-4" to building 3'-4" to balcony 6'-6" to balcony 10'-0" to building | No minimum required |
| Right Side (1 st flr): (2 nd flr): (3 rd flr): (4 th flr): (5 th flr): | 3'-4" ² 3'-4" to 10'-0" ² 3'-4" to 10'-0" ² 3'-4" to 10'-0" ² 3'-4" to 10'-0" ² | 7'-0" 8'-0" 9'-0" 10'-0" 11'-0" |
| Rear: (1 st flr): (2 nd – 5 th flrs): | 3'-4" 5'-0" | No minimum required |
| BUILDING ENVELOPE: | | |
| Ground Floor Ceiling: | 15'-0" | 15'-0" |
| Building Height: | 55'-0" | 55'-0" (rooftop enclosures allowed to extend additional 10') |
| OFF-STREET PARKING | | |
| Off-Street Parking: | 147 spaces provided in automated puzzle parking system | <u>163 bedrooms x 0.5 = 82</u> 82 spaces by California State Government Code 101, 1-bdrm units x 1 = 101 spaces 31, 2-bdrm units x 1.5 = 46.5 spaces 148 spaces by Zoning Code |

¹ Density bonus incentive for concession to not provide a commercial use on the ground floor (C.S. 25.63.040 (b)).
² Density bonus incentive for concession to apply the HMU zoning district setback requirement along the right side property line (C.S. 25.63.040 (b)).

Staff Comments: See attached comments from the Building, Parks, Engineering, Fire and Stormwater Divisions. The applicant is currently working with several City divisions on addressing their plan review comments.

Affordable (Below-Market Rate) Units/Density Bonus Incentives: The City's previous Inclusionary Housing Ordinance has been replaced by a Density Bonus Ordinance consistent with State Law. The Density Bonus Ordinance is discretionary, and projects are not obligated to provide affordable units unless they seek to utilize development standard incentives offered by the ordinance. Code Section 25.63.040 (b) allows up to three development incentives for projects with 30% of the total units offered to those that qualify as low-income earners.¹

The applicant is proposing to include 90% (120 of the 132 total units) to be affordable offered at the low-income level and therefore under C.S. 25.63.040 (b) the project is eligible for up to three concessions received in the form of the following:

- **Right Side Setback Requirement:** The project application includes a density bonus concession to apply the general HMU zoning district setback requirement along the right side property line (C.S. 25.63.040 (b)). There is no minimum side setback required under the general HMU District regulations.

The HMU District regulations require that R-3 side setback standards (Section 25.28.075) shall apply to property line(s) with an existing residential use on the abutting property. In this case, the R-3 side setback standards apply along the right side property line since an existing multifamily residential use abuts this property line. In addition, the minimum side setback for a structure is required to be increased by one foot for each story above the first story (Code Section 25.28.075 (e)).

With this application, the proposed right side setback is 3'-4" on the first floor and varies from 3'-4" to 10'-0" on the upper four levels. Based on the width of the lot, the first floor would otherwise be required to be setback a minimum of 7'-0" and an additional 1'-0" for each floor above the first floor (8'-0" on second floor, 9'-0" on third floor, 10'-0" on fourth floor and 11'-0" on fifth floor).

The adjacent six-story multifamily residential building to the south (110 Park Road) is located approximately 50 feet away from the property line. The ramp to the underground parking garage, gazebo, open patio and pool are located between the property line and the existing building.

- **Use on Ground Floor:** The project application includes a density bonus concession to not provide a commercial use on the ground floor. The HMU District Regulations allow multifamily residential uses above the first floor and commercial uses on the ground floor (Code Section 25.33.020 (i) (2)). With this application, there is no commercial use proposed on the ground floor. Instead, proposed uses on the ground floor are associated with the residential use and include a lobby, community space and mechanical rooms to house the buildings' generator, transformer, electrical equipment, fire riser, and refuse storage. The community space (2,127 SF) will be a common space available solely for use by residents of the building for residential purposes (recreational activities, birthday parties, gatherings, etc.).

The Downtown Specific Plan and corresponding zoning do not provide for specific density limits (dwelling units per acre); therefore, a number of bonus units is not applicable. However, because the proposed project includes 90% of the units to be offered to low-income households, under C.S. 25.63 the project is eligible for concessions received in building form of which in practice would allow the project to reach a higher density than what would have been able to under the regular development standards.

¹ By government definition, "Low-income" means a household with an income that is 80% of "Area Median Income" (AMI). The 2017 San Mateo County AMI is \$80,700 for a single-person household, \$92,250 for a two-person household, \$103,750 for a three-person household, and \$115,300 for a four-person household.

General Plan/Specific Plan: The existing *Burlingame General Plan* designates the main portion of the site as Shopping and Service and the rear portion of the site as High Density Residential. In 2010 the City Council adopted the *Burlingame Downtown Specific Plan* (with amendments in 2014, 2015, 2016, and 2017), which serves as an element of the General Plan. The subject property is located within the boundaries of the planning area for the Downtown Specific Plan; the majority of the site is in the Howard Avenue Mixed Use District and the remaining portion of the site is in the R-4 Incentive District. The Plan describes the Howard Avenue Mixed Use District and R-4 Incentive District as follows:

The Howard Avenue Area is the area to the south of Burlingame Avenue and consists of a mix of uses, including retail and office along Howard Avenue, and multifamily residential uses between Howard and Peninsula Avenues. Burlingame Avenue and Howard Avenue together form the "Burlingame commercial" area. Ground floor retail use is encouraged, and housing is allowed on the upper levels above commercial uses. The interceding side streets - Lorton Avenue, Park Road, Primrose Road and Highland Avenue - will act as connector streets with the commercial uses along those streets strengthening the relationship between Burlingame Avenue and Howard Avenue.

The R-4 Incentive District consists of lands in the southern portion of Downtown, on either side of Bayswater Avenue between Highland Avenue and Park Road. The land uses for this area are predominantly higher density multifamily residential. The development standards for this district provide incentives to encourage high density residential uses. In addition to residential uses, small corner retail stores serving local residents would be allowed.

Public Facilities Impact Fee: The purpose of public facilities impact fees is to provide funding for necessary maintenance and improvements created by development projects. Public facilities impact fees are based on the uses, the number of dwelling units, and the amount of square footage to be located on the property after completion of the development project. New development that, through demolition or conversion, will eliminate existing development is entitled to a fee credit offset if the existing development is a lawful use under this title, including a nonconforming use.

Based on the proposed 132-unit multifamily dwelling apartment development, the required public facilities impact fee for this development project is \$730,884.00.

Environmental Review: Section 15332 of the California Environmental Quality Act (CEQA) Guidelines is intended to promote in-fill development within urbanized areas. This class consists of in-fill projects which are consistent with local general plan and zoning requirements. This class is not intended to be applied to projects which would result in significant impacts on endangered, rare, or threatened species, traffic, noise, air quality, water quality, utilities, and public services. Application of this exemption, as all categorical exemptions, is limited by the exceptions described in Section 15300.2 of the CEQA Guidelines. Section 15332 states:

- (a) The project is consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations.
- (b) The proposed development occurs within city limits on a project site of no more than five acres substantially surrounded by urban uses.
- (c) The project site has no value as habitat for endangered, rare or threatened species.
- (d) Approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality.
- (e) The site can be adequately served by all required utilities and public services.

The City has entered into a contract with ICF to prepare and document the analysis, findings, and determination that the proposed project will have been reviewed and in compliance with the CEQA, pursuant to Section 15332 of the *2016 CEQA Statute and Guidelines*. The scope of work includes analysis of potential

transportation/traffic, noise, and air quality impacts. If it is determined, through the analysis process, that additional CEQA review is required (such as an Initial Study), the scope of work will be revised accordingly.

The site contains an existing soil vapor treatment system which was treating a commingled plume from multiple offsite sources. According to the Public Works Department, the treatment system was decommissioned in December 2017 and a new location is now being considered. The status of the remediation will be included in the analysis to be prepared by ICF.

Design Review Criteria: A design review application in commercial, industrial and mixed use districts shall be reviewed by the Planning Commission for the following considerations (Code Section 25.57.030 g, 1-6):

- (1) Support of the pattern of diverse architectural styles that characterize the city's commercial, industrial and mixed use areas;
- (2) Respect and promotion of pedestrian activity by placement of buildings to maximize commercial use of the street frontage, off-street public spaces, and by locating parking so that it does not dominate street frontages;
- (3) On visually prominent and gateway sites, whether the design fits the site and is compatible with the surrounding development;
- (4) Compatibility of the architecture with the mass, bulk, scale, and existing materials of existing development and compatibility with transitions where changes in land use occur nearby;
- (5) Architectural design consistency by using a single architectural style on the site that is consistent among primary elements of the structure, restores or retains existing or significant original architectural features, and is compatible in mass and bulk with other structures in the immediate area; and
- (6) Provision of site features such as fencing, landscaping, and pedestrian circulation that enriches the existing opportunities of the commercial neighborhood.

Planning Commission Action:

1. **Design Review Study:** The Planning Commission should comment on the design of the project as required by Chapter 25.57 of the Zoning Ordinance, Design Review, and to the following design criteria for commercial projects:
 - a. Support of the pattern of diverse architectural styles that characterize the city's commercial, industrial and mixed use areas; and
 - b. Respect and promotion of pedestrian activity by placement of buildings to maximize commercial use of the street frontage, off-street public spaces, and by locating parking so that it does not dominate street frontages; and
 - c. On visually prominent and gateway sites, whether the design fits the site and is compatible with the surrounding development; and
 - d. Compatibility of the architecture with the mass, bulk, scale, and existing materials of existing development and compatibility with transitions where changes in land use occur nearby; and

- e. Architectural design consistency by using a single architectural style on the site that is consistent among primary elements of the structure, restores or retains existing or significant original architectural features, and is compatible in mass and bulk with other structures in the immediate area; and
- f. Provision of site features such as fencing, landscaping, and pedestrian circulation that enriches the existing opportunities of the commercial neighborhood.

Kevin Gardiner, Planning Manager
Ruben Hurin, Senior Planner

c. Chris Grant, The Pacific Companies

Attachments:

Application to the Planning Commission
Email submitted by Jennifer Pfaff, dated February 20, 2018
Frequently Asked Questions – Village at Burlingame
Downtown Specific Plan Applicable Design Guidelines (reference only)
Staff Comments
Notice of Public Hearing – Mailed February 16, 2018
Aerial Photo