



567 El Camino Real
 San Bruno, CA 94066
 Voice: (650) 616-7074
 Fax: (650) 873-6749
www.sanbruno.ca.gov

STAFF

David Woltering, AICP, *Community Development Director*
 Mark Sullivan, AICP, *Long Range Planning Manager*
 Michael Smith, AICP, *Senior Planner*
 Matt Neuebaumer, *Associate Planner*
 Rucha Dande, *Associate Planner*
 Ami Upadhyay, *Contract Associate Planner*
 Marc Zafferano, *City Attorney*

PLANNING COMMISSION

Kevin Chase, *Chair*
 Rick Biasotti, *Vice Chair*
 Mary Lou Johnson
 Sophie Lagacé
 Kelly Lethin
 Linda Mason

**PLANNING COMMISSION
 STAFF REPORT
 AGENDA ITEM NO. 5.B.
 August 21, 2018**

Project Address: 111 San Bruno Ave.
Assessor's Parcel Nos.: 020-121-360, 020-121-350
Application Nos.: PD17-001, PDP18-002, AR18-003, SPA18-001, TM18-001
Zoning District: C (General Commercial)
General Plan Classification: Transit Oriented Development
Transit Corridors Plan: San Bruno Avenue Character Area
Prepared by: Michael Smith, 650-616-7062

REQUEST

Request for a CEQA Conformity Determination, Specific Plan Amendment, Planned Development District, Planned Development Permit, Architectural Review Permit, and Vesting Tentative Map to allow the construction of a 5-story, 58' high, mixed-use building with 62 dwelling units, approximately 7,730 sq. ft. of ground floor commercial space, with 78 residential parking spaces, and 13 commercial parking spaces, pursuant to Section 12.96.190 and 12.38 of the San Bruno Municipal Code. Moshe Dinar, AIA (Applicant), San Bruno Development, LLC and Welch Family Partnership (Owners).

RECOMMENDATION

Staff recommends the Planning Commission adopt Resolutions 2018-XX to 2018-XX recommending that the City Council adopt the following approvals related to the 111 San Bruno Avenue Project: Request for a CEQA Conformity Determination, Specific Plan Amendment, Planned Development District, Planned Development Permit, Architectural Review Permit, and Vesting Tentative Map, based on Findings 1-20 and subject to all conditions of approval, including a Mitigation Monitoring and Reporting Program.

PROJECT DESCRIPTION

The applicant has demolished the existing vacant commercial building at 111 San Bruno Avenue and proposes to demolish the adjacent commercial shopping center at 761 – 767 Huntington Avenue, and construct a new five story mixed-use building in their place. The first floor would consist of approximately 7,730 square feet of commercial space, 78 residential parking spaces located in mechanical parking stackers, and 13 commercial parking spaces, six of which would be located in mechanical parking lifts. Usable open space would be located at the podium level at the rear of the building and on the roof adjacent to a gym. The building would have 62 dwelling units, including 10 studio units, 22 one bedrooms units, 29 two bedroom units, and 1 three bedroom unit. Units would range in size from 550 square feet to 2,234 square feet. The project site is Catalytic Opportunity Site #2 within the San Bruno Transit Corridors Plan.

At the ground floor, the proposed building would be set back 5'-0" along its San Bruno Avenue frontage and extend to the rear property line. A 12'-0" rear setback would be provided at the 2nd, 3rd, and 4th floors, with an 18'-6" rear setback at the 5th floor. An 8'-2" front setback would be provided at the 5th floor. The table 2 in this report describes how the proposed project would deviate from the Development Standards of the Transit Corridors Plan. These deviations are being requested by the applicant as concessions for which the applicant is offering two deed restricted affordable housing units at the low-income level in addition to the nine affordable housing units that are otherwise required for the proposed project.

The project would require the merger of two lots, resulting in 28,180 square feet of combined area. Total building square footage would amount to 103,235 square feet, which corresponds to a 3.66 FAR.

Vehicular access to the residential parking garage would be from San Bruno Avenue and vehicular access to the commercial parking garage would be from Huntington Avenue. All of the residential parking spaces would be located in 26 mechanical parking devices that accommodate three parking spaces each for a total of 78 residential parking spaces. Six of the 13 commercial parking spaces would be located in mechanical parking lifts.

Every floor of the building would have a dedicated room for bicycle parking/storage. A total of 64 residential bicycle parking spaces would be provided in rooms located on each residential level. A ground floor bicycle storage room would be dedicated for use by the commercial tenant(s) and could house five bicycles.

Most of the dwelling units would have access to private usable open space in the form of roof decks and balconies. Common usable open space would be provided within a fifth floor roof deck that is adjacent to a resident gym.

The building's exterior would be clad in a mixture of terra cotta panels, varying colors and textures of fiber cement panels, with porcelain tiles at the base. The building would be accented with metal storefront type windows, a metal trellis, and perforated aluminum sunshades. The building's color palette is earth-toned with off-white, tawny brown, sage green, and medium gray.

Table 1: Proposed Dwelling Unit Mix

Level	Unit Type				Total Units
	Studio	One Bedroom	Two Bedroom	Three Bedroom	
1	0	0	0	0	0
2	3	6	8	0	17
3	3	6	8	0	17
4	3	6	8	0	17
5	1	4	5	1	11
Total	10	22	29	1	62

ENVIRONMENTAL REVIEW

The 111 San Bruno Avenue project is located within the Transit Corridors Plan (TCP) area. A Program Environmental Impact Report (EIR) and Mitigation Monitoring and Reporting Program were prepared for the TCP, and both adopted by the City Council on February 12, 2013. The 111 San

Bruno Avenue property was analyzed in the TCP EIR at a programmatic level, with potential impacts identified and mitigations applied in the program EIR to avoid or reduce potentially significant impacts.

Under California Environmental Quality Act (CEQA) Guidelines sections 15168 (Program EIR), 15162 (Subsequent EIRs and Negative Declarations), and 15183 (Projects Consistent With a Community Plan or Zoning), subsequent individual projects can utilize a previously certified program EIR if all potentially significant environmental impacts of the proposed individual project: (1) have been previously identified (i.e., are not new) and are not substantially more severe than those identified in the previous EIR, (2) have been avoided or mitigated to the extent feasible as a result of the previous EIR, and (3) have been examined in sufficient detail in the previous EIR to enable those impacts to be avoided or mitigated by the mitigations in the EIR, site-specific project revisions, or the imposition of uniformly applicable development policies. If these conditions are met, then the City can approve the individual project as within the scope of the previous EIR, and no additional environmental document is required. An Initial Study/Environmental Checklist was prepared which indicates that the proposed project at 111 San Bruno Avenue would not result in any new or substantially more severe significant environmental effects than those analyzed in the earlier CEQA document. Accordingly, the previously certified Transit Corridors Plan EIR adequately describes the proposed project for the purposes of CEQA. A copy of the Initial Study/Environmental Checklist is attached as Attachment I.

LEGAL NOTICE

1. Notices of public hearing mailed to property owners and residents within 600 feet of the subject site on June 8, 2018.
2. Advertisement published in the San Mateo Daily Journal, Saturday, June 9, 2018.

PUBLIC COMMENT

Public notice for the Planning Commission meeting was mailed on June 8, 2018. Staff has received no comments as of the completion of this staff report. As part of the TCP pre-application process, the applicant held a neighborhood meeting on September 19, 2016 at the Bay Area Entrepreneur Center at 485 San Mateo Avenue. Notices for the neighborhood meeting were mailed to owners and occupants within a 600-foot radius of the project site. The meeting was attended by 16 members of the public, additionally staff was also in attendance at the meeting. The applicant gave a brief presentation on the project and then answered questions from the public. Most of the questions related to requests for clarification of project information. One member of the public raised the concern that the project would not provide enough off-street parking.

REVIEWING AGENCIES

Community Development Department
Public Works Department
Fire Department
Police Department
Community Services Department

EXISTING CONDITIONS

The subject property is approximately 28,180 square feet in area and is located directly across the street from the San Bruno Caltrain Station at the northern entrance San Bruno's central business district. The General Plan designation for the site is Central Business District. The designation of the property in the

governing Transit Corridors Plan is San Bruno Avenue Character Area. The project site is currently zoned C (General Commercial) but would be rezoned to a Transit Oriented District (TOD) that permits high-density, mixed-use buildings within close proximity to transit, consistent with the TCP.

The site consist of two parcels. The corner parcel, 111 San Bruno Avenue (APN: 020-121-360), was occupied by a vacant, two-story, commercial building and surface parking lot that were removed in May 2018. The southernmost parcel, 761 – 767 Huntington Avenue (APN: 020-121-350), is developed with a commercial shopping center and surface parking. The shopping center has one vacant storefront, a rental car business, and a liquor/convenience store that occupies two storefronts. The parcel includes surface parking for 12 vehicles. Both parcels are irregularly shaped.

The American Legion assembly hall occupies the adjacent property to the south of the subject site, and the adjacent properties to west of the site are zoned low-density residential and occupied by a mixture of single-family residences and low scale, multi-family residences on Mills Avenue.

SURROUNDING LAND USES

North: San Bruno Avenue – C (General Commercial District)
South: San Mateo Avenue – C-B-D (Central Business District)
East: Huntington Avenue – C (General Commercial District)
West: Mills Avenue – R-2 (Low Density Residential District)

ENTITLEMENT PROCESS

The Architectural Review Committee reviewed the design aspects of the project on April 12, 2018 and forwarded the application to the Planning Commission with a positive recommendation regarding proposed design features, color and materials choices, and proposed site improvements. The Specific Plan Amendment and establishment of the Planned Development District are legislative acts, requiring City Council approval by ordinance. Therefore, the Planning Commission will review all aspects of the project and make a recommendation on the full bundle of entitlements to the City Council. The required planning approvals are outlined below:

Specific Plan Amendment: The project requires amending the Transit Corridors Plan to allow for deviations from the specified development standards in exchange for an offer of community benefits to be included with the project. The amendment would allow consideration of projects to deviate from the setback, stepback, and floor area ratio (FAR) requirements for the specific character area within the Transit Corridors Plan area.

Zoning Code Amendment: The project requires amending the Zoning Code to change the current Commercial (C) zoning, which does not allow residential uses, to a Planned Development District (P-D) allowing residential uses. P-D zoning provides flexibility in project design and development standards to accommodate unique site characteristics. The zoning amendment would achieve consistency with the General Plan, as required by state law (Gov. Code § 65860), as well as the TCP.

Planned Development Permit (PDP): A Planned Development Permit is required for any parcel zoned P-D to ensure that the proposed project is consistent with the approved P-D development plan and the TCP design guidelines.

Vesting Tentative Map: A tentative map is necessary to create individual lots for the commercial spaces and the airspace residential units on the floors above for possible sale, lease, or transfer of ownership. The mapping would be a two stage process starting with a lot merger to combine the underlying lots followed by a condominium map. The request for vesting of the tentative map will allow the units to be sold as condominiums in the future.

Architectural Review Permit: An Architectural Review Permit is required for any new building which would be visible from the public right-of-way. The Architectural Review Permit was reviewed at the April 12, 2018 Architecture Review Committee meeting. The Committee’s recommendations are discussed below.

STAFF’S PROJECT ANALYSIS

Early in the TCP planning process three catalytic sites were identified to stimulate development and significantly influence and transform the TCP area. The sites are considered catalytic due to their prime location at key gateways within the plan area and their ability to provide much needed services and/or land uses currently lacking in the TCP area. Development of these opportunity sites should be considered a top priority. The proposed project site is Catalytic Opportunity Site #2 within the TCP area. This Catalytic Opportunity site provides the opportunity to provide housing close to transit.

Transit Corridors Plan Development Standards:

The height limit for the subject property is 65 feet/5 floors. The proposed building would measure 58 feet/5 floors in height. While the required front setback is 10 feet average, the project only provides a 5 foot setback at the ground floor along the Huntington Avenue street frontage. There is no required side setback. A 10 foot rear setback is required because the site is abuts low-density residential uses at the rear. The project does not provide any setback at the ground floor, extending to the rear property line. Upper floor stepbacks are required for the Huntington Avenue and San Bruno Avenue frontages. Above the 3rd floor the step back shall be 15 feet. The proposed building would include an 8’-2” front stepback at the fifth floor. A 15 foot stepback above the 3rd floor is also required at the rear because the property abuts low density residential uses. The project would provide 12 foot stepback at the second through fourth floors with an additional 6’-7” stepback at the northern portion of the fifth floor. The table below illustrates how the proposed project compares with the development standards of the TCP.

Table 2: Transit Corridors Plan Development Standards

	Required Standards	Proposed by Project
Front Setbacks (from back of sidewalk - East Huntington Ave)	10 foot average	5 feet at Ground floor No setback at 2nd, 3rd, 4th Floor
Side Setback (North – San Bruno Ave)	None	None
Side Setback (South)	None	No setback at Ground floor 10 foot setback at 2nd, 3rd, 4th Floor
Rear Setback (West)	10 feet	No setback at Ground floor 12 feet at 2nd, 3rd, 4th Floor
Height Limit (Maximum)	65 feet	58 feet
Stepback adjacent to Low Density Residential	Above 3 rd Floor 15 feet at Front and Rear	No stepback at 4 th Floor 8 feet 2 inches Front Stepback

		6 feet 6 inches Rear Stepback at 5 th Floor
FAR	No Maximum	3.66

The TCP imposes a maximum 2.0 FAR for parcels less than 20,000 square feet (i.e. 28,180 square feet) in total area. There is no maximum FAR for the project because the development site measures greater than 20,000 square feet in total area.

In addition to the development regulations of the TCP, the Code requires a maximum lot coverage of 80%. The project would have 100% lot coverage at the ground floor.

Parking Requirement:

The TCP requires 60 – 92 parking spaces for 62 dwelling units in the unit mix proposed (see table 3). The project proposes 78 residential parking spaces which is within the range for required residential parking. All of the residential parking would be provided by Klaus mechanical parking lifts that accommodate three to six vehicles each in a three high configuration, as shown in the photo below. The TCP requires 12 - 23 parking spaces for 7,730 square feet of general retail space. The project proposes 13 commercial parking spaces which is within the range of required commercial parking. Six of the commercial parking spaces would be provided in Klaus mechanical parking lifts which will be for use by workers in the commercial spaces. The applicant has committed to not having a sit down restaurant use within the commercial space; only general retail uses are anticipated for the commercial space.

Table 3: Transit Corridors Plan Parking Requirements

Residential	Parking Spaces Required
Studios	0.75 per unit
1 Bedroom Apartments/Condos	1 per unit
1+ Bedroom Apartments/Condos	1-2 per unit (generally 1 per bedroom)
Commercial	
General Retail	1.5 per ksf GFL minimum 3 per ksf GFL maximum



Site Design:

The proposed building would have usable open space at the podium level at the rear of the building abutting the rear yards of the adjacent residential buildings on Mills Avenue. Because the podium is located above grade level, approximately 20 feet, the users of the open space would be able to look down upon the adjacent yards at grade level creating a privacy impact. The project includes a raised planter along the edge of the podium deck to address this potential privacy impact.

The proposed building would include landscaping at the roof deck and within the open space located at the podium level at the rear of the building. Along Huntington Avenue, the curb would be extended and planted with nine new street trees, creating five on-street parking spaces that would buffer pedestrians from the street traffic. This proposed curb extension would result in the removal of one south bound lane of traffic on Huntington Avenue.

Within the San Bruno Character Area, the TCP requires that buildings provide an average 10 foot front setback from the back of sidewalk where the site fronts onto a street. The proposed building would provide a five foot front setback along the Huntington Avenue frontage and no setback along the San Bruno Avenue frontage. The five foot setback along Huntington Avenue would provide for an 11'-6" sidewalk. The site is relatively narrow which makes it difficult to meet the front setback requirement. As proposed with the five foot front setback, the ground floor commercial space is only 26'-9" in depth; therefore, any additional setback would directly reduce the depth of an already shallow commercial space. It is anticipated that the ground floor commercial space could be occupied by a café with sidewalk seating, consistent with the vision of the TCP.

The building's ground floor Huntington Avenue elevation is primarily occupied by storefronts. The garage entrances are pushed towards the edges of the building so that the active space is prominent within the design. The garage itself is "wrapped" by the commercial space so that parking does not dominate the character of the building.

The building would have 78 off-street residential parking spaces that could be accessed from San Bruno Avenue driving east bound and from Huntington Avenue driving south bound. Thirteen commercial parking spaces could also be accessed from the Huntington Avenue garage entrance. The curb cuts to access the parking would be located in nearly the same location as the existing curb cuts.

Below, are additional site design TCP Guidelines that are applicable to the building's site layout and orientation:

- A1-1:** Orient buildings so that primary façades and key pedestrian entries face major streets.
- A1-2:** Encourage building entries to be visible from the street, so that each building has an entrance along the front of the building facing the sidewalk where the majority of the public will be entering.
- A1-3:** Encourage end and corner units to be visual anchors by orienting primary façades toward major streets and intersections and using architectural design features to accentuate key vertical and horizontal features (i.e. roofline, entries, etc.).
- A1-4:** Corner buildings should be accentuated through height, articulation and unique roof silhouettes to emphasize their presence.
- A1-6:** Encourage ground-floor retail uses to activate the street where possible.
- A1-9:** Require continuous building facades along San Mateo Avenue. On El Camino Real, Huntington Avenue, and San Bruno Avenue encourage continuous building facades where possible. Where continuous building facades cannot be provided, minimize driveway curb cuts to no more than 25 feet wide and landscape alleys with plantings and trees.

Massing and Scale

Staff finds that the overall massing and scale of the proposed project is consistent with a number of TCP Design Guidelines. The building is well articulated with bay windows and balconies and changes in material add further interest to the façade and provide appropriate massing. The corner of the building is

distinguished by a unique corner treatment that is not replicated anywhere else on the building to give it significance. The top floor is setback 8'-2" from the building edge below to break up the building scale and the roof line is logically broken in several locations to break up what would otherwise be a long horizontal roof line. Furthermore, the top floor is broken into two segments that are separated by a roof top garden which further reduces the building's scale. Proposed ground floor storefronts exhibit transparent windows to activate the street.

The building's ground floor ceiling height is taller than normal to accommodate the mechanical parking stackers within the garage which require a minimum ceiling height of 17 feet for stackers that hold three vehicles. As a result, the presence of mechanical parking stackers dictate the ground floor plate height resulting in a taller than normal rear wall abutting the adjacent low-density residences. Additional care must be taken to ensure that the outward facing wall that results from this condition is not a harsh blank wall. To address this concern, the project's rear wall is architecturally treated with textured cement plaster and a green wall to soften its appearance. The proposed wall would be an improvement over the existing perimeter conditions.

Below, are additional site design TCP Guidelines that are applicable to building's massing and scale:

A2-1: The design of new development must respect the scale, form, and development pattern of existing residential neighborhoods surrounding/adjoining the Transit Corridors Area.

A2-2: Ensure the transition between high-density development and lower density development, including surrounding existing residential neighborhoods, by carefully considered in site design and architectural massing. Reduce the scale of buildings by stepping back the upper-stories, consistent with the Development Standards in this chapter when abutting single family residences.

A2-5: Break up the mass of large-scale buildings with articulation in form, architectural details, and changes in materials and colors, and other similar elements.

A2-6: Encourage building articulation and break up building mass with alleys or open spaces to allow access through developments and to create visual breaks.

A2-7: Break up long horizontal roof lines on buildings with flat or low pitched roofs by incorporating architectural elements such as parapets, varying cornices and roof lines. Roof lines should be broken at intervals no greater than 50'-long by change in height or roof form.

A2-8: Encourage deep roof overhangs to create shadows and add depth to facades.

A2-12: Encourage new developments on highly visible corner parcels to experiment with special features such as rounded or cut corners, corner towers, grand corner entrances, corner roof features, special shop windows, special base designs, etc.

A2-14: Provide transparent windows for commercial uses that allow pedestrians to see into shops, offices and eateries.

Building Heights and Stepbacks

The proposed building incorporates upper story stepbacks at the front and rear. The top floor would be stepped back 8'-2" from the front edge of the building, 10'-0" from the side edges of the building, and 6'-6" from the rear edge of the building. The rear stepback varies due to the irregular shape of the site but in general the top floor would be setback 17'-6" or greater from the rear property line.

Below, are additional site design TCP Guidelines that are applicable to building's height and stepbacks:

A3-2: Step down building heights along the secondary frontage and rear of buildings to reduce impact on adjacent properties. Stepping back upper stories will also minimize shadows cast on public amenities such as sidewalks, parks and greenways, and lessens privacy concerns with adjoining lots/neighbors.

A3-3: Utilize upper-story stepbacks fronting major streets to encourage active uses, such as balconies or roof gardens, which provide additional open spaces for residents and add more "eyes on the street".

A3-4: Encourage stepbacks to vary in depth to allow variation and architectural interest. Stepbacks can be measured as an average as described in the Development Standards.

Building Setbacks

The proposed building would provide a five foot front setback along the Huntington Avenue frontage and no setback along the San Bruno Avenue frontage. The five foot setback along Huntington Avenue would provide for an 11'-6" sidewalk, not including the curb extensions that are located in between the on-street parking spaces. Measuring approximately 75'-0" in depth at its most narrow, the site is very narrow which makes it difficult to meet the 10'-0" front setback requirement specified within the TCP. As proposed, the corner commercial space would measure 25'-0" in depth. A café with bistro-style seating is anticipated for the setback area against the edge of the building.

Below, are additional site design TCP Guidelines that are applicable to building's setbacks:

A4-1: Utilize building setbacks as an extension of the sidewalk to provide adequate space for pedestrian movement and activity. This space can be used for outdoor cafe seating, street furniture, landscaping, and public art that can enliven the streetscape.

A4-3: Utilize building setbacks for ground-floor retail uses for spillover activity such as outdoor café seating. Design front setbacks for pedestrian use and consider using paving patterns or installing seating and tables, public art and decorative plantings. Use fences, railings and/or windscreens to define the semi-private space.

Building Façade Design

The proposed building incorporates a modern architectural vernacular that takes its design cues from the architecture of the Caltrain Station across the street. The most evident connection is the use of neutral tone colors and clear anodized metal. The building would be finished primarily in fiber cement panels in earth tone colors that are accented by terracotta panels, clear anodized storefront type windows, perforated aluminum sunshades, and a durable gray porcelain tile base.

Below, are additional site design TCP Guidelines that are applicable to the building's façade design:

A5-1: Incorporate architectural elements on all facades to prevent blank walls. Though the highest level of articulation will occur on front facades, all exposed sides of a building should be designed with the same quality materials: Articulate facades with a variety of materials; All building sides should include glazing, awnings, projecting and recessed elements, or other details to add visual interest; and roof lines and cornice details should be designed in a three-dimensional manner so that the features on the back of the roof and/or unfinished areas are not visible.

A5-2: Design buildings that contribute to the urban fabric by varying setback, roof heights, upper-story setbacks, building articulation and landscaping treatments.

A5-3: Provide variation in window design, color, materials, and architectural elements amongst multiple adjoining buildings and units to add interest to the pedestrian environment, while keeping within a similar theme.

A5-4: Maximize transparent windows on all sides of buildings, specifically for ground floor retail and office uses, and do not obstruct view into space. For residential uses, design balconies with transparent or semi-transparent railings to enhance natural lighting and maximize "eyes on the street."

A5-5: Prohibit blank walls along street-fronting façades. Where windows and entrances are not feasible, decorate walls with murals, lighting or other visually appealing façade treatments. Incorporate vertical and horizontal architectural elements to break up long building façades.

A5-7: Encourage all ground-floor commercial uses to have transparent glass windows fronting onto sidewalks to connect with the pedestrian environment and provide pedestrians with views into the interior of the storefront. Opaque, reflective, or dark tinted glass is discouraged.

A5-9: Ensure that materials and colors are consistent with the desired architectural style and that they complement the eclectic yet harmonious character of the corridor.

A5-10: Ensure that durable and highly resistant building base materials are selected such as precast concrete, brick, stone masonry, and commercial grade ceramic, to withstand pedestrian traffic.

The rear (west) podium wall is architecturally treated with textured cement plaster and a green wall to soften its appearance. Additional plant screening is located along the perimeter of the podium deck to address potential privacy impacts to the adjacent residential properties to the west of the site.

Traffic Safety and Parking Committee

Staff recommended that the applicant create two loading zones along Huntington Avenue to accommodate deliveries for the commercial businesses and residents when moving into and out of the complex. The existing curb side lane of traffic on southbound Huntington Avenue would be removed and the sidewalk would be modified to create curb side parking with two spaces devoted to loading zones during specified hours. This type of proposal requires review from the Traffic Safety and Parking

Committee (TSPC) and approval from the City Council. The TSPC reviewed this request at their April, 2018 meeting and supported staff's recommendation to create two curb side loading zones. Furthermore, the TSPC limited the hours of the loading zone from 7:00 am – 6:00 pm every day. During non-loading zone hours, the general public would be able to utilize the loading spaces for parking.

Affordable Housing

The proposed project is subject to the City's Affordable Housing Impact Fee ordinance, which applies to new for-sale and rental residential developments of five or more units. The ordinance requires new for-sale residential projects to include at least 15% of the total units as affordable housing units restricted for occupancy by low and moderate income households. Rental residential projects are required to pay an affordable housing impact fee, unless an alternative is approved by the City Council. The City generally prefers that a project provide affordable units on-site instead of receiving impact fees. Based on the ordinance requirements, the total on-site obligation is nine affordable units, distributed by income level as follows: four low income units and five moderate income units.

Community Benefit

In exchange for the additional developable area gained through the deviations from the development standards of the Transit Corridors Plan, the applicant has offered to provide a total of 11 affordable units, distributed by income as follows: six low income units and five moderate income units. The number of affordable units is two more than what is required by Code. The applicant would provide these two additional affordable units as a concession for project deviations from the TCP development standards for setbacks and stepbacks.

Architectural Peer Review

Larry Cannon, the City's Architectural Peer Review Consultant, reviewed the project for consistency with the TCP Design Guidelines as well as identify any other issues and concerns. Mr. Cannon's assessment was that overall the project is well designed. He expressed concerns regarding intrusions on privacy to the adjacent properties from the rear of the building, and a lack of visual interest for the exposed 20'-0" high ground floor wall located at the rear of the building. In response, the applicant revised the plans to include additional landscape screening at the rear edge of the deck for privacy and architectural treatment and a green wall were added the rear (west) wall of the podium level to soften its appearance as viewed from the adjacent properties on Mills Avenue.

Architectural Review Committee

Following the neighborhood meeting, the project was reviewed by the Architectural Review Committee (Biasotti, Chase, and Kayal) at its November 10, 2016, meeting. The Architectural Review Committee members had the following comments about the project.

- Architecturally treat the rear (west) wall of the podium level to soften its appearance as viewed from the adjacent properties on Mills Avenue. Treatment suggestions include planting vines on the wall and adding texture to the wall.
- Incorporate additional screening at the edge of the deck to protect the privacy of the adjacent low-density residential properties that abut the property to the west.
- Add information about the garage doors to the project's materials board.

The project was reviewed again by the Architectural Review Committee (Lagacé, Lethin, Mason) on March 15, 2018 as part of the entitlement review process. The Architectural Review Committee members

had the following comments about the project.

- Support the use of wood on the elevations.
- Concern about the lack of commercial parking.
- Some concern about the use of mechanical parking stackers.
- Differing opinions about the use of brighter colors in the building elevations.
- Differing opinions about the asymmetrical placement of the balconies on the Huntington Ave. elevation.

No major changes have been made to the project elevations since the March Architectural Review Committee meeting because the only architectural comment that had consensus was the use of wood in the elevations which the applicant agreed to retain in the project.

Proposed Parking and Transportation Demand Management Measures

As stated earlier, the project is within the range for required commercial and residential parking. The number of spaces provided will be sufficient given the proximity of the site to two major regional transit stations and the various Transportation Demand Management Measures (TDM) measures that would be implemented with the proposed project. A summary of the proposed TDM measures is described below (see attached TDM Plan, Exhibit K, for further information):

-) Long-Term Bicycle Parking – A total of 71 long-term bicycle lockers would be provided on-site, 64 for residential and seven for commercial, consistent with the TCP recommended standards. The long-term bicycle parking would be located on each floor of the building.
-) Short-Term Bicycle Parking – A total of 12 short-term bicycle parking spaces would be provided within the public right-of-way on Huntington Avenue. This is consistent with the TCP recommended standards.
-) Transit Subsidy for Employees – At the time of move-in, each employee would be provided with a Clipper card containing \$50. This will familiarize employees with available public transportation options.
-) Transit Subsidy for Employees – Commercial leases would require tenants to provide employees Clipper cards containing \$50. This will familiarize employees with available public transportation options.
-) Distribute Transportation Information – Each employee would be provided an informational package regarding alternate means of transportation in the immediate area.
-) On-site TDM coordinator – There will be an on-site TDM coordinator to distribute and coordinate transportation information to building residents.
-) On-site Ride Share Program – Each employee will be provided information on how to coordinate with other employees to share rides and carpool. Additionally, an information board will be installed in the break room where ride share and carpool information can be posted.
-) Bicycle Sharing Program – The project will provide at least one cargo bicycle for use by the residents.
-) High Bandwidth Internet. The project will provide high bandwidth internet to facilitate telecommuting.

To ensure compliance and to evaluate the effectiveness of the proposed TDM measures staff has included Condition of Approval. This condition would require the tenant to provide annual reports to the

Community Development Department for the first five years, and every other year thereafter, describing the on-going implementation of the TDM measures selected for the project.

Findings for Approval

In order to recommend approval of the Specific Plan Amendment, Planned Development District, Planned Development Permit, Architectural Review Permit, and Vesting Tentative Map, the Planning Commission must make the following findings. The required findings are in bold followed by staff's analysis basis for the findings.

With respect to the **CEQA Determination**, pursuant to CEQA Guidelines §15162, §15163, and §15164, the Planning Commission finds:

1. *The proposed project will have a less-than-significant impacts with implementation of mitigation measures identified in the 2013 Certified Transit Corridors Plan EIR.*

Basis for Finding: The project is located within the Transit Corridors Plan (TCP) area. A Program Environmental Impact Report (EIR) and Mitigation Monitoring and Reporting Program were prepared for the TCP and was adopted by the City Council on February 12, 2013. The property was analyzed in the TCP EIR at a programmatic level, with potential impacts identified and mitigations applied in the program EIR to avoid or reduce potentially significant impacts. An Initial Study/Environmental Checklist was prepared which confirmed that the proposed project would not result in any new or substantially more severe significant environmental effects than those analyzed in the TCP EIR document. Accordingly, the previously certified Transit Corridors Plan EIR adequately describes the proposed project for the purposes of CEQA. Under California Environmental Quality Act (CEQA) Guidelines sections 15168 (Program EIR), 15162 (Subsequent EIRs and Negative Declarations), and 15183 (Projects Consistent with a Community Plan or Zoning), subsequent individual projects can utilize a previously certified program EIR if all potentially significant environmental impacts of the proposed individual project: (1) have been previously identified (i.e., are not new) and are not substantially more severe than those identified in the previous EIR, (2) have been avoided or mitigated to the extent feasible as a result of the previous EIR, and (3) have been examined in sufficient detail in the previous EIR to enable those impacts to be avoided or mitigated by the mitigations in the EIR, site-specific project revisions, or the imposition of uniformly applicable development policies. If these conditions are met, then the City can approve the individual project as within the scope of the previous EIR, and no additional environmental document is required.

The applicant is requesting a Planned Development Permit, in accordance with Chapter 12.96.190 of the City's zoning code in order to establish the P-D district. In order to recommend the establishment of the P-D District, the Planning Commission must make the following findings:

1. *The proposed P-D District Zoning Change can be substantially completed within the time schedule submitted by the applicant (SBMC 12.96.190.H.1);*

As part of the P-D zoning change the applicant is requesting the approval of a Planned Development Permit to allow the construction of a new 5-story, 58' tall, mixed-use building with 62 dwelling units, approximately 7,730 sq. ft. of ground floor commercial space, with 78 residential parking spaces, and 9 commercial parking spaces. As a condition of approval, Planned

Development Permit PD17-001 shall become null and void if that building permit is has not been secured within one year from the effective date of the approval thereon. As such staff finds that the P-D District can be substantially completed with a reasonable time and this finding can be made.

2. Each unit of development, as well as the total development, can exist as an independent development capable of creating an environment of sustained desirability and stability or adequate assurance that such objective will be attained (SBMC 12.96.190.H.2):

The development of the mixed-use building can exist as one independent development. The use includes parking and site improvements and the necessary infrastructure is available for the use and the finding can be made.

3. The land uses proposed will not be detrimental to the present or potential surrounding uses but will have a beneficial effect which would not be achieve through other districts (SBMC 12.96.190.H.3);

The subject property consists of two lots located with a total area of approximately a 28,180 square feet (0.646 acres). On the subject lot to the north, a long vacant commercial building was demolished in May 2018. The lot to the south is occupied by a single-story, commercial building and surface parking lot. The site is within the Transit Corridors Plan (TCP), San Bruno Avenue Character Area, which allows a much higher density development and height at a key intersection across the street from public transit. The vision of the TCP is to move away from single-use commercial development near transit and improve the public and private realms along major corridor streets. However, the Zoning Code has not been updated to allow seamless implementation of the TCP and the Planned Development District is one of the few tools available in the Zoning Code that offers enough flexibility to implement the TCP. The proposed PD district would reflect the vision of the TCP by providing a high density, mixed-use building on a corridor street near transit while improving an underutilized site that detracts from the vision for the neighborhood.

The General Plan designation for the site is Transit Oriented Development (TOD) which was applied to key corridor areas such as San Bruno Avenue in an area that is close to the CalTrain station. The proposed P-D District would be consistent with the TOD designation. Therefore, the P-D District would not be detrimental to the present or potential surrounding uses but will have a beneficial effect which would not be achieve through other districts.

4. The streets and thoroughfares proposed are suitable and adequate to carry anticipate traffic, and increased densities will not generate traffic in such amounts as to overload the street network outside the P-D District (12.96.190.H.4);

The 111 San Bruno Avenue project is located within the Transit Corridors Plan (TCP) area. An Initial Study/Environmental Checklist was prepared to confirm that the proposed project would not result in any new or substantially more severe traffic impacts than those analyzed in the earlier CEQA document. A project-specific traffic impact assessment (TIA) was prepared for the project, and reviewed by staff (Hexagon Transportation Consultants, Inc., 2017. 111 San Bruno Avenue Mixed-use Development, Draft Transportation Demand Management (TDM) Plan, May 22). The traffic study concluded the proposed project would not result in any significant traffic impacts confirming the TCP EIR analyses. Additionally, the TIA confirmed that converting the southbound curb lane at the

intersection of San Bruno Avenue and Huntington Avenue from a shared through/right turn lane to an exclusive right turn lane would have no measurable effect on the average delay at the intersection. Therefore, the finding can be made that the streets and thoroughfares proposed are suitable and adequate to carry anticipated traffic, and increased densities will not generate traffic in such amounts as to overload the street network outside the P-D District.

5. Any proposed commercial development can be justified economically at the location proposed and will provide adequate commercial facilities for the area (SBMC 12.96.190.H.5);

The proposed 7,730 square feet of commercial space that would be provided for the project would replace two existing commercial buildings. One of the two commercial buildings was a former bank and had been vacant for more than two decades. The other commercial building is an outdated retail. The proposed commercial square footage would be less than what exists. Furthermore, the site is located at a very prominent intersection (San Bruno Avenue and Huntington Avenue) across the street from a regional transit station. Therefore, the finding can be made that the proposed commercial development can be justified economically at the location proposed and will provide adequate commercial facilities for the area.

6. Any exceptions from the standard district requirements are warranted by the design of the project and amenities incorporated in the development plan (SBMC 12.96.190.H.6);

As part of the P-D zoning change the applicant is requesting the approval of a Planned Development Permit to allow the construction a new two-story 103,235 square foot mixed-use building on a 28,180 square foot lot. The proposed project would deviate from the setback and stepback Development Standards of the Transit Corridors Plan. The required front setback is 10 feet average where the project would provide a 5 foot setback at the ground floor along the Huntington Avenue street frontage. There is no required side setback. A 10 foot rear setback is required because the site is abuts a low-density residential use at 147 – 149 San Bruno Avenue. The project does not provide any setback at the ground floor, extending to the rear property line. Upper floor setbacks are required for the Huntington Avenue and San Bruno Avenue frontages. Above the 3rd floor the step back shall be 15 feet. The proposed building would not have a setback at the fourth floor and would include an 8'-2" front setback at the fifth floor. A 15 foot setback above the 3rd floor is also required at the rear where the property abuts 147 – 149 San Bruno Avenue. The project would provide 12 foot setback at the second through fourth floors with an additional 6'-7" setback at the northern portion of the fifth floor.

Staff worked closely with the project applicant on a pre-submittal basis in terms of the overall architectural appearance of the structure and site plan. And the project was reviewed by Larry Cannon, Architectural Peer Review Consultant to the City, as part of the pre-application process. All of staff's and Mr. Cannon's recommendations were incorporated into the proposed design. Overall, the design is well done with clear architectural style, appropriate details and materials carried out consistently throughout the structure. The site design and site improvements and circulation plan have been reviewed the Architectural Review Committee (ARC) and are suitable for the project.

Although the project deviates from the TCP development standards, this finding can be made because the Transit Corridors Plan EIR (Aesthetics chapter, pages 4-19 and 4-20, Impact and

Mitigation 4-1, Plan Building Height Impacts on Visually Sensitive Residential Edges) identifies site-specific instances where an additional 10-foot setback is required within a transition area to address the proximity of low-density residential edges. The 111 San Bruno Avenue project site is not located in this transition area, and this setback is not required. Similar to Impact and Mitigation 4-1, the Transit Corridors Plan EIR (Aesthetics chapter, pages 4-22 and 4-23, Impact and Mitigation 4-2, Plan Building Height Shade and Shadow Impacts) identifies site-specific situations where an additional 10-foot setback is required within a transition area to address shade and shadow impacts on neighboring residential properties and on Posy Park. The 111 San Bruno Avenue project is not located in this transition area, and this setback is not required.

7. The area surrounding the development can be planned and zoned in coordination and substantial compatibility with the proposed development and the P-D District uses proposed are in conformance with the General Plan of the city (SBMC 12.96.190.H.7);

The surrounding area contains uses compatible with the proposed and use designation and proposed use. Surrounding uses include: to the south, small scale commercial uses and across San Bruno Avenue to the north are vacant lots that also have a TOD General Plan designation. Immediately adjacent and to the west of the subject property are the yards of several multi-family buildings. To the east, across Huntington Avenue, is the CalTrain station. All development in the P-D District must be developed and utilized in accordance with the approved development plan. Generally staff would classify the permitted uses on in the P-D District and the property as residential above the ground floor with retail establishments on the ground floor.

The site is within the Transit Corridors Plan, San Bruno Avenue Character Area, which allows a much higher density and height development near a key intersection close to public transit and the regional highway network. The General Plan designation for this and the adjacent sites is Transit Oriented Development (TOD) which was applied to key corridor areas such as San Bruno Avenue and El Camino Real areas close to CalTrain and BART stations. Therefore the finding can be made that the area surrounding the development can be planned and zoned in coordination and substantial compatibility with the proposed development and the P-D District uses proposed are in conformance with the General Plan of the city. The project is consistent with the TCP Design Guidelines in terms of use, site and building design, massing and scale. It is well articulated and has a lower scale as it transitions towards the adjacent residential uses to the west.

With respect to the **Vesting Tentative Map**, pursuant SBMC 12.36.220, the Planning Commission finds:

8. The proposed tract map, together with the provisions for its design and improvement, is consistent with the General Plan, as amended pursuant to the Planning Commission's recommendation, and any specific plan as specified in Section 65451 of the Government Code.

The proposed Tentative Map is consistent with the project given the proposed allowed density, lot coverage, and height for the Transit Oriented Development General Plan land use designation. The overall project is consistent with the General Plan policy to "encourage

innovative design and site planning in new development which enhance the community's appearance and assure compatibility with the surrounding scale, character, and intensity of land uses".

- 9. Each lot or parcel to be created will constitute a buildable site and will be capable of being developed in accordance with the applicable provisions of the zoning code, as amended pursuant to the Planning Commission's recommendation.**

The Vesting Tentative Map will create legal individual condominium parcels, with unique assessor parcel numbers, for the residences and the ground floor commercial space. The parcels are designed to accommodate the proposed development plan, and therefore each parcel to be created will constitute a buildable site and will be capable of being developed in accordance with the proposed development plan.

- 10. The design of the subdivision and improvements, and the type of improvements, is not likely to cause substantial environmental damage or substantially and avoidably injure fish or wildlife or their habitat or to cause serious public health problems.**

The Mitigation Monitoring and Reporting Program (MMRP) includes mitigation measures requiring the applicant to incorporate erosion control measures to reduce storm water runoff and compliance with the Regional Water Quality Control Board requirements; to minimize temporary construction dust impacts to an acceptable level; to implement measures to avoid disturbing birds and bats or their habitat, and to avoid tree removal. Therefore, substantial environmental damage and harm to wildlife is not likely to occur.

- 11. The design of the subdivision or type of improvements will not conflict with easements, acquired by the public at large, for access through, or use of, property within the proposed subdivision.**

The proposed subdivision is to create condominiums. There are no known easements on the property. As conditioned, the City reserves the right to create any needed easements on the property to accommodate public utilities and facilities.

With respect to the **Specific Plan Amendment**, the Planning Commission finds:

- 12. That said amendment is in general conformance with the General Plan and that the public convenience and general welfare require adoption of the proposed amendment. (SBMC 12.136.020)**

The project requires a Specific Plan Amendment to allow for deviations from the Transit Corridors Plan (TCP) development standards in exchange for an offer of community benefits, subject to review and approval of the City Council, to be reviewed on a project-by-project basis. The TCP currently does not permit deviations from the development standards. The General Plan does not contain site specific development standards, such as setbacks.

With respect to the **Architectural Review Permit**, the Planning Commission finds:

- 13. That the location, size and intensity of the proposed operation will not create a hazardous or inconvenient vehicular or pedestrian traffic pattern, taking into account the proposed use as compared with the general character and intensity of the neighborhood. (SBMC 12.108.040.A)**

The applicant proposes to construct a mixed-use, five-story building with 62 residential units and approximately 7,730 square feet of commercial space on the ground floor level fronting Huntington Avenue. The size and intensity of the development is similar to the mixed-use project located at 406 – 418 San Mateo Avenue. Together, these two projects represent San Bruno's transition to a more urban downtown development through implementation of the Transit Corridors Plan.

- 14. That the accessibility of the off-street parking areas and the relation of parking areas with respect to traffic on adjacent streets will not create a hazardous or inconvenient condition to adjacent or surrounding uses. (SBMC 12.108.040.B)**

The project would provide 78 residential parking spaces and 13 commercial parking spaces. The primary vehicular access to the residential parking garage would be provided via a garage entrance located along San Bruno Avenue. The commercial parking would be accessed from a garage entrance along Huntington Avenue. Pedestrian access to the residences is provided from two separate lobby entrances on Huntington Avenue. All entrances to the ground floor commercial spaces would be from Huntington Avenue. The garage entrances can only be accessed from south bound Huntington Avenue and east bound San Bruno Avenue. The driveway would allow for two automobiles to pass one another at the same time. Staff has included a condition of approval requiring the installation of a pedestrian warning system, consisting of visual and audible warning signals that would be triggered when vehicles are exiting the garage. The condition of approval also requires the installation of convex mirrors. Staff finds that the pedestrian warning system and convex mirrors will increase driver and pedestrian safety along San Bruno and Huntington Avenues. In addition, adequate site visibility will be maintained from the driveways.

- 15. That sufficient landscape areas have been reserved for the purposes of separating or screening service and storage areas from the street and adjoining building sites, breaking up large expanses of paved areas, and separating or screening parking areas from the street and adjoining building areas from paved areas and to provide access from buildings to open areas. In addition, that adequate guarantees are made, such as the filing of a performance bond, to insure maintenance of landscaped areas. (SBMC 12.108.040.C)**

The project proposes a new landscaped bulb out at the corner of San Bruno and Huntington Avenues and ten new street trees. The corner landscaping will include planter boxes to create a partially sheltered outdoor environment for the public to enjoy. There are also several planters proposed against the building to soften its edges at the pedestrian level. A green screen with vines is proposed for the rear wall of the podium to soften the back edge of the building as viewed from the properties on Mills Avenue.

- 16. That the proposed development, as set forth on the plans, will not unreasonably restrict**

or interfere with light and air on the property and on other property in the neighborhood, will not hinder or discourage the appropriate development and use of land and buildings in the neighborhood, or impair the value thereof; and is consistent with the design and scale of the neighborhood. (SBMC 12.108.040.D)

The proposed building is less than the Transit Corridors Plan height limit of 65'-0" and includes variation in overall building height. Though the building would be the tallest structure within the vicinity, the applicant provided a shadow study for the proposed building which indicated an insignificant amount of new shading will occur on the adjacent properties. Staff finds that the proposed development will be consistent with the design and scale of the neighborhood and will not interfere with access to light and air for neighboring properties.

17. That the improvement of any commercial or industrial structure, as shown on the elevations as submitted, is not detrimental to the character or value of an adjacent residential district. (SBMC 12.108.040.E)

The subject site is located at the northern entrance to downtown San Bruno in the Commercial Zoning District. The downtown area is a predominantly commercial area with a mixture of commercial and residential uses. The yards of multi-family properties are located west of the site on Mills Avenue. The proposed building would not be detrimental to the adjacent residential district and will provide needed commercial services within close proximity to these residents and strengthen the downtown core. The proposed project will provide 62 housing units and new residents and customers for businesses in the downtown.

18. That the proposed development will not excessively damage or destroy natural features, including trees, shrubs, creeks and rocks, scenic corridors, and the natural grade of the site. (SBMC 12.108.040.F)

The subject site is partially vacant with a single story commercial building and surface parking lot occupying the southern portion of the site. Four older trees that were along the southern border of the site were removed by the property owner during the review process. The applicant will need to obtain a tree removal permit after the fact for the removal of the trees. The site does not contain any creeks or scenic corridors. The proposed development therefore will not damage or destroy any natural features.

19. That the general appearance of the proposed building, structure, or grounds will be in keeping with the character of the neighborhood, will not be detrimental to the orderly and harmonious development of the city, and will not impair the desirability of investment or occupation in the neighborhood (SBMC 12.108.040.G)

The proposed exterior materials, landscaping, and overall building design are of a high quality and will enhance the overall appearance of the downtown and San Bruno Avenue corridor.

20. That the proposed development is consistent with the General Plan. (SBMC 12.108.040.H)

The property is located in the Transit Oriented Development land use classification. The Transit Oriented Development land use classification permits a variety of uses, including: retail sales; eating and drinking establishments; personal and business services; and residential uses. The

project is consistent with the General Plan.

CONCLUSION AND RECOMMENDATION

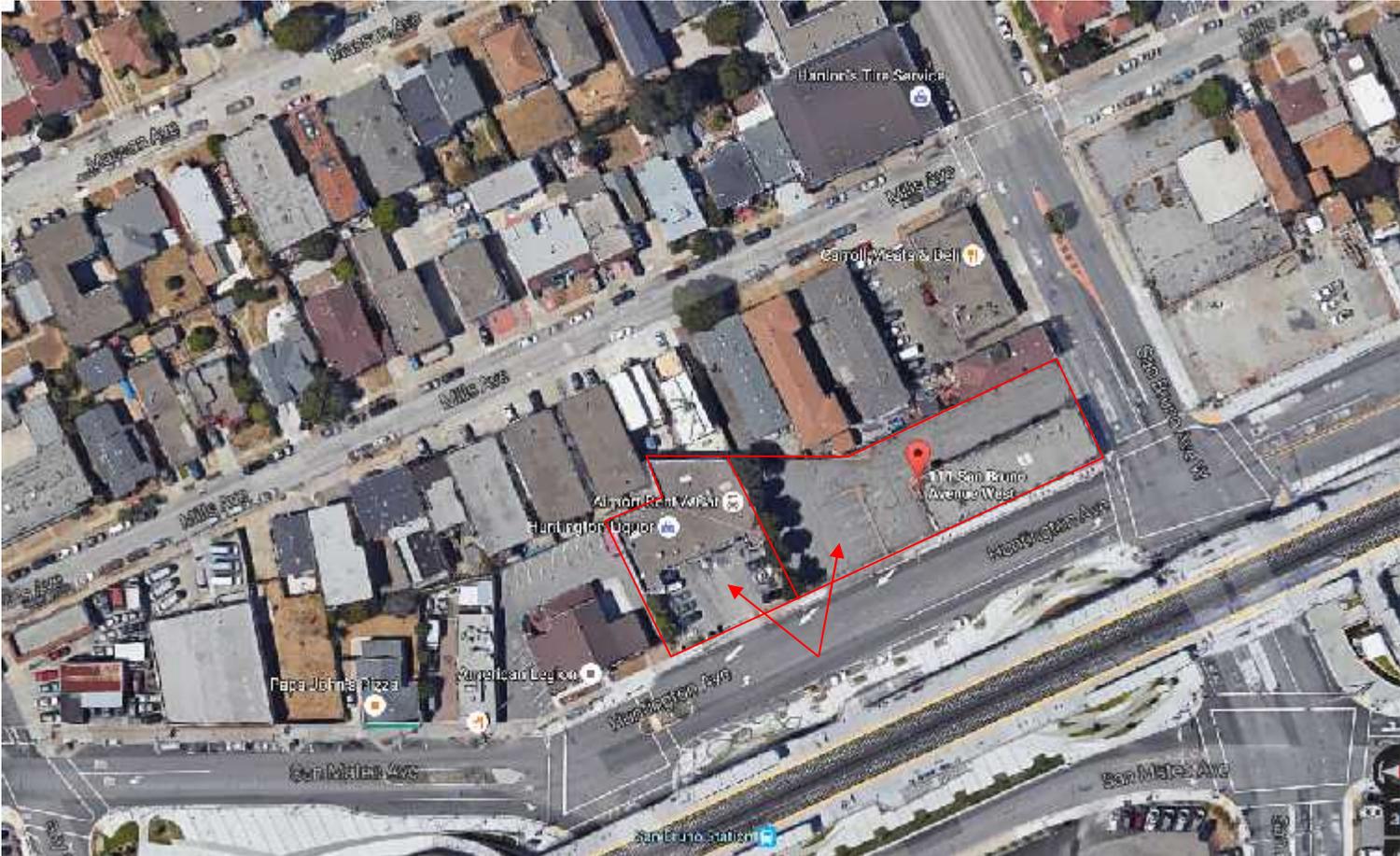
The project would be the second significant new development in the downtown and would visually enhance the existing site and would provide an improved visual anchor and northern entry into the City's downtown commercial area. The project would alleviate physical and economic blight and improve and enhance the downtown area. Located at the prominent intersection of San Mateo Avenue and Taylor Avenue, the project would play a key role as a catalyst for economic development and revitalization in the greater downtown area and throughout the entire TCP area. The TCP emphasizes creating a vital, pedestrian-friendly downtown for shopping, entertainment and dining, as well as new residential uses. In addition, the project is located across the street from the new Caltrain station and within a short distance of SamTrans bus routes and the San Bruno BART station, increasing transportation options for the project's residents and reducing dependency on automobiles. The proposed project and design is consistent with the vision of the TCP and its design guidelines. Although the project deviates from the TCP development standards it is done to achieve an urban building form and provide for a lively mixed-use building.

Staff recommends that the Planning Commission adopt the attached Resolutions recommending an amendment to the Transit Corridors Plan, to amend the Zoning Map to establish the P-D District and related Development Plan as well as the Resolution recommending approval of a Vesting Tentative Map, Planned Development Permit, CEQA Conformity Determination, and an Architectural Review Permit to the City Council.

EXHIBITS

- A:** Site Location
- B:** Photographs
- C:** Renderings, Plans, and Materials Board
- D:** Draft Resolution 2018-XX Recommending Approval of a Specific Plan Amendment
- E:** Draft Resolution 2018-XX Recommending Approval of the establishment of a Planned Development District
- F:** Draft Resolution 2018-XX Recommending Approval of a Planned Development Permit and an Architectural Review Permit
- G:** Draft Resolution 2018-XX Recommending Approval of a Vesting Tentative Map
- H:** CEQA Initial Study/Environmental Checklist
- I:** Operations/Support Statement
- J:** Transportation Demand Management Plan
- K:** Architectural Review Committee Minutes (March 15, 2018)
- L:** Comments from Larry Cannon, Peer Review Architect
- M:** Affordable Housing Plan

Exhibit A: Site Location



**111 San Bruno Ave. and 761-767 Huntington Ave.
020-276-290 & 020-293-040**



Subject Site with former building as viewed from the Caltrain Station across the street to the east of the site.



Subject Site (761-767 Huntington Avenue)

Exhibit B: Photographs



Subject Site with former building as viewed from the north on San Bruno Avenue.

Exhibit B: Photographs



View looking west through the site with the former building.

Exhibit B: Photographs



Caltrain Station on the across the street from the subject site.

Exhibit B: Photographs