



## City Council Agenda Item Staff Report

CITY OF SAN BRUNO

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- DATE:** December 8, 2015
- TO:** Honorable Mayor and Members of the City Council
- FROM:** David Woltering, Community Development Director
- SUBJECT:** Hold Public Hearing and Take the Following Actions to Approve the Medical/Office Project at 841 San Bruno Avenue and Associated Environmental Determinations:
1. Waive First Reading and Introduce an Ordinance Amending Chapter 12.96.120 of Title 12 (Land Use) of the San Bruno Municipal Code to Change from Administrative and Research (A-R) District to Planned Development District (P-D) and to Adopt A Related District Development Plan To Establish Use and Development Standards for Property Identified as 841 San Bruno Avenue West.
  2. Adopt a Resolution Approving a Planned Development Permit and an Architectural Review Permit to Ensure that the Proposed Development Conforms to the provisions of the District Development Plan.

### BACKGROUND

Market Street Development, LLC, has applied for the approval of a Medical/Office Project at 841 San Bruno Avenue. The primary use of the proposed building is anticipated to be a dialysis medical clinic. The subject property consists of two lots located on San Bruno Avenue, west of El Camino Real. The approximately 30,710 square foot (0.71 acres) property is currently developed with a 10,000 square-foot, two-story office building and two surface parking lots which will be removed and replaced with the proposed project. The proposed project would be a new 15,223 square foot medical office building with 43 parking spaces: 32 surface parking spaces on the western portion of the site, and 11 spaces in a subgrade parking garage.

Immediately adjacent and to the south of the subject property are one- and two-story single-family dwellings in a Residential zoning district (R-1). To the east, across White Way, is a vacant lot in a commercial center that includes restaurants, personal services, a gym and other commercial uses. The zoning classification of this area is General Commercial district (C-1). To the west are commercial office/medical uses and across San Bruno Avenue to the north are office uses, both classified as Administrative and Research (A-R) zoning district.

The applicant has requested to amend the Zoning District of the subject property to change from Administrative and Research (A-R) District to Planned Development

District (P-D). Additionally, the applicant is requesting approval of a Planned Development Permit (P-D-P); an Architectural Review Permit, and a Lot Line Adjustment in support of the proposed construction of a new 15,223 square foot medical office building with 43 parking spaces, per Chapters 12.136, 12.108, 12.52, 12.96.020 and 12.96.190 of the San Bruno Municipal Code. An Initial Study/Environmental Checklist has been prepared for the proposed project in accordance with the California Environmental Quality Act (CEQA) Guidelines Section 15168.

The subject site is within the Transit Corridors Plan (TCP), the General Plan Transit-Oriented Development (TOD) designation. The proposed amendment to rezone the property from A-R to P-D district and the approval of the Development Plan will allow development currently within the A-R district to be consistent with TOD and TCP land use designations.

#### Architectural Review Committee

The Architectural Review Committee (ARC) reviewed this project at its August 13, 2015 meeting. The Committee forwarded the project to the Planning Commission with the following recommendations:

- Include an alternative sloped-roof tower design for consideration;
- The applicant should explore adding on-site water treatment (water re-use) in addition to on-site water retention and solar power.

The applicant has addressed the ARC comments, which are reflected within the revised plans and are attached as Attachment 6. The water reuse was proposed because a dialysis medical clinic requires a large supply of water. The project would be pre-plumbed for solar.

#### Planning Commission

The Planning Commission reviewed the project at its November 3, 2015 meeting and unanimously adopted all resolutions recommending that the City Council approve the project. However, the Commission asked that the Architectural Review Committee finalized certain aspects of the proposal before the item would be forwarded to the City Council.

Since the Planning Commission meeting, the applicant has made changes to the architectural appearance of the structure by including planter boxes on the westerly elevation, expanded the trellis on the southerly elevation, added a vestibule to the floor plan on the upper level, and designated parking space no. 15 for the Electric Vehicle Charging space, consistent with the direction of the Planning Commission.

At its November 12, 2015 meeting, the Architecture Review Committee approved these items as well as the proposed flat roof for the northeast tower element.

### **DISCUSSION**

The proposed two-story, 15,223 square foot medical office building would provide 32 surface parking spaces in the west parking area, and 11 parking spaces in a subgrade

parking garage. The 11,096 square foot main/upper floor will be a dialysis medical clinic and the 4,127 square foot lower floor will be office use for the clinic. The existing 10,000 square foot medical office building will be removed to prepare the site for the proposed project. The proposed building is designed to include a specific tenant, a dialysis clinic.

### **Environmental Assessment**

The 841 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 were adopted by the City Council on February 12, 2013. The 841 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.

An Initial Study/Environmental Checklist was prepared for the proposal which confirmed that the proposed project would not result in any new or substantially more severe significant environmental effects than those analyzed in the earlier California Environmental Quality Act (CEQA) document. Accordingly, the previously certified Transit Corridors Plan EIR adequately describes the proposed project for the purposes of CEQA.

Under 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 certified TCP EIR and the 841 San Bruno Avenue project proposal meet these CEQA conditions. A copy of the Initial Study/Environmental Checklist is attached as Attachment 7.

### **Requested Entitlements**

Zoning District Amendment: An amendment to the Zoning District to change from Administrative and Research (A-R) District to Planned Development District (P-D) and approve a related District Development Plan to establish use and development standards.

Planned Development Permit: All development in the P-D District must be developed and utilized in accordance with the approved P-D Development Plan. And, accordingly, a Planned Development Permit would be reviewed and approved to ensure the

proposed development conforms to the provisions of that Development Plan.

The uses proposed for the Planned Development District are as follows: Medical Office, Dental Office, Administrative, Professional and General Office, and Business Services, except services to buildings. The proposed uses and development standards for the subject property are in conformance with the applicable TOD land use designation in the General Plan and Transit Corridors Plan (TCP) - El Camino Real Character Area. The General Plan requires FAR 2.0 for parcels under 20,000 square feet, and no maximum for parcels over 20,000 square feet. Proposed development standards are consistent with the TCP: step backs, 15 feet above 3<sup>rd</sup> floor, setbacks (front ten foot average and rear ten feet) and maximum height 70 feet.

Architectural Review Permit: An Architectural Review Permit is required for any new building which would be visible from the public right-of-way. The project design was reviewed at the August 13, 2015 Architecture Review Committee meeting and again, for proposed project refinement on November 12, 2015. The Committee's recommendations are discussed previously in this staff report.

Lot Line Adjustment: A Lot Line Adjustment is a Community Development Director (i.e., staff level) approval and will be required to merge the two parcels as a condition of approval.

## **Parking & Transportation**

### Transit Corridors Plan

The TCP provides a baseline for parking standard guidelines, which will provide a framework for the parking component of the Comprehensive Zoning Code Update. The recommended parking standards within the TCP call for 46 (3:1,000 square feet gross floor area) parking spaces. As proposed, the project would provide 43 parking spaces and is below the maximum spaces required within the TCP. The applicant has provided a Transportation Demand Management Plan (TDM) plan for the use.

### Proposed Parking and Transportation Demand Management Measures

To help define the project's parking needs, staff required that the applicant prepare a traffic analysis of comparable dialysis clinics. The applicant submitted a parking demand analysis, dated August 31, 2015, to supplement the Traffic Impact Analysis. The analysis was conducted at four dialysis clinics comparable in size, function, and operating hours to the proposed project. The analysis concluded that the proposed San Bruno dialysis clinic component would have a maximum, "worst case" parking demand of 27 spaces, and the office component requiring 12 spaces under City code, 17 spaces under ITE [Institute of Transportation Engineers] rates. Therefore, the proposed project is expected to need a maximum of 39 to 44 parking spaces; the project proposes 43 parking spaces. Unlike other medical clinics the dialysis clients are dropped off by para-transit, vans and private vehicles. Patients stay for approximately three to four hours per treatment and receive treatment multiple times per week. The parking circulation for the clinic is designed with a one way driveway as most patients are dropped off and approximately 80% of the patients are non-ambulatory. Included in the one-way design,

when patients are dropped off, the vehicle lights will be pointed to the north, away from adjacent residents to the south and residents.

Additionally, the applicant is also proposing various Transportation Demand Management (TDM) measures that would be implemented with the proposed project. The intent of a TDM program is to encourage transit, bicycle, and pedestrian travel, and to reduce reliance on vehicles. A summary of the proposed TDM measures is described below:

- Long-Term Bicycle Parking – A total of six long-term bicycle lockers would be provided on-site, consistent with the TCP recommended standards. The lockers would be located within the sub-grade garage adjacent to the elevator.
- Short-Term Bicycle Parking – A total of three short-term bicycle parking spaces would be provided off White Way. This is consistent with the TCP recommended standards.
- Transit Subsidy for Employees – Commercial leases would require tenants to provide employees Clipper cards containing \$50. This will encourage employees to consider 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 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.

The proposed TDM measures would help reduce the number of vehicle trips to and from the subject site and would also reduce the overall demand for parking. The TDM Plan prepared by the applicant is included as Attachment 8.

To ensure compliance and to evaluate the effectiveness of the proposed TDM measures staff has included a condition of approval that 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.

### **Architectural Review Permit**

#### Form

Regarding overall building form, TCP Design Guideline A2-2 states that transition between high-density development and lower density development, including surrounding existing residential neighborhoods, be carefully considered in site design and architectural massing. Reducing the scale of buildings is suggested by stepping back the upper-stories, when abutting single family residences. In terms of overall building form, staff finds that the proposed design respects the scale, form, and development pattern of the existing residential neighborhood to the rear of the property. There are existing commercial businesses located to the north and east of the site. The highest feature, the corner tower, faces the commercial development to the north along

San Bruno Avenue and to the east towards El Camino Real. The two-story portion of the building faces San Bruno Avenue and White Way. Although the southeast corner will face the residences to the rear, this elevation will be partially screened with existing shrubs, a new wood fence and vine covered trellis.

#### Articulation

The building tower feature on the southeast corner gives a strong visual presence, particularly from San Bruno Avenue and towards El Camino Real. The east elevation faces White Way and commercial uses. Although this elevation includes the garage entrance, it is not prominent and the façade is highly articulated. The primary and secondary towers on the east façade both have roof caps and within the corner tower are illuminated windows. Consistent with TCP Design Guideline A2-5, the massing of all facades are well articulated with color and variation in planes, recessed walls, and columns with a black granite base and decorative light fixtures. The secondary tower, which is the elevator, has no windows but has a roof cap similar to the corner tower. There are both strong horizontal elements, awnings, and differentiation between the first and second floor with brick veneer. Vertical elements include columns and the tower features. Consistent the TCP Design Guideline A2-8, articulation includes deep overhangs, recesses and awnings added to create shadows and depth.

#### Exterior Material

Colors and materials include a cement plaster with two neutral off-white and light beige body colors, peach brandy accent colors, brick and granite. Regarding overall building materials, TCP Design Guideline A2-5 recommends breaking up the mass of large-scale buildings with articulation in form, architectural details, and changes in material and color. A variety of exterior materials are proposed along all four exterior elevations. The proposed new medical office building exterior materials include three different color plaster finishes, including two contrasting off-white colors on the body with peach-brandy color accents, and a medium blue color at the tops of the tower columns. Also proposed is a brownish-red brick veneer between portions of the first and second floors on the north, west and east elevations, and the base of the south and west elevations. Black granite column bases will be used on three sides. Metal anodized aluminum canopies are proposed over the windows, and for door and window framing, including around the second floor patio area. The roof caps will have a silver finish metal edging, and the metal railing will be a gray color. Retaining walls will be off-white plaster to match the building. Decorative wall light fixtures will match the silver or anodized metal aluminum color. The corners on San Bruno Avenue will feature a prominent corner feature with flat roof cap, and below the roof cap will be illuminated panels. An exterior deck facing San Bruno Avenue is proposed further providing architectural details and outdoor space. Staff finds that the proposed mix of quality materials, varying colors and planes, glazing, and roof heights help break up the overall mass of the building and help the project blend in with the adjacent properties.

#### Height

Although the TCP development standards provide for a structure up to 70-feet high and five stories, the proposed flat roof tower element is 40-feet high from finished grade.

The new building is only a few feet higher (three to five feet) than the existing south elevation of the structure (Exhibit 6, sheet 7, visual simulation), not including the tower elements which are located towards the adjacent commercial properties and San Bruno Avenue.

TCP Design Guideline A1-4 states: corner buildings should be accentuated through height, articulation on the ground floor, unique roof silhouettes. Tower features on the southeast corner give a strong visual presence. The east elevation faces the commercial use to on the lower grade. The towers on the east façade both have a roof cap and within the towers illuminated windows as well as articulation with color and variation in planes and columns with a black granite base and decorative light fixtures. Therefore, the project is consistent with the guidelines

TCP Design Guideline A1-14 states: encourage trash receptacles to be screened with materials that are consistent with the architectural character and style of the adjacent structures. As proposed, and consistent with Guideline A1-14, trash and recycling receptacles would be located to the rear of the west parking lot and are appropriately screened so as not to be visible from the public right-of-way.

TCP Design Guideline A2.12 states: encourage new developments on highly visible corner parcels to experiment with special features such as rounded or cut corners; corner towers, and grand corner entrances; corner roof features; special shop windows; special base designs, etc. The design is consistent, see above discussion under TCP Guideline A1-4.

### Landscaping

Landscaping is utilized along the sidewalk on San Bruno Avenue and in the parking lot. Required bio-retention areas for storm-water retention on-site include ground cover plants to absorb and filter water run-off. Additionally, a trellis with vines will be planted along the rear property line adjacent residences to provide a visual and landscape buffer. Planter boxes are required in front of the windows along the westerly elevation and a decorative wood fence is required along the southern and western boundaries as a condition of approval.

### **NEIGHBORHOOD OUTREACH**

The surrounding neighborhood was informed about the proposed project through an informational courtesy notice mailed to properties within a 300-foot radius of the subject site on October 24, 2014. A community meeting was also held on November 3, 2014. No one attended the neighborhood meeting; however, one email of support was received, along with one phone call concerning parking and the potential overflow in the neighborhood behind the site.

Staff also sent a courtesy notice to properties within 300-feet of the subject site for the Architecture Review meeting on August 13, 2015. One email comment was received by staff concerning parking. Staff attempted to contact the person for clarification of the issue, but the commenter (the same person who called previously) did not respond

further. Staff has not received any comments from the public regarding the proposed development, as of the date of writing this report.

## **CONCLUSION**

The project would be the second significant new development approval in the Transit Corridors plan area. The proposed project and design is consistent within the TCP development standards and design guidelines. The proposed mass, height and design is sensitive to the context of the adjacent residential use. Although the TCP development standards provide for a structure up to 70-feet high and five stories, the proposed flat roof tower element is 40-feet high with two stories consistent with the current A-R zoning. Overall, the proposed building is only three to five feet higher than the existing structure south elevation, not including the tower elements, which are located towards the adjacent commercial properties and San Bruno Avenue. This minimizes the visual impact to the residential neighborhood to the rear of the building and is much lower, smaller scale building than is allowed by the TCP. The proposed dialysis use, at this site would provide a vital service to the local and regional area and the proposed development is consistent with the General Plan TOD designation.

## **FISCAL IMPACT**

The applicant submitted a deposit to cover staff and consultant costs in processing this application. The improvements to the site would also increase the value of the site and increase property tax.

## **ALTERNATIVES**

1. Do not approve application.
2. Request changes to the project as proposed and/or the conditions of approval.

## **RECOMMENDATION**

Hold a public hearing and take the following actions related to approve the Medical/Office project at 841 San Bruno Avenue and associated environmental determinations:

1. Waive First Reading and Introduce an Ordinance Amending Chapter 12.96.120 of Title 12 (Land Use) of the San Bruno Municipal Code to Change from Administrative and Research (A-R) District to Planned Development District (P-D) and to Adopt A Related District Development Plan To Establish Use and Development Standards for Property Identified as 841 San Bruno Avenue West.
2. Adopt a Resolution Approving a Planned Development Permit and an Architectural Review Permit to Ensure that the Proposed Development Conforms to the provisions of the District Development Plan.

Detailed findings for approval are included as Attachment 4, Exhibit 3.

**DISTRIBUTION**

None

**ATTACHMENTS**

1. Location Map
2. Planning Commission Resolution 2015-06 (Resolution with Exhibits on file at the Community Development Department)
3. Planning Commission Resolution 2015-07 (Resolution with Exhibits on file at the Community Development Department)
4. Ordinance Amending Chapter 12.96.120 of Title 12 (Land Use) of the San Bruno Municipal Code to Change from Administrative and Research (A-R) District to Planned Development District (P-D), and to Adopt a Related District Development Plan to Establish Use and Development.
  - Exhibit 1 - Proposed Zoning Map Amendment
  - Exhibit 2 - Summary of Development Standards
  - Exhibit 3 - Findings of Consistency
5. Adopt a Resolution Approving a Planned Development Permit and an Architectural Review Permit to ensure that the proposed development conforms to the provisions of that Development Plan.
  - Exhibit 1: - Conditions of Approval
6. Site Plan, Floor Plans, and Elevations, Roof Plan, Visual Simulation, Civil drawings, Preliminary Landscape Plan, Photometric Plan (Proposed Project Plans)
7. CEQA Initial Study/Environmental Checklist
8. Transportation Demand Management Plan
9. Applicable Transit Corridors Plan Design Guidelines

**DATE PREPARED**

November 25, 2015

**REVIEWED BY:**

City Manager \_\_\_\_\_