

## City of Burlingame

*Environmental Review, Design Review and Conditional Use Permit for a new commercial recreation use (Topgolf) with associated restaurant and bar uses.*

**Address:** 250 Anza Boulevard

**Meeting Date:** May 13, 2019

**Request:** Application for Environmental Review, Design Review and Conditional Use Permit for a new commercial recreation use (Topgolf) with associated restaurant and bar uses.

**Applicant:** Topgolf

**Property Owner:** City of Burlingame

**Architect:** Aria Group/Arco Murray, architects-engineers

**APN:** 026-290-380

**Lot Area:** approx. 13 acres (566,280 SF)

**General Plan:** Park/Community (Parks & Recreation – new General Plan)

**Zoning:** Unclassified

**Adjacent Development:** Hotel/City sports fields/City wastewater treatment plant

**Current Use:** Golf driving range and restaurant

**Proposed Use:** Golf entertainment complex (commercial recreation with associated restaurant/bar use)

**Allowable Use:** All uses in Unclassified zoned properties require Conditional Use Permits

**Environmental Review:** Environmental review is required for this project under the California Environmental Quality Act (CEQA). As a part of preparing the Initial Study for the environmental document for this project, staff is requesting that the Planning Commission comment on any potential environmental effects which it feels should be investigated. The standard list of items investigated in an Initial Study is attached for reference. These potential environmental effects which will be considered in the CEQA document include:

- Aesthetics
- Agriculture
- Air Quality
- Biological Resources
- Cultural Resources
- Energy
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Population and Housing
- Public Services
- Recreation
- Transportation
- Tribal Cultural Resources
- Utilities and Service Systems
- Wildfire
- Cumulative Impacts

Given that the subject property is a former landfill site, there will be several technical studies as part of the CEQA review including a biological study, geotechnical study, noise study, lighting study and visual simulation. Any additional issues identified by the Commission will be incorporated into the environmental document for the project. At this time staff notes that based on preliminary analysis, it appears that the type of CEQA document required will be a (Mitigated) Negative Declaration. However, the type of CEQA document will be finalized during the environmental review process. The City has entered into a contract with David J. Powers environmental planning consultants, to prepare the CEQA document for this project.

**Project Background:** The project site is owned by the City of Burlingame and is located east of Highway 101 at 250 Anza Boulevard. The site includes approximately 13 acres of what is now known as the Burlingame Golf Center, which is within Bayside Park located on the west side of Airport Boulevard between Bayshore Highway (to the north) and Anza Boulevard (to the south). The project site is in the Unclassified zoning district.



The site was a former landfill and the Burlingame Golf Center has operated at the site since 1999 upon the closure of the landfill. The site also includes a lighted soccer field (Murray Field), the City of Burlingame's Parks Division Corporation Yard, along with shared parking for the Double Tree Hotel.

On June 20, 2016, the City issued a Request for Proposals (RFP) for the lease management of the Golf Center site for the operation of golf or other recreational or entertainment activities that would be open to the public. On March 21, 2017, the City Council selected Topgolf International as the preferred operator of the site. On May 21, 2018 the City Council adopted an Exclusive Negotiation Agreement (ENA) with Topgolf which covers the terms of the environmental review and design review process to be completed at which time a Final Lease Agreement can be executed.

On August 8, 2018 Topgolf submitted their entitlement application the City to complete the process for their new location at 250 Anza Boulevard.

**Project Summary:** The project involves the replacement of the existing driving range with a Topgolf commercial recreation complex on an approximately 13-acre portion of a City-owned property at 250 Anza Boulevard. The proposed building would be three levels totaling 71,074 square feet and would include 102 climate-controlled hitting bays with a restaurant, bar, outdoor dining area and indoor event space. The new building would be approximately 46-feet in height.

Topgolf is a golf entertainment complex that is considered a commercial recreation use. The proposed Topgolf facility would feature climate-controlled hitting bays where players hit golf balls with embedded microchips into an outdoor outfield enclosed by perimeter netting. Each hitting bay could accommodate up to six players at a time. Hitting bays include golf clubs, seating and television screens to monitor sporting events and track Topgolf scoring. Topgolf features a five-patent technology platform gaming system in which players hit golf balls embedded with a radio frequency identification tag into the proposed 240-yard outfield that would feature eleven targets at various distances. Microchips in the balls track each player's shot in real time, giving points for accuracy or luck and making the driving range experience competitive and social. The interior portion of the building, or east (bay) facing side, would be completely open with the hitting bays facing the driving range (field). The proposed facility has been located on the site so that the tee line is facing northeast, away from the afternoon sun and residential properties opposite Highway 101. The Topgolf configuration would flip the configuration of the existing driving range, which has the hitting bays located on the lower portion or south end of the site, and the new building would have the hitting bays at the north end (uphill) of the site facing the bay.

The outfield area (range) would be approximately five acres and 240 yards from the tee line (at the building) to the net line and would include ten (10) illuminated round targets that would be located 20 to 215 yards away from the tee line. The outfield perimeter would be completely enclosed by a transparent netting ranging in height from 90 feet to 199 feet high secured by steel poles. At the edge of the range there would be two (2) 50' x 30' high definition digital screens. The screens would be used to broadcast live sports content, alert players of game play objectives and connect game-integration messaging, as well as provide space for partner brand messaging and to provide Topgolf's internal programs and events. In addition to the internal building areas, an external mini-golf activation area would be located on site as part of the project as well.

The project would include 475 parking spaces provided in two parking fields surrounding the main building and driving range, this is 135 spaces over the minimum required by the zoning code (340 spaces). The lower parking field which currently serves the existing driving range, soccer field and provides additional spaces for the Double Tree Hotel, would be retained but would not serve as parking for Topgolf. Access to the Topgolf site would be provided through a shared access driveway along Anza Boulevard that goes through the lower lot, as well as a proposed driveway connection to Airport Boulevard.

Topgolf would operate from 9:00 a.m. to 12:00 a.m. Sunday through Thursday and from 9:00 a.m. to 2:00 a.m. on Friday and Saturday. The average number of people expected on site at any one time is approximately 1,600, which includes visitors and employees.



The subject property is zoned "unclassified" and under the previous General Plan had a land use designation of "Parks - Community"; under the newly adopted General Plan the land use designation is "Parks and Recreation". There are no zoning regulations applicable to the Unclassified zoning district and new zoning regulations for the General Plan have not yet been adopted. The Planning Division has had a policy to apply the nearest abutting zoning district standards to analyze a project, in this case the AA (Anza Area) is the nearest zoning district. However, these development standards and patterns do not necessarily fit this unique proposed use on a site that is currently being used as golf range. Therefore, staff has provided a summary table below of the proposed development, but exceptions such as variances, special permits or conditional use permits will not be required for standards of the AA district. In addition, the proposal is being reviewed for compliance with measureable guidelines established in Chapter 25.70 (Off-Street Parking) as well as the guidelines provided in the Bayfront Specific Area Plan.

The following applications are requested for this project:

- Design Review for construction of a new commercial building (C.S. 25.57.010(c)(1)); and
- Conditional Use Permit for a commercial recreation use with associated restaurant and bar on a property zoned "unclassified" (C.S. 25.12.041).

**Zoned:** Unclassified

**Lot Area:** approx. 13 acres (566,280 SF)

**Plans date stamped:** February 26, 2019

PROPOSED PROJECT		
	PROPOSED	ALLOWED/REQUIRED
<b>Land Use:</b>	Golf Entertainment Complex (Commercial Recreation with restaurant/bar)	Conditional Use Permit Required for any use in the Unclassified Zone C.S, 25.12.041
<b>Building Height:</b>	Building 46'-0" Net poles – 90'-199'	---
<b>Lot Coverage:</b>	4.9% (27,632 SF)	
<b>Front Setback (Anza):</b>	700'+	---
<b>Side Setback (left-bay):</b>	270'	---
<b>(right-freeway):</b>	75'	
<b>Rear (treatment plant):</b>	80'	---
<b>Site landscaping:</b>	42.3% 239,818 SF (includes 5 acre driving range outfield)	---
<b>Parking areas:</b>	10.19% 22,018 SF	---
<b>Trash enclosure:</b>	Is located on the West side	---
<b>Loading docks:</b>	West side of building	---
<b>Tree requirements:</b>	162 trees total  30 (E) to remain 132 (N) 24-inch box trees	---

<b>PARKING CALCULATIONS</b>				
	<b>Square Footage</b>	<b>Parking Ratio</b>	<b>Spaces Required</b>	<b>Spaces Proposed</b>
<i>Commercial Recreation: Hitting bays &amp; Seating Restaurant:</i>	66,008 SF	1 space/200 SF	330.04	
<i>Office:</i>	1,814 SF	1 space / 300 SF	6.04	
<i>Storage/Dock</i>	2,896 SF	1 space/1,000 SF	2.89	
<i>Retail:</i>	356	1 space/400 SF	0.89	
<b>Total Spaces Required (20% compact allowed)</b>			<b>339.86 = 340 spaces (68 compact – 8' x 17')</b>	<b>475 spaces standard (8'-6"x 18') -9 ADA -38 CAV -28 EV -No compact</b>

**Staff Comments:** See attached comments from the Building, Fire, Park, Stormwater and Engineering Divisions.

Because the proposed project includes the redevelopment of an existing golf facility with no work within 100-feet of the shoreline, the project is not subject to review by the Bay Conservation and Development Commission (BCDC).

Staff notes that since the submittal of the project application there have been some minor changes to the proposal (for example slight decreases in overall building height, number of bays, and building square footage), therefore there may be minor differences between the description provided in the applicant's attached application materials and the staff report. However, the project is consistent with the conceptual plans that City Council approved when selecting a tenant for this City property. The staff report reflects the details of the most current set of plans.

**Landscaping:** Given that the existing site is developed and operating as a golf range, the landscaping on-site is limited. The redevelopment of the site includes flipping the hitting bays from the south side (downhill side) to the north (uphill) side, which would result in the removal of the boundary trees that currently line the outfield. The impacts to the existing cap on the landfill would be minimal, but the redevelopment would result in 11,175 cubic yards of cut and 18,200 cubic yards of fill with an estimated 7,025 cubic yards of fill to be imported.

Proposed landscaping throughout the site is shown on the Landscape Plans (sheets L1.0 through L3.00). There would be 47 existing trees removed, with 30 of the existing trees remaining on-site. In accordance with the City's requirements for commercial projects, municipal code section 11.06.090 requires a minimum of one 24-inch box-sized, non-fruit tree for every 2,000 SF of lot coverage, which would require 14 new trees to be planted in this case. The proposed landscape plan includes planting 132 new trees around the lease line boundary as well as surrounding the new building and throughout the parking lot. All of the proposed trees would be 24-inch box sized trees including, California Buckeyes, Maidenhair trees, Chinese Elm and Flax leaf paperbark.

Approximately 42.7% of the project site would be landscaped, which includes the 5 acre driving range outfield. There would be 10.19% (22,018 SF) of the parking area landscaped.



**Building Height:** The proposed building would be three-stories and approximately 46-feet in overall height. There would be 27 net poles surrounding the driving range outfield with heights ranging from 90-feet to 199-feet at the downslope. The net poles may be required to have beacons installed either on the netting or at the top of the poles, or both, depending on the CEQA studies.

The proposed project falls within the boundary of the Airport Land Use Compatibility Plan (ALUCP) given the proximity of the project site to San Francisco International Airport. The City and County Association of Governments (C/CAG) serves as the liaison to the Airport Land Use Commission (ALUC). The City has reviewed the proposal with C/CAG and it has been determined that the City/Topgolf does not need formal ALUC review of the proposed project because there is no zoning amendment or General Plan Amendment associated with this proposal and because the City's recently updated General Plan has been determined to be compatible with the ALUCP. In addition, Topgolf has already provided the Federal Aviation Administration (FAA) with the proposed project details and plans and they have issued a Letter of "No Hazard" for the project.

**General Plan/Bayfront Specific Plan/Zoning:** The subject property is zoned Unclassified and the land use designation in the General Plan was Community and is now Parks and Recreation under the updated General Plan. The project site is also within the boundaries of the Bayfront Specific Plan, in the Anza Extension Area. The primary role of this area is for community serving uses. Therefore, the proposed redevelopment of the existing golf range to a Topgolf commercial recreation use is consistent with the intended land uses envisioned for this area under the Bayfront Specific Plan.

**Design Review:** Design Review is required for new commercial buildings pursuant to C.S. 25.57.010(c)(1). Design Review was instituted for commercial projects in 2001 with the adoption of the Commercial Design Guidebook. The following design review criteria for commercial development projects are outlined in the zoning code:

- (1) Support of the pattern of diverse architectural styles that characterize the city's commercial, industrial and mixed use areas; and
- (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; and
- (3) On visually prominent and gateway sites, whether the design fits the site and is compatible with the surrounding development; and
- (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; and
- (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.

The subject property is located within the boundaries of the Bayfront Specific Plan. Therefore, in addition to the guidelines provided in the Commercial Design Guidebook, there are design recommendations provided in Chapter V of the Bayfront Specific Plan that apply to the proposed project (see attached). The site is in the Anza Extension Area and the primary role of this area is for community serving uses. The purpose of the Anza Extension guidelines are to complete and maintain public facilities with parking, landscaping and open space design being the primary considerations.

The purpose of this design review study meeting is to provide initial comments on design elements as they relate to the proposed project. The design of the proposed building is unique given the use of the building with the back side of the building being entirely open with the hitting bays facing the range. The front of the building would face west, and would be visible from Highway 101. The materials proposed for the exterior of the building include white stone, grey stone, metal panels, faux wood panels and glass panel windows. A materials board has been provided for reference and will be available for viewing at the public hearing.

**Findings for a Conditional Use Permit:** In order to grant a Conditional Use Permit, the Planning Commission must find that the following conditions exist on the property (Code Section 25.52.020, a-c):

- (a) The proposed use, at the proposed location, will not be detrimental or injurious to property or improvements in the vicinity and will not be detrimental to the public health, safety, general welfare or convenience;
- (b) The proposed use will be located and conducted in a manner in accord with the Burlingame general plan and the purposes of this title;
- (c) The planning commission may impose such reasonable conditions or restrictions as it deems necessary to secure the purposes of this title and to assure operation of the use in a manner compatible with the aesthetics, mass, bulk and character of existing and potential uses on adjoining properties in the general vicinity.

**Planning Commission Action:**

1. **Environmental Scoping:** As the first discussion item, the Planning Commission should review and take public comment on the proposed project and the areas of potential environmental effects as listed in the staff report. The Commission should add any additional effects of the project that it believes should be addressed in the CEQA document. The areas of investigation for environmental evaluation as defined by CEQA are listed in the attached Initial Study Checklist for your reference.
2. **Design Review Study:** As the second discussion item, the Commission should comment on the design of the project as required by Chapter 25.57 of the Zoning Ordinance Design Review.

Because a CEQA document is being prepared for this project, it is important that any changes to the building envelope be made early enough in the process so that any changes are reflected in the environmental review.

Catherine Keylon, Senior Planner

c. Topgolf, applicant

Attachments:

Topgolf Entitlement Application  
Topgolf Project Description  
Commercial Application  
Topgolf LED screen information  
Staff Comments  
CEQA Initial Study Checklist (reference only)  
Bayfront Specific Plan (page excerpts)  
Notice of Public Hearing – Mailed May 3, 2019  
Area Map