

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



PROJECT LOCATION
30 Ingold Road

City of Burlingame

Environmental Scoping, Design Review, Density Bonus, Approval of Community Benefit Bonuses, and Vesting Tentative Parcel Map for a New 7-story, 298-unit Mixed Use Residential Development

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

Address: 30 Ingold Road

Meeting Date: April 27, 2020

Request: Application for Environmental Review, Design Review, Density Bonus, Approval of Community Bonuses, and Vesting Tentative Parcel Map for a new 7-story, 298-unit mixed use residential development.

Applicant: SummerHill Apartment Communities, Elaine Breeze

Property Owner: SummerHill Apartment Communities

Architect: Studio T Square, Chris Lee

APN: 025-280-480

Lot Area: 3.196 acres (139,218 SF)

General Plan: Live/Work

Zoning: RRMU (North Rollins Road Mixed Use)

Adjacent Development: Warehouse, commercial and industrial buildings

Current Use: Vector Laboratories

Proposed Use: 298-unit mixed use residential development

Allowable Use: Mixed use developments are permitted

Environmental Review: Environmental review of this project is required by the California Environmental Quality Act (CEQA). Based on the proposed project, it is anticipated that the project qualifies for an exemption under CEQA Guidelines Section 15332, as a Class 32 urban infill development. Section 15332 of the CEQA Guidelines is intended to promote in-fill development within urbanized areas. This class consists of in-fill projects which are consistent with local general plan and zoning requirements. This class is not intended to be applied to projects which would result in significant impacts on endangered, rare, or threatened species, traffic, noise, air quality, water quality, utilities, and public services. Application of this exemption, as all categorical exemptions, is limited by the exceptions described in Section 15300.2 of the CEQA Guidelines. Section 15332 states:

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

The City will be entering into a contract with an environmental consultant to prepare and document the analysis, findings, and determination that the proposed project will have been reviewed and in compliance with the CEQA, pursuant to Section 15332 of the CEQA Guidelines. The scope of work includes analysis of potential transportation/traffic, noise, and air quality impacts. If it is determined, through the analysis process, that additional CEQA review is required (such as an Initial Study), the scope of work will be revised accordingly.

General Plan and North Rollins Road Mixed Use (RRMU) Zone Interim Standards: In January 2019, the City adopted a new General Plan and certified the Environmental Impact Report (EIR). The new General Plan includes a new Live/Work designation in the northerly one-third of the Rollins Road corridor, corresponding to an approximate ½ mile distance from the Millbrae BART/Caltrain Intermodal Station.

The City also adopted the North Rollins Road Mixed Use (RRMU) Zone Interim Standards consistent with the vision of the newly adopted General Plan. The purpose of the RRMU Zone is to implement the General Plan Live/Work land use designation by creating and sustaining a new neighborhood of creative live/work units and developments, small-scale support commercial businesses, and other employment uses within easy walking distance to the Millbrae multimodal transit station.

Project Summary: The project site is a 3.196 acre parcel that currently contains an approximately 65,250 SF commercial building, surface parking and landscaping. The applicant is proposing to demolish the existing structure, parcelization of an approximately half-acre portion at the rear of the lot for a dedicated City Park, and to construct a new 298-unit mixed use residential development with 4,060 SF of two-story volume commercial/office space on the ground level.

The project is a contiguous development with a total of seven stories (79'-3" building height). The Rollins Road frontage will contain 4,060 SF of commercial/office space, fitness room, and leasing office. The pedestrian plaza and City Park are located along Ingold Road. The ground floor and second floor portions of the building consists mainly of a two-level parking garage. The main lobby, mail room, and WiFi lounge line the perimeter of the parking garage on the ground level fronting Ingold Road. A 23,280 SF podium courtyard is proposed on the third level (above the parking garage). All seven levels will contain residential units, with a 2,140 SF roof deck proposed on the seventh level.

Parking for the proposed project is provided in an enclosed garage containing two levels of parking for a total of 329 off-street parking spaces for residents, 15 parking spaces for guests, and 14 spaces for the commercial space, for a total of 358 parking spaces (project requires a minimum of 350 parking spaces). Vehicular access into the main garage is provided from both Rollins Road and Ingold Road.

The residential units would include 217 one-bedroom and 81 two-bedroom units, with 43 units (14.4%) designated affordable for low income households (80% of San Mateo County's Area Median Income for 55 years). Unit sizes range from 661 to 927 SF for the one-bedroom units and 960 to 1,307 SF for the two-bedroom units, averaging approximately 834 SF across all units. Please refer to the floor plans and unit plans to review configurations proposed for each type of unit.

The RRMU Interim Zoning includes "tiered" development standards requiring community benefits to be included in projects in order to achieve the highest residential densities and building heights. The applicant has elected to develop consistent with "Tier 3" development standards, which is the highest tier. Projects using Tier 3 standards shall provide at least three community benefits (see Community Benefits section in staff report for additional information). Planning staff has determined that the proposed project complies with the Tier 3 development standards.

For a more detailed description of the proposed project, please refer to the attached "Project Description", submittal letter dated March 23, 2020 submitted by the applicant.

The following applications are requested for this project:

- Design Review for construction of a new 7-story, 298-unit mixed use residential development (298 residential units and 4,060 square feet of commercial/office space on ground floor) (C.S. 25.39.060);
- Density Bonus to allow 75 additional units over the density permitted for Tier 3 developments (C.S. 25.63.020 (a)(1));
- Density Bonus Waiver/Modification of development standards for off-street parking to allow 28 parking spaces to be provided in tandem configuration (C.S. 25.63.050); and

- Vesting Tentative Parcel Map for parcelization of a park offered for dedication to the City.

Design Review: The purpose of this design review study meeting is to provide initial comments on design elements as they relate to the proposed project. The criteria for design review in mixed use districts is detailed in Code Section 25.57.030 (g) and requires the proposed project to be reviewed by the Planning Commission for the following considerations:

- 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.

Materials proposed for the pedestrian level street frontages include porcelain tile veneer, metal panels and siding and storefront windows. The proposed materials are presented on sheet A5.1. Vinyl windows (Endurance Series by VPI Quality Windows) are proposed for the project. Information and specifications for the proposed VPI vinyl windows are presented on sheet A5.2.

To better help visualize the proposed project, perspectives of the proposed project are provided on sheets A0.6 and A0.7. For additional information with respect to the proposed design approach, please refer to the Project Description submitted by the applicant (attached).

Community Benefits: To provide an incentive for development, and in partnership with the City to provide community benefits that would not otherwise be created, the Planning Commission may grant increased FAR, density, and/or height in return for provision of specific community benefits, if doing so is in the City's interest and will help implement the General Plan and further, if these benefits cannot be realized without granting increased FAR, height, and/or density. The RRMU Interim Zoning Standards includes "tiered" development standards requiring community benefits to be included in projects in order to achieve the highest residential densities and building heights.

The developer has elected to develop consistent with Tier 3 development standards. The Planning Commission may approve Tier 3 projects if it determines that the project includes at least three community benefits; at least one of the community benefits must be an affordable and workforce housing objective. The developer is proposing to provide the following three community benefits (where a minimum of three are required):

- Affordable Housing – Section 4.1.a - The project qualifies for and intends to utilize a density bonus in compliance with the City's affordable housing incentives by including 43 below-market rate units, 14.4% of the total project. These units will be for affordable Low Income Households (80% of San Mateo County's Area Median Income (AMI)) for 55 years.
- Public Plaza Beyond Minimum – Section 4.c - The project includes an approximately 3,470 square foot publically accessible plaza, well in excess of the 2,250 square foot minimum.
- Publically Accessible Park Space - Section 4.j – The project includes an approximately 22,000 SF publically accessible park. The developer would construct the parking and deed it to the City upon completion of the project.

Landscaping: Proposed landscaping throughout the site is shown on the Landscape Plans (sheets L1 through L7). The RRMU interim standards require that for Tier 3 projects, 20% of the site be landscaped. The project proposes 29% site landscaping and therefore complies with the site landscaping requirements. Landscaping is provided throughout the site, including in the areas between the building and property lines, within the pedestrian plaza, courtyards above the garage, and within the public park area.

In accordance with the City's requirements, each lot developed with a multi-family residential use is required to provide a minimum of one 24-inch box-sized, non-fruit tree for every 2,000 SF of lot coverage. Based on the proposed project, a total of 35 landscape trees are required on site. A total of 21 new landscape trees are proposed in addition to 14 Coastal Redwood trees to be preserved for an overall total of 35 landscape trees. The applicant has provided a Tree Report, prepared by HortScience/Bartlett Consulting and dated December 5, 2019.

Off-Street Parking: Parking requirements are based on the number of bedrooms proposed per unit for the residential portion of the project and a parking ratio of 1:300 SF for the ground floor commercial space (assumes office use). Zoning Code Section 25.39.050 of the RRMU zoning district provides reduced residential parking standards given its proximity to the Millbrae multimodal transit station. In the RRMU District, the minimum parking requirement is 1 space for each studio or one-bedroom unit, 1.5 spaces for each two-bedroom unit, and 2 spaces for each unit containing 3 or more bedrooms; no guest parking is required.

The proposed project includes 217 one-bedroom units and 81 two-bedroom units, and therefore requires a total of 339 spaces for the residential use. Based on the office ratio of 1:300 SF, 14 parking spaces are required for the 4,060 SF ground floor office use. Therefore, a total of 353 parking spaces are required for the proposed mixed use project (358 parking spaces are provided on-site). Of the total parking spaces provided, 28 are proposed to be in tandem configuration. The applicant is applying for a density bonus waiver/modification for off-street parking to allow 28 parking spaces to be provided in tandem configuration (see "Density Bonus Waivers/Modifications" section further in the staff report).

Bicycle parking is provided in secured rooms on the ground floor within the building (149 bicycles) and throughout the site (15 bicycles).

Density Bonus/Below Market Rate (BMR) Units: This application includes a request to utilize the Density Bonus Ordinance, consistent with the provisions set forth in Government Code Sections 65915 through 65919, which is the State Density Bonus Law. The proposed project includes 43 of the total units as low-income units. In San Mateo County the "Low Income" category is defined as households with an income that is 80% of "Area Median Income" (AMI). The 2019 San Mateo County AMI is \$95,750 for a single-person household, \$109,450 for a two-person household, \$123,100 for a three-person household, and \$136,800 for a four-person household.

Consistent with the State Density Bonus Law and the City’s Density Bonus ordinance, the applicant proposes to provide forty-three (43) below-market rate units for Low Income households making 80% of San Mateo County’s AMI in order to obtain a density bonus of 33.63%, or 75 additional units, over the density permitted for Tier 3 developments. The calculation of the density bonus is as follows:

- The total lot size of the project is 3.196 acres. As a Tier 3 project, the RRMU Zone allows for a maximum density of 70 DU/acre, which would permit a total of 223.72 units prior to the application of a density bonus (3.196 acres x 70 du/ac = 223.72units).
- The applicant seeks a density bonus of 33.63% to allow for a total of 298 units.

223 units + 75 units = 298 units
 75 units ÷ 223 units = 33.63%

- According to the Density Bonus Ordinance, Code Section 25.63.020 (a)(1), the City shall grant a twenty (20) percent density bonus when an applicant for a development of five (5) or more dwelling units seeks and agrees to construct at least ten (10) percent of the total dwelling units of the development as restricted affordable units affordable to Lower Income Households. For each one (1) percent increase in the percentage of restricted lower income units, a development will receive an additional one and one-half (1.5) percent density bonus up to thirty-five (35) percent of the maximum residential density. To qualify for a density bonus of 33.63%, the applicant is proposing to designate 19.28% of the units (forty-three units) as below-market rate units for Low Income Households making 80% of San Mateo County’s AMI.

Percentage of Low Income Units: 43 units ÷ 223 units = 19.28%
 Percentage of Low Income Units greater than 10%: 19.28% – 10% = 9.28%
 Density Bonus Units Permitted: 20% + (9.28% x 1.5) = 33.92%

Whereas the City’s Density Bonus ordinance requires restricting units for 30 years, the applicant is voluntarily agreeing to restrict these units for 55 years (condition of approval will be added).

Density Bonus Waiver/Modification - Affordable (Below-Market Rate) Units: Code Section 25.63.050 allows waivers or modifications where affordable units are offered. An applicant may apply for a waiver or modification of development standards that will have the effect of physically precluding the construction of a development at the densities. The application includes a request to utilize the density bonus ordinance, consistent with the provisions set forth in Government Code Sections 65915 through 65919, which is the state density bonus law. The project includes 14.4% of the total units (43) as low income units. The applicant is requesting the following waiver/modification:

- **Tandem Parking Configuration:** Consistent with state density bonus law, C.S. 25.63.040 (b) allows one concession for projects with 10% of the units offered as BMR units for low income levels. The applicant is requesting that 28 parking spaces be allowed to be provided in tandem configuration.

Development / Impact Fees:

North Burlingame/ Rollins Road Development Fee

Development fees for projects in the North Burlingame/Rollins Road Specific Plan are subject to a fee of \$0.63 per square foot for multifamily. New development that, through demolition or conversion, will eliminate existing development is entitled to a fee credit offset for the existing development. The fees are calculated based on the fee schedule in effect at the time the building permit is issued.

Residential Linkage Fees

The City Council adopted Residential Linkage Fees on April 1, 2019. The proposed project is subject to the fees based on the formula set forth in Code Section 25.82 which sets the fees based on the dwelling units per acre, with different rates for prevailing wage and non-prevailing wage for labor used for the construction of the project. However, because the project would include at least 10% of the units as low income BMR units, as per C.S. 25.82.070(a), the fee is not required as the units would be provided on-site. The code states that if a project mitigates affordable housing impacts through the construction of affordable units on site with a guarantee of affordability for a period of 55 years, then the impacts of residential development on the need for affordable housing shall be deemed mitigated. The applicant is proposing 14.4% of the residential units as low income BMR units, therefore the Planning Commission may approve the provision of affordable units on site, consistent with the requirements set forth in subsection (b), as part of the review of the project, which would eliminate the requirement to pay the Residential Linkage Fee as 43 (14.4%) low income BMR units would be provided on-site.

Public Facilities Impact Fees

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

Based on the proposed 298-unit mixed-use development, the required public facilities impact fees for this development project total \$1,497,958.20 (includes a credit of \$167,419.80 for the existing light industrial use on-site). Payment will be required prior to final inspection.

The following table provides a summary of the project’s compliance with the RRMU Zone Interim Standards. For more information and details on development requirements, please refer to the attached RRMU Zone Interim Standards.

30 Ingold Road

Lot Area: 3.2 acres (139,218 SF)

Plans date stamped: March 23, 2020

	Proposed	Tier 3 Projects Maximum Allowed/ Minimum Required
<i>Density - Residential Units:</i>	93.125 du/ac ¹ 298 units	70 du/ac 223 units
<i>Density - Commercial Space:</i>	0.03 FAR (4,060 SF)	1.0 FAR (139,218 SF)
<i>Building Height:</i>	7 stories 79'-3"	7 stories 80'-0"

¹ Consistent with the State Density Bonus Law and the City’s Density Bonus ordinance, the applicant proposes to provide forty-three (43) below-market rate units for Low Income households to obtain a density bonus of 33.63%, or 75 additional units, over the density permitted for Tier 3 developments.

Setbacks		
Front (Ingold Rd):	15'-0"	0'-0" to 15'-0"
Side (Interior):	15'-0"	10'-0"
Side (Rollins Rd):	15'-0"	10'-0"
Rear:	20'-0"	20'-0"
Lot Coverage:	49.89% 69,438 SF	60% 83,531 SF
Open Space per Unit:	25,420 SF (common) 3,470 SF (plaza) 22,730 SF (City park) <u>13,448 SF (private)</u> 65,068 SF / 298 units = 218 SF per unit	125 SF per unit = 37,250 SF may be private, common or both
Landscape Coverage:	29% of site 37,551 SF	20% of site 27,844 SF
Pedestrian Plaza/Public Space:	3,470 SF pedestrian plaza 22,730 SF public open space	1,500 SF
Mid-Block Plaza:	30' x 116' 100% open to sky	15' x 15' 50% open to sky
Number of Parking Spaces:	358 spaces	Residential: 217 1-bdr units x 1.0 = 217 81 2-bdr units x 1.5 = 122 Commercial: 4,060 SF @ 1 space/300 SF = 14 Total Spaces Required = 353
Parking Stall Dimensions:	8'-6" x 17'-0"	8'-6" x 17'-0"
Aisle Dimensions:	24'-0"	24'-0" for 90-degree parking
Driveway Width:	20'-0" (Rollins Rd) 20'-0" (Ingold Rd)	Parking areas with more than 30 vehicle spaces shall have two 12'-0" wide driveways or one 18'-0" wide driveway
Bicycle Parking:	149 resident (in building) 15 guest (outdoor)	149 resident (0.5 spaces/unit) 15 guest (0.05 spaces/unit)
Electric Vehicle Charging Stalls:	37 spaces (10.6% of all spaces)	18 spaces (5% of all spaces)

Staff Comments: The applicant held an informational neighborhood meeting on November 19, 2019 (see attached meeting invitation). Property owners within 500 feet of the project site, as well as additional owners located just outside of the radius, were invited. The applicant provided an overview of the proposed project and was available to answer questions about the project.

Planning Commission Action: The Planning Commission should comment on the design of the project as required by Chapter 25.57 of the Zoning Ordinance, Design Review. The criteria for design review in mixed use districts is detailed in Code Section 25.57.030 (g) and requires the proposed project to be reviewed by the Planning Commission for the following considerations:

- 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
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- 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.

'Amelia Kolokihakaufisi
Associate Planner

c. SummerHill Apartment Communities, Elaine Breeze, applicant

Attachments:

Application to the Planning Commission
Project Description, dated March 20, 2020
Letter Describing Compliance with Tier 3 Requirements and Request for Density Bonus,
dated January 21, 2020
SB 330 Letter from SheppardMullin, dated March 11, 2020
Information Neighborhood Meeting Invitation
Tree Report, HortScience/Barlett Consulting, dated December 5, 2019
Notice of Public Hearing – Mailed April 17, 2020
Area Map