



Community Development Department
PLANNING COMMISSION STAFF REPORT

ACTION (Public Hearing): *Proposed Amendments to Title 25, Chapter 25.70 to Amend Office Parking Regulations in the North Burlingame Mixed Use (NBMU) Zone.*

MEETING DATE: August 24, 2020

AGENDA ITEM: 8c (b)

ENVIRONMENTAL STATUS: Amendment of Title 25 – Chapter 25.70 to Amend Office Parking Regulations in the North Burlingame Mixed Use (NBMU) Zone is being proposed in conjunction with development of the property at 1766 El Camino Real. The proposed amendments to the Municipal Code are were analyzed under the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines and all impacts were determined to be less than significant.

ACTION REQUESTED

The Planning Commission shall conduct a public hearing regarding the following ordinance, consider all public testimony (both oral and written) and, following conclusion of the public hearing, consider recommending adoption of the ordinance by the City Council:

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF BURLINGAME, AMENDING TITLE 25 – CHAPTER 25. 70 TO AMEND OFFICE PARKING REGULATIONS IN THE NORTH BURLINGAME MIXED USE (NBMU) ZONE

BACKGROUND

The City Council voted to adopt the Burlingame General Plan Update on January 7, 2019. State law requires zoning ordinances to be consistent with the respective General Plan. Given the amount of time anticipated to prepare the Zoning Ordinance Update, staff worked with the consultant team on interim regulations applicable to the most significant “change areas” identified in the Draft General Plan, which included the North Burlingame Mixed Use Zone (“North Burlingame Mixed Use” land use designation in the General Plan, in proximity to Burlingame Plaza and the Millbrae Transit Center). The approach was to allow interim zoning for the North Burlingame area along with the North Rollins Road area to be adopted concurrently with the General Plan, so that consistent zoning would be in place for the areas with the most significant changes to land use and building form. The City Council adopted interim zoning for both the North Burlingame and North Rollins Road areas together with the adoption of the General Plan on January 7, 2019.

DISCUSSION

On March 15, 2019 an application for new 7-story, mixed use building at 1766 El Camino Real, located within the North Burlingame Mixed Use (NBMU) zone, was filed by Certosa, Inc. The project would include 7,588 SF of ground floor retail uses, four floors of office totaling 148,057 SF, and two floors of residential (60-units) above. The project would provide a total of 385 on-site parking spaces located in one level of below grade parking with the remaining spaces located both within the building on the ground floor and at grade in a portion of the lot that connects directly to California Drive. The proposed project and code amendment was originally based on a parking ratio of 1 space per 500 square feet of office where the existing zoning regulations require 1 parking space per 300 square feet of office. Of the 385 parking spaces proposed, 144 would be provided in the form of mechanical parking lifts (stackers). The NBMU zoning regulations allow for mechanical parking lifts with approval of a Conditional Use

Permit from the Planning Commission. The off-street parking requirement for the project would be met by providing 69 parking spaces for the residential uses, 20 parking spaces for the retail uses, and 296 spaces for the office use, for a total of 385 parking spaces.

On June 19, 2019 the applicant submitted an application for a Zoning Code Amendment to change the office use parking requirements in the NBMU District. As part of the development application, the property owner is requesting a zoning code amendment to reduce the office parking ratio for the entire North Burlingame Mixed Use District (which would include the project, as well as future office development in the zone). The original code amendment request included reducing the office parking ratio to 1 space per 500 square feet of office, where the current zoning in this district requires 1 space per 300 square feet of office (which is the office parking required in the remaining zoning districts throughout Burlingame). The Planning Commission reviewed this request as a study item at the September 23, 2019 meeting, but was uncomfortable reducing the parking ratio to 1:500 SF, however noted that a 1:400 SF parking ratio for office may be supportable.

In response to the Planning Commission comments at the September 23, 2019 study meeting, the applicant revised their request for the code amendment for reduced office parking in the NBMU District to 1 space per 400 SF. The Planning Commission appreciated the fact that the applicant revised their request to the parking ratio code amendment. The Commission noted that the 1:400 SF ratio works much better and was more comfortable with the 1:400 SF ratio rather than the 1:500 SF ratio previously requested. Overall, they felt that it was a good change for both the proposed project and for the NBMU zone, and directed the applicant to move the project forward with the 1:400 SF office parking ratio.

To clarify, this parking ratio is intended to apply to professional office, medical office and dental office, all of which are permitted uses in the NBMU District. The parking requirement for health service would remain at 1:250 SF (C.S. 25.70.040) due to the different performance characteristics of those uses. This parking ratio would not apply to hospitals, as there is distinct ratio for that use (based on number of beds).

The zoning code amendment request was filed in conjunction with the entitlement package and is being requested for consideration in parallel with the development project. However, ***the code amendment would change the zoning requirement for professional, medical and dental office parking in the entire NBMU District and would apply to any future office uses proposed in this district.***

General Plan Goals and Policies: The updated General Plan includes a number of goals and policies that address the North Burlingame Mixed Use District, as well as parking ratios:

Goal CC-11: Establish a high-intensity mixed-use development node at the north end of El Camino Real to take advantage of the proximity to the Millbrae multimodal transit station and SamTrans commuter routes.

Policy CC-11.2: Transit-Oriented Development. Allow and encourage higher-density, transit-oriented development along El Camino Real and Trousdale Drive to provide

housing, employment, and retail opportunities easily accessible from the Millbrae multimodal transit station and SamTrans commuter routes.

Goal M-7: Use parking management strategies that promote parking availability, housing affordability, congestion management, and improved air quality.

Policy M-7.3: Parking Requirements. *Reduce or eliminate minimum parking requirements and/or implement parking maximums for housing, commercial, office, and other land uses in mixed use areas and in proximity to frequent transit services. Comprehensively examine parking requirements in the Zoning Code and adjust as needed to respond to evolving vehicle ownership patterns and parking practices.*

M-7.6: Parking Demand Reductions. *Reduce parking demand through travel options programs such as parking cash-out and other TDM strategies.*

Comparison to Similar Cities/Research: The applicant notes that the subject property is approximately one-half mile from the Millbrae BART Station and approximately 0.3 miles to the Millbrae Caltrain station. At a normal walking pace the walk from the subject property to the Millbrae multimodal station would take approximately 10 minutes. The site is also directly adjacent to the SamTrans El Camino Real bus lines, and the Millbrae multimodal station also serves as a hub for several SamTrans lines. Given the site location, it is well situated for utilizing public transportation for both residents in the building and for office and retail employees coming to the building. These characteristics also generally apply to the rest of the properties within the NBMU district, which is pertinent because the parking ratio would apply throughout.

The proposed project includes a Transportation Demand Management (TDM) plan that would incorporate several TDM measures to incentivize the use of public transit and alternate forms of transportation including:

- Transit Subsidies
 - Clipper cards subsidized for employees and residents to encourage the use of public transit rather than driving.
- Emergency Ride Home Program
 - Guarantee that office employees have access to free taxi or rideshare services from the workplace home in the event of illness, family emergency or unexpected schedule changes.
- Bike Sharing
 - Provide commute-style bikes for short trips that can be checked from and returned to a self-service bike share station located on the project site.
- Unbundled Parking
 - Separate the cost of parking from office and residential leases by allowing tenants to choose whether to lease a parking space separate from the cost per square foot of the tenant space.

The NBMU District regulations provide the opportunity for a 20% reduction in required off-street parking for projects that utilize a TDM plan as set forth in the following code provision. Table 1 below provides an overview of the code required parking, the required parking with a 20% reduction for implementation of a TDM plan, and the parking that is being proposed with the project and requested zoning code amendment.

Code Section 25.40.050(G):

Parking Reductions for Transportation Demand Management (TDM) Plan. Projects utilizing a Transportation Demand Management (TDM) Plan per Section 25.40.030.B.4.h. shall be allowed up to 20 percent reduction in required off-street vehicle parking (not including bicycle parking and EV stalls), provided the project provides for a permanent mobility mode shift towards alternative transportation of 25 percent or greater for building occupants through the TDM program.

Table 1- Parking Analysis - 1766 El Camino Real Project

	CURRENT CODE REQUIREMENT	CODE REQUIRED - WITH 20% TDM REDUCTION	PROPOSED – WITH 20% TDM REDUCTION AND PARKING AMENDMENT
Residential:	45, 1-bdr units x 1.0 = 45 spaces 12, 2-bdr units x 1.5 = 18 spaces <u>3, 3 bdr units x 2 = 6 spaces</u> Total: 69 spaces	69 spaces <u>- 13.8 (20% reduction)</u> 55.2 spaces	1-bdr units x 1.0 = 45 spaces 2-bdr units x 1.5 = 18 spaces 3 bdr units x 2 = <u>6 spaces</u> Total: 69 spaces
Retail:	1 space/400 SF 7,588 SF / 400 = Total: 19 spaces	19 spaces <u>- 3.8 (20% reduction)</u> 15.2 spaces	1 space/400 SF 7,588 SF / 400 = Total: 20 spaces
Office:	1 space/300 SF 148,057 SF / 300 = Total: 494 spaces	494 spaces <u>- 99 (20% reduction)</u> 395 spaces <hr/> 370 spaces (with amendment) <u>- 74 (20% reduction)</u> 296 spaces	1 space/400 SF 148,057 SF / 400 = Total: 370 spaces <hr/> 370 spaces <u>- 74 (20% reduction)</u> 296 spaces
TOTAL:	582 spaces required (no code change or 20% reduction for TDM)	466 spaces with 20% reduction applied or 367 spaces with <u>code amendment AND 20% reduction</u> applied	385 spaces proposed (81 less spaces than required by TDM) or (18 more spaces than required with code amendment approved)

As part of the zoning code amendment request, the applicant has provided a parking research study prepared by Hexagon Transportation Consultants, Inc., dated June 18, 2019 (attached). The report includes a summary of the reductions to office parking requirements by other jurisdictions along the Peninsula. These changes are generally for developments near Caltrain and/or BART stations and when projects include TDM plans.

The report also includes three (3) separate case studies of projects that have already been constructed and are in operation near transit to determine how much of the on-site parking is actually being utilized. Two of the sites are in San Mateo; Survey Monkey at 3050 S. Delaware Street, which is located adjacent to the Hillsdale Caltrain Station, and Franklin Templeton at 1 Franklin Parkway, which is located approximately 0.6 miles from the Hillsdale Caltrain Station with a dedicated, fully landscaped and lighted pedestrian path from the station to the campus. In addition, Franklin Templeton provides shuttles from the Caltrain Station to the campus. The third site is in Sunnyvale (Nokia & Apple) at 200 & 250 Mathilda Avenue, located approximately 1,800 feet from the Sunnyvale Caltrain Station. The study included parking surveys of each location on a weekday between 10:00 a.m. and 2:00 p.m. when office parking demand peaks. The counts conclude that the parking demand for offices in transit-oriented developments (or TODs) is lower than most zoning codes require ranging from 1.91 (1:524 SF) to 2.26 (1:443 SF) spaces per 1,000 square feet, and that the average parking demand is 2.12 (1:472 SF) spaces per 1,000 square feet. It's important to note that the counts were done prior to the COVID-19 pandemic, when the offices were fully occupied. Please refer to the attached document for the full results and analysis.

Staff has a provided a summary (Table 2) below of office parking requirements for other cities; some data was extracted (and verified) from the Hexagon report and some of the information was found in the respective municipal codes for each city.

Table 2 - Office Parking Requirements in Other Peninsula Cities near Transit

Burlingame	1:300 SF of office
Millbrae	1:666 SF of office w/in 800' Millbrae Transit Station 1:400 SF all other locations
Menlo Park	1:200 SF of office 1:263 SF in the El Camino Real/Downtown Specific Plan Area
San Mateo	1:385 SF within Downtown Specific Plan Area
San Carlos	1:450 SF Mixed-Use Districts
South San Francisco	1:400 SF of office within Downtown Districts (1:500 SF within ¼ mile of BART of Caltrain with CUP)
Redwood City	1:166 SF of office within downtown core

PLANNING COMMISSION ACTION

The Planning Commission should review the summary in this report and the attachments, conduct a public hearing, and consider public input. At the end of the meeting, the Planning Commission should provide a recommendation to the City Council for the proposed office parking changes for the NBMU District.

Prepared by:

Catherine Keylon
Senior Planner

Attachments:

- October 28, 2019 Planning Commission Minutes
- September 23, 2019 Planning Commission Minutes
- Zoning Code Amendment Application for Office Parking Requirements in the NBMU Zone, dated October 21, 2019
 - Report on Parking Research for Mixed Use Project, Hexagon Transportation Consultants, Inc., dated June 18, 2019
 - TDM Measures for Mixed-Use Project, Hexagon Transportation Consultants Inc., dated June 18, 2019
- Miller, Starr, Regalia letter regarding CEQA process, dated October 23, 2019
- Proposed Code Language to be Added to Off-Street Parking Section – C.S. 25.70.100 – Redline Version
- Planning Commission Resolution