



MEMORANDUM

DATE: May 26, 2016

TO: Planning Commission

FROM: Ken Johnson, Senior Planner, via  John Swiecki, Community Development Director

SUBJECT: Study Session for Proposed Redevelopment of 23 Visitacion Avenue and Development of the Adjoining Vacant Lots at "36" and "50" San Bruno Avenue, within the NCRO-2 Neighborhood Commercial District; Horsepower Holdings LLC, owner.

INTRODUCTION

The owner is proposing a mixed use development on the above referenced properties. The owner has applied for environmental review of the proposed project under the California Environmental Quality Act (CEQA), but prior to completing that application and the other associated planning applications he has requested this Planning Commission study session. The intent is to obtain preliminary feedback before proceeding further with the application process. With that in mind, this is not a public hearing and so no decision is to be made by the Commission at this time, nor should the Commission enter into discussions of whether or not the project would meet the required findings for approval. Additionally, while staff has not formally evaluated or analyzed the project, several broad policy issues are identified below for the Commission's consideration.

OWNER'S PROPOSAL

The proposed development site is comprised of four adjoining parcels located within the first block of the NCRO-2 Neighborhood Commercial district. The sites front onto both Visitacion Avenue and San Bruno Avenue and total just over 15,000 square feet in area. The owner proposes to redevelop the 23 Club bar and restaurant by demolishing and replacing the restaurant portion with a new café and fitness club while retaining the 23 Club bar and adding residential units above. On the San Bruno Avenue side, the owner proposes a multifamily development on what is now a parking lot. The proposal is described further detail as follows.

The proposal for these sites includes 22 to 26 housing units, with 20 to 24 of those being 1-bedroom units, plus 2 studio units. The individual units would range from approximately 508 to 560 square feet.

As indicated above, the owner proposes to retain the existing 23 Club bar and to remove the adjoining restaurant building and to replace it with a new 23 Club Café at the front along the Visitacion Avenue frontage and a fitness club would be located behind the new Café. A walkway would be located along-side those new structures to connect to a common outdoor open space to be shared with San Bruno Avenue behind. Above the 23 Club and the new proposed café and fitness club, two more stories would be added with a total of 6, 1-bedroom residential units. These residential second and third floors would be set back from the front of the 23 Club by approximately 25 feet.

The vacant sites that make up 36 and 50 San Bruno Avenue and adjoin the 23 Club property at the rear lot line would be developed with a three (or optional four) story residential building with a parking garage on the first floor and 8, 1-bedroom units above on the second and third floors. The optional fourth floor would be set back from the front lot line by approximately 34 feet. The owner has proposed that the parking garage be lined with two “commercial boutiques/artist display areas”, of approximately 6 feet 4 inches in depth, together totaling approximately 250 square feet.

A private landscaped courtyard would be located at the rear of the two buildings for a shared passive recreation space.

Note that the owner’s plans refer to these stories as Ground Floor, First, Second and Third Floors, but for clarity and consistency with staff’s discussion they have been annotated as First through Fourth Floors.

DISCUSSION

Background: The site is within the first block of the neighborhood commercial district and largely bordered by properties which are also within that same district, with the exception of sites located to the rear of the proposed San Bruno Avenue portion. Within the NCRO-2 district, the site is bordered by the non-operational Teen Center along San Bruno Avenue, a single story retail/office building at 27/31 Visitacion Avenue, and the single story residences at 200 Mariposa Street and 19 Visitacion Avenue. The R-2 zoning district sites which border the rear of the property include primarily 224 Mariposa Street and to a lesser extent 232 and 240 Mariposa Street.

Both Visitacion Avenue and this first block of San Bruno comprise Brisbane’s NCRO-2 Downtown Neighborhood Commercial district and are designated in the General Plan and through the zoning ordinance for mixed use, with neighborhood serving commercial uses allowed by-right and residential uses allowed above and behind commercial uses by conditional use permit. Commercial gyms may also be allowed by use permit.

Considerations: A few policy issues come to mind, which may help provide context to the Planning Commission's discussion of this preliminary proposal. It's suggested that the Planning Commission keep its discussions at a policy level, rather than enter into a detailed discussion of whether or not the proposal would meet specific findings for approval, since this is not a publicly noticed hearing on complete applications. These are as follows:

1. **Development Form:** Housing density and the building form to accommodate housing within this area of Brisbane is not limited by the General Plan or by a specific housing unit density maximum in the zoning regulations for this zoning district, per BMC Chapter 17.14, but rather by physical site constraints, and the zoning district regulations regarding building height and setbacks. Additionally, development of housing is subject to discretionary review of use permits through the Planning Commission and new structures are subject to design review. Subject to a conditional use permit housing may be permitted above and/or behind storefront uses in the NCRO-2 district. The form of development is also limited by parking, which is discussed further on the next page.

The density for this proposal on 23 Visitacion & 36-50 San Bruno Avenues of either 22 or 26 units on a 15,188 square foot lot would be 63 units per acre or 74.6 units per acre. The owner has indicated that at 22 units the project could meet the district's 35 foot height limit, but not the parking standards. At 26 units, a fourth floor (third over the garage level) is proposed as an option for the San Bruno Avenue building and the total height limit would be exceeded by up to 5 feet, in which case a variance would be required. In either case, a variance would be required for this building to be within 10 feet of the lot line at the rear of that building.

As a point of reference, a recent example of a site that was developed as mixed use on a site of similarly sized site (14,900 sq ft) is 1 San Bruno Avenue, at the corner of San Bruno Avenue and San Francisco Avenue. It has a total of 15 dwelling units ranging from approximately 800 to 1,200 square feet located on the second and third floors, above a 3,697 square foot commercial space and parking garage. The density of development is approximately 44 units per acre. That building is 2 stories at the front and 3 stories at the rear, for a total height of 35 feet.

Although the form of the proposed development would require a variance for the setback and possibly for the height, depending on the option applied for, one could make the argument that the higher density that would necessitate this form has advantages. The higher unit density would allow for a larger population within the city-center close to public bus lines, shops, restaurants and other city services, thereby contributing to the local economy; also that it provides greater opportunity to provide housing for lower income families. Note that given the numbers of units proposed, either 4 or 5 low to very low income housing units would be required, per the City's inclusionary housing ordinance. Additionally, even the market rate for a 500 to 600 square foot apartment would typically be significantly less than the market rate for one with 800 to 1,200 square feet, the sizes of the 1 San Bruno Avenue example.

The Commission may consider then, how the form of buildings within this zoning district should be balanced with meeting housing needs and the City's desire to revitalize Brisbane's downtown.

2. Parking: The City's parking standards pose perhaps the most significant limitations to the development of moderate to high density housing within downtown Brisbane's NCRO-2 district. Since parking is tied to the number of units and the number of bedrooms, a site's physical constraints and the ability to provide parking directly impacts how many housing units could be accommodated. The newly adopted parking ordinance specifies 1 covered or uncovered space per unit for studios (0-bedrooms) and 1 covered space per unit for 1-bedroom units under 900 square feet. Guest parking is also required under the new ordinance at a rate of 1 space for every 5 units. Given these requirements, with 18 parking spaces proposed, the development would be 9 to 14 parking spaces less than that required for the residential portion.

Storefront uses such as the proposed café are exempt from the off-street parking requirements and parking for the fitness club would require further analysis.

The parking constraints raise questions regarding the availability of street parking within this area of Brisbane and how parking demand might be addressed.

3. Storefront Uses: The municipal code provisions indicate that storefront uses should be 600 square feet as a minimum, but allows for the Commission's discretion in allowing for less. The owner has included display areas totaling approximately 250 sq ft on the San Bruno side. Note that allowing for display windows versus small, traditional commercial storefronts could establish a precedent for this first block of San Bruno Avenue.

The Commission may consider what concerns the use of the proposed display areas raise and what kind of retail space does the Commission want to either encourage or allow along San Bruno Avenue.

As noted previously, staff has not completed a full analysis of this proposal given its preliminary nature. However, other issues that will need to be addressed as part of a complete application include Water Board C.3 requirements, handicapped accessible parking, accessible housing units, and trash and recycling areas.

NEXT STEPS

Once feedback is provided to the owner by the Planning Commission, through this workshop, whatever design the owner decides to proceed with will be subject to additional review and public hearing by the Planning Commission and ultimately a decision by the City Council.

23 Visitacion & 36-50 San Bruno Ave Proposed Development

May 26, 2016

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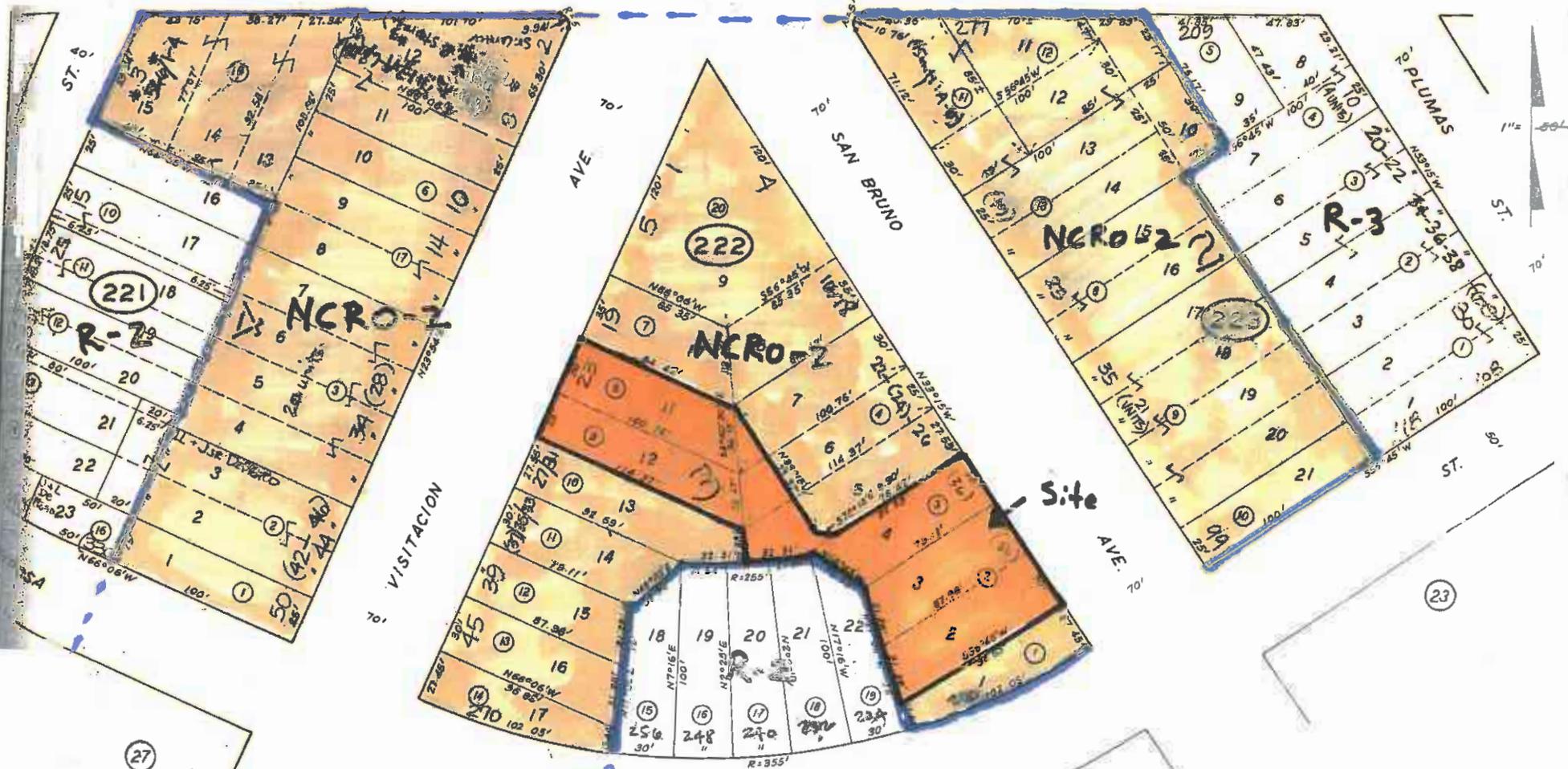
ATTACHMENTS:

- Annotated Assessor's Parcel Book page
- Owner's Concept Plans

51' SAN FRANCISCO

EAST

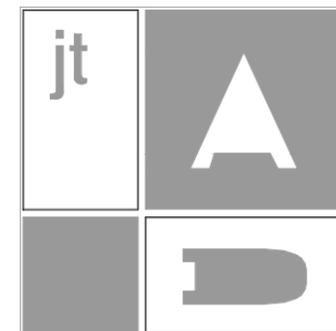
AVE. 51'



RECEIVED

MAR 08 2001

Annotated Assessor's Parcel Book Page



23 Visitacion Ave, Brisbane, CA

23 Club Development james w trotter | project architect

(apn #007-222-080)

rev 05.10.16

project narrative:

The proposed development revitalizes a part of downtown Brisbane that remains shuttered since 23 Club was closed, by adding much needed housing and revitalizing the existing commercial space.

Using the club property that includes the parking lot facing San Bruno, the proposed mixed-use project preserves the main hall of 23 Club while renovating the section devoted to the adjacent cafe and adding another complimentary commercial space towards the rear of the existing structure. The parking lot becomes both secure parking and a set of contemporary one bedroom apartments with direct access to the revitalized club, cafe and proposed fitness center through a shared sunny courtyard also proposed in these plans. Along with the main housing development, six more apartments are proposed at the rear of the existing 23 Club facility with shared access to the same sunny courtyard. There are 22 apartments proposed with an option to add 4 more as indicated in the plans.

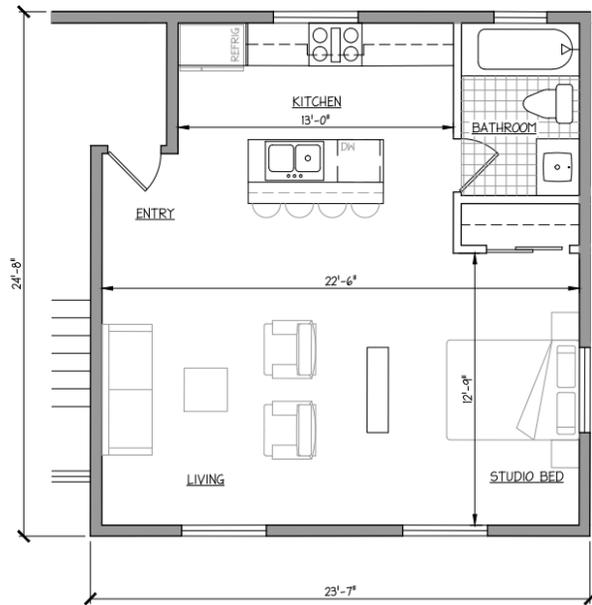
The overall concept and contemporary style reflect the increasing need for more housing in downtown sections of cities and towns throughout the Bay Area. This project addresses that need by providing more housing and business in a critical section of Brisbane and thereby attracting more residents to live and use the downtown area as their home.

sheet index:

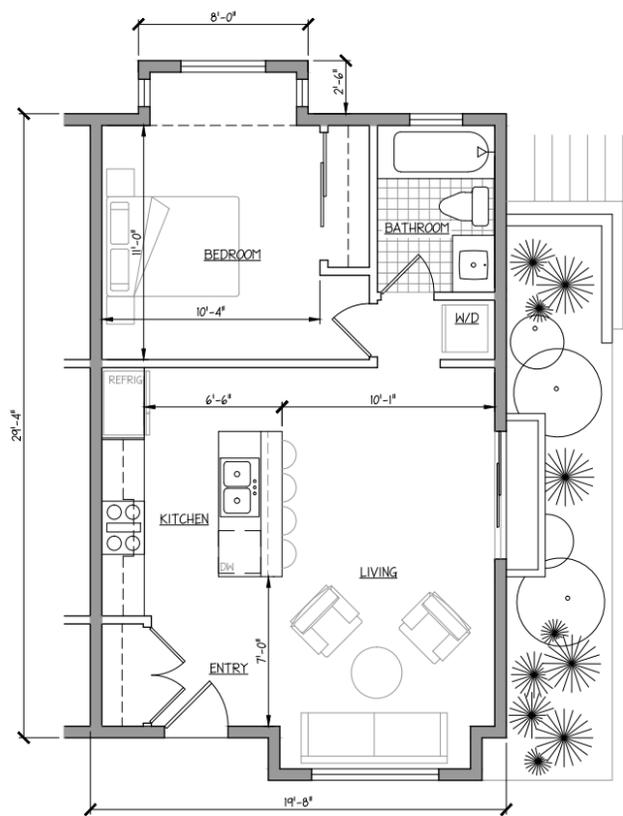
- A0.0 Cover Sheet with Narrative & Vicinity Map
- A1.0 Overall Roof & Site Plan & Typical Unit Plans
- A1.1 Ground Level Site Plan (Garage Level)
- A1.2 Overall First Floor Plan
- A1.3 Overall Second Floor Plan & Third Floor Option
- A3.0 Exterior Elevations & Perspectives



vicinity map:



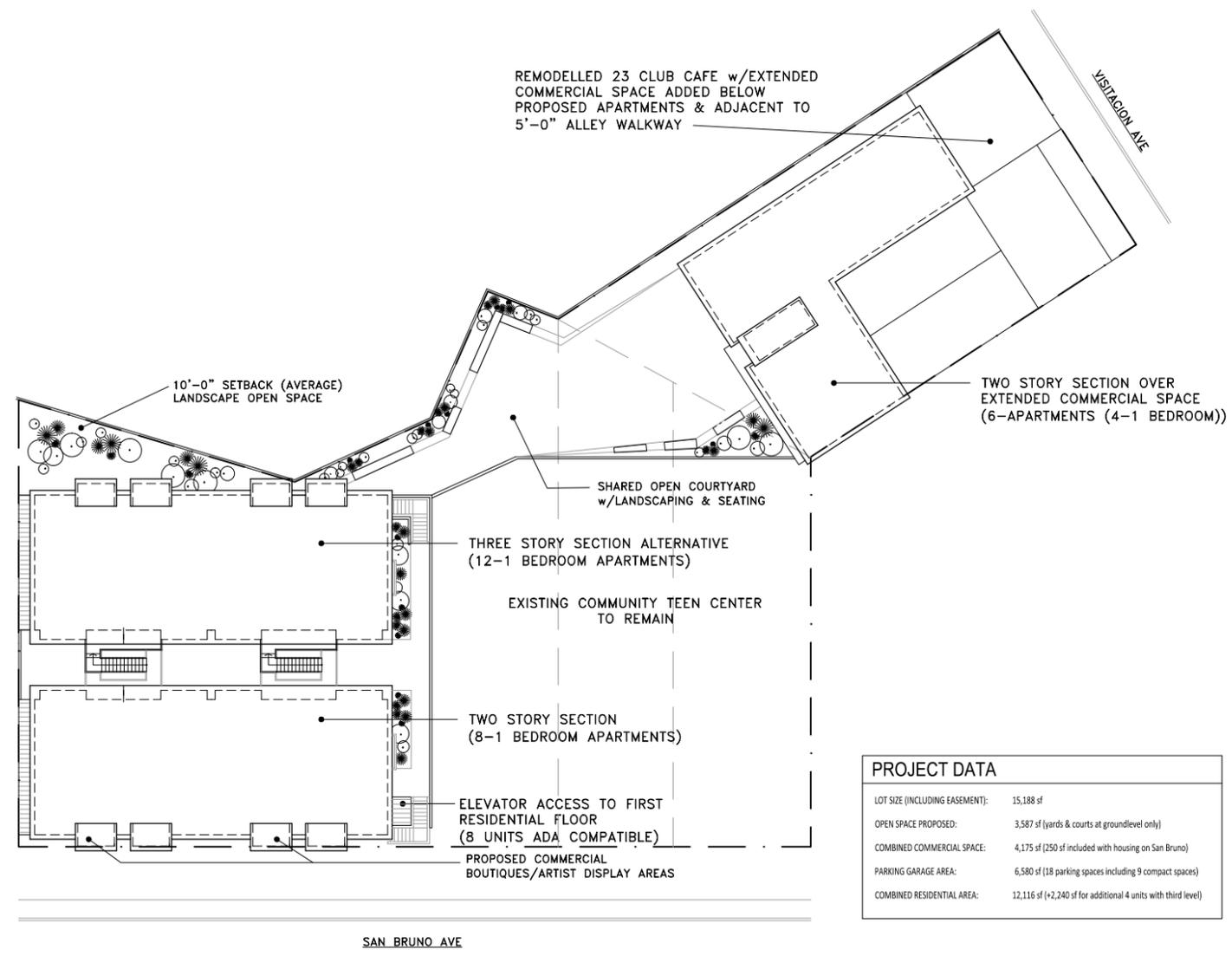
3 STUDIO UNIT (Type D)
508 sf SCALE: 1/4"=1'-0"



2 ONE BEDROOM UNIT (Type A)
560 sf SCALE: 1/4"=1'-0"

TYPICAL UNIT PLAN AREA CALCS			
UNIT TYPE	SUMMARY DESCRIPTION	BUILDING	OPEN SPACE
TYPE A (16 units):	FLAT, 1 BEDROOM, 1 BATH, 560 sf	8,960 sf	TBD
TYPE B (2 units): (not shown)	FLAT, 1 BEDROOM, 1 BATH, 530 sf	1,060 sf	TBD
TYPE C (2 units): (not shown)	FLAT, 1 BEDROOM, 1 BATH, 540 sf	1,080 sf	TBD
TYPE D (2 units):	FLAT, STUDIO, 1 BATH, 508 sf	1,016 sf	TBD
SHARED OPEN SPACE:	LANDSCAPED YARD & COURTS (Ground Level)	-	3,587 sf
TOTAL UNIT AREAS:	22 UNITS	12,116 sf	3,587 sf
Additional Units	4 UNITS (Type A)	2,240 sf	-

NOTE: ALL AREAS FOR HABITABLE SPACES CALCULATED BY MEASURING TO INSIDE FACE OF EXTERIOR SHELL OR INSIDE FACE OF SHARED PARTY WALLS.



1 OVERALL ROOF & SITE PLAN
SCALE: 1/16"=1'-0"

PROJECT DATA	
LOT SIZE (INCLUDING EASEMENT):	15,188 sf
OPEN SPACE PROPOSED:	3,587 sf (yards & courts at groundlevel only)
COMBINED COMMERCIAL SPACE:	4,175 sf (250 sf included with housing on San Bruno)
PARKING GARAGE AREA:	6,580 sf (18 parking spaces including 9 compact spaces)
COMBINED RESIDENTIAL AREA:	12,116 sf (+2,240 sf for additional 4 units with third level)



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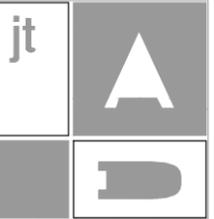


REVISIONS		
No.	Description	Date
△	PLANNING: PRELIM PLANS	05/10/2016
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PROJECT
23 CLUB DEVELOPMENT
23 Visitation Ave
Brisbane, CA 94005

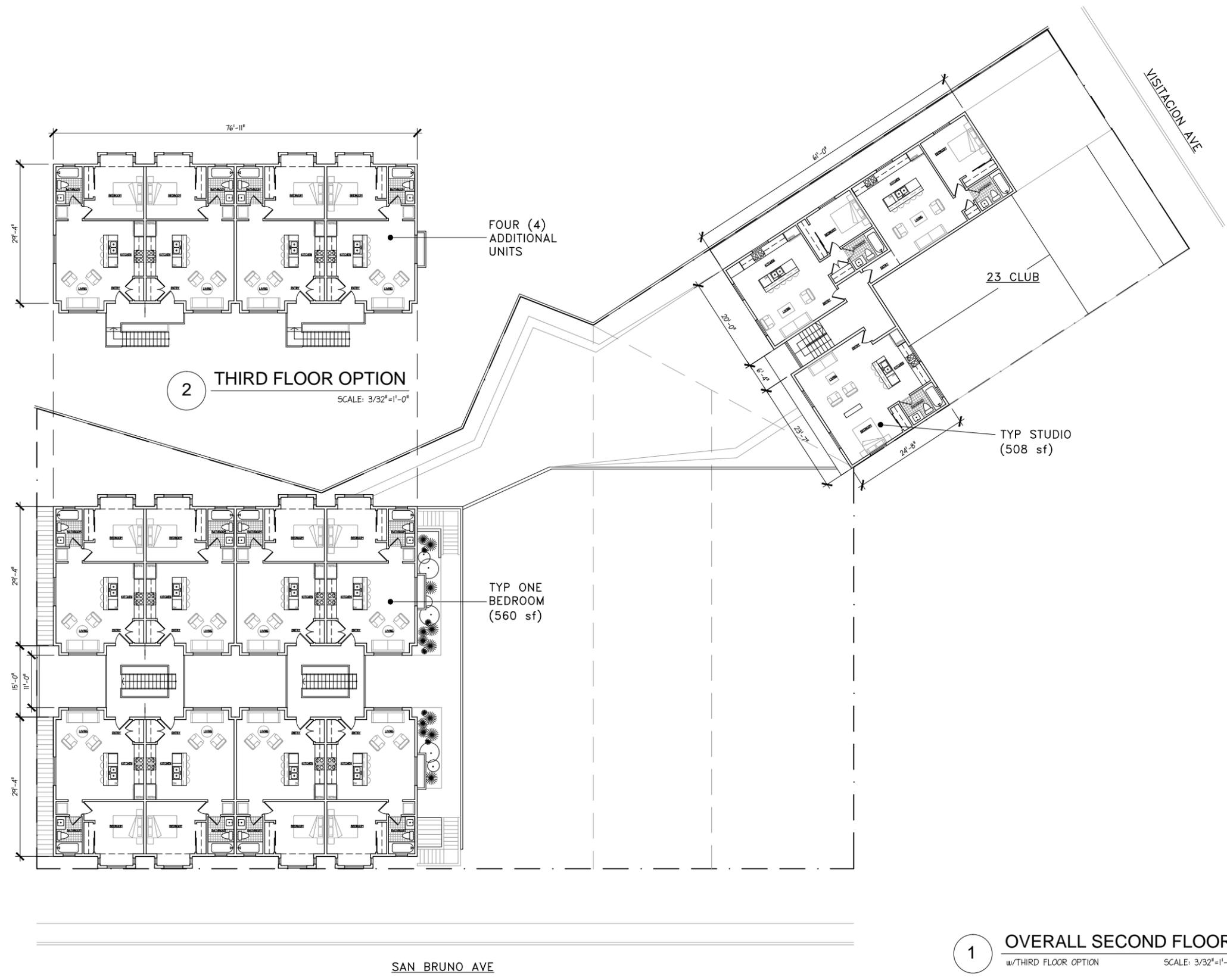
DRAWING
OVERALL ROOF PLAN & TYPICAL UNIT PLANS

NO: 2015.04
DRAWN BY: JWT
SC: AS NOTED
DATE: 05-08-16
A1.0



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STAMPS



2 THIRD FLOOR OPTION
SCALE: 3/32"=1'-0"

FOUR (4) ADDITIONAL UNITS

TYP ONE BEDROOM (560 sf)

TYP STUDIO (508 sf)

23 CLUB

SAN BRUNO AVE

VISTACION AVE

1 OVERALL SECOND FLOOR
w/THIRD FLOOR OPTION SCALE: 3/32"=1'-0"



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PROJECT
23 CLUB DEVELOPMENT
23 Vistacion Ave
Brisbane, CA 94005

DRAWING
OVERALL 2ND FLOOR PLAN & THIRD FLOOR OPTION

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