

4. HOUSING CONSTRAINTS

This chapter of the Housing Element analyzes potential constraints upon the maintenance, improvement and development of all types of housing for households of all income levels and needs.¹ It includes the following sections:

1. **Governmental Constraints:** Those that would hinder the City from meeting its share of the regional housing need and from meeting the housing needs for persons with disabilities, including developmental disabilities, specifically must be analyzed and eliminated.
2. **Nongovernmental Constraints:** These are largely related to the cost to develop housing, which is driven by the price of land, the cost of construction, the availability of financing and environmental or physical conditions.

4.1 GOVERNMENTAL CONSTRAINTS

The primary purpose of a city is to provide municipal services and to protect the health, safety and welfare of its citizens. Consistent with this organizational *raison d'être*, the City of Brisbane has a legal obligation to abide by and implement numerous federal, state, regional and county policies, programs, and regulations related to housing. In order to carry out its obligations and provide for public safety, the City must also generate sufficient revenues.

The discussion provided in the sections that follow focuses on these powers and obligations and examines to what extent the following constraints to housing may be reduced or eliminated:

- Land use regulations: zoning standards such as parking, height limits, setbacks, lot coverage and minimum unit density.
- Codes and enforcement: local amendments to California Building Code, degree or type of enforcement.
- On/off-site improvements: required street widening and circulation improvements.
- Fees and exactions: permit and impact fees, such as park in-lieu fees and other financial impositions on development applications.
- Permit processing procedures: permit approval process, including discretionary review procedures, permit application review timeframes, etc.
- Constraints to housing for special needs households: this includes housing for persons with disabilities, supportive and transitional housing, and emergency shelters and constraints may include reasonable accommodation procedures, zoning and building codes.

¹ Government Code Section 65583(a)(5) and -(6).

4.1.1 LAND USE REGULATIONS

4.1.1.1 The General Plan

The State of California requires all cities to adopt a general plan, of which the housing element is a central component and the only component of the general plan that must be regularly updated. The closely related land use element of the general plan, as described in Government Code Section 65302(a):

Designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space... education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. ... The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.

Brisbane's General Plan was adopted in 1994. The Land Use Element was last amended in 2019, consistent with approval of Ballot Measure JJ in 2018. That Measure allowed for residential development of 1,800 to 2,200 dwelling units on the Baylands subarea. Note that prior to Measure JJ, City Council certified a Final Environmental Impact Report for the General Plan Amendment. No additional amendments are anticipated to implement rezoning to meet the sites inventory identified in Chapter 3, Resources and Opportunities, although a Specific Plan will be required for the Baylands and is under review in order to establish the zoning. Other areas designated for housing in this Housing Element are also already consistent with the General Plan land use designations provided in the Land Use Element. Also, a program is included to review and amend as may be needed, the Safety and Conservation Elements by January of 2027.

See Programs 2A.2 and 4.A.13.

4.1.1.2 The Zoning Ordinance

Zoning regulations implement the land use policies established in the Land Use Element of the General Plan on a parcel-specific basis. For sites zoned for residential or mixed-use development, zoning regulations control the type and density of residential development on a site and therefore affect the land cost per unit, as land is typically marketed at a value commensurate with its development capacity.

Residential Development Standards

Residential development standards provided in the zoning ordinance control housing density and provided controls on the building form. The City's current residential development standards for the zoning districts permitting residential and mixed uses are provided in Appendix B, Table B.4.2.

In those districts allowing multi-family housing, some standards in specified districts may pose a constraint on the development of affordable units. For example, in Central Brisbane the maximum height limit of 35 feet in the NCRO-2 District, or 28 to 30 feet in the R-2 and R-3 District depending on the slope of the lot, typically accommodate at most a three-story structure. Given the need to accommodate on-site parking and the relatively small lot size of properties in the R-2, R-3, and



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NCRO-2 zoning districts, generally 2,500 to 5,000 square feet, the resulting two stories of residential development over one level of ground floor parking can constrains the ability to accommodate the number of units necessary for an affordable housing project to be economically viable given the cost of construction. Three-story market-rate residential developments constructed in the NCRO-2 and R-3 districts recently constructed include 661 San Bruno Avenue (4 units), 124 San Bruno Avenue (3 units), 1 San Bruno Avenue (15 units), and 18 Visitacion Avenue (2 units, permit issued 2022). Considering these development trends, height regulations are not considered a constraint to typical multi-family and mixed-use housing developments.

In informal discussions with non-profit housing developers regarding the potential to develop City-owned lots for affordable housing in Central Brisbane, a four to five story height limit has been identified as necessary in order to accommodate required parking and for the project to be economically feasible given the costs of construction. Based on discussions with non-profit housing developers, three-story affordable housing development is feasible primarily on lots much larger than those found in Central Brisbane. However, there are three examples of affordable housing projects developed on typical lots in Central Brisbane, as follows:

Affordable Housing Developments in Brisbane Under Three Stories

<u>Site Address</u>	<u>Number of Units</u>	<u>Developer</u>	<u>Stories</u>	<u>Lot Size</u>
<u>8 Visitacion Ave.</u>	<u>14</u>	<u>BRIDGE Housing</u>	<u>Two</u>	<u>18,000 sq ft</u>
<u>22-38 Plumas St.</u>	<u>5</u>	<u>Habitat for Humanity</u>	<u>Two</u>	<u>10,000 sq ft</u>
<u>15 Glen Park Way (developed with 720 San Bruno below)</u>	<u>1</u>	<u>Habitat for Humanity</u>	<u>Two</u>	<u>2,800 sq ft</u>
<u>720 San Bruno Ave. (developed with 15 Glen Park Way above)</u>	<u>1</u>	<u>Habitat for Humanity</u>	<u>Two</u>	<u>2,500 sq ft</u>

As demonstrated by the above development precedents, the city’s height limits have not constrained affordable housing development in Brisbane. In cases where an affordable housing development may require additional height to be economically feasible, the City’s density bonus ordinance would be utilized to allow development of the site at the requisite density at heights that exceed the underlying district standards without the need for discretionary approval (I.e., as an incentive, concession, or waiver of development standards).

The Parkside PAOZ-1 and PAOZ-2 overlay zoning districts have maximum height limits of 38 feet and 40 feet, respectively, with a maximum of three stories. However, the Parkside areas have significantly larger lot sizes to be able to accommodate parking, and the PAOZ-1 and PAOZ-2

district's form-based zoning ~~to standards~~ provide for greater certainty for developers, ~~and b~~ Building heights are not considered impediments to development in these zoning districts.²

Considering the track record of affordable and Mmarket-rate residential development (single-family or multi-family) in Brisbane to date, -does not housing development does not appear to be constrained by the density and form controls of the zoning ordinance, as evidenced by Rrecent construction trends are provided in the building permit history (see Appendix A, Table A.2).

Additionally, despite the above referenced cases of affordable housing in two story developments, in order to further facilitate development of affordable housing, a new Program 2.A.12 has been added to Chapter 5, to amend the zoning ordinance to increase the maximum heights to at least 36 feet in all districts allowing multi-family residential uses. This is intended to facilitate three-story developments. Where higher height limits are already permitted, such as the Parkside POAZ-1 and POAZ-2, the higher height limits will be retained.

A typical multi-family development scenario in Central Brisbane (R-3 Residential District) is provided below, based on a typical lot size of 10,000 square feet:

Lot Size	Max. Units	Max. Floor Area	Front Setback*	Side Setback*	Rear Setback*	Max. Lot Coverage	Max. Height	Min. Landscaping
10,000 sq ft	6	7,200 sq ft (0.72 FAR; up to 400 sq ft of garage area excluded)	15 ft	5 ft	10 ft	6,000 sq ft (60%)	28-30 ft (depending on slope)	15% of front yard; 10% of total site

* Setback requirements do not apply to uncovered parking areas.

Assuming a construction cost of \$522/sq ft (see Section 4.2.2 of this Chapter), construction costs for this project would be approximately \$3.76 million, or \$626,400 per unit. Given market-rate developers' return on investment requirements, this project would result in units affordable to above-moderate income households for five of the units, while one unit would be required to be affordable to either low or moderate income households depending on project tenure per the City's inclusionary housing ordinance.

A typical multi-family development scenario in the Southwest Bayshore neighborhood (SCRO-1 District) is provided below, based on a lot size of 43,560 sq ft:

Lot Size	Max. Units	Max. Floor Area	Front Setback*	Side Setback*	Rear Setback*	Max. Lot Coverage	Max. Height	Min. Landscaping	Min. Open Space

² Parkside Precise Plan, 2017; Economic Feasibility White Paper



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43,560 sq ft	30	N/a	10 ft	5 ft	10 ft	15,820 sq ft (70%)	35 ft	2,260 sq ft (10%)	377 sq ft (60 sq ft/ unit)
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* Setback requirements do not apply to uncovered parking areas.

Assuming a construction cost of \$521,500/unit (see Section 4.2.2 of this Chapter), construction costs for this project would be approximately \$15.65 million, or \$522,000 per unit. The project would also be subject to the City’s inclusionary housing ordinance, and two of the units would have to be affordable to either one low and one moderate income household (for-sale development) or one very low and one low income household (rental development).

In either scenario, the developer may request a density bonus and/or incentives, concessions, or waivers of development standards (including building height or on-site parking) that may reduce the cost of construction per unit. Affordable housing developers, while not subject to the same ROI requirements as market-rate developers, would likely pursue a density bonus and requisite incentives, concessions and waivers of development standards to make the project more economically feasible and reduce required development subsidies. The City’s land use controls are not anticipated to prevent development of typical infill sites in the City’s mixed-use and multi-family residential districts.

Parking Requirements

During the 2015-2022 planning period, the City updated its parking requirements to uniformly tie them to unit floor area and/or number of bedrooms for all types of residential dwellings, in part to encourage smaller, more affordable units.

The parking ordinance currently provides reduced parking ratios for housing developments targeted toward lower-income and moderate-income households, senior households (aged 62 or older), and disabled households. However, due to Central Brisbane’s limited transit accessibility, the community has found it challenging to further reduce parking requirements for new residential development. The Bayshore Caltrain station is over 1½ miles from Central Brisbane’s residential core, with limited shuttle connections and pedestrian or bicycle facilities and SamTrans bus route 292 has limited headways in excess of 15 minutes during commute hours.

The current parking standards are provided in Table 4-1.

Exceptions to the parking requirements are provided for special needs populations, in BMC Section 17.34.050. These include:

- Housing for disabled households: One assigned van-accessible parking space (either covered or uncovered at the discretion of the applicant) per dedicated unit.
- Housing for seniors (62+): 67% of the standard requirement.

Reductions in the parking standards may also be granted as an incentive or concession under the City’s density bonus ordinance.



planning period. This subsection also addresses opportunities for water and energy conservation as a means of minimizing the impact of these utilities upon the provision of housing.

See Programs 6.A.2, 6.A.3, and 7.A.6.

4.1.3.1 Infrastructure Improvements

Streets

Street improvements are frequently required for new residential development within Central Brisbane. Such development occurs as in-fill within established neighborhoods, with existing streets. Public rights-of-way are generally 40 feet in width and with some exceptions are typically not improved to their full width. Street standards require a minimum improved travel way of 20 feet, plus additional width if on-street parking is permitted. Most of Central Brisbane’s established neighborhoods do not meet current standards and many private improvements encroach within the right of way (including driveways, garages, accessory structures, and fences. This results in very narrow paved travel ways with limited on-street parking and can result in bottlenecks and impede access for emergency vehicles. Additionally, the city’s sidewalk and bicycle network is fragmented in residential neighborhoods outside of the city’s primary arterials. In the Brisbane Acres subarea, most sites are accessed by a network of private streets and driveways, a legacy of the subarea’s development without benefit of a recorded subdivision map.

As a result, the City has adopted requirements for new development or substantial renovations of existing structures to incorporate street widening at the development site’s frontage to the California Fire Code’s 20-foot minimum width, as well as other improvements such as sidewalks and/or bicycle facilities, as appropriate. The standard triggers for street widening/dedication are:

- Reliance upon on-street parking on streets that are not wide enough to meet the on-street parking standards (BMC Sections 12.24.010.B.1 and 17.34.010);
- Additions or alterations in excess of 50% of the gross floor area of the pre-existing building or structure, or where more than 75% of the existing area of interior walls and ceilings are removed (BMC Chapter 15.10 and Section 17.01.060.C.1) and
- Additions exceeding 100 square feet to an existing building on a private street (BMC Section 17.01.060.B.4).

Typical projects triggering street improvements in Central Brisbane is summarized below:

Project Type	Floor Area	Project Valuation	Existing Condition	Required Street Improvement	Applicant Cost of Street Improvement	% Increase of Project Cost
Addition to SFD exceeding 50% existing gross floor area	1934 sq ft	\$500,000	50 ft frontage on PROW with substandard width	Widening to 20 ft along frontage	\$50,000	10%

New SFD	42003,60 0 sq ft	\$650557, 000	10050 ft frontage on PROW with substand ard width	Widening to 28 ft along frontage	\$2100,000	3118%
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Abbreviations:

SFD: single-family dwelling

PROW: Public right-of-way

Based on available permit data, road widening costs in Central Brisbane average approximately \$2,000 per linear foot of property frontage regardless of the project type. Based on development trends (see Appendix A, 2015-2022 building permit data), street improvement requirements have not imposed a significant constraint to housing development. Note that in the upper hillside streets of Central Brisbane, generally in the R-1 district where streets are substandard, the City requirements are those that are minimal for life-safety, to allow for fire apparatus access. Also, since these are public streets, such street widening is only required along the frontage for the specific development site and not the length of the street beyond the site. For the lower streets of Brisbane, in the districts where multi-family residential development is permitted, street widening is even less of a factor in the project development costs, since the streets are generally already wider and the terrain is flatter.

~~Exemptions from street widening are available for new accessory dwelling units (ADUs) resulting from conversion of existing floor area in a home or accessory structure, as well as any new construction of ADUs that represents less than 50% of the existing gross floor area of the home (BMC Chapter 15.10). Maximum street slope for emergency vehicle access is 15%, with limited exceptions. Sidewalks are required where terrain permits, generally on the lower elevation streets.~~ These requirements have not proven to be a significant obstacle to development of market-rate, single-family homes which continue to be built on steep lots, such as those found on Humboldt Road and other streets in upper Central Brisbane (see building permits for 2015-2022 in Appendix A).

Additionally, exemptions from street widening are available for new accessory dwelling units (ADUs) resulting from conversion of existing floor area in a home or accessory structure, as well as any new construction of ADUs that represents less than 50% of the existing gross floor area of the home (BMC Chapter 15.10).

In the Brisbane Acres, R-BA district, where existing substandard private roadways are to be dedicated to the public, the entire length from the development site to the nearest public street must be improved to City standards, with turnaround capability as required by the Fire Chief. For those private roadways (including Annis, Gladys and Harold Roads and Joy, Margaret, and Paul Avenues) having a potential right-of-way width less than the State’s 40-foot standard, special findings must be made for approval by the City Council, per BMC Section 12.24.010.D, unless additional right-of-way is dedicated by the abutting property owners.

Street improvement projects of this magnitude would typically be dependent upon the cooperation of the other property owners along the private roadway, who would have to agree to the formation of an assessment districts to take on such a project. To address this situation, the City encourages



the formation of assessment districts where appropriate (1994 General Plan Program 51a). ~~Given the infrastructure constraints in the areas not directly serviced by public roads, the vacant sites in these areas have not been included in the sites inventory.~~ In part because of these technical challenges, a program has been included to consider amending the density transfer ordinance provisions to allow for sending sites from this district to other more viable Central Brisbane districts for housing development (see Program 2.G.1). Finally on the Brisbane Acres, given the technical life-safety challenges related to access, development of new units is not used in the sites inventory as a factor in meeting the City’s RHNA, although there are some sites close to or abutting public infrastructure that may be viable for development in this cycle.

Within the Baylands, the proposed residential development areas are currently bounded by Bayshore Boulevard to the west and Tunnel Avenue to the east. A finer grained network of blocks is planned, as shown in Chapter 3, Figure 3.1.b, from the draft Specific Plan. This will provide walkable blocks, to be centered on the CalTrain Bayshore station, and to be developed to current standards.

See Programs 2.A.2 and 2.G.1.

Water, Sewer, and Storm Drain Infrastructure

Water, sewer, and storm drain infrastructure are not constraints to housing development in the 2023-2031 planning period. While residential development in Brisbane depends on aging sewer, water, and storm drainage infrastructure, the City, through its Capital Improvement Program, typically provides for the maintenance, upgrade and replacement of residential infrastructure in annual increments, as funds are available. The City does not currently impose infrastructure impact fees, and improvements to sewer, water and storm drain lines by private developers are proportional to those systems affected by the project.

Typical projects triggering off-site water, sewer, and storm drain upgrades in Central Brisbane are summarized below:

Project Type	Project Sq Ft	Required Improvement	Improvement Cost (Charged as Impact Fee)	Cost per sq ft
New SFD	3,100 sq ft	Water and sewer capacity charge	\$9,181	\$2.96/sq ft
New MFD	80,000 sq ft	Water and sewer capacity charge	\$58,748	\$0.73/sq ft

Abbreviations:

SFD: Single-family dwelling

MFD: Multi-family dwelling

Considering high-end construction cost assumptions of \$522/sq ft (See Section 4.2.2 of this Chapter), the cost of required water, sewer, and storm drain upgrades is a small fraction of total construction costs.

Brisbane contracts with the City and County of San Francisco for treatment of dry weather sewage flows for residentially zoned areas. Brisbane's sewage is pumped to the Southeast Wastewater Treatment Plant. The City's Sewer Master Plan projects that dwelling units in medium density apartment complexes, multiple use residential projects, and planned developments generate 90 gallons per day (gpd), while single-family homes generate 105 gpd per dwelling unit (gpd/du). Sewer treatment capacity for projected residential development over the planning period outside of the Baylands subarea is accommodated under the City's current agreement with the San Francisco Public Utilities Commission. For the Baylands, a sewer/water recycling facility is required to provide on-site sewer treatment. The Baylands Specific Plan under review by the City includes location and design details for the facility.

See Program 2.A.2 and 2.B.6.

4.1.3.2 Water Supply

Water supply in general is not considered a constraint for the infill housing development envisioned during the planning period of this Housing Element. The Baylands is the only vacant site identified for development within the planning period that is not served by existing water infrastructure at scale with its contemplated redevelopment of up to 2,200 units, 7 million square feet of commercial development, and 130 acres of open space and recreation facilities. As a condition of any development on the Baylands, the General Plan requires that adequate additional water supply be provided via legally enforceable agreements negotiated by the developer. The Baylands developer has a memorandum of understanding (MOU) with Contra Costa Water District to purchase water rights to serve the Baylands development, to be conveyed through the SFPUC system. A resolution and formal agreement is anticipated to be completed in 2023. The water demand generated by the Baylands was evaluated in compliance with Government Code Section 66473.7, Public Resource Code Section 21151.9, and Water Code Sections 10910-10912 in the Baylands Draft EIR.

The City of Brisbane receives its water supply from the City and County of San Francisco's Hetch Hetchy reservoir and water delivery system as a member of the Bay Area Water Supply and Conservation Agency (BAWSCA) through various agreements. Based on the City's water demand projections through 2040, including all anticipated housing and commercial development outside of the Baylands subarea, there is adequate supply for all projected residential and commercial development outside of the Baylands subarea under its contractually guaranteed supply through BAWSCA.

The per capita water consumption rate for calendar year 2021 was 43.2 gallons per capita per day—one of the lowest residential rates on the San Francisco Peninsula. A program is included in the Housing Element to continue to encourage water conservation. In addition, the City's landscape requirements are minimal (typically only 15% of the front setback area), with credit given for non-water-consuming ornamental materials.

Per Government Code Section 65589.7, housing with units affordable to lower-income households will be granted priority water and sewer service via Housing Element Program H.B.3.j.

See Program 2.B.6 and 6.A.3.

4.1.5 CONSTRAINTS TO HOUSING FOR PERSONS WITH DISABILITIES

Given the accessibility challenges presented by Brisbane's terrain, it is important that the City's ordinances allow flexibility in terms of accessibility in housing designed for, intended for occupancy by, or with supportive services for persons with disabilities.

Reasonable Accommodations

Requests for reasonable accommodations are provided under BMC Chapter 17.32. The Accessibility Improvement Permit (AIP) or height exception permit, as applicable, are processed by the Zoning Administrator subject to an administrative hearing with 10 days mailed notice to adjacent property owners. One hearing is typically required. The process provides for reasonable accommodation of modifications to zoning regulations such as setbacks, lot coverage, or height for alterations to housing persons with disabilities with minimal delay and cost to the resident. The findings made by the Zoning Administrator for an accessibility-related height exception include:

1. The exception is necessary to meet special needs for accessibility of a person having a disability which impairs his or her ability to access the property.
2. Visual impacts of the accessibility improvements exceeding the height limit will be minimized.
3. The accessibility improvements will not create any significant adverse impacts upon adjacent properties in terms of loss of privacy, noise or glare.
4. The accessibility improvements will be constructed in a sound and workmanlike manner, in compliance with all applicable provisions of the building and fire codes.

The approval findings are tailored to ensure the accessibility needs of the resident are met while minimizing potential impacts to neighboring properties to the extent feasible without compromising the necessary access improvements. The City has approved all AIP and exception permits submitted under the reasonable accommodation ordinance since 2005.

In 2016 the City adopted an ordinance that reduced the parking requirements for units designed and dedicated for use by persons with disabilities, as well as seniors.

Exceptions to the building codes are processed by the Building Official or his/her designee. Applications for accessibility retrofitting are given the highest priority in terms of building permit processing.

For some persons with disabilities, the need for housing can be at least temporarily met through transitional housing, supportive housing (including single-room occupancy units), emergency shelters and convalescent homes. The Municipal Code allows all these types of housing in districts where residential development is allowed. The Municipal Code, through its definitions of "dwelling" (BMC Section 17.02.235), "family" (BMC Section 17.02.285) and "group care home" (BMC Section 17.02.370), treats group care homes for six or fewer persons (regardless of relationship) as single-family residences:



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"Family" means one or more persons, related or unrelated, occupying a dwelling unit and living together as a single housekeeping unit. The term shall not include a group of persons occupying a fraternity or sorority house, club, hotel, motel, convalescent home, group care home or institution of any kind.

The definition of family does not limit the number of persons to be considered a part of the family unit, nor does it require such persons to be related.

"Group care home" means an establishment licensed by the state to provide twenty-four (24) hour nonmedical care for seven (7) or more persons (not including the operator, the operator's family or persons employed as staff) in need of supervision, personal services, or assistance essential for sustaining the activities of daily living or for the protection of the individual. Also see "dwelling, single-family" for six (6) or fewer persons.

"Single-family dwelling" means a dwelling unit constituting the only principal structure upon a single site (excluding any lawfully established accessory dwelling unit that may be located within the same structure on upon the same site). The term includes employee housing for six (6) or fewer persons, residential care facilities, licensed by the state to provide twenty-four-hour nonmedical care, serving six (6) or fewer persons (not including the operator, the operator's family or persons employed as staff) in need of supervision, personal services, or assistance essential for sustaining the activities of daily living or for the protection of the individual.

As noted above, group homes of six or fewer persons are also defined as the same as single family dwellings and treated no differently in the same districts. Group care homes (for seven or more persons) are conditionally permitted in all residential and mixed-use districts (Appendix B, Table B.4.2). This requirement for a Use Permit has not constrained provision of the services typically associated with group homes. The findings for Use Permit approval have not proven to be an obstacle for any large group care home applications received to date. The City has no requirement that such homes be located a specified distance from one another, as evidenced by the previous approvals of two such homes next door to one another in the Southwest Bayshore subarea (page II-5). The Use Permits for those two projects were approved in 1½ months subject to a minimum of conditions. Note that the only finding for approval of a conditional use permit in any of the districts, as provided in BMC Section 17.40.060, addresses whether the use would be "detrimental to the health, safety, comfort and general welfare of the persons residing or working in the neighborhood of such proposed use, or whether it will be injurious or detrimental to property and improvements in the neighborhood or the general welfare of the city". Such a finding would not typically be of concern in housing individuals that require care in a group home environment. [Despite that, Program 2.A.11 has been included to amend the definitions and district's use provisions to remove the requirement for a conditional use permit for group homes of seven or more persons and allow group homes by right in all districts allowing residential uses.](#)

As noted in Chapter III, there were 26 persons with developmental disabilities in Brisbane in 2020, all of whom lived with their families or caregivers rather than independent or assisted living facilities. Types of housing which may be appropriate for persons with developmental disabilities include licensed and unlicensed single-family homes and group care homes, particularly when made

affordable through rent subsidies, Housing Choice vouchers and other special programs. Such housing should be designed to be accessible and located close to services and transit.

See Programs [2.A.11](#), [2.B.1](#), [2.B.2](#), [2.D.1](#), ~~[2.E.1](#)~~ [and 7.A.10](#).

4.2 NON-GOVERNMENTAL CONSTRAINTS

The primary non-governmental constraint to the development of housing in Brisbane is the cost to develop housing, which is driven by four major components:

- the price of land,
- the cost of construction,
- the availability of financing
- environmental and physical conditions.

While these factors constrain development of housing of all affordability levels, the impact on development of affordable and special-needs housing by non-profit developers is especially acute. Such developers generally have less capital to purchase developable land and finance construction using a patchwork of Federal, State, local, and private funding sources.

The cost to develop housing creates a gap between the City's planning for the development of housing for all income levels and the construction of that housing and is often responsible for the length of time between receiving approval for a housing development and submittal of an application for building permits for that housing development.

Contributing factors to the cost of construction include environmental constraints and infrastructure constraints. The Brisbane Acres subarea includes a number of large vacant lots, generally approximately 1-acre each, but these are within an environmentally sensitive area which is regulated by the San Bruno Mountain Habitat Conservation Plan for the protection of endangered butterfly species. The area is also largely constrained by steep topography and lack of road and utility infrastructure, with exceptions in the lower Brisbane Acres areas.

In the Central Brisbane subarea, steep topography in the upper streets along with the small sizes of most residentially zoned lots and scattered ownership of such lots poses a challenge to assembling larger parcels that are more feasible for housing development beyond individual single-family homes or small-scale multiple-family developments. Small scale development, under six units, is not subject to inclusionary zoning provisions and so development on these smaller scattered lots will generally only provide market rate units, with the exception of ADUs. Finally, redevelopment of non-vacant sites occupied by lower intensity housing in the multiple-family zoning districts in the Southwest Bayshore and Central Brisbane subareas or commercial development in the Parkside overlay districts is constrained by the lack of interest or incentives on the part of private property owners occupying the property or landlords receiving passive income from the property.

The subsections which follow evaluate these constraints in detail and include references to policies and implementation programs to address and where possible mitigate them.