



**PROJECT LOCATION**  
1 & 45 Adrian Court

# City of Burlingame

*Environmental Review, Design Review, Density Bonus and Vesting Tentative Parcel Map for a New 7-story, 265-unit Mixed Use Residential Development*

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

**Address:** 1 & 45 Adrian Court

**Meeting Date:** May 13, 2019

**Request:** Application for Environmental Review, Design Review, Density Bonus and Vesting Tentative Parcel Map for a new 7-story, 265-unit mixed use residential development.

**Applicant:** SummerHill Apartment Communities, Elaine Breeze

**Property Owners:** Helf Investments (1 Adrian Court) and Nicolet Family Partners (45 Adrian Court)

**Architect:** Seidel Architects, Alex Seidel

**APN:** 025-169-350 (1 Adrian Court) and 025-169-999 (45 Adrian Court)      **Lot Area:** 2.83 acres (123,275 SF)

**General Plan:** Live/Work

**Zoning:** RRMU (North Rollins Road Mixed Use)

**Adjacent Development:** Warehouse, commercial and industrial buildings and auto storage lot

**Current Use:** 1 Adrian Court (Sprint Communications); 45 Adrian Court (vacant)

**Proposed Use:** 265-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 *2016 CEQA Statute and 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. The RRMU Development Standards are attached for reference.

**Project Summary:** The project site is located at the southwestern corner of Adrian Road and Adrian Court. The proposed project includes merging two parcels, 1 and 45 Adrian Court, to create a new 2.83-acre site. 1 Adrian Court is occupied by Sprint Communications and 45 Adrian Court's building is currently vacant. Overhead transmission lines run north/south over the western portion of the property. One transmission tower is located in the northwest corner of the site and will remain with the project. Surrounding uses include Public Storage and Goodwill to the south, Flying Foods to the west, multi-tenant commercial buildings to the north, and U.S. Highway 101 to the east.

The applicant is proposing to construct a new 265-unit mixed use residential development with 3,073 SF of commercial space on the ground floor; all existing buildings, paving and landscaping would be demolished to accommodate the proposed development. The project consists of two, 3 to 5-story buildings on top of a shared two-story podium, for a total of seven stories (79'-0" building height).

The ground floor along Adrian Court will consist of a pedestrian plaza leading to two entrance lobbies, residential units, a leasing office, fitness room and secured bicycle storage rooms for residents. The ground floor space fronting Adrian Road will consist of 3,073 SF of commercial/office space. The second floor will contain similar spaces, including upper lobbies, residential units, and additional amenity spaces (co-working space, workshop and Wi-Fi lounge). The ground floor and second floor portions of the building fronting Adrian Court and Adrian Road screen the two-level parking garage. Two courtyards, a pool, club room and residential units are proposed on the third level (above the parking garage). The fourth through seventh levels will contain residential units, with two roof decks proposed on the seventh level.

The parking garage, which is located at-grade, provides 302 parking spaces for the residential units and 13 spaces for the commercial space, for a total of 315 parking spaces (project requires a minimum of 312 parking spaces). Vehicular access into the garage is provided from both Adrian Court and Adrian Road.

The residential units would include three studios (1%), 194 one-bedroom units (73%), and 68 two-bedroom units (26%). Unit sizes range from 589 to 1,342 SF for the typical single level units, averaging approximately 840 SF across all units. Please refer to the floor plans and unit plans to review configurations proposed for each type of unit.

An approximately 0.4-acre publically accessible, privately maintained park is provided at the south end of the project site, which will include a dog park with separate fenced-in play areas for large and small dogs, a bocce court, seating area, a flat turf play area, and wave fields designed for relaxation and play. A landscaped Paseo, featuring a statement entry portal, is provided to draw pedestrians from Adrian Court towards the Park. These spaces will be maintained by the project, with easements to provide access to the public.

The application also includes installation of a new crosswalk with disabled-accessible ramps at the intersection of Adrian Court and Adrian Road. A modified terminus of Adrian Court to improve pedestrian access and safety in the right-of-way at adjacent 50 Adrian Court is also being provided. Please refer to sheet C2.0 for additional details.

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 January 11, 2019, and “Adrian Court Fact Sheet” submitted by the applicant.

The following applications are requested for this project:

- Design Review for construction of a new 7-story, 265-unit mixed use residential development (265 residential units and 3,730 square feet of commercial/office space on ground floor) (C.S. 25.39.060);
- Density Bonus to allow 67 additional units over the density permitted for Tier 3 developments (C.S. 25.63.020 (a)(1)); and
- Vesting Tentative Parcel Map to combine two parcels (1 and 45 Adrian Court) into one single parcel.

**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 exterior of the building include plaster (with a sand float finish), smooth plaster with reveals, concrete, porcelain and ceramic tile (at the ground floor), painted metal panel siding, painted corrugated metal siding and aluminum siding with a wood grain finish. The proposed materials are presented on sheet A3.6; a materials board will be available for review at the meeting.

Painted metal awnings are proposed along the ground floor and upper levels of the building. Vinyl windows (Endurance Series by VPI Quality Windows) are proposed for the project, with the exception of the ground floor which will contain an aluminum storefront system with glazing. Information and specifications for the proposed VPI vinyl windows are included in the attachments.

To better help visualize the proposed project, perspectives of the proposed project are provided on sheets A0.0, A0.5.1 and A0.5.2. 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. Please refer to the attached North Rollins Road Mixed Use Zone for a complete list of community benefits. The developer is proposing to provide the following four community benefits (where a minimum of three are required):

- Affordable Housing – Section 4.1.ii - The project qualifies for and intends to utilize a density bonus in compliance with the City's affordable housing incentives by including 38 below-market rate units, 14.3% 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.
- Pedestrian Amenities – Section 4.b – A publicly accessible paseo connecting Adrian Court to the publically accessible park is proposed as part of the project. As required, the paseo exceeds the minimum requirements of the RRMU Interim Standards. The paseo features decorative paving, an architectural entry feature, and seating.
- Public Plaza Beyond Minimum – Section 4.c - The project includes an approximately 3,700 square foot publically accessible plaza, well in excess of the 2,250 square foot minimum. The plaza includes a fountain, landscaping outdoor seating, and other amenities as required.
- Publically Accessible Park Space - Section 4.j – The project includes an approximately 17,500 SF publically accessible, privately maintained park. The park design includes dog areas for both small and large dogs, a bocce court, dining area, turf play area, storm water garden, and "wave" field for relaxation.

**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 20.3% 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.

The two courtyards on the podium level above the parking garage contain amenities for residents. Amenities include seating and gathering areas with lounges, chairs and tables, a pool and spa with lounge seating, a fire pit, an outdoor kitchen, landscaping, and tables and chairs. Please see sheet L4 for a detailed plan of the courtyard areas.

The two rooftop terraces on the seventh level contain seating and gathering areas with lounges, chairs and tables, and some landscaping. Please see sheet L5 for a detailed plan of the rooftop terraces.

The publically accessible, privately maintained park includes a dog park for both small and large dogs, a bocce court, dining seating areas, turf play area, storm water garden, and “wave” field for relaxation. Please see sheet L2 for a detailed plan of the 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 41 landscape trees are required on site. The proposed landscape plan indicates that approximately 80 new trees, ranging in size from 36 to 48-inch box, will be planted throughout the site. Some of the trees are proposed in the courtyard areas above the garage and on the rooftop terraces, and therefore would be provided in containers and not in the ground. A proposed plant palette is provided on sheet L6.

A total of 11 street trees, four along Adrian Road and seven along Adrian Court, are proposed to be planted as part of this project.

The applicant has provided a Tree Report, prepared by HortScience/Bartlett Consulting and dated January 5, 2019, for the two parcels that would make up the project site. The report notes that there are a total of 36 within the project site boundaries, two of which are protected size (19-inch diameter Coast redwood and 23-inch diameter Monterey pine). The report notes that 34 of the existing trees are in poor and fair condition. Based on the assessment and review of the proposed plans, HortScience/Bartlett Consulting recommends removing all of the existing trees on site. The City Arborist notes that a Protected Tree Removal Permit from the Parks Division will be required to remove the two protected-size trees and that a Permit would only be issued upon approval of the proposed project.

There are five Bailey acacia trees, one of which is protected-size, located off-site but adjacent to the project site that could have their canopies and roots impacted by the proposed construction. Therefore, tree protection measures are recommended.

**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 recently adopted 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 3 studio, 194 one-bedroom units and 68 two-bedroom units, and therefore requires a total of 299 spaces for the residential use. Based on the office ratio of 1:300 SF, 13 parking spaces are required for the 3,730 SF ground floor office use. Therefore, a total of 313 parking spaces are required for the proposed mixed use project. The project is in compliance with off-street parking requirements by providing 315 parking spaces.

Parking is provided in an above-grade, two-level parking garage located behind residential units, amenity spaces and the commercial space fronting Adrian Court and Adrian Road. Residents will have access to 289 resident parking spaces via a secured entrance at the end of Adrian Court. Residents and their guests will have access to 13 additional spaces in the ground level garage via a second unsecured entrance on Adrian Road. Users of the Commercial/Office space will gain access to 13 garage stalls serving this space from Adrian Road.

Bicycle parking is provided in secured rooms on the ground floor within the building (133 bicycles) and throughout the site (14 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 38 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 2018 San Mateo County AMI is \$82,900 for a single-person household, \$94,700 for a two-person household, \$106,550 for a three-person household, and \$118,400 for a four-person household.

Consistent with the State Density Bonus Law and the City’s Density Bonus ordinance, the applicant proposes to provide thirty-eight (38) below-market rate units for Low Income households making 80% of San Mateo County’s AMI in order to obtain a density bonus of 33.77%, or 67 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 2.83 acres. As a Tier 3 project, the RRMU Zone allows for a maximum density of 70 DU/acre, which would permit a total of 198.10 units prior to the application of a density bonus (2.83 acres × 70 du/ac = 198.1 units).
- The applicant seeks a density bonus of 33.77% to allow for a total of 265 units.

$$198.10 \text{ units} + 66.90 \text{ units} = 265 \text{ units}$$

$$66.90 \text{ units} \div 198.10 \text{ units} = 33.77\%$$

- 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 33.77%, the applicant is proposing to designate 19.18% of the units (thirty-eight units) as below-market rate units for Low Income Households making 80% of San Mateo County’s AMI.

$$\text{Percentage of Low Income Units: } 38 \text{ units} \div 198.10 \text{ units} = 19.18\%$$

$$\text{Percentage of Low Income Units greater than 10\%: } 19.18\% - 10\% = 9.18\%$$

$$\text{Density Bonus Units Permitted: } 20\% + (9.18\% \times 1.5) = 33.77\%$$

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).

On April 1, 2019 the City Council adopted Residential Impact Fees to mitigate the impact of new residential development on affordable housing. The ordinance becomes effective on June 1, 2019. This development

application was submitted and deemed complete prior to the adoption of the residential impact fees. However, the provision of the affordable units is consistent with the “in-lieu” option provided in the ordinance as an alternative to fees, and therefore would otherwise satisfy the requirements of the ordinance.

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.

**1 & 45 Adrian Court**

**Lot Area:** 2.83 acres (123,275 SF)

**Plans date stamped:** May 7, 2019

	<b>Proposed</b>	<b>Tier 3 Projects Maximum Allowed/ Minimum Required</b>
<b>Density - Residential Units:</b>	93.6 du/ac <sup>1</sup> 265 units	70 du/ac 198 units
<b>Density - Commercial Space:</b>	0.03 FAR (3,763 SF)	1.0 FAR (123,275 SF)
	<b>Proposed</b>	<b>Tier 3 Projects Maximum Allowed/ Minimum Required</b>
<b>Building Height:</b>	7 stories 79'-0"	7 stories 80'-0"
<b>Setbacks</b>		
<b>Front (Adrian Ct):</b>	22'-5" from edge of curb	15'-0" from edge of curb
<b>Side (Interior):</b>	15'-0"	10'-0"
<b>Side (Adrian Rd):</b>	10'-0" to wing wall/15'-0" to building	10'-0"
<b>Rear:</b>	54'-0"	20'-0"
<b>Abutting Light Industrial:</b>	15'-0"	15'-0"
<b>Lot Coverage:</b>	66.1% <sup>2</sup> (48.4% with inclusion of courtyard on podium level)	60% 73,965 SF

<sup>1</sup> Consistent with the State Density Bonus Law and the City’s Density Bonus ordinance, the applicant proposes to provide thirty-eight (38) below-market rate units for Low Income households to obtain a density bonus of 33.77%, or 67 additional units, over the density permitted for Tier 3 developments.

<sup>2</sup> Total lot coverage, including common open space on podium level, is 81,502 SF (66.1%). However, lot coverage may be increased if additional useable common open space equivalent to the additional lot coverage (in square feet) is provided on a podium-level landscaped courtyard or plaza. Common useable courtyards proposed on the podium level measure 21,719 SF in area (7,537 SF additional lot coverage/podium level courtyard minimum required).

	<b>Proposed</b>	<b>Tier 3 Projects Maximum Allowed/ Minimum Required</b>
<b>Open Space per Unit:</b>	30,715 SF (common) 3,736 SF (plaza) 21,062 SF (park & paseo) <u>5,989 SF (private)</u> 59,552 SF / 265 units = 224 SF per unit	125 SF per unit = 33,125 SF may be private, common or both
<b>Landscape Coverage:</b>	20.3 % of site 25,048 SF	20% of site 24,655 SF
<b>Pedestrian Plaza/Public Space:</b>	3,736 SF pedestrian plaza 21,062 SF public open space	1,500 SF
<b>Mid-Block Plaza:</b>	60' x 60' 100% open to sky	15' x 15' 50% open to sky
<b>Number of Parking Spaces:</b>	315 spaces	<b>Residential:</b> 3 studio units x 1.0 = 3 194 1-bdr units x 1.0 = 194 68 2-bdr units x 1.5 = 102  <b>Commercial:</b> 3,701 SF @ 1 space/300 SF = 13  <b>Total Spaces Required = 312</b>
<b>Parking Stall Dimensions:</b>	8'-6" x 17'-0"	8'-0" x 17'-0"
<b>Aisle Dimensions:</b>	24'-0"	24'-0" for 90-degree parking
<b>Driveway Width:</b>	18'-0" and 23'-9"	Parking areas with more than 30 vehicle spaces shall have two 12'-0" wide driveways or one 18'-0" wide driveway
<b>Bicycle Parking:</b>	133 resident (in building) 14 guest (outdoor)	133 (0.5 spaces/unit)
<b>Electric Vehicle Charging Stalls:</b>	16 spaces (5% of all spaces)	16 spaces (5% of all spaces)

**Staff Comments:** The applicant held an informational neighborhood meeting on April 23, 2019 (see attached meeting invitation). Property owners within 500 feet of the project site (including properties in Millbrae within the radius), 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
- 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.

Ruben Hurin  
Planning Manager

c. SummerHill Apartment Communities, Elaine Breeze, applicant

Attachments:

RRMU Zone Map  
Application to the Planning Commission  
Letter of Authorization from Property Owner  
Project Description, dated May 7, 2019  
Letter Describing Compliance with Tier 3 Requirements and Request for Density Bonus,  
dated January 11, 2019  
Adrian Court Fact Sheet, dated April 23, 2019  
Informational Neighborhood Meeting Invitation, dated April 8, 2019  
Tree Inventory Report, HortScience/Barlett Consulting, dated January 5, 2019  
Specifications for VPI Quality Windows, Endurance Series  
North Rollins Road Mixed Use (RRMU) Zone – Interim Standards  
Notice of Public Hearing – Mailed May 3, 2019  
Area Map