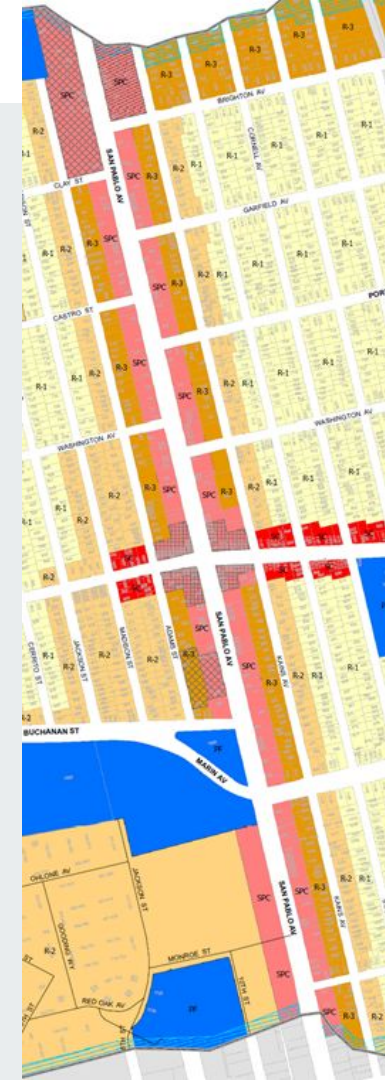


San Pablo Avenue Specific Plan: *Draft Framework & Policies* *Land Use*

May 26, 2021

City of Albany Planning & Zoning Commission
Study Session

Lexington Planning and Urban Field Studio



Agenda

- 1) Project Recap
- 2) Land Use Framework
- 3) Discussion, by Topic
 - a) Framework Overview
 - Guiding principles
 - Development potential
 - b) Use Requirements
 - c) Parking
 - d) Local Density Bonus Program
 - BMR requirements, community benefits
 - density, height, transitions, open space



Project Recap

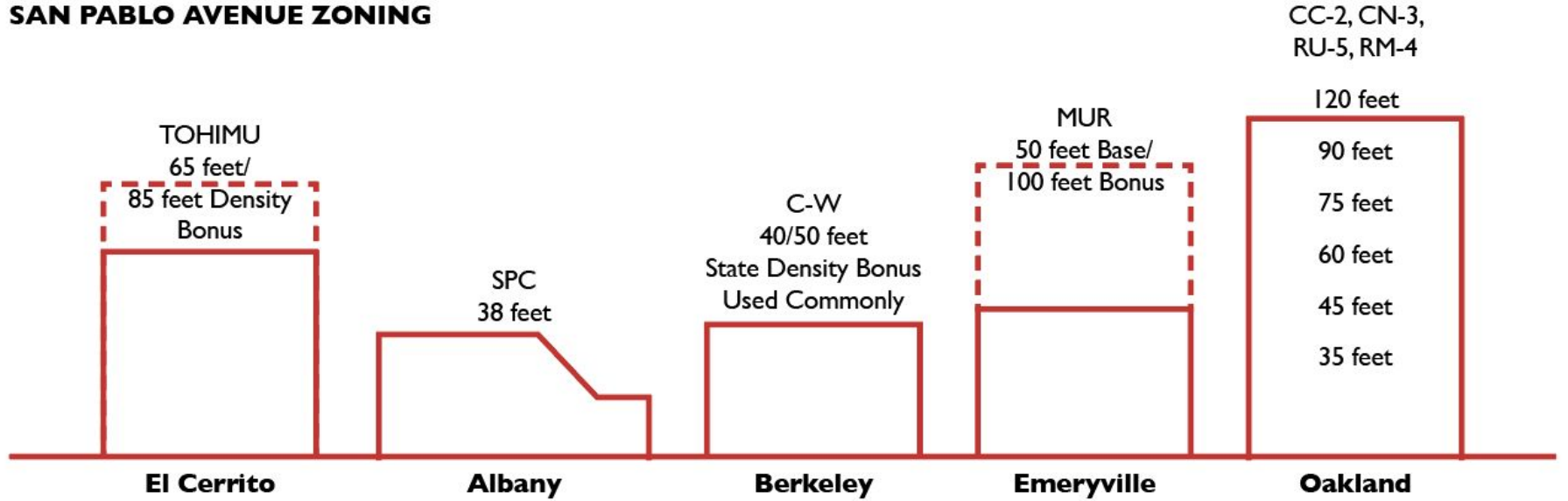
Purpose

The General Plan envisions “a transformation of this corridor from auto-oriented commercial uses to more attractive, pedestrian-oriented, mixed use development.”

The Specific Plan will consider updates to the **Zoning Ordinance, General Plan, and design guidelines** to “right size” standards and facilitate this vision.

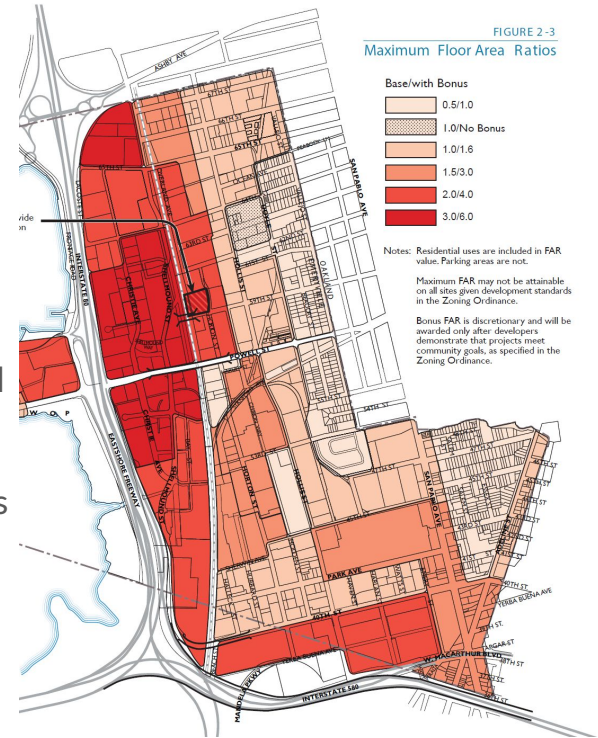


SAN PABLO AVENUE ZONING



Local Density Bonus Program

- “Upzoning” adds value for existing property owners
- Local Density Bonus Program aims to capture value , as described in July 22, 2020 staff report
- Leverage increase in height/density to secure community benefits
- Alternative to State Density Bonus Law gives City more control over benefits and exceptions
- Local program needs to have greater incentives than State law





Housing Element

2014-2022: Regional Housing Needs Allocation (RHNA) = 335 units

- Anticipated 175 units at UC Village (completed as Belmont Village senior housing)
- Additional 181 units across 12 sites identified as opportunity sites on San Pablo Ave.

2022-2030 RHNA = 1,116 units

State Department of Housing & Community Development (HCD) may not accept sites that allow commercial zoning to count as Housing Element sites



City of Albany

2015-2023
Housing Element

ADOPTED FEB 2, 2015

Community Engagement

PZ Meeting 1: May 27, 2020

- Land use, urban design, and economics

PZ Meeting 2: July 22, 2020

- Density, height, transitions, and parking

PZ Meeting 3: September 23, 2020

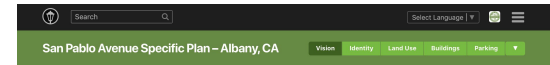
- Land use, nodes, boundaries, equity and racial diversity

Virtual Open House: November 2020 - January 2021

- 443 total participants, including 72 contributors

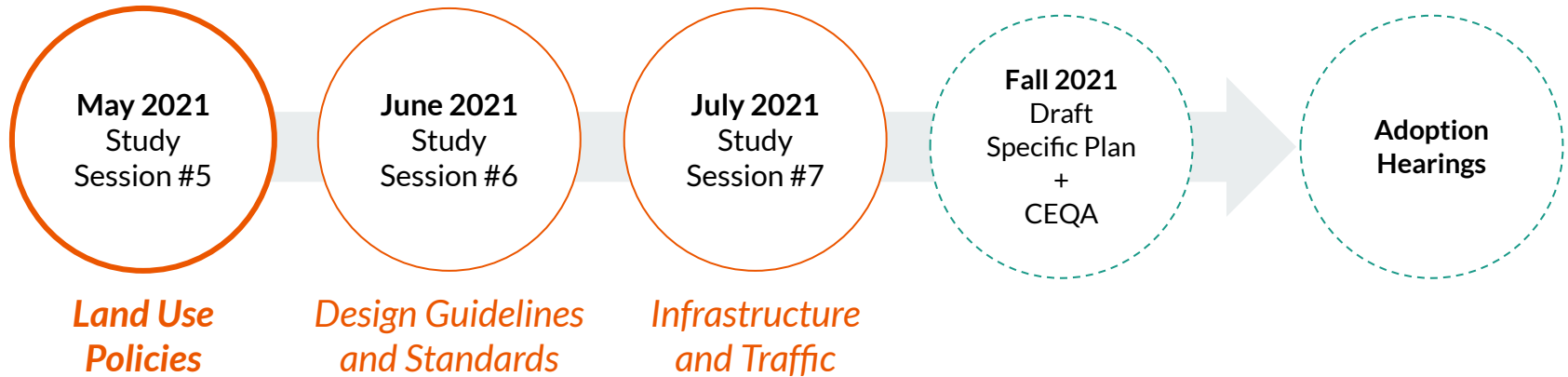
PZ Meeting 4: March 10, 2021

- Findings from virtual open house



Project Timeline

Draft San Pablo Avenue Specific Plan Components



1. Land Use Framework Overview

Question #1: Do you support the guiding land use principles? Any recommended changes?



Land Use Guiding Principles

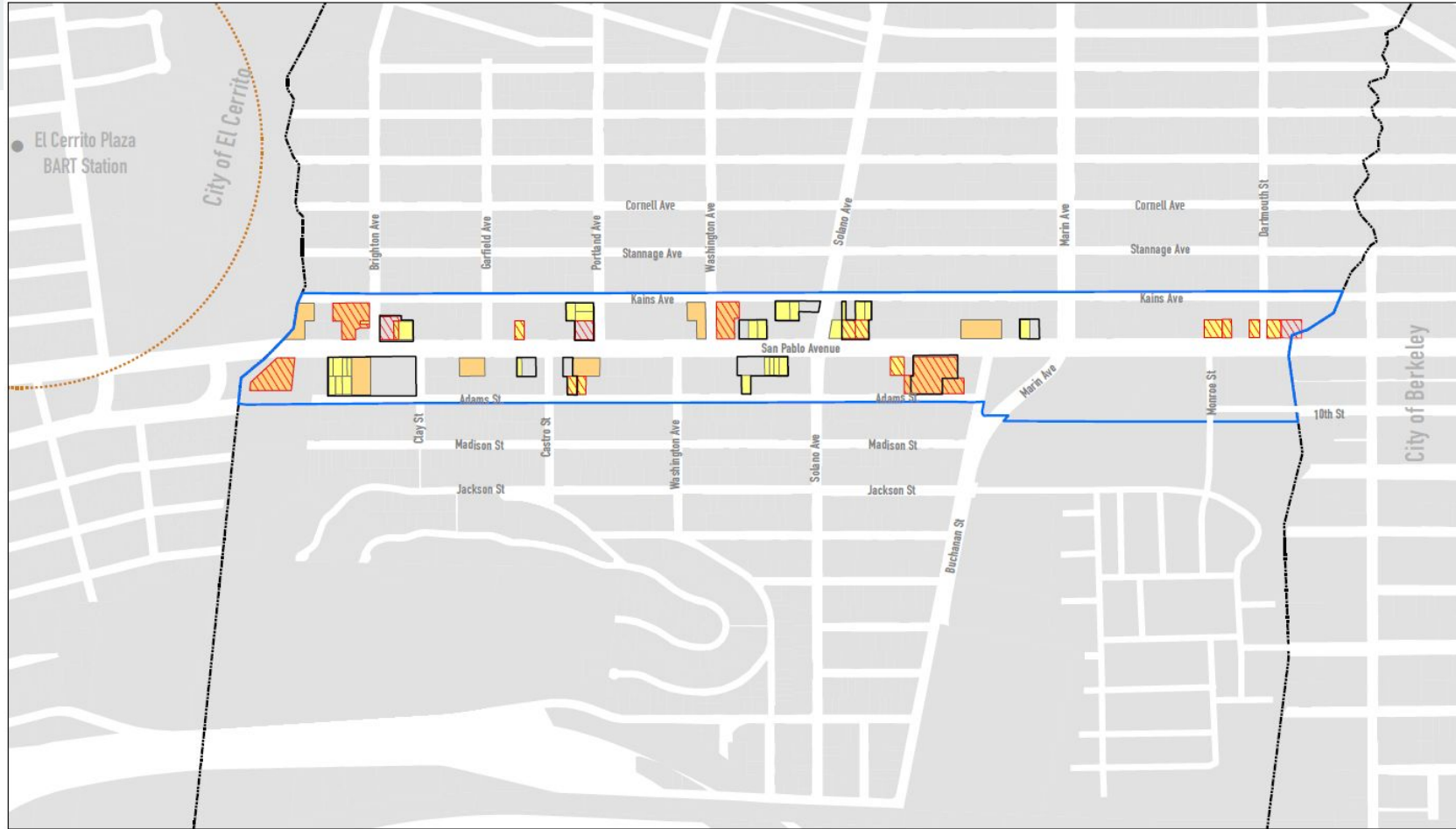
1. **Housing Equity and Diversity.** Facilitate housing for a range of income levels and housing types in order to improve socioeconomic and racial equity and inclusion.
2. **Varied Commercial Uses.** Support local- and regional-serving retail and commercial uses accessible to all modes.
3. **Neighborhood Retail Pattern.** Concentrate small-format retail, service, and restaurant development in a fine-grain pattern that supports vibrancy and synergy between commercial uses.
4. **Alternative Modes.** Develop a mix of uses and an expanded residential population that support transit use, biking, and walking.
5. **Context and Transitions.** Modify development standards to facilitate feasible residential and mixed-use development, while ensuring height and bulk transitions to abutting residential districts.



Development Potential

The Specific Plan estimates development potential that could result from the Plan for several purposes:

1. **Community Expectations:** Understand the type and amount of development that can be anticipated for the corridor and in which locations.
2. **Mobility:** Determine effects on the need for transportation improvements.
3. **Infrastructure:** Determine additional demand, capacity and infrastructure needs, including regarding water, wastewater, and stormwater.
4. **CEQA:** City staff and consultants anticipate that an Addendum to the General Plan EIR will be prepared to comply with the requirements of CEQA.
5. **Housing Element:** The City may also use this buildout information to support the housing opportunity sites analysis in the Housing Element update.



Opportunity Sites





Development Potential/ Buildout

Table 3: Development Potential for the San Pablo Avenue Specific Plan Area

Type	Unit/Sq. Ft.
Residential	Units
Multifamily Apartments/ <u>Condos</u> ⁽¹⁾	1,130
<u>Townhomes</u> ⁽¹⁾	30
Subtotal	1,160
Existing Dwelling <u>Units</u> ⁽²⁾	651
Total 2040 Dwelling Units (Rounded)	1,810
Commercial (sq. ft.)	Sq. Ft.
New	45,000
Lost due to New Housing	119,000
Net Change	-74,000
Existing	482,000
Total 2040 Commercial (Rounded)	408,000

(1) Includes development projects: Albany Bowl apartments (207 units) and Kains & Portland townhomes (9 units)

(2) Includes 175 units at Belmont Village that were anticipated as part of the General Plan buildout.

2. Use Requirements

Land Use Designations

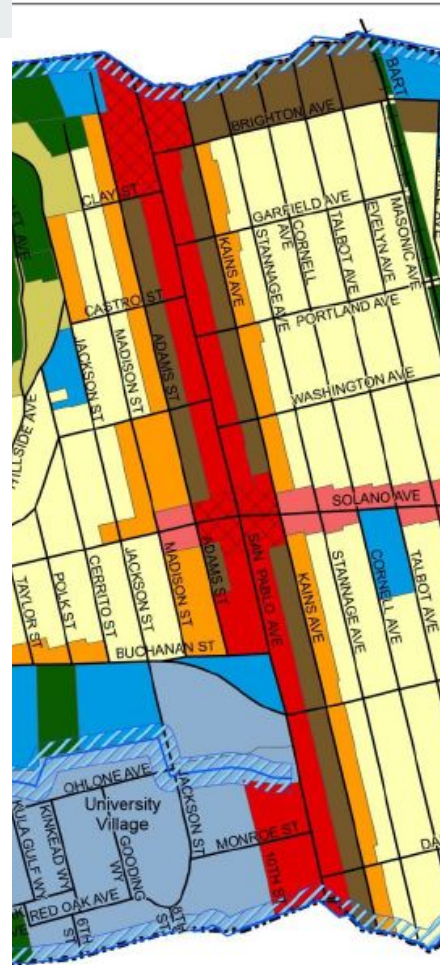
General Plan Land Use Designations:

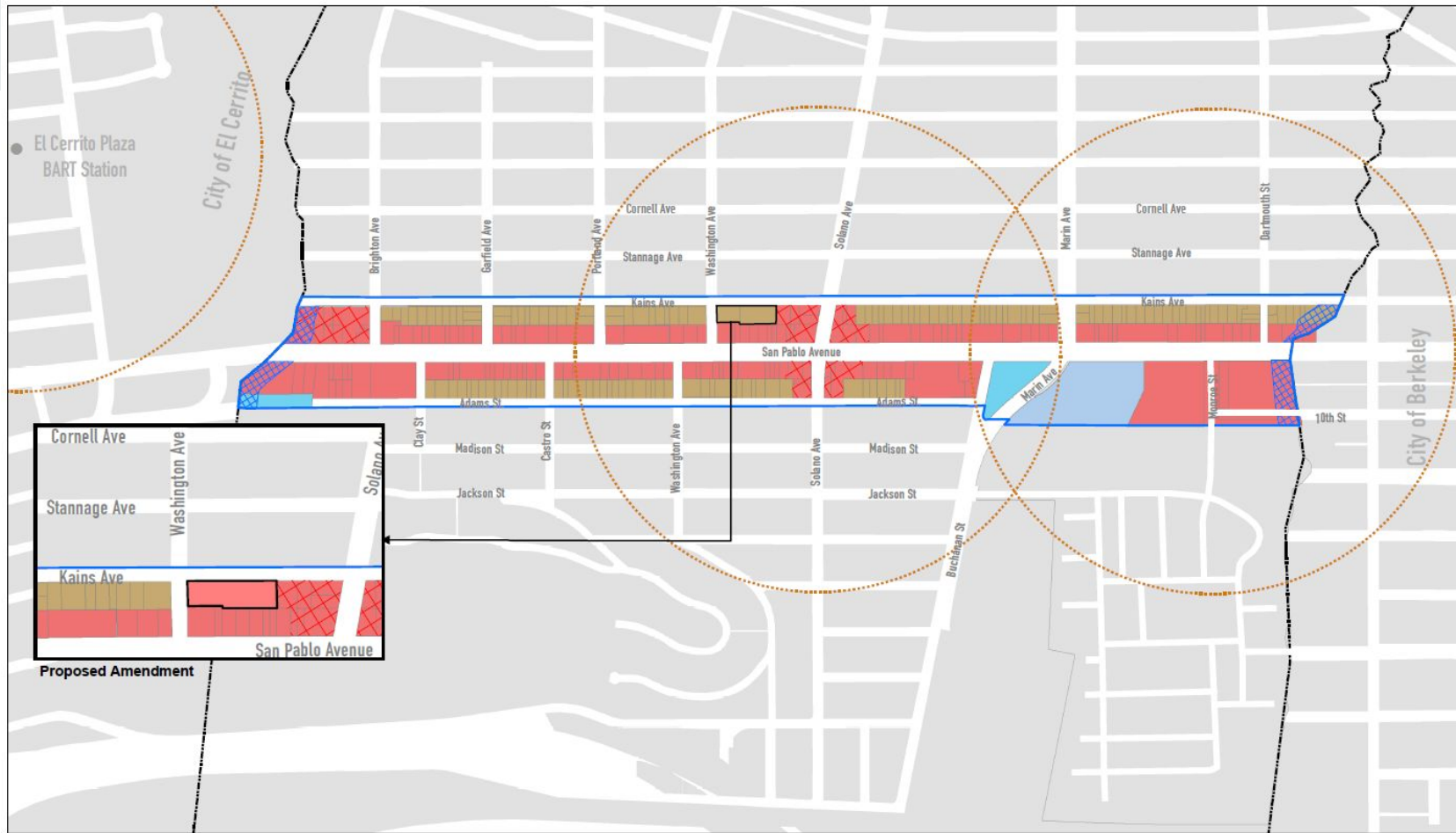
- San Pablo Mixed Use
- High Density Residential

Zoning Districts:

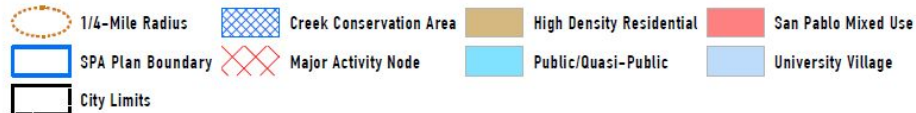
- San Pablo Commercial (SPC)
- Residential High Density District (R-3)

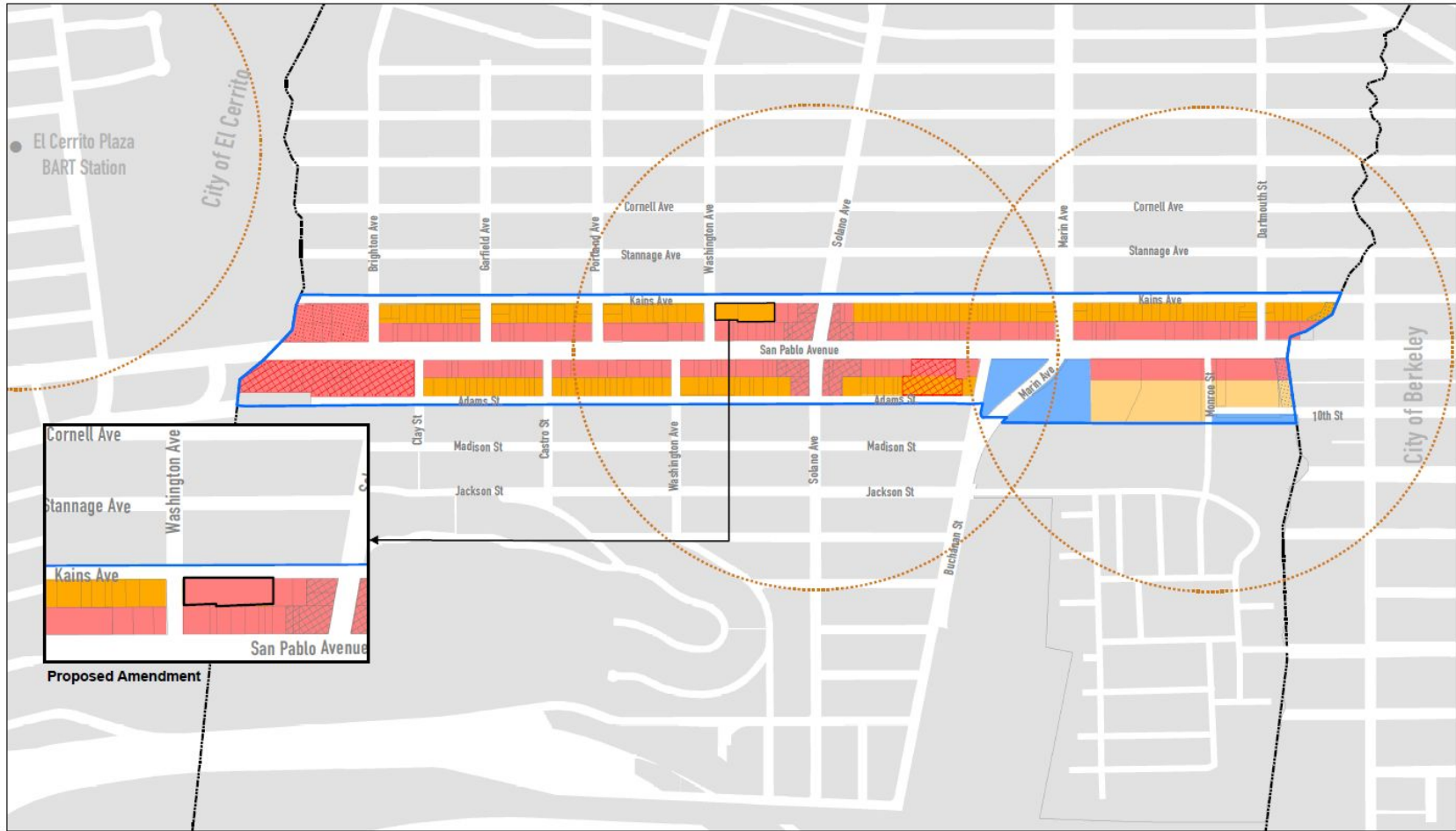
No additional Specific Plan Land Use classifications



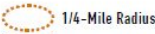





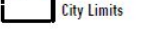






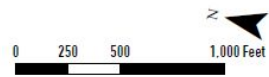
General Plan Land Use





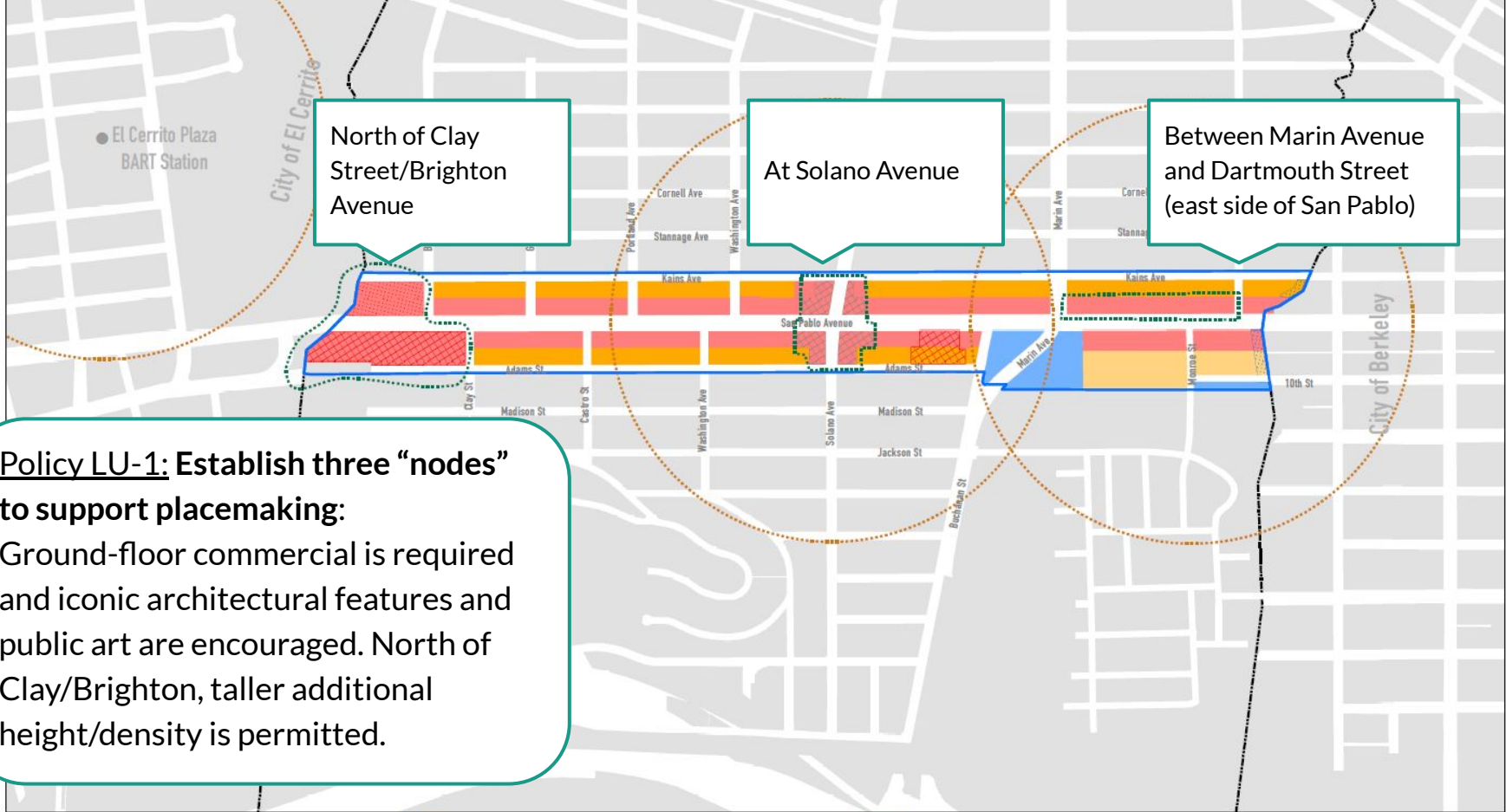
Zoning Districts

- | | | | | | |
|---|-------------------|---|---|---|----------------------------|
|  | 1/4-Mile Radius |  | Commercial Node Overlay |  | Public Facilities |
|  | SPA Plan Boundary |  | Planned Residential/Commercial Overlay |  | Residential Medium Density |
|  | City Limits |  | Residential-Commercial Transition Overlay |  | Residential High Density |
| | |  | Watercourse Overlay |  | San Pablo Commercial |



General Plan Amendment/Rezoning





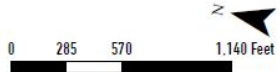
North of Clay Street/Brighton Avenue

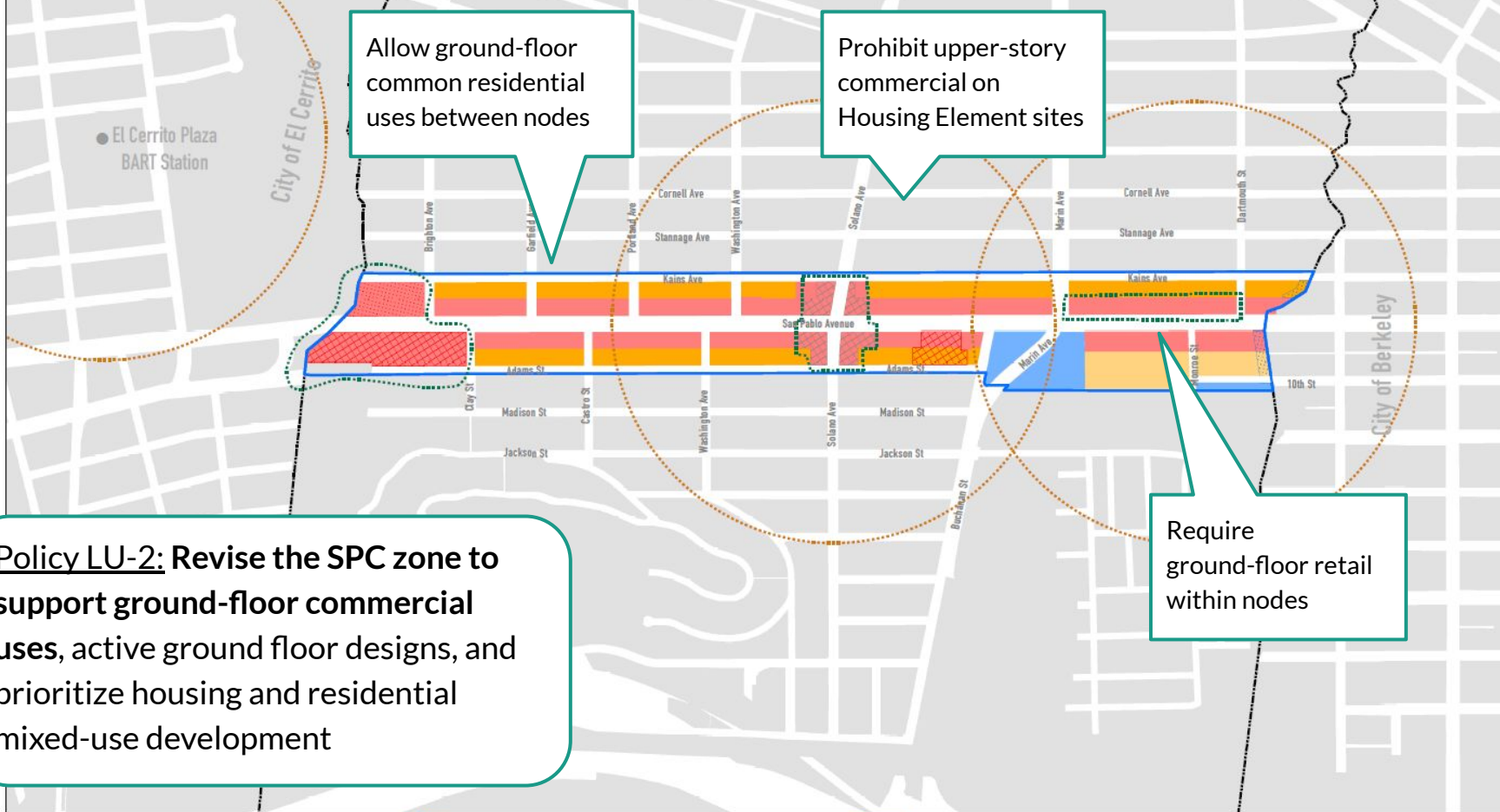
At Solano Avenue

Between Marin Avenue and Dartmouth Street (east side of San Pablo)

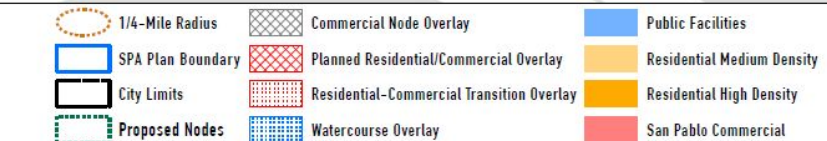
Policy LU-1: Establish three “nodes” to support placemaking:
 Ground-floor commercial is required and iconic architectural features and public art are encouraged. North of Clay/Brighton, taller additional height/density is permitted.

Proposed Nodes

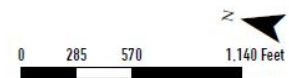




Policy LU-2: Revise the SPC zone to support ground-floor commercial uses, active ground floor designs, and prioritize housing and residential mixed-use development



Proposed Nodes



3. Parking

Policy LU-5: Vehicle Parking



1) Allow Residential Parking Reductions:

- a) Bike Parking. Allow reduction of 1 vehicle space for every 10 bicycle parking spaces (up to 20% reduction in of total vehicle parking requirement); let bicycle spaces that accommodate electric bicycle charging to count as 2 spaces.
- b) Transit Passes. Reduce parking requirement by 20%, by right, if monthly Clipper Card/AC Transit EZ Pass is provided (1 per unit) for the life of the project.
- c) Other. Additionally, applicants would continue to have options to reduce parking through AMC 20.28.030.A.4

Reductions are cumulative, but shall not exceed 50% without P&Z Commission approval.



Policy LU-5: Vehicle Parking/Loading

- 2) Unbundling: Require unbundled parking for rental housing.
- 3) Loading: Require loading spaces for rideshare (Lyft/Uber) and delivery services.
- 4) Parking Stackers: Mechanical lifts may be used to satisfy a portion of the required residential parking and commercial parking, for regular use by employees.
- 5) Conversion of Unneeded Parking: Spaces may be allowed to convert to housing, shared amenity space, personal storage, or other uses in the future if they are no longer needed.



Policy LU-6: Bike Parking

- 1) Long-Tail Bikes: Require at least 10% of the required bike parking spaces accommodate long-tail bikes, when at least 20 protected bike parking spaces are required.
- 2) Electric Bikes: Require at least 10% of spaces to accommodate electric bike charging, when at least 20 protected bike parking spaces are required. Each socket must be accessible to horizontal bicycle parking spaces, including a portion of long-tail bikes.

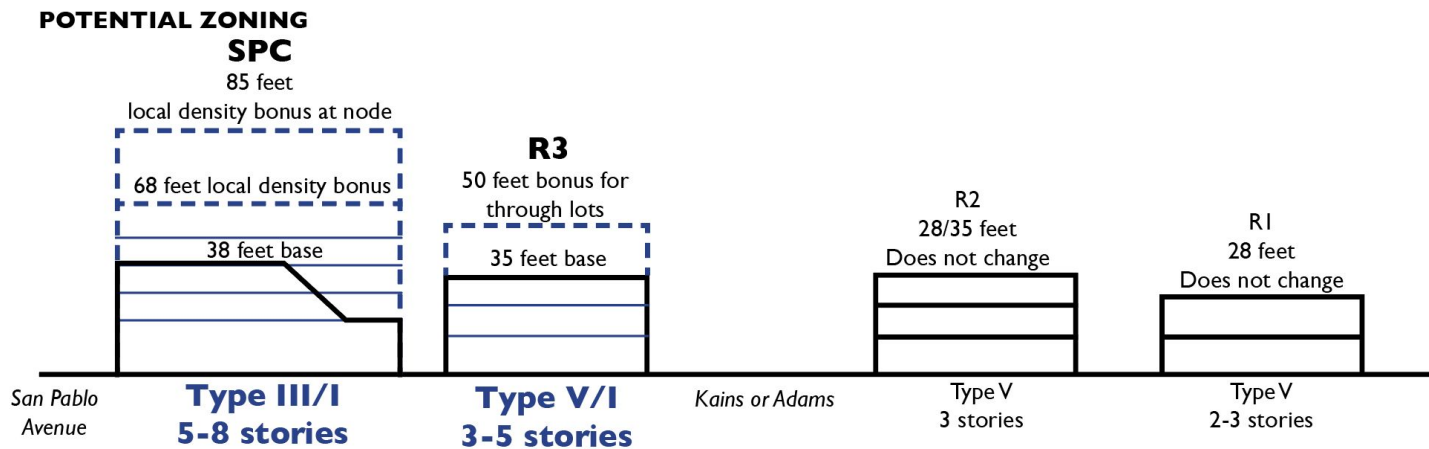
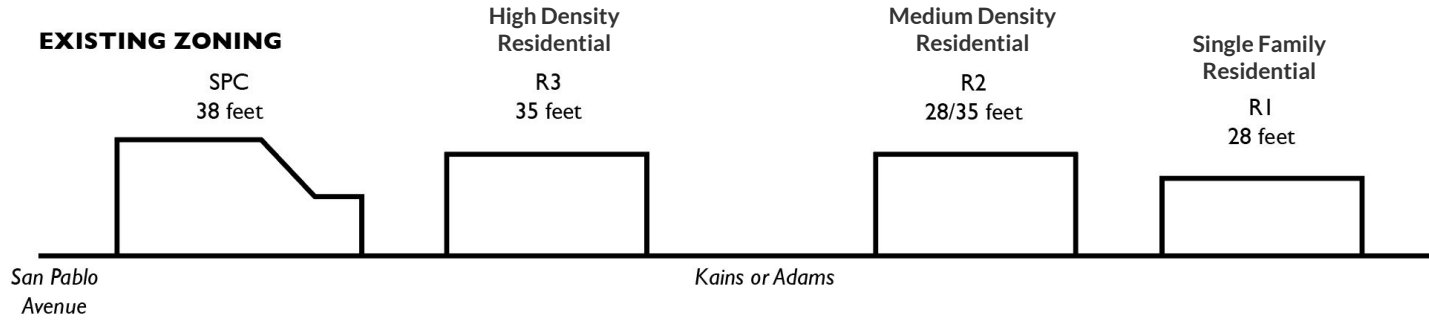
4. Local Density Bonus Program

LU-3: Local Density Bonus Program

- Allow modifications to development standards
- In exchange, require additional below-market rate housing and other community benefits
- Subject to approval by the Planning & Zoning Commission and City Council
- Applicants voluntarily choose to participate as an alternative to State Density Bonus Law



Allows City to capture the value of upzoning private property and retain control over design review



LU-3 Local Density Program Benefits

20% Below-Market Rate Housing

and

List A (choose 1)

- **Publicly-accessible open space** greater of 1,500+ sq ft or 10% of lot
- **Ground-floor commercial tenant space** 10,000+ sq ft
- **Mid-block pedestrian connection** on through-lots that extends from San Pablo Avenue to Adams or Kains
- Design and construction of **bicycle, transit and pedestrian facilities**

or

List B (choose 2)

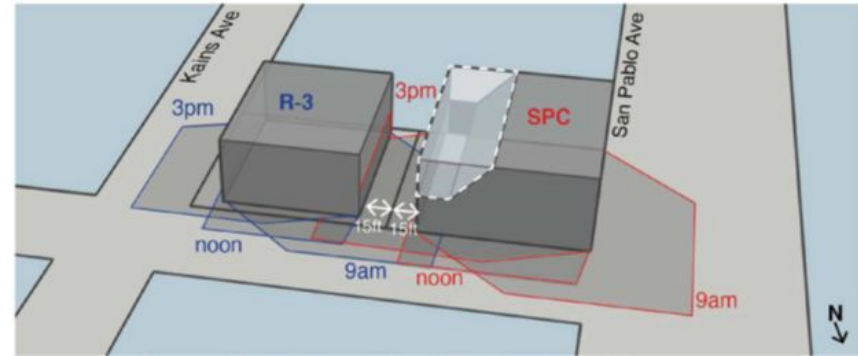
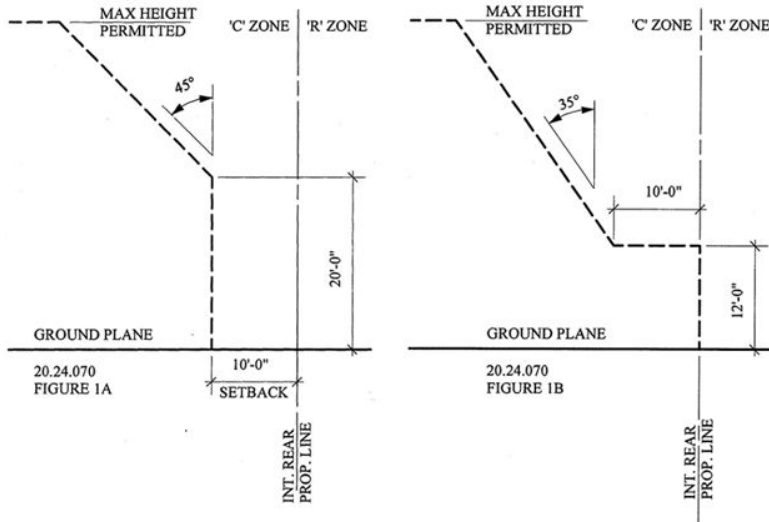
- **On-site public art** consistent with the City's Art in Public Places Ordinance.
- **Family-friendly housing**, at least 20% of units with 3+ bedrooms
- **All electric** construction
- Max. installation of on-site **PV or solar hot-water panels**
- **EV-ready charging** for all off-street parking spaces

Policy LU-4 Zoning Changes

Standard	Existing SPC Zoning (General Plan)	Proposed	
		Base (15% Inclusionary)	Local Density Bonus (20% Inclusionary)
Building Height			
Standard	38 feet/3 stories	No change	68 feet/6 stories 85 feet/8 stories at node north of Clay/Brighton (i.e., max. for Type III over I)
Abutting R-3 (Daylight Plane)	38/20/12 feet	No change	None (see setback changes)
Residential Density	Minimum: 20 du/acre Maximum: 63 du/acre	No change	Minimum: 30 du/acre Maximum: None
Floor Area Ratio	2.25 (3.0) ^a	No change	3.5 (4.5 in northern node)
Setbacks	None, except abutting residential zones, except in overlay areas	No change	None, except refined setbacks in lieu of daylight plane when abutting residential zones
Open Space	200 sq. ft. common open space/unit ^b	No change	100 sq. ft. of common or private open space
Review and Approval Process	Design Review subject to Planning & Zoning Commission review; City Council review for <u>State</u> Density Bonus Law projects	No change	Design Review subject to Planning & Zoning Commission review; City Council review for <u>Local</u> Density Bonus Law projects

Policy LU-4 Zoning Changes (cont.)

Existing daylight plane requirement

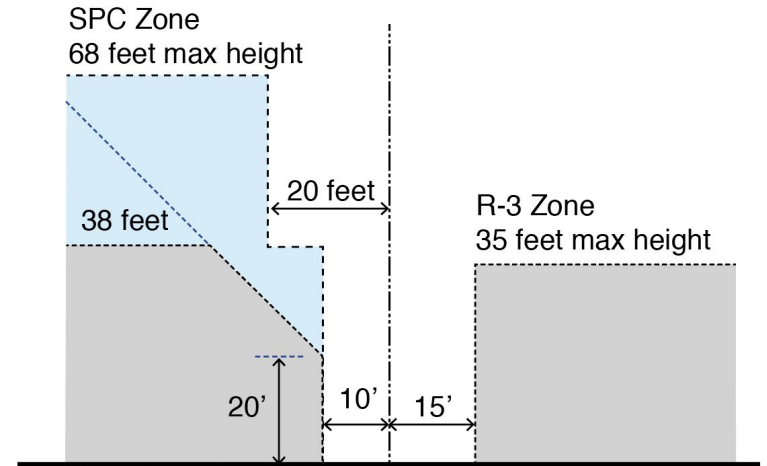


Shadows at the Spring/Fall Equinox (March 21/September 21)

Policy LU-4 Zoning Changes (cont.)

Eliminate the daylight plane requirement. Instead, establish a series of setbacks:

- a) On SPC-zoned sites abutting residential zones:
 - i) Rear yard: 10 ft; above 38 feet: 20 ft.
 - ii) Side yard: 5 ft

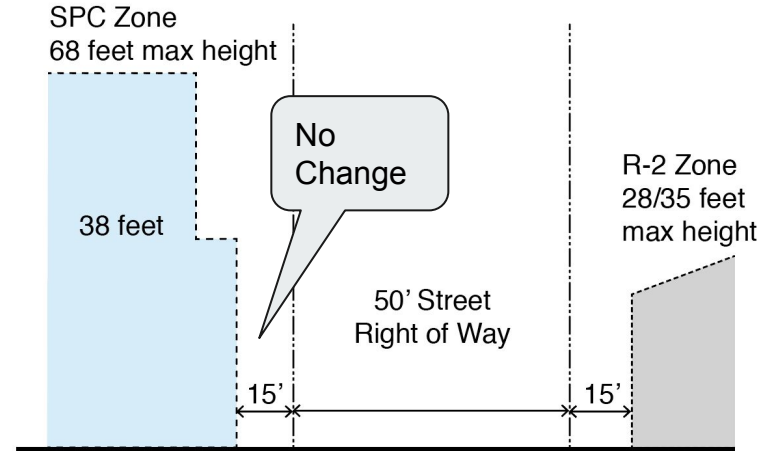


Rear setback with daylight plane compared to stepback

Policy LU-4 Zoning Changes (cont.)

Eliminate the daylight plane requirement. Instead, establish a series of setbacks:

b) On SPC-zoned across the street from R-3, R-2, or other residential zones, retain 15-foot setback





Policy LU-4 Zoning Changes (cont.)

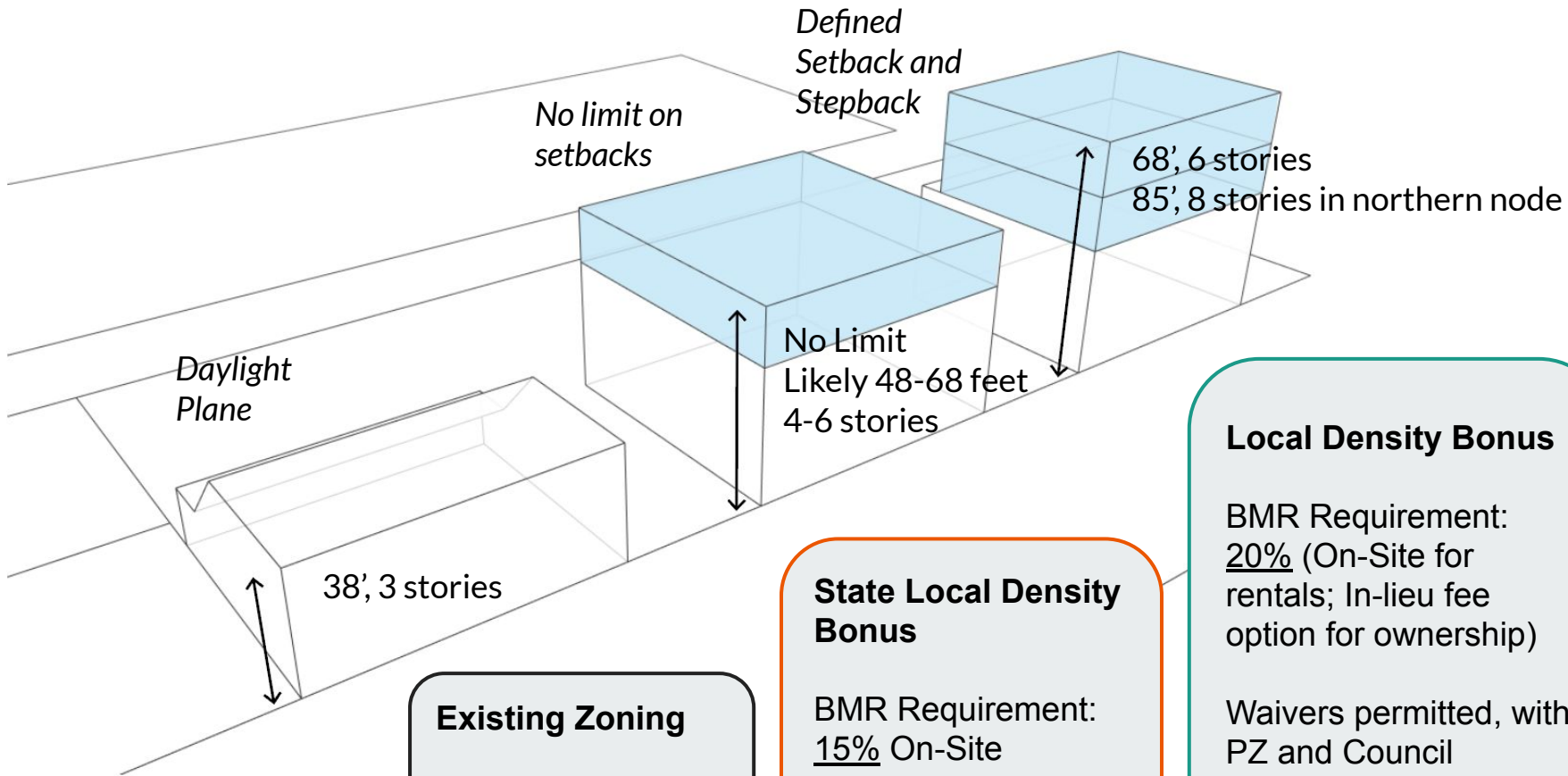
- R-3 Height & FAR (Through-Lots): Provide an incentive for lot consolidation:
 - Additional 15 ft in height in R-3, from 35 feet (3 stories) to 50 feet (4-5 stories)
 - Additional density, from 1.5 FAR to 2.0 FAR in R-3
- Additional Modifications: The Planning & Zoning Commission may approve additional modifications to the development standards described in LU-4, and any other development standards and parking requirements with the making of findings.

Table 2: Comparison of State and Draft Local Density Bonus Programs

Standard	Existing + Proposed SPC Base Zoning	State Density Bonus (15-20% Inclusionary)	Local Density Bonus (20% Inclusionary)
Building Height			
Standard	38 feet/3 stories	No limit, but likely 48-68 feet/4-6 stories (see 540 SPA proposal at 68 feet)	68 feet/6 stories 85 feet/8 stories in northern node
Abutting R-3 (Daylight Plane)	38/20/12 feet	No limit. Could be 48+' with waiver.	None (see setback changes)
Max. Residential Density	63 du/acre	35% bonus = 85 du/ac 50% bonus = 95 du/ac	None
Floor Area Ratio	2.25 (3.0)	No limit. Reduction with waiver.	3.5 (4.5 within northern node)
Setbacks	None, except abutting residential zones	None, with waiver.	None, except refined when abutting residential zones
Open Space	200 sq. ft. common open space/unit	No limit. Reduction with waiver/concession.	100 sq. ft. of common or private open space

Table 2: Comparison of State and Draft Local Density Bonus Programs

<i>Standard</i>	<i>Existing + Proposed SPC Base Zoning</i>	<i>State Density Bonus (15-20% Inclusionary)</i>	<i>Local Density Bonus (20% Inclusionary)</i>
Residential Vehicle Parking	1 space /unit	0.5 spaces/unit (within ½ mile of major transit, i.e., entire planning area)	1 space /unit (by right and discretionary reductions available)
Use Limitations	Ground floor commercial required	Could be residential-only with concession request	Ground floor commercial required in nodes; not required if small site, 100% BMR, Housing Element site, or with CUP
Review and Approval Process	Design Review subject to Planning & Zoning Commission review	Design Review subject to P&Z Commission review (however, discretion on waivers is limited); City Council review for Density Bonus component	Design Review subject to Planning & Zoning Commission review; City Council review for Density Bonus component
Prototypical Project, 10,000 sq. ft. site	15 du (3 BMR)	35% bonus: 20 du (3 BMR) 50% bonus: 22 du (3 BMR)	42 du (8 BMR) or fee in-lieu. Assumes 6 stories, avg. 900 sq. ft./unit.



Existing Zoning

BMR Requirement:
15% On-Site

State Local Density Bonus

BMR Requirement:
15% On-Site

Waivers permitted

Local Density Bonus

BMR Requirement:
20% (On-Site for rentals; In-lieu fee option for ownership)

Waivers permitted, with PZ and Council approval



Discussion




Public Comments



Discussion

1. Overview
 - Guiding Principles - confirm direction
 - Development Potential - comments on buildout and methodology
2. Use Requirements
 - nodes: ground-floor retail and upper story residential requirements
 - proposed rezoning
3. Parking - vehicle and bike
4. Local Density Bonus Program
 - BMR requirements and community benefits
 - density, height, height transitions, open space



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