



**COUNTY OF SAN MATEO**  
Inter-Departmental Correspondence  
Planning and Building



**Date:** October 16, 2014  
**Board Meeting Date:** November 18, 2014  
**Special Notice / Hearing:** Newspaper/10-Day  
Notice/Property Owners  
**Vote Required:** Majority

**To:** Honorable Board of Supervisors

**From:** Steve Monowitz, Acting Community Development Director

**Subject:** Public hearing to consider the adoption of: (1) General Plan Map Amendment to change the designation of a 14,564 sq. ft. developed parcel located at 1811/1813 Woodside Road in the unincorporated Sequoia Tract of San Mateo County from Medium Density Residential to High Density Residential, (2) Zoning Map Amendment to rezone same parcel from Single-Family Residential to Multiple-Family Residential, and (3) certification of a Mitigated Negative Declaration, pursuant to the California Environmental Quality Act.

**RECOMMENDATION:**

1. Approve the proposed General Plan Land Use Map Amendment and Zoning Map Amendment, and certify the Mitigated Negative Declaration by adopting the required findings.
2. Adopt the ordinance to change the subject parcel's Zoning Map designation from R-1/S-74 (Single-Family Residential/5,000 sq. ft. minimum parcel size) to R-3/S-3 (Multiple-Family Residential/5,000 sq. ft. minimum parcel size).
3. Adopt the resolution to amend the San Mateo County General Plan Land Use Map affecting one parcel on Woodside Road in the unincorporated Sequoia Tract area.

**BACKGROUND:**

Proposal: The applicant, James Chesler, is proposing to rezone the project parcel from R-1/S-74 (Single-Family Residential/Sequoia Tract) to R-3/S-3 (Multiple-Family Residential). The project also involves amending the General Plan density designation from Medium Density Residential (Urban) to High Density Residential (Urban) for compliance with the associated density of development. The project does not currently

include a development proposal. However, given the parcel size and proposed zoning, an apartment building consisting of up to 11 units would be allowed.

Major Pre-Application Meeting: On September 18, 2013, a public workshop was held in order to introduce the proposed project to, and obtain input from, the surrounding community. A preliminary development design was presented at the meeting in conformity with the proposed R-3/S-3 development standards. Public comments focused on parking impacts to the surrounding neighborhood; specifically, that the increased density would result in parking impacts within the single-family residential areas. The comments received were compiled and mailed to the property owner on October 3, 2013 (Attachment D). While development is not proposed at this time, future development will be subject to conformity with the R-3/S-3 development standards and parking requirements in effect at the time of proposed construction.

Planning Commission Action: On August 27, 2014, the Planning Commission voted 4-0 to recommend that the Board of Supervisors approve the proposed General Plan Land Use Map Amendment and Zoning Map Amendment, and certify the Mitigated Negative Declaration. While no member of the public attended the Planning Commission hearing, public comments regarding parking impacts on the surrounding neighborhood were submitted and considered by the Planning Commission. Staff addressed these comments at the hearing, reiterating that while development is not proposed at this time, future development will be subject to conformity with the R-3/S-3 development standards and parking requirements in effect at the time of proposed construction. However, an analysis of the project site along with discussions with the property owner has established that development on the parcel could accommodate the parking required for an 11-unit apartment building.

Report Prepared By: Angela Chavez, Project Planner, Telephone 650/599-7217

Applicant: James Chesler

Owner: James and Diane Chesler

Location: 1811/1813 Woodside Road, Sequoia Tract

APN: 069-261-440

Size: 14,564 sq. ft. (0.33 acre)

Existing Zoning: R-1/S-74 (Single-Family Residential/5,000 sq. ft. minimum parcel size)

General Plan Designation: Medium Density Residential (Urban) (6.1-8.7 dwelling units/net acre)

Existing Land Use: Single-Family Residence, Second Dwelling Unit, and Accessory Buildings

Water Supply: California Water Service Company (existing service)

Sewage Disposal: Fair Oaks Sewer District (existing service)

Sphere of Influence: City of Redwood City

Parcel Legality: The subject parcel is one of four parcels created through the resubdivision of the Woodacre Knolls Subdivision RSM 11/69. The resubdivision was completed under Planning Case X6E-311 and recorded on September 16, 1948. Subsequently, building permits were issued for the existing development in 1948, 1950, 1955, and 1957.

Flood Zone: Zone X (areas of minimal flooding), FEMA Panel No. 06081C-0303E, effective date October 16, 2012

Environmental Review: An Initial Study and Mitigated Negative Declaration were prepared and circulated, with review and comment period running from June 25, 2014 to July 15, 2014. As of the publication of this report, no comments have been received. The mitigation measures have been included as conditions of approval in Attachment A.

Setting: The project site is accessed directly from Woodside Road (State Route 84), a four-lane roadway. The property is located approximately 1.4 miles east from Interstate 280 and 1.7 miles west of the intersection of El Camino Real (Highway 82) and Woodside Road. The property is bordered by a commercial use to the north, multiple-family residential development to the south, and single-family residential development to the east. The project parcel is currently developed with a single-family residence, a second dwelling unit, and a detached garage.

## **DISCUSSION:**

### **A. KEY ISSUES**

#### **1. Conformance with the General Plan**

Staff has reviewed the project for conformity with the General Plan and has determined that the project is in conformity with the relevant policies. Specifically, General Land Use, Urban Land Use, and Housing Policies, as discussed below.

##### **a. General Land Use**

The Sequoia Tract community is defined as an Urban Area and has a mixture of land use designations. The subject property currently has a land use designation of Medium Density Residential (6.1-8.7 dwelling units/net acre). Policy 7.17 (*Appropriate Land Use Designations for Urban Areas*) identifies specific land use designations deemed

appropriate for urban areas. In order to meet the land use objectives for urban areas, residential uses are identified as appropriate. While the proposed project seeks to increase the density of development allowed on the subject parcel, it maintains the residential land use designation to remain consistent with this policy.

b. Urban Land Use

The policies in this section seek to achieve a compatible and harmonious arrangement of land uses in urban areas by providing a type and mix of functionally well-integrated land uses, which meet the general social and economic needs of a community. Objective 8.3 (*Land Use Objectives for Urban Neighborhoods*) encourages a mix of residential and commercial land uses, and encourages residential areas to appear and function as residential neighborhoods of contiguous cities. The parcel is located along the jurisdictional boundary of unincorporated San Mateo County and incorporated Redwood City. For reference, the parcel immediately to the north is an unincorporated commercially zoned parcel developed with a gas station, and the property to the south is located within incorporated Redwood City and is zoned and developed as multiple-family residential. Further south, the parcels continue as unincorporated San Mateo County and consist of multiple-family residential development, and finally the parcels to the east are comprised of unincorporated single-family residential development (Attachment C). The proposed rezoning is consistent with the type and density of development along Woodside Road. In addition, the project will aid in providing a clearer boundary distinction between the existing single-family residential development and the multiple-family residential development in the surrounding neighborhood.

Policy 8.14 (*Appropriate Land Use Designations and Locational Criteria for Urban Unincorporated Areas*) provides guidelines for the appropriate designations and densities of properties located in Urban Neighborhoods to meet the stated objectives of the Urban Land Use Component. Along the transit corridor, multiple-family residential development consists of apartment buildings of 14 or more units and is designated Medium High Density Residential with varying zoning combining districts of S-1, S-2 or S-3. These combining districts limit the number of units by way of a minimum lot area per dwelling unit and work in conjunction with the General Plan land use designation to provide for the appropriate density in urban areas. The parcel's current land use designation of Medium Density Residential allows for a density range of 6.1-8.7 dwelling units/net acre. Rezoning to a High Density Residential designation will place the density range at 17.5-87.0 dwelling units/net acre. In order to provide comparable and

consistent development along the transit corridor, the High Density land use designation, coupled with the S-3 combining district, is proposed. At maximum density, future development would be limited to 11 units, which places General Plan density at 32.9 dwelling units/net acre within the High Density Residential range of 17.5-87.0 dwelling units/net acre.

Further, the proposed project complies with the recommended locational criteria set forth for urban neighborhoods. Specifically, that the project site is located along a transportation corridor, adjacent to commercial land uses, near employment centers, next to public services and facilities, not within an area of high-perceived noise levels, and while the parcel is not vacant, it is located on the edge of a single-family neighborhood.

Policy 8.30 (*Infilling*) encourages the infilling of urban areas where infrastructure and services exist. The proposed project will bring the zoning and allowed density of development of the subject parcel into greater conformity with development along Woodside Road. As discussed previously, the project has received preliminary approval by municipal service providers for continued service to the property. Further, given the urbanized area in which the subject parcel is located, there is existing infrastructure (i.e., public transit, commercial development, etc.) to serve future development.

Policy 8.35 (*Zoning Regulations*) seeks to ensure that development is consistent with land use designations and continues to use zoning districts which regulate development by applying specific standards. The current single-family residential (R-1/S-74) zoning of the subject parcel is inconsistent with the adjacent parcels along this portion of Woodside Road. Rezoning will ensure consistent development of future construction similar to the existing density of development of nearby parcels (Policy 8.37 – *Density*). The S-3 combining district is an existing zoning district and includes comparable development standards to the existing multiple-family residential development including controls to height, bulk, and setbacks (Policy 8.39 – *Height, Bulk, and Setbacks*). Utilizing these standards ensures that future development will be proportional in size and scale with the existing development.

c. Housing Element

Policy HE 11 (*Amend Zoning and General Plan Land Use Designations to Meet Future Housing Needs*) encourages modification of General Plan land use designations and zoning regulations to accommodate the construction of needed new housing units, and

Policy 20.1 which directs staff to *Undertake General Plan amendments and/or rezoning of undeveloped and underutilized land for higher density residential and mixed-use development, as necessary, to meet the County's current and future Regional Housing Needs Allocation and to facilitate housing production countywide*. The State of California requires each jurisdiction in the State to include a Housing Element as part of its General Plan. Within the Housing Element, one of the required elements is to demonstrate how the community plans to meet the existing and projected housing needs of people at all income levels. The State-required process to identify what each jurisdiction is required to provide is called the Regional Housing Need Allocation (RHNA) and covers an eight-year period. In July 2013, the Association of Bay Area Governments (ABAG) adopted the *Final Regional Housing Need Plan for the San Francisco Bay Area: 2014-2022*, which identified that unincorporated San Mateo County would need to provide 913 housing units over four income levels for the current cycle. The proposed project will not only bring the project into consistency with the zoning and density of development of adjacent parcels, but will also allow for the creation of needed additional housing units. Given that no development is proposed at this time, the income level that these units will be rented is unknown. However, the need for housing in unincorporated San Mateo County is present at all of the income levels.

Policy HE 14 (*Require Development Densities Consistent with General Plan*) requires development densities that are consistent with the General Plan. The proposed zoning and General Plan modifications were chosen in an effort to maximize the number of housing units on the subject property while remaining consistent with the type and level of adjacent development. While no development is proposed at this time, future construction is expected to be consistent with the proposed density.

## 2. Conformance with Zoning Regulations

As stated previously, the project parcel is presently zoned R-1/S-74. The project includes a proposal to change the zoning designation of this parcel to R-3/S-3. In order to illustrate the impact of this zoning change, a comparison of the proposed project to the existing S-74 combining district standards was completed. Below is a table listing the development standards for the S-74 combining district and how the proposed project compares with them. Rezoning will not result in the existing development becoming non-conforming.

<b>Table 1</b>		
<b>Standard</b>	<b>S-74 Previous</b>	<b>S-3 Proposed</b>
Lot Width	50 ft.	50 ft.
Lot Area (minimum)	5,000 sq. ft.	5,000 sq. ft.
Minimum Lot Area Per Dwelling Unit	5,000 sq. ft.	1,250 sq. ft.
Density	6.1-8.7 units/net acre Existing development 2.99 units/net acre	17.5-87.0 units/net acre Maximum development 32.9 units/net acre
Setbacks		
Front	20 ft.	20 ft.
Rear	20 ft.	20 ft.
Side	5 ft. (10 ft. if abutting a street)	5 ft. (10 ft. if abutting a street)
Lot Coverage	50%	50%
FAR	5,086.64 sq. ft.	None
Building Height	28 ft.	36 ft.
Stories	2	3
Daylight Plane	Yes	No
Design Review	No	No

### 3. Findings for Rezoning and General Plan Map Amendment

The Board of Supervisors is required to make findings in order to change the General Plan land use designation and density and the zoning for the subject parcel. Therefore, the Planning Commission is required to provide a recommendation to the Board of Supervisors based on its review of the project. The required findings are:

- a. That the proposed rezoning of the subject parcel meets the public necessity, convenience, and the general welfare of the community.

The proposed rezoning is consistent with Section 6550 of the Zoning Regulations, which provides a process for proposed amendments to the Zoning Regulations. The project was initiated at the property owner's request and was reviewed at a public workshop in September 2013. A letter containing the summary of public comments was provided to the property owner in October 2013 (Attachment D). Further, the proposed project will provide for a more consistent zoning pattern in the area. The project also provides for the opportunity to

provide needed multiple-family residential development in an area that already has this use present and has the infrastructure to support future development.

- b. That the General Plan Land Use Map Amendment is compatible with adjacent land uses and will not be in conflict with the policies of the General Plan.

As discussed previously under the General Plan section above, the current land use designation of Single-Family Residential is incompatible with the commercial and Multiple-Family Residential development present along Woodside Road. The level of development on the adjacent parcels does not allow for the appropriate buffer area or a clear designation between the adjacent single-family residential development and the higher density residential/commercial development. The re-designation of the subject parcel will provide a consistent land use pattern in this area and provide needed multiple-family residential development.

## B. ENVIRONMENTAL REVIEW

An Initial Study was completed and a Mitigated Negative Declaration issued in conformity with the California Environmental Quality Act (see Attachment E). The public review period for this document began on June 25, 2014 and ended on July 15, 2014. Staff has not received any comments on the proposed Mitigated Negative Declaration.

County Counsel has reviewed and approved the Ordinance and Resolution as to form.

The approval of the proposed General Plan and Zoning Map amendments contributes to the 2025 Shared Vision outcome of a Livable Community by providing needed housing along a transit corridor.

### **FISCAL IMPACT:**

No fiscal impact to the Planning and Building Department.

## **ATTACHMENTS**

- A. Recommended Findings
- B. Vicinity Map with Current Zoning Overlay
- C. General Plan Land Use Map
- D. Public Workshop Summary Letter
- E. Initial Study and Mitigated Negative Declaration



COUNTY OF SAN MATEO  
PLANNING AND BUILDING DEPARTMENT

**RECOMMENDED FINDINGS**

Permit or Project File Number: PLN 2013-00482      Hearing Date: October 21, 2014

Prepared By: Angela Chavez  
Project Planner

For Adoption By: Board of Supervisors

**RECOMMENDED FINDINGS**

Regarding the Mitigated Negative Declaration, Find:

1. That the Board of Supervisors does hereby find that this Mitigated Negative Declaration reflects the independent judgment of San Mateo County.
2. That the Mitigated Negative Declaration is complete, correct and adequate and prepared in accordance with the California Environmental Quality Act and applicable State and County Guidelines.
3. That, on the basis of the Initial Study, comments received hereto, and testimony presented and considered at the public hearing, there is no substantial evidence that the project will have a significant effect on the environment.

Regarding the General Plan Map Amendment, Find:

4. That the General Plan Land Use Map Amendments are compatible with adjacent land uses and will not be in conflict with the policies of the General Plan. As discussed in the staff report to this Board, the existing single-family residential designation of the affected parcel is inconsistent with the multiple-family residential and commercial development of the surrounding parcels. The proposed project will bring the parcel into greater compliance with the goals and objectives for urban communities which are outlined in the General Plan. Further, that the project is in compliance with the Housing Element which encourages a higher density of development in areas along transportation corridors and encourages the creation of new housing opportunities.

Regarding the Zoning Map Amendment, Find:

5. That the proposed rezoning of the subject parcel meets the public necessity, convenience, and the general welfare of the community. The project will provide for a more consistent zoning pattern in the area as well as provide an opportunity

to develop the parcel with needed multiple-family residential in an area with the infrastructure to accommodate such development.