



## **CITY COUNCIL AGENDA REPORT**

**Meeting Date: May 18, 2023**

**From: John Swiecki, Community Development Director**

**Subject: Amendment of the 2023-2031 Housing Element and Finding This Action Categorically Exempt from Environmental Review Under CEQA under CEQA Guidelines Sections 15061(b)(3)**

### **Community Goal/Result**

Community Building - Brisbane will honor the rich diversity of our city (residents, organizations, businesses) through community engagement and participation.

### **Purpose**

To adopt an amendment to the 2023-2031 Housing Element of the General Plan that complies with State law.

### **Recommendation**

Adopt the amendment to the 2023-2031 Housing Element, via adoption of the draft resolution provided in Attachment 2.

### **Background**

The 2023-2031 Housing Element was self-certified and adopted by the City Council on February 2, 2023, the culmination of more than a yearlong update process that involved substantial public outreach and engagement, numerous Planning Commission workshops, and several Planning Commission and City Council hearings. The first draft of the Element was published on August 8, 2022. Following a formal 30-day public comment period and public hearings before both the Planning Commission and City Council, the draft Element was submitted to the State Department of Housing and Community Development ("HCD") on October 6, 2022. HCD provided comments on the Element's compliance with the myriad State laws governing Housing Elements in early January of this year. On February 2, 2023, the City Council adopted the Housing Element (including revisions that addressed HCD's January comments) and certified the Element's compliance with State law. The adopted Element was then submitted to HCD and HCD provided additional comments to the City on April 5. HCD's comment letter is provided (Attachment 3).

Those comments require minor revisions that clarify content in the adopted Element or provide specific geographic targets and metrics for some programs. One new program addresses the City's commitment to study and complete future Municipal Code updates in order to comply with new State laws that went into effect following the Element's adoption, with which compliance and implementation are mandatory and that will not require land use changes. The City's responses are provided with this addendum in

order to obtain HCD certification. No significant changes to the City's housing opportunity sites inventory or quantified objectives to meet the 2023-2031 Regional Housing Needs Allocation (RHNA) are proposed.

Government Code 65583(c)(1)(A) requires that cities in the Bay Area region obtain HCD certification of their housing elements by May 31, 2023, in order to lock in a three-year timeline to adopt any needed rezonings to comply with the RHNA versus a one-year timeline.

## **Discussion**

Staff met twice with HCD since receiving the April 5 comment letter and worked directly with HCD staff to draft revisions to the adopted Element that address HCD's April 5, 2023 comment letter. The proposed revisions are shown as redlines and strikeouts in the excerpted Housing Element pages (Attachment 1). An index table shows HCD's April 5 comments and tracks where the revisions to the Element addressing each comment can be found within the Element (Attachments 4). In summary, the proposed revisions include:

- Providing clarity on the availability, potential for development in the plan period and affordability levels for housing sites that were provided in the Housing Element to meet the Regional Housing Needs Allocation (RHNA).
- Providing further details on a number of programs for clarity, or to provide for geographic targets, or achievement metrics (e.g., defining specific neighborhoods and a target number of resident households to provide direct outreach regarding fair housing resources).
- Implementation dates for certain programs were moved to be earlier in the plan period related to providing for transitional and supportive housing and to assisting in the development of housing for extremely low-income households.
- A program has been added for the City to update the zoning ordinance pertaining to group homes for persons with disabilities.
- A correction and clarification was made in the discussion of the infrastructure improvement costs as a potential constraint to the development of market-rate infill housing in Central Brisbane.

These revisions are either informational in nature or represent minor revisions to the adopted Element's housing policies. No new sites are identified in the housing opportunity sites inventory (provided in Appendix B of the Element) and no new land use changes are proposed in the City's Housing Action Plan (Chapter 5).

Finally, HCD's April 5 comments and the draft revisions were provided to the public on May 5 and, at the time of this writing, no public comments have been received. Any comments received will be provided to Council for consideration.

## **Fiscal Impact**

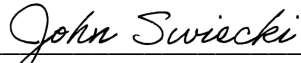
None


## **Measure of Success**

Adoption of a Housing Element for the 2023-2031 planning period that complies with State law for certification by HCD.

## **Attachments**

1. Draft excerpted pages showing revisions to the adopted 2023-2031 Housing Element with changes shown in redline
2. Draft City Council Resolution 2023-XX
3. April 5, 2023 HCD review letter
4. Index detailing responses to April 5, 2023 HCD review letter
5. 2023-2031 Housing Element, as adopted on February 2, 2023, with Resolution 2023-03

  
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John Swiecki, Community Development Director

  
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Clay Holstine, City Manager



decreasing the housing capacity of any site, such as through downzoning, if the decrease would preclude meeting the RHNA housing targets. It prohibits moratoria or similar restrictions on housing development. It prevents jurisdictions from establishing non-objective standards and requires demolition of housing units to be accompanied by a project that would replace or exceed the number of units demolished, including replacement of lower-income units.

- **Surplus Land Act Amendments. AB 1486 and AB 1255 (2019):** AB 1486 updates the Surplus Land Act to provide clarity and enforcement intended to increase the supply of affordable housing. It requires the City to include specific information relating to surplus lands in the Housing Element and annual progress reports and to provide a list of sites owned by the City that have been sold, leased, or otherwise disposed of in the prior year. AB 1255 requires the City to create a central inventory of surplus and excess public land, to be reported to HCD and available to the public upon request. The City must also send a description of the notice and negotiations for the sale of land to HCD for review.
- **Housing Impact Fee Data. AB 1483 (2019):** AB 1483 requires jurisdictions to publicly share information about zoning ordinances, development standards, fees, exactions, and affordability requirements and update such information within 30 days of changes.
- **Housing Element Site Inventory Forms. SB 9 (Chapter 667, Statutes of 2019):** Jurisdictions are now required to provide the Housing Element site inventory on forms developed by HCD and send electronic version of their adopted Housing Element to HCD.
- **Housing Opportunity and More Efficiency (HOME) Act, SB 9 (2022):** SB 9 requires jurisdictions to allow up to two residential dwelling units and residential lot splits in single-family zoning districts. It allows for reduced standards, such as setbacks, parcel dimensions and parking. The City must apply objective zoning standards that do not preclude construction of up to two 800 square foot units. To prevent displacement, projects may not demolish any affordable or rent controlled housing, or housing that has been occupied by a tenant within the last 3 years. Projects that meet the criteria must be ministerially approved.

### 1.3 PUBLIC PARTICIPATION

Community engagement is essential to the City's Housing Element planning process. The City must "make a diligent effort to achieve public participation of all economic segments of the community in the development of the Housing Element."<sup>4</sup> The City undertook numerous and varied means to solicit community input:

- **Monthly Citywide Newsletter:** Monthly articles were published through the City's monthly newsletter, the Brisbane STAR, which is mailed to all residents and businesses and published on the City's website. These STAR articles provided status updates, announced upcoming events and opportunities to engage in the process, information on how to reach staff, where to find information on the City's website and how to sign up to be on the notification email list.
- **Weekly Citywide Email Blast:** Workshop and public meeting announcements were included in the City's weekly "Blast" sent to over 1,300 residents, business representatives, and other community members.

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<sup>4</sup> Government Code Section 65583(c)(9).

## 1. INTRODUCTION

- **Email Notification List:** A dedicated email notification list (288 subscribers) was compiled of local and regional stakeholders, based upon input from the 21 Elements countywide Housing Element Update collaboration project, plus other interested parties who proactively signed up to be notified of Housing Element news and public meetings.
- **City Website:** The Community Development Department maintained a webpage devoted to the Housing Element Update process, with links to additional sources of information. Notice of each study session and public hearing was posted on the City's website and weekly blog.
- **City Signboards:** The City also utilized the two billboard-style, electronic signboards, which are located at the edge of Old County Road/Community Park and at the intersection of Mission Blue Drive and North Hill Drive, to announce workshops and public hearings and other engagement opportunities to reach pedestrians and motorists along these key thoroughfares.
- **Citywide Mailers:** To target a broad range of moderate to lower-income households, notices were sent to all multi-family residential addresses prior to the Planning Commission's initial workshop series beginning in December 2021, upon the release of the draft Housing Element in August 2022, and again to publicize the City Council's public hearing on the Draft Element on October 6, 2022.
- **In-Person Engagement:** Leading up to the publication of the Housing Element, Communications and Planning staff tabled at weekly Farmer's Markets in the Community Park in July and August 2022.
- **Social Media:** The City used its Facebook, Nextdoor, and Instagram social media accounts to push out Housing Element meeting announcements and updates throughout the process.

The draft Housing Element was made available for public review for more than 30 days, from August 8, 2022 to September 9, 2022, prior to the October 6, 2022 public hearing at City Council. The draft Housing Element was submitted to HCD on October 7, 2022 for review. Following receipt of HCD's comments on January 4, 2023, HCD's comments were made available to the public on January 6<sup>th</sup> and proposed edits to the Housing Element in response to those comments were made available to the public 7 days prior to City Council's public hearing and adoption of the Housing Element on February 2, 2023. All comments received during and after the 30-day formal comment period were compiled for the City Council's consideration consistent with Government Code Section 65585(b) (AB 215, Statutes of 2021). Those comments and the City's responses to them are attached to Appendix E. New and modified programs resulting from public review are reflected in Chapter 5.

Following the City Council's self-certification and adoption of the Housing Element on February 2, 2023, the Element was submitted to HCD. Then on April 5, 2023, HCD provided additional comments to be addressed prior to their certification. HCD's April 5 comment letter along with the redlined edits were posted for the public review and comment on the City's website, emailed to the interested parties list and posted on the City's social media on May 5. Paper copies of these materials were also made available at City Hall and at the Brisbane Library on May 8. This was more than 7 days prior to City Council's public hearing on May 18 on the proposed revision to Housing Element and the subsequent resubmittal to HCD for state certification, consistent with the Gov't Code.

All of the Planning Commission and City Council meetings were video recorded and broadcast live on Zoom, the City's YouTube channel, and the City's cable television channel. The video recorded



meetings are available on demand on YouTube and were rebroadcast a number of times on the City's cable channel, as well as archived on the City's website, to provide greater outreach and opportunities for the public to watch. A list of workshop meeting events and public hearings is provided in Appendix E, Public Participation.

#### **1.4 CONSISTENCY WITH OTHER ELEMENTS**

State law requires that all elements of the General Plan be internally consistent. A number of General Plan elements are related to the Housing Element. The Land Use element identifies subareas designated for housing and the density standards and types and intensity of other types of uses. Three other elements address environmental or man-made factors that limit the location or type of housing that can be developed: Safety, Noise, and Conservation. The Safety and Noise Elements address hazards that should be avoided in the location of housing or may require mitigation. The Conservation Element identifies sensitive lands or waterways that should be protected. The Circulation Element establishes the location and scale of streets, freeway connections and other transportation routes that provide access to residential neighborhoods.

To address the requirement for consistency between the various General Plan elements, this Housing Element has been evaluated against the other elements to ensure that no conflicts occur.

Pursuant to SB 162 and SB 244, the City will review and update as necessary, its Land Use, Safety, and Conservation Elements upon completion of the Housing Element to address flood hazards and management, and the provision of services and infrastructure. Pursuant to SB 379, the City will also review and update as necessary its Safety or Local Hazard Mitigation Program (LHMP) and Land Use elements to add information specific to Very High Hazard Severity Zones, as required by SB 182. (See related Program under Goal 4 to "Protect residents from displacement," Chapter 5, Housing Plan.)

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### 3. RESOURCES AND OPPORTUNITIES

This chapter of the Housing Element provides an overview of the following to preserve housing and provide for new housing units:

1. **Land Resources:** Including an overview of the legislative context and Regional Housing Needs Allocation (RHNA) requirements, residential land inventory to meet the RHNA and methodology for the development of the sites inventory
2. **Financial and Administrative Resources:** Including discussion of the City’s administrative and financial resources to be used to implement the housing goals, policies, and programs described in Chapter 4 to develop adequate housing to meet the needs of all economic segments of the community, to conserve and improve the condition of the existing affordable housing stock, and to affirmatively further fair housing opportunities for all persons regardless of age, sex, race, ethnic background, income, marital status, disability, family composition, national origin, sexual orientation, or gender.
3. **Providing for a Variety of Housing Types and Special Needs:** Including a summary of the existing and planned zoning and programs to provide for a variety of housing types to meet special needs populations.

#### 3.1 LAND RESOURCES

##### 3.1.1 LEGISLATIVE CONTEXT FOR THE SITES INVENTORY AND OVERARCHING CONSIDERATIONS

Government Code Section 65583(a)(3) requires that the Housing Element include “an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.” Per Section 65583.2(a), the inventory “...shall be used to identify sites that can be developed for housing within the planning period and that are sufficient to provide for the jurisdiction’s share of the regional housing need for all income levels...”.

##### 3.1.1.1 Meeting the Regional Housing Needs Allocation (RHNA)

As indicated in the previous chapter, State Housing Element law requires that a local jurisdiction accommodate its share of the region’s projected housing needs for the planning period, the RHNA. The RHNA and is provided for each jurisdiction and is specific to economic segments of the community. Compliance with this requirement is measured by the jurisdiction’s ability to identify adequate sites to accommodate the RHNA.

Brisbane’s RHNA for this sixth cycle Housing Element update is 1,588 housing units and is allocated by income category as a percentage of Area Mean Income (AMI) as shown on Table 3-1 ~~below~~.

Where a jurisdiction does not have adequate sites to meet the RHNA with existing zoned sites, the jurisdiction must include a program to rezone adequate sites within 3 years of the beginning of the planning period, by January 2026, per Government Code Section 65583.2(c). Brisbane does not have



adequate sites to meet the RHNA and a program is included for rezoning on the Baylands, via adoption of a specific plan which is currently under review by the City.

TABLE 3-1 BRISBANE'S REGIONAL HOUSING NEEDS ALLOCATION

	Very-Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Total
Percentage of AMI	<50%	51-80%	81-120%	>120%	-
2023-2031 RHNA (Cycle 6)	317	183	303	785	1,588

Source: Association of Bay Area Governments' RHNA Plan, 2021.

not have adequate sites to meet the RHNA and a program is included for rezoning on the Baylands, via adoption of a specific plan which is currently under review by the City.

Other Housing Element laws and guidance provide parameters on how sites may be claimed for lower income housing based on minimum density standards established by the City and site size. Where such standards are not established in current zoning or there is no program to establish such standards, then the City must provide realistic unit capacity calculations, based on the jurisdictions development trends of existing or approved residential developments at a similar affordability level in that jurisdiction, as well as the cumulative impact of standards such as maximum lot coverage, height, open space, parking, and floor area ratios. The capacity methodology must also account for any limitation as a result of availability and accessibility of sufficient water, sewer, and dry utilities.

To meet the targets set by the RHNA, note that the Baylands subarea is designated as a Priority Development Area (PDA) in Plan Bay Area and is ideally located for new residential development both from a city and regional perspective, due to its proximity to and planned enhancements to public transit corridors (Caltrain and San Francisco's Muni light rail) and easy access to Highway 101. Completing the rezoning of this site pursuant to the pending Specific Plan, as described in Chapter 5, will provide it is the a key site in meeting the City's RHNA by dint of its size, its location, its vacant status and the planning that has already been done to prepare this site for development within this 6<sup>th</sup> cycle plan period.

After years of careful planning and community engagement, in 2018 the City Council approved General Plan amendments (affirmed by the voters via Measure JJ) to allow a range of 1,800 to 2,200 housing units in the northwest quadrant of the Baylands subarea, centered on the Bayshore Caltrain station.

In 2022, the property owner submitted a draft specific plan for the Baylands proposing development of 2,200 housing units and up to seven million square feet of commercial development. The City is actively processing the applicant's specific plan submittal to meet the statutory deadline for rezoning to accommodate its 2023-2031 RHNA and has a motivated applicant in the Baylands property owner. An area of emphasis in the specific plan will be to ensure that a substantial component of lower income and special needs housing units are accommodated within the plan area. The estimated schedule for the development of the Baylands during this plan period is as follows:



### **Baylands Estimated Schedule:**

#### Key CEQA processing dates:

- October 2023: Draft Environmental Impact Report (EIR) Publication
- January – December 2024: Public Review of Draft EIR and hearings on Final EIR/Specific Plan

#### Site Preparation:

- January 2025 – April 2027: Site grading and remediation for entire residential area and commercial areas west of the Caltrain right-of-way

#### Entitlements:

- January 2025- April 2027: Subdivision map and nondiscretionary housing development permit (ministerial review to confirm compliance with objective standards established in the Specific Plan)

#### Developer's Proposed Construction Schedule:

- 2027: 362 dwelling units, plus 1.42M square feet of commercial space
- 2028: 1,108 dwelling units
- 2029: 333 dwelling units, plus 1.98M square feet of commercial space
- 2030: 108 dwelling units
- 2031: 289 dwelling units, plus 1.1M square feet of commercial space

Note that the schedule above represents a best estimate based on known conditions at the present time. In the event unforeseen issues beyond the City's control occur in regard to permitting requirements of state, regional, or other outside agencies, the schedule may be subject to potential revision. Thus, while the City has and continues to work with the developer in completing the entitlement and permitting processes, the City is not in a position to guarantee the tentative schedule outlined above will be achieved.

Further details on the Baylands rezoning work are provided in the sections below.

#### 3.1.1.2 Affirmatively Further Fair Housing (AFFH) Considerations

New requirements to Affirmatively Further Fair Housing (AFFH; AB 686) dictate that the City avoid, to the extent possible, the location of potential affordable housing in the inventory in a manner that would exacerbate existing concentrations of poverty, as well as contribute to increasing the number of lower -income households in lower-income neighborhoods. The City must also consider locating housing away from environmental constraints such as sea level rise, and near areas of higher or

highest opportunities, including quality schools, parks, and educational opportunities. The State indicates that jurisdictions need to consider the following factors when determining the best locations for affordable housing:

1. Proximity to transit.
2. Access to high performing schools and jobs.
3. Access to amenities, such as parks and services.
4. Access to health care facilities and grocery stores.
5. Locational scoring criteria for Low-income Housing Tax Credit (TCAC) Program funding.
6. Proximity to available infrastructure and utilities.
7. Sites that do not require environmental mitigation.
8. Presence of development streamlining processes, environmental exemptions, and other development incentives.

One measurement tool to evaluate neighborhood amenities and resources is the TCAC Opportunity Area Map. The entirety of Brisbane is listed as a Moderate Resource area per the mapping tool. Accordingly, the Sites Inventory, which includes properties citywide complies with these requirements as the sites identified as suitable for lower income housing in Brisbane are located in a moderate resource area.

### 3.1.2 SITES INVENTORY

Vacant and non-vacant, underutilized parcels in Brisbane were inventoried to determine what land is available for development at various levels of density per Government Code Section 65583.2(a). Types of sites included:

1. Vacant sites zoned for residential use.
2. Vacant sites zoned for nonresidential uses that allow residential development.
3. Residentially zoned sites, including non-vacant sites, underutilized sites, and non-residentially zoned sites with a residential overlay, that are capable of being developed at a higher density.
4. Sites zoned for nonresidential use that can be redeveloped for residential use and for which a program is included in Chapter 5 to rezone the site to allow residential use.

Each site or aggregation of sites was analyzed to determine the likelihood and feasibility of development during the period 2023-2031. Factors such as underperforming or vacant uses, owner or developer interest, age and size of current improvements, site size, and site constraints were taken into account in determining realistic development capacity.

Most of the City's inventory for meeting the RHNA falls within a large, multi-parceled site in the Baylands subarea with extraordinary potential for residential development. The site is owned by a single landowner/developer who is actively pursuing development of the site with housing via a Specific Plan currently under review by the City that proposes 2,200 housing units in addition to significant commercial and parkland development. This vacant site requires substantial



environmental clean-up, for which Remedial Action Plans have been approved by both the State Department of Toxic Substances Control<sup>1</sup> and the Regional Water Quality Control Board, with an estimated clean-up timeframe of three to four years.<sup>2</sup> Although the owner of this site is actively pursuing development, the site is not categorized as a “pipeline” project under state housing law, but it is a rezoning site per Government Code Section 65583.2(a)(4), which will be accomplished via Specific Plan adoption (see the estimated schedule in Section 3.1.1.1, above).

The City’s General Plan allows for the development of 1,800 to 2,200 residential units within the Baylands subarea, and a Specific Plan is currently under review by the City to rezone the site to allow residential development by-right, consistent with the General Plan, as well as objective design standards also to be established by the Specific Plan. The City will adopt the Baylands Specific Plan within the first three years of the plan period in accordance with Government Code Section 65583.2(c) (see Chapter 5, Housing Plan, Program 2.A.2). After extensive environmental investigations and given the approved remedial action plans, there are no known environmental conditions that would preclude residential development as provided for in this Housing Element cycle, nor are there or other conditions that would preclude development.

The next largest group of sites with housing development potential are those within the Parkside overlay districts (PAOZ-1 and PAOZ-2 districts), adopted in 2018 during the 5<sup>th</sup> Housing Element Cycle to accommodate a previous shortfall in the 4<sup>th</sup> Housing Element cycle. The sites within this district are non-vacant sites zoned for by-right residential development at minimum densities of 20 and 24 du/ac without discretionary design approval, provided projects comply with the objective design standards established in the district regulations and the accompanying Parkside at Brisbane Village Precise Plan. These sites are strategically located near downtown Brisbane, the Community Park, and other community amenities. Due to the age of current structures on the sites, low intensity of existing warehouse and office uses, and developer interest, the City considers these sites to have high potential for redevelopment within the planning period. Detailed analysis regarding the availability and suitability of these sites is provided in Appendix B, Section 4.4, and Table B.7.4.

There are also a number of infill sites in the greater Central Brisbane area, including Brisbane Acres and Southwest Bayshore, that are generally smaller and have some development potential. Some sites in these areas have little or no opportunity for aggregation and/or are heavily constrained sites and were considered, but ultimately not identified in the sites inventory towards meeting the RHNA due to these constraints. This especially pertains to the vacant upper areas of the Brisbane Acres that are not served by existing infrastructure.

While the City has seen an increase in the production of Accessory Dwelling Units (ADUs) in recent years, due to a number of recent ordinances that have made development of these units more feasible, they still make up the smallest group in the sites inventory.

The development potential provided for this 6<sup>th</sup> Cycle RHNA was determined to total 2,220 housing units, as detailed by subarea and income category in Table 3-2, which provides a high-level summary

<sup>1</sup> Adopted by DTSC on 10/5/2021; View Documents ([ca.gov](http://ca.gov))

<sup>2</sup> Adopted by RWQCB on December 17, 2021; Brisbane Baylands OU-2 Electronic Repository ([baylandsou2.com](http://baylandsou2.com))

of the sites listed on the Sites Inventory broken down by income. Figure 3-1 shows a map of where each site is located within the city and the housing opportunity areas.

TABLE 3-2 SITES INVENTORY AND AFFORDABILITY BREAKDOWN

Subareas	Total Units	Very-Low	Low	Moderate	Above Moderate	Pipeline
Baylands	1,800	145	82	287	1,286	-
Parkside	246	159	87	0	0	-
Central Brisbane	134	1	2	4	127	39
ADUs	40	12	12	12	4	-
Totals	2,220	317	183	303	1,419	-

Source: Housing Resources Sites Inventory (Appendix B).

In summary, the Sites Inventory was developed to meet all applicable statutory requirements and provide a realistic and achievable roadmap for the city to meet and exceed its RHNA. The Sites Inventory is summarized as follows:

1. The housing sites are spread throughout the city, with all located in a moderate resource area, to meet AFFH requirements.
2. The housing projections utilize existing land use and zoning densities.
3. It includes conservative production and density assumptions for the identified housing sites.
4. The City has a significant rezoning project that is anticipated to be completed by the end of this housing cycle via adoption of a Specific Plan to allow by-right development of 1,800 to 2,200 housing units at densities of at least 20 du/ac.
5. The housing projections do not have any reliance on new units developed under Senate Bill (SB) 9.
6. The housing projections have a low reliance on new ADU production.
7. Less than 50% of the low income RHNA is accommodated on nonvacant sites.

The analytical process that went into creating the Sites Inventory and the justification for commercial site redevelopment are fully detailed in Appendix B, Sites Inventory Approach and Methodology and the full list of sites adequate for housing development identified by the City is included in as Table B.7.2.

Brisbane’s Sites Inventory for future housing includes property zoned for development of single and multi-family that is currently vacant as well as land that is otherwise underutilized or non-residentially zoned and/or vacant. All of the city’s below market rate housing would be developed on land that is underutilized or vacant, with 51% coming from vacant land within the Baylands subarea, as shown in Table 3-3<sup>3</sup>.

TABLE 3-3 PERCENTAGE OF LOWER INCOME RHNA ON NONVACANT SITES

Brisbane’s Lower Income RHNA	500
Units in Pipeline Projects	2
ADUs	24
Capacity on Vacant Sites	227
Total Capacity of Lower Income RHNA (Not Related to Nonvacant Sites)	253
Capacity on Nonvacant Sites to be Rezoned	247
Percentage of Lower Income RHNA Capacity on Nonvacant Sites	49%

Source: Housing Resources Sites Inventory (Appendix B).

### 3.1.3 COMMITMENT TO FAIR HOUSING

State Assembly Bill (AB) 686 requires an analysis of sites identified to meet RHNA obligations for their ability to affirmatively further fair housing. A detailed analysis of the City’s sites inventory from an AFFH lens is provided in Appendix C, Section V. Table B.7.4 of Appendix B provides a summary of the information available through ABAG’s HESS mapping tool for evaluating the fair housing impacts of the RHNA sites chosen. In brief, per ABAG’s HESS mapping tool, Brisbane has no substandard housing, no racially or ethnically concentrated areas of poverty or affluence, and the displacement risk is “stable moderate/mixed income.” Furthermore, 37% of households earn less than 80% AMI, 9% of households have a disability, 29% of households are cost burdened, and 1% of households are over-crowded.

Generally, the City’s projected low-income housing capacity are in areas with equal access to existing resources in the city, and greater access to planned improvements and resources in the Baylands subarea (e.g., enhanced public open spaces, high quality transit access, and new residential neighborhoods) than the remainder of Central Brisbane.

### 3.1.4 DISTRIBUTION OF UNITS BY AFFORDABILITY AND “NO NET LOSS”

Because of new rules in the Housing Accountability Act’s “No Net Loss” provisions (SB 166 of 2017), the land inventory and site identification programs in the Housing Element must always include sufficient sites to accommodate the unmet RHNA, in terms of the number of housing units, as well as the level of affordability. When a site identified in the Housing Element as available for the

<sup>3</sup> Refer to Appendix B for a more complete analysis showing the City of Brisbane does not rely on nonvacant sites to accommodate 50 percent or more of its housing need for lower income households.



development of housing to accommodate the lower-income portion of the RHNA is developed at a higher income level, the locality must either:

1. Identify and rezone, if necessary, an adequate substitute site, or
2. Demonstrate that the land inventory already contains an adequate substitute site.

Brisbane's Sites Inventory includes capacity for 2,220 units, for an excess capacity of 632 units, or a buffer of 40% over the City's RHNA to accommodate unmet RHNA throughout the planning period. The Sites Inventory also includes the minimum number of 1,800 units allowed on the Baylands, consistent with Measure JJ and the General Plan. This provides a secondary buffer of another 400 units since a total of 2,200 units could be permitted in the Baylands subarea and is currently proposed by the developer. If 2,200 units are ultimately approved with the Specific Plan adoption, a buffer of 65% would be provided, well beyond HCD's recommended 15 to 30%.

### 3.2 REGULATORY AND FINANCIAL RESOURCES

This section describes the inventory of resources available to help the City of Brisbane meet the community's housing needs, as required by Government Code Section 65583(a). These administrative and financial resources implement the housing goals, policies, and programs described in Chapter 5, Housing Plan. They are to develop adequate housing to meet the needs of all economic segments of the community, to conserve and improve the condition of the existing affordable housing stock, and to affirmatively further fair housing opportunities for all persons regardless of age, sex, race, ethnic background, income, marital status, disability, family composition, national origin, sexual orientation, or gender. Cross references to applicable programs found in Chapter 5 are provided in the subsections below.

Brisbane's regulatory and financial resources fall into four types, as described below:

1. Encouraging housing production.
2. Subsidizing housing cost.
3. Fair housing anti-displacement.
4. Housing quality.

#### 3.2.1 ENCOURAGING HOUSING PRODUCTION

As demonstrated in the adequate sites analysis and rezoning program described above, the city's zoning will accommodate residential development at densities and household income levels that would meet the community's housing needs. However, with zoning established, the real estate market then dictates where investment will go and therefore what types of units are produced at any given time. In Brisbane and the Bay Area in general, housing produced by the market ("market-rate") is priced far above what very-low, low- and moderate-income households can afford. Critically, the cost of building housing in the San Francisco Bay Area remains one of the greatest constraints to housing availability at all income levels for all household types. Lack of affordable housing particularly affects those with special needs, including seniors, persons with disabilities, and large and single-parent households.

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## 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.<sup>1</sup> 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.

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<sup>1</sup> 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



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.<sup>2</sup>

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

<sup>2</sup> Parkside Precise Plan, 2017; Economic Feasibility White Paper



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	<del>42003,60</del> 0 sq ft	<del>\$650557,</del> 000	<del>10050</del> ft frontage on PROW with substand ard width	Widening to 28 ft along frontage	<del>\$2100,000</del>	<del>3118%</del>
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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.



## 4. HOUSING CONSTRAINTS

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:



*"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.

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## 5. HOUSING PLAN

The City of Brisbane is a desirable place to live, work, and play for a diversity of people, as shown in Chapter 2, Community Characteristics and Housing Needs. Given the City's projected housing needs, Brisbane will need to significantly increase its supply of housing while maintaining its existing housing stock and community amenities and services that ensure the City remains a desirable place to live. New housing will need to be affordable to households at all income levels consistent with the RHNA and accessible to households with special needs. The goals, policies, and programs in this chapter support these overarching objectives, while ensuring that the City will meet its statutory obligations to affirmatively further fair housing and facilitate housing production at all income levels.

Chapter 3, Resources and Opportunities, identifies the inventory of sites available for residential development to meet the City's RHNA. This chapter identifies measures to be taken by the City to meet its RHNA. This chapter also establishes the City's policies and programs for preserving the City's existing housing stock, protecting residents from displacement, ensuring fair housing for all households, helping the community adapt as the City grows, and building broad community awareness of housing issues, policies, and resources.

Consistent with Government Code Section 65583(b), this chapter also provides the quantified objectives for the planning period of 2023-2031, or the number of units likely to be constructed, rehabilitated, and preserved by income level during the planning period. The programs and the quantifiable objectives are directly related in that the quantifiable objectives are the City's best estimate of the number of units in those categories of preservation, rehabilitation and new construction, by income level given the City's land resources (Chapter 3), governmental and non-governmental constraints, (Chapter 4), and proposed programs (this chapter).

This chapter includes the following sections:

1. Quantified Objectives: Preservation, rehabilitation, and construction.
2. Goals, policies, and programs.

### 5.1 QUANTIFIED OBJECTIVES: PRESERVATION, REHABILITATION, AND CONSTRUCTION FOR 2023-2031

The quantified objectives section estimates the number of units likely to be constructed, rehabilitated and preserved by income level during the planning period given the City's land resources, governmental and non-governmental constraints, proposed programs, and the City's project pipeline. As shown in the tables below, the City will preserve 25 deed-restricted affordable housing units. A total of 30 sites are estimated as being in need of rehabilitation in the planning period. New construction is primarily anticipated in the Baylands subarea following adoption of the Baylands Specific Plan (see Program 2.A.2), based on the status of that draft Specific Plan, the owner's active engagement to develop the site, and the fact that the housing will be part of the first phase of development. The City anticipates that the multi-family PAOZ-2 overlay district is likely to be developed within the plan period. Several multi-family and mixed-use pipeline projects are also

## 5. HOUSING PLAN

## CITY OF BRISBANE 2023-2031 HOUSING ELEMENT

TABLE 5-1 QUANTIFIED OBJECTIVES FOR CYCLE 6 (2023-2031), HOUSING UNITS BY SITE

Preservation Site	Extremely Low-Income	Very-Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Affordable Totals
Visitacion Gardens Senior Housing	0	4	2	8	0	14
20-38 Plumas Street (Habitat for Humanity)	0	5			0	5
15 Glen Park Way (Habitat for Humanity)	0	1			0	1
720 San Bruno Avenue (Habitat for Humanity)	0	1			0	1
1 San Bruno Avenue (City of Brisbane Inclusionary Housing Program)	0		1	1	0	2
313 Swallowtail Court (City of Brisbane First Time Homebuyer Program)	0			1	0	1
343 Mariposa Street (City of Brisbane First Time Homebuyer Program)	0			1	0	1
Misc.- Central Brisbane	305	155	400	230	800	1,090
Totals	305	166	403	241	800	1,273
Rehabilitation Site						
Misc.-Citywide	10	10	10	0	0	0
Totals	10	10	10	0	0	0
New Construction Site						
Baylands	72	73	82	287	1,286	514
Parkside PAOZ-2	55	54	58	0	0	167
3750-80 Bayshore Boulevard	0	0	2	3	25	5
221 Tulare Street	0	0	0	0	3	0
213 Visitacion Avenue	0	0	0	0	4	0
18 Visitacion Avenue	0	0	0	0	2	0
Southwest Bayshore SCRO-1	30 <sup>c</sup>					
Other Infill (Including ADUs) <sup>b</sup>	6	6	12	12	25	36
Totals	163	133	154	302	1,345	722

<sup>a</sup> No sites were identified in the sites inventory, but the City will continue to monitor and add sites as appropriate.

<sup>b</sup> Trend-based using building permit data (issued permits) from 2017 to the present in the NCRO-2, R-1, R-2, R-3, and SCRO-1 zoning districts.

<sup>c</sup> Emergency shelter beds



included, as well as a total of 51 infill units based on current zoning and market trends that continue to support the redevelopment of smaller, scattered sites by property owners. An emergency shelter of 30 beds is also included in the objectives for new development for extremely low income, within the SCRO-1 district.

## 5.2 GOALS, POLICIES, AND PROGRAMS FOR 2023-2031

The City has identified seven goals to guide the Housing Element policies and programs.

1. Affirmatively further fair housing opportunities for all persons.
2. Facilitate and support the production of housing at all income levels, but especially affordable housing.
3. Preserve existing affordable housing.
4. Protect residents from displacement.
5. Increase public awareness of housing programs and resources.
6. Conserve natural resources and reduce greenhouse gas emissions in existing and new residential development.
7. Avoid unreasonable government constraints to the provision of housing.

### Goal 1: Affirmatively further fair housing opportunities for all persons.

The City’s goal to affirmatively further fair housing (AFFH) is interwoven throughout all of the City’s housing goals, policies and programs and is closely tied with the goal to engage and educate the community on housing policies and resources for both renters and property owners (Goal 5). The policies and programs contained under this goal specifically address the fair housing issues identified in the City’s Fair Housing Assessment (Appendix C).

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
<b>Policy 1.A: Actively promote and distribute fair housing information and resources to Brisbane residents and landlords.</b>				
CDD	General Fund	1.A.1: Provide referral services to appropriate agencies by creating a dedicated webpage specific to fair housing including resources for residents who have experienced discrimination, information about filing fair housing complaints with HCD or HUD, and information about protected classes under the Fair Housing Act. (See also programs under Goal 5)	Create webpage Update annually	5/31/2023 Ongoing
CDD	General Fund	1.A.2: Actively distribute information to Brisbane landlords, residents (particularly households of color and non-English speaking households) and businesses, developers, non-profit housing developers and other groups about fair	City Star and Chamber of Commerce Newsletters Weekly City News Blast/City Manager's bulk mailing, flyers	At least Annually Starting 1/23 and periodically, as needed



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		<p>housing resources, including but not limited to:</p> <ul style="list-style-type: none"> <li>▪ Fair housing training for landlords and tenants through Project Sentinel or other organizations the City may partner with during the Housing Element cycle. <u>Geographic targeting: Households and landlords in R-MHP, R-2, R-3, NCRO-2, and SCRO-1 zones. Metrics: Train two landlords and four households annually.</u></li> <li>▪ Fair housing programs of other agencies. <u>Geographic Targeting: Households and landlords in R-MHP, R-2, R-3, NCRO-2, and SCRO-1 zones, and businesses in M-1, TC-1, TC-2 and SCRO-1 zones. Metrics: Four referrals to Project Sentinel (either tenants or landlords) as verified by Project Sentinel on an annual basis</u></li> <li>▪ Financial literacy training through Project Sentinel or other organizations. <u>Geographic Targeting: Households in R-MHP, R-2, R-3, NCRO-2, and SCRO-1 zones. Metrics: Four referrals to Project Sentinel (tenants) as verified by Project Sentinel on an annual basis (may be combined with general fair housing contacts above).</u></li> <li>▪ Housing counseling services through Project Sentinel or other organizations. <u>Geographic Targeting: Households in R-MHP, R-2, R-3, NCRO-2, and SCRO-1 zones. Metrics: Four referrals to Project Sentinel (tenants) as verified by Project Sentinel on an annual basis (may be combined with general fair housing and financial literacy training contacts above).</u></li> </ul> <p>See Program 5.A.1</p>	<p>Webpage and handouts</p>	<p>Q2 2023 and ongoing thereafter</p>
CDD	General Fund	<p>1.A.3: Actively distribute information to Brisbane residents and businesses, including targeting to households of color and non-English speaking households, non-profit housing developers, housing counseling and resource organizations, and other groups about housing opportunities in Brisbane, including but not limited to:</p> <ul style="list-style-type: none"> <li>▪ Newly available housing units for rent or purchase to moderate- or lower-income households through the City's Inclusionary Housing Program, First Time Homebuyer Program, Habitat for Humanity resale program, or Bridge Housing senior rental program, and any new homebuyer or renter program that may be established during the Housing Element Cycle. <u>Geographic Targeting: Businesses in</u></li> </ul>	<p>City Star and Chamber of Commerce Newsletters</p> <p>Weekly City News Blast/City Manager's bulk mailing, flyers,</p> <p>Webpage and handouts</p>	<p>At least Annually</p> <p>Starting 1/23 and periodically, as needed</p> <p>Q2 2023</p>



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		<a href="#">M-1, TC-1, TC-2, SCRO-1 districts; Households in R-MHP, R-1, R-2, R-3, NCRO-2, and SCRO-1 districts. Metrics: As needed based on availability of units.</a> <ul style="list-style-type: none"> <li>The City's inventory of potential housing development sites. <a href="#">Geographic Targeting: N/A (non-profit housing developers). Metrics: Send to four non-profit housing developers annually.</a></li> </ul>		
<b>Policy 1.B: Continue to promote equitable housing opportunities.</b>				
CDD	General Fund	1.B.1: Develop an affordable housing siting policy to promote the distribution of affordable housing equitably across the City.	Adopt policy	12/31/2025
<b>Policy 1.C: Ensure local fair housing data is up to date.</b>				
CDD	General Fund	1.C.1: Coordinate with local service providers, including but not limited to fair housing and transit providers, to collect updated data on fair housing factors specific to Brisbane maintained by those providers.	Meet with local service providers	1/31/2024 and annually thereafter
CDD	General Fund	1.C.2: Based on data trends, identify policy priorities and update Fair Housing Action Plan.	Incorporate fair housing data into Capital Improvement Plan  Update Fair Housing Action Plan based on data trends	7/1/2025 and biennially thereafter with adoption of the City budget  12/31/2025 and biennially thereafter

**Goal 2: Facilitate and support the production of housing at all income levels, but especially affordable housing.**

This goal addresses the significant need for additional housing across all household income categories. To meet the targets set by the RHNA, the City must facilitate the production of housing through the existing residential and mixed-use zoning districts, as well as complete its planned rezoning of the Baylands subarea through the adoption of a specific plan. The Baylands is designated as a Priority Development Area (PDA) in Plan Bay Area and is ideally located for new residential development both from a City and regional perspective, due to its proximity to and planned enhancements to public transit corridors (Caltrain and San Francisco’s Muni light rail) and easy access to Highway 101.

After years of careful planning and community engagement, in 2018 the City Council approved General Plan amendments (affirmed by the voters via Measure JJ) to allow a range of 1,800 to 2,200 housing units in the northwest quadrant of the subarea, centered on the Bayshore Caltrain station.

As noted in Chapter 3 – Resources, in 2022, the property owner submitted a draft specific plan for the Baylands proposing development of 2,200 housing units and up to seven million square feet of commercial development. The City is actively processing the applicant’s specific plan submittal to

meet the statutory deadline for rezoning to accommodate its 2023-2031 RHNA and has a motivated applicant in the Baylands property owner. An area of emphasis in the specific plan will be to ensure that a substantial component of lower income and special needs housing units are accommodated within the plan area. A number of other policies and programs provided below address the City's intent to partner with housing developers to facilitate development of affordable housing throughout Brisbane.

In 2022, the City initiated an Affordable Housing Strategic Plan (AHSP) to identify funding priorities for current affordable housing funds, identify new revenue streams for affordable housing, calibrate the City's inclusionary housing and density bonus ordinance, and evaluate management options for the City's current and future affordable housing inventory. The AHSP will be adopted in 2023.

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
Policy 2.A: Provide zoning for a balance of housing types, sizes (bedrooms), tenure and the inclusion of affordable, senior and special needs dwelling units in multi-family developments consistent with the RHNA.				
CDD	General Fund, developer fees	2.A.1: Maintain existing residential and mixed-use zoning to provide adequate sites to accommodate the 2022-2031 Regional Housing Needs Allocation.	Ongoing maintenance of existing zoning	Ongoing
CDD	General Fund, developer fees	2.A.2: Adopt the Baylands Specific Plan/Zoning to allow 1,800 to 2,200 housing units by-right, without discretionary design review, at site densities of at least 20 units per acre, on sites accommodating at least 16 units, to meet the 2023-2031 RHNA, consistent with the Brisbane General Plan Land Use Element, in compliance with all aspects of Government Code Section 65583.2(h)-(i) The Specific Plan or Developer Agreement shall contain objective design standards and shall provide an affordable housing plan. <u>The City shall prioritize maximizing affordable housing with a goal of 514 affordable units.</u> The Specific Plan or Developer Agreement shall describe accessible residential design incorporated into units in proximity to transit. <u>Geographic targeting: The Baylands subarea</u> <u>Metrics target: Dwelling unit preliminary production estimate by year, based on developer's schedule for 2,200 total units**:</u>  2027: 362 units 2028: 1,108 units 2029: 333 units 2030: 108 units 2031: 289 units  <u>(**Notes: The sites inventory is conservatively based on an 1,800 unit total. For schedule milestones, see also Section 3.1.1.1. Also, the City will consult with HCD regarding timing/production if the project falls 12 or more months behind the schedule provided)</u>	Specific Plan Adoption by City Council and certification, including approval of adequate water supply.  <u>Coordinate and assist the developer in the entitlement and development of the Baylands, including prioritizing processing, assisting with funding, planning and technical studies.</u>  <u>Consult with HCD regarding timing/production if the project falls 12 or more months behind the schedule provided.</u>  <u>Reevaluate and address housing opportunity sites to accommodate 2023-2031 RHNA if project has failed to proceed substantially in conjunction with the anticipated timeline</u>	1/31/2026  <u>Ongoing, and process entitlements by 2027</u>  <u>Ongoing</u>  <u>2030 if project has failed to proceed</u>



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
CDD	General Fund	2.A.3: Provide annual reports to HCD on progress made in implementing the Housing Element programs per Government Code Section 65400, including a review for internal consistency and compliance with Government Code Sections 65302(d)(3) and 65302(g)(2) as amended by Chapter 369, Statutes 207 [AB 162].	Annual Reports to HCD	Annually
CDD	General Fund	2.A.4: Monitor the adequate sites inventory to ensure adequate development capacity will be maintained throughout the planning period to accommodate the RHNA per Government Code Section 65863.	Annual Reports to HCD	Annually
CDD	General Fund	2.A.5: Study zoning districts where reduction of minimum lot sizes may be appropriate to encourage development of tiny homes, row-homes, bungalows, or other similar developments; and adopt new zoning where appropriate. <a href="#">Geographic Targeting: R-1 district, middle and lower elevation streets.</a> <a href="#">Metrics: Theoretical R-1 total unit capacity increase of approximately 10 to 20%.</a>	Study Session at Planning Commission  Adopt new zoning	12/2026  12/2028
CDD	General Fund	2.A.6.: Adopt implementing ordinance for ministerial duplex conversions and single-family lot splits as provided by Government Code Sections 65852.21 and 66411.7.	Adopt ordinance	12/31/2023
CDD	General Fund	2.A.7: Study zoning amendments to existing commercial zoning districts at Sierra Point and Crocker Park, to either allow or require mixed use buildings.	Study Session at Planning Commission  Adopt zoning amendments	12/31/2026  7/30/2029
CDD	General Fund	2.A.8: Update the zoning ordinance to provide for transitional and supportive housing in all zoning districts allowing residential uses and only subject to the same restrictions as other residential dwellings in the same zone, and to allow permanent supportive housing by right in zones where multifamily and mixed uses are permitted, pursuant to Government Code Section 65651.	Adopt ordinance	12/31/ <del>30</del> 2025
CDD	General Fund	2.A.9: Facilitate development and monitor approvals of pipeline projects, including the number of units constructed and their affordability levels.	Monitoring and reporting on pipeline project status of <a href="#">39 units identified in Table B.7.2 (including 2 lower income, 3 moderate income and 34 above moderate income units)</a> in the annual Housing Element Progress Report  Coordinating with applicants to	4/1/2024 and annually thereafter

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
			expedite approval of remaining entitlements	12/31/2023 and annually thereafter in Q4
			Supporting funding applications or requests for fee waivers for eligible projects	7/1/2023 and biennially thereafter through the budget adoption process
			Identifying necessary rezoning of additional sites, should pipeline projects not move forward resulting in a RHNA shortfall, per Gov't Code Section Gov. Code, § 65583, subd. (c)(1), with rezoning to make up the shortfall to be completed	Ongoing
CDD	General Fund	2.A.10: Update the ADU ordinance to comply with current State law.	Adopt updated ADU ordinance	12/31/2023
<u>CDD</u>	<u>General Fund</u>	<u>2.A.11: Amend the family definition to remove group care provisions zoning ordinance definitions and use provisions for all districts allowing residential uses, to remove the requirement for a conditional use permit for group homes of seven (7) or more persons and allow group homes as permitted uses, with objective standards similar to other residential uses in the same district, consistent with state law.</u>	<u>Adopt Ordinance</u>	<u>12/31/2024</u>
<u>CDD</u>	<u>General Fund</u>	<u>2.A.12: Amend the zoning ordinance for all districts that allow multifamily residential uses, to allow for building heights of at least 36 feet, to be able to accommodate 3-story development.</u>	<u>Adopt Ordinance</u>	<u>12/31/2024</u>
Policy 2.B: Provide for development of affordable housing and housing designed for seniors and persons with disabilities (including the developmentally disabled) or other special needs.				
CDD	General Fund	2.B.1: Through development of the Baylands Specific Plan and implementing development agreements, identify suitable sites for housing for seniors, persons with disabilities or other special needs, and lower-income households in the Baylands subarea. <u>Geographic Targeting: Baylands Specific Plan Area</u> <u>Metrics: Goal of 514 affordable housing units with target populations that align with community preferences in compliance with Fair Housing laws (See Program 2.A.2)</u>	Adoption of Development Agreement and Specific Plan	1/31/2026
CDD	General Fund	2.B.2: Amend the zoning ordinance to permit convalescent homes as a permitted use in the SCRO-1 District. Develop objective standards for the	Ordinance adoption	12/31/27



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		operation and design of such uses and incorporate into the zoning ordinance.		
CDD, Police	General Fund	2.B.3: Collaborate with the County of San Mateo in developing programs to provide regional shelter and services to the homeless by participating in the San Mateo County Continuum of Care and other regional efforts to provide homeless shelters, transitional and supportive housing for homeless households coordinated by the County.	Meet with San Mateo County staff to determine actions the City can take to assist homeless individuals in Brisbane for the calendar year  Meet with San Mateo County Human Services Agency staff to determine how the City can support development of emergency, transitional, and supportive homeless housing in Brisbane or in the County for the calendar year.	Annually in Q1  Annually in Q1
CDD	General Fund	2.B.4: Update the zoning ordinance allowing for emergency shelters as a permitted use in the SCRO-1 District from 12 beds to 30 beds, with such use not subject to discretionary action or to any development or management standards that would not apply to other allowed uses within the zone, except as provided by Government Code Section 65583(a)(4)(A).	Adopt amended SCRO-1 zoning	12/31/26
CDD	General Fund	2.B.5: Amend multi-family and mixed-use zoning districts to allow low barrier Navigation Centers, as required by Government Code Sections 65660 - 65668 .	Adopt zoning amendments	12/31/2026
CDD	General Fund	2.B.6: Grant priority water and sewer service to housing with units affordable to lower-income households in accordance with adopted City policy, consistent with State law [Government Code Section 65589.7 and Water Code Section 10631.17(a)70].	Priority water and sewer service for affordable housing	Ongoing
<a href="#">CDD</a>	<a href="#">General Fund</a>	<a href="#">2.B.7: Regarding emergency shelters and transitional and supportive housing, implement requirements of AB 2339 (2022: Government Code Section 65583(a)(4)) (See also, Programs 2.B.4 and 2.B.5.)</a>	<a href="#">Conduct analysis per AB 2339</a>  <a href="#">Adopt implementing ordinance</a>	<a href="#">6/31/2024</a>  <a href="#">12/31/2024</a>
Policy 2.C: Encourage utilization of the density bonus program to provide housing affordable to extremely low-, very-low- and/or low-income households, including supportive housing for extremely low-income families and larger households.				
CDD	General Fund	2.C.1: Amend the density bonus ordinance to: <ul style="list-style-type: none"> <li>Allow greater density bonus and/or incentives to housing developments that provide housing units designed and dedicated for use by large families with low- to extremely low-incomes.</li> </ul>	Adopt amended density bonus ordinance	12/31/2023

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		<ul style="list-style-type: none"> <li>▪ Be consistent with Government Code Sections 65915(a) and (g).</li> <li>▪ Grant a proportionately lower density bonus and/or incentives for affordable housing projects that do not qualify under Government Code Section 65915 due to their small size or other limitations.</li> <li>▪ Grant a density bonus and/or other incentives greater than required for projects that meet or exceed the qualifications for a density bonus.</li> </ul>		
Policy 2.D: Reduce construction costs for affordable or special needs housing.				
CDD	Low/Moderate Income Housing Fund	<p>2.D.1: Evaluate methods to subsidize the cost of affordable or special needs housing development, including ADUs, including but not limited to:</p> <ul style="list-style-type: none"> <li>▪ Fee reductions or waivers.</li> <li>▪ Direct subsidies in the form of pre-development or construction grants.</li> <li>▪ Land donation.</li> </ul>	<p>Adopt as part of Affordable Housing Strategic Plan (AHSP; see Program 2.E.1)</p> <p>Implement cost subsidy strategies per the adopted AHSP and conduct regular outreach to service providers and nonprofit developers</p>	<p>6/30/2023</p> <p>Annually in Q1 and ongoing</p>
CDD	City Funds	<p>2.D.2: To encourage development of ADUs and junior ADUs:</p> <p>a. Explore the potential to implement a loan program for ADU and JADU construction through the Affordable Housing Strategic Plan (see Program 2.E.1). If a City-funded loan program is determined to be infeasible, cooperate with 21 Elements to develop regional loan program (See program 2.E.2).  <a href="#">Geographic Targeting: All residential zoning districts.</a>  <a href="#">Metrics: Issue 10 loans over RHNA cycle or at least one per year.</a></p> <p>b. Continue to fund the 21 Elements regional consortium and support its programs that offer technical assistance to homeowners to reduce financial, architectural, and technological barriers to ADU/JADU design and construction.  <a href="#">Metrics: Provide technical assistance to 10 property owners annually.</a></p> <p>c. As these programs are implemented, publicize the changes to encourage the development of ADUs and JADUs using methods described in Programs 5.A.1 and 5.A.3.  <a href="#">Geographic Targeting: All residential zoning districts.</a>  <a href="#">Metrics: In addition to broadcasting citywide, make direct contact with 10 property owners annually (may overlap with the above regional</a></p>	<p>Adopt the AHSP</p> <p>Implement ADU/JADU subsidy strategies per the adopted AHSP and conduct regular outreach to property owners</p> <p>Fund 21 Elements and support development of a multi-jurisdictional Countywide ADU resource center</p> <p>Public outreach</p>	<p>6/30/2023</p> <p>Annually in Q1 starting 2024 and ongoing</p> <p>Ongoing as new programs are implemented and annually thereafter</p>



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		<p><u>efforts through 21 Elements) either in person, by email, or at the public counter.</u></p> <p>d. Promote the availability of CalHFA ADU Grant program.</p> <p><u>Geographic Targeting: All residential zoning districts.</u></p> <p><u>Metrics: In addition to broad mailings across residential zoning districts, make direct contact 10 property owners annually (may overlap with the above program elements) either in person, by email, or at the public counter.</u></p>		
Policy 2.E: Seek private and public funding sources for affordable housing construction.				
CDD	Low/Moderate Income Housing Fund	<p>2.E.1: Adopt and implement an Affordable Housing Strategic Plan (AHSP) that includes the following components:</p> <p>a. Identifies programmatic funding goals, objectives, and priorities for the City's current affordable housing fund balance.</p> <p>b. Evaluates and prioritizes new ongoing revenue streams for affordable housing development.</p> <p>c. Evaluates preferences for current Brisbane residents in new special needs and affordable housing.</p> <p>d. Community engagement of stakeholders, including landowners, affordable housing developers, and lower-income households in Brisbane and San Mateo County to identify opportunities for affordable housing development.</p> <p><u>Geographic Targeting: Central Brisbane</u></p> <p><u>Metrics: Issue permits for 193 low &amp; very low-income units over RHNA cycle</u></p>	<p>Adopt AHSP</p> <p>Implement AHSP strategies</p> <p>Ongoing community engagement with stakeholders</p>	<p>6/30/23</p> <p>Annually beginning 7/1/2023 and ongoing thereafter as part of the biennial budget adoption process</p> <p>Annually in Q1</p>
CDD	Low/Moderate Income Housing Fund	2.E.2: Participate in potential regional forgivable loan program for homeowners to construct an ADU that is held affordable for extremely low-income households for 15 years. Market to Brisbane property owners through Program 1.A.3.	Discuss and identify options for loan program development with 21 Elements and HEART	1/31/2025
CDD	Low/Moderate Income Housing Fund, CalHome Grant Funds	2.E.3: In the absence of a regional ADU loan program, evaluate the feasibility and impact of developing a City ADU construction loan program with funding supplemented by CalHome funding annually or as notices of funding availability are released.	<p>Adopt AHSP</p> <p>Implement AHSP funding strategies</p>	<p>6/30/2023</p> <p>7/1/2023 and ongoing thereafter with the biennial budget adoption process</p>
CDD	City Funds	2.E.4: Update the Inclusionary Housing Ordinance to comply with current State law and consider in-lieu fee alternatives for for-sale developments that may provide additional affordable housing revenue to the City; <u>also the update is to</u>	<p>Adopt and/or implement AHSP</p> <p>Adopt revised inclusionary housing ordinance</p>	<p>6/30/2023</p> <p>1/31/24</p>



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		<u>require a minimum of 20 percent of the units in the PAOZ-1 and PAOZ-2 zoning districts are to be affordable to lower income households, per Gov't Code Section 65583.2(c).</u>		
CDD	City Funds	2.E.5: Adopt an ordinance establishing and imposing a nexus fee applicable to new commercial development to fund affordable housing development consistent with the Affordable Housing Strategic Plan. <u>Geographic Targeting: Commercial zoning districts</u> <u>Metrics: Issue permits for 514-420 low and very low-income units over RHNA cycle.</u>	Adopt and/or implement AHSP  Adopt ordinance and fee amounts	6/30/2023  12/31/23
CDD	City Funds	2.E.6: Study the potential to develop vacant or underutilized City-owned sites for affordable and/or special needs housing with nonprofit housing developers, HEART, HIP Housing, and other partners. <u>Geographic Targeting: N/a (citywide/City-owned sites)</u> <u>Metrics: Identify at least one city-owned site for affordable housing development.</u>	Complete study and present to City Council for action	1/31/26 <sup>5</sup>
Policy 2.F: Facilitate the development of affordable housing.				
CDD	City Funds	2.F.1: Outreach to property owners within the PAOZ-1 and PAOZ-2 overlay districts to encourage private redevelopment of existing developed sites in the Parkside PAOZ-1 and 2 housing overlays and the SCRO-1 District and connect interested property owners with affordable housing developers.	Direct contact (mail, email and/or phone) to property owners	Annually, Q1
CDD	City Funds	2.F.2: Develop an ongoing relationship with nonprofit housing development corporations in order to take advantage of opportunities to create affordable housing in Brisbane in high resource areas.	Direct contact (mail, email and/or phone) with nonprofit housing developers	Annually, Q1
CDD	Low/Moderate Income Housing Fund	2.F.3: Through the Affordable Housing Strategic Plan, evaluate potential to acquire vacant sites and underdeveloped properties in order to assemble standard building sites to land bank for future affordable housing projects.	Adopt AHSP  Annually review and update AHSP to reflect available opportunities to acquire sites based on anticipated funds	6/30/2023  Beginning 7/1/2023 and ongoing thereafter with the biennial budget adoption process
CDD	General Fund, Low/Moderate Income Housing Fund	2.F.4: Through the AHSP, establish how City funding sources will be used to subsidize development costs in residential and mixed-use projects to encourage inclusion of more affordable housing units than required by the City's Inclusionary Housing Ordinance. (See Program 2.E.1)	Adopt AHSP  Implement AHSP strategies regarding development subsidies	6/30/2023  Beginning 7/1/2023 and ongoing thereafter with the biennial budget adoption process
CDD	General fund	2.F.5: Evaluate City fee schedules for processing development applications.	Adjust annually based on development	Annually



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
			processing direct costs	
CDD	General fund	2.F.6: Through the annual progress report in Housing Element implementation submitted annually to HCD, monitor ADU production to ensure construction targets are in line with assumptions in Table 5-1. If production is not in line with assumptions, incentivize ADU production via implementation of programs 2.D.2, 2.E.2, and 2.E.3,	Monitor and report ADU production in the Annual Progress Report to HCD	Annually
CDD	General Fund	2.F.7: Assist in the development of housing for extremely-low-income households.	Adopt priority processing procedures for ELI housing	12/31/2025
			Grant fee waivers or deferrals for ELI housing	12/31/202 <del>5</del> 7
			Grant concessions and incentives for ELI housing	12/31/202 <del>5</del> 7
			Support funding applications for ELI housing	12/31/202 <del>5</del> 9
			Outreach and coordinate with affordable housing developers for ELI housing, <a href="#">including identifying development and other housing opportunities</a>	12/31/2024 and annually thereafter in Q4
Policy 2.G: Encourage utilization of the density transfer and clustered development programs in the Residential-Brisbane Acres zoning district.				
CDD	General Fund	2.G.1: Study potential updates to the Residential-Brisbane Acres (R-BA) zoning district density transfer program to <b>expand allowable "receiving" sites</b> to include sites in other residentially or mixed-use zoned districts in the City to facilitate preservation of privately owned parcels in the R-BA zoning district and allow development rights to be transferred to parcels with access to existing infrastructure and lesser habitat value.	Complete study to determine appropriate districts to expand "receiving" site designation  Determine next steps based on results of study	12/31/2025

Goal 3: Preserve existing affordable housing.

As the City continues to grow, it is important to maintain and preserve existing affordable housing that is deed restricted as well as non-deed restricted housing that is naturally affordable to moderate- and to low-income households. This goal is closely related to Goal 5 of protecting residents from displacement. The City’s primary preservation target will be to renew the ground

lease with Bridge Housing for the senior housing complex at 2 Visitacion Avenue (Visitacion Gardens). The City will identify and utilize other funding sources in the preservation of existing naturally affordable housing through supporting organizations that provide homeowner financial literacy training, foreclosure counseling, homesharing assistance, and rehabilitation programs.

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
<b>Policy 3.A: Preserve existing affordable housing units.</b>				
CDD	Low/Moderate Income Housing Fund	3.A.1: Implement affordable housing preservation and management policies identified in the Affordable Housing Strategic Plan (AHSP), including but not limited to the following: <ol style="list-style-type: none"> <li>Establishing an early warning/monitoring system for deed-restricted units at risk of conversion to market-rate.</li> <li>Allocation of potential funding sources to organizations providing homeowner financial literacy training, foreclosure counseling, homesharing matching and facilitation, and rehabilitation programs for naturally affordable housing.</li> <li>Providing for tenant education and assistance.</li> </ol>	Adopt AHSP  Implement anti-displacement strategies per adopted AHSP	6/30/2023  Annually beginning 7/1/2023 and ongoing thereafter through the biennial budget adoption process
CDD	General Fund	3.A.2: Renew the ground lease with Bridge Housing Corporation for the Visitacion Garden senior apartments for an additional 30 years or other timeframe mutually agreeable to Bridge Housing and the City of Brisbane.	Renew ground lease with Bridge Housing	1/31/2028
CDD	General Fund	3.A.3: Survey rental rates for permitted accessory dwelling units to ensure their affordability to lower-income households at the ratios assumed in the Housing Element sites inventory (Chapter 3).  If survey results show that ADUs are being rented at levels that are not affordable to low-income households at the ratios assumed in the Housing Element, the City will provide targeted outreach to homeowners regarding tenant placement assistance provided by HIP Housing (see program 4.A.9)	Annual ADU rent survey  Connect ADU homeowners with HIP Housing staff	Annually, Q1  As needed based on results of annual rent survey
CDD, City Manager's Office	HUD Grant Funds	3.A.4: Program earmarked Federal grant funds received in FY 2021-2022 to provide financial assistance in the form of loans or grants to retrofit existing units for low-income and special needs households.	Adopt program funding guidelines  Start issuing loans/grants	12/31/23  2024
CDD	General Fund	3.A.5: Amend zoning ordinance to require one-to-one replacement of deed-restricted affordable housing units converted to market-rates.	Adopt zoning amendments	12/31/2026
<b>Policy 3.B: Increase participation in Housing Choice Voucher and other rental assistance programs.</b>				
CDD	General Fund	3.B.1: Develop and implement an education/outreach campaign targeting landlords/managers on renting	Launch campaign	1/31/2024 and annually thereafter



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		to people with Housing Choice Vouchers.  See Program 5.A.1 <a href="#">Geographic Targeting: R-2, R-3, NCRO-2 and SCRO-1 zoning districts and Northeast Ridge multi-family neighborhoods.</a> <a href="#">Metrics: In addition to citywide broadcasting, make direct contact with at least 10 landlords/property managers annually by email, phone, or at the public counter.</a>		

Goal 4: Protect residents from displacement.

As the City continues to grow and evolve, avoiding gentrification and displacement of lower-income residents is a priority. The policies and programs provided below address partnerships with organizations such as Project Sentinel and other non-profit groups and tapping into other government resources to provide financial assistance, counseling and other resources to help residents maintain and retain their housing. The AHSP identifies funding priorities for programs to protect lower-income residents from displacement. This goal is closely related to Goal 4 of preserving affordable housing.

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
<b>Policy 4.A: Protect existing residents from displacement.</b>				
CDD	Low/Moderate Income Housing Fund	4.A.1: Adopt and implement anti-displacement programs in the AHSP, such as: a. Rental assistance program b. Preferences for current Brisbane residents for new affordable housing development c. First Time Homebuyer program  <a href="#">Geographic Targeting: All residential zoning districts</a> <a href="#">Metrics: Assist three households annually following implementation of AHSP programs.</a>	Adopt <del>or implement</del> AHSP  <a href="#">Create roadmap and timeline for specific programs identified in AHSP</a>  <a href="#">Implement AHSP programs</a>	6/30/2023  <a href="#">6/30/2024</a>  <a href="#">Beginning 6/30/2024 and ongoing</a>
CDD	Low/Moderate Income Housing Fund	4.A.2: Support Project Sentinel's program to provide counseling to older homeowners on home equity conversion opportunities.	Partner with Project Sentinel	Biennially with budget starting 6/2023
CDD	City Funds	4.A.3: Partner with Project Sentinel or another qualified non-profit organization to perform fair housing training for landlords and tenants, and to provide training on financial literacy and housing counseling services for tenants. Focus training efforts on race-based discrimination and reasonable accommodations.	Develop agreement and schedule for at least annual trainings with qualified consultant	1/31/24

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		<a href="#">Geographic Targeting: R-MHP, R-1, R-2, R-3, NCRO-2, and SCRO-1 zoning districts. Metrics: Train two landlords and four households annually (see program 1.A.2).</a>		
CDD	City Funds	4.A.4: Create a complaint referral form accessible via the City website for fair housing complaints to be submitted securely and forwarded by City staff to the appropriate State or Federal agencies.	Create complaint referral form	1/31/2024
		<a href="#">Metrics: Transmit all complaints to HCD within 30 days of receipt.</a>		
CDD	Low/Moderate Income Housing Fund	4.A.5: Engage with qualified non-profit organizations to convene a discussion with Black, Indigenous and People of Color households who are experiencing comparatively high rates of cost burden to discuss and identify solutions for relief.	Develop agreement and schedule with qualified consultant	1/31/2024
		<a href="#">Metrics: Make contact with at least ten households.</a>		
CDD	City Funds	4.A.7: Consider residential rent control provisions consistent with the provisions of the Costa-Hawkins Act and any other applicable State law.	City Council study session	12/2026
CDD	Low/Moderate Income Housing Fund	4.A.8: Continue to fund the regional down payment assistance program with affirmative marketing to households with disproportionate housing needs including Black/African American and Hispanic/Latinx households through San Mateo Housing Endowment and Regional Trust (HEART).	Fund HEART	Biennially with adoption of the City budget.
CDD	General Fund	4.A.9: Support the Human Investment Program (HIP)'s shared housing program which helps find suitable housing for the elderly, single-parent families and persons with special needs, through annual financial support. See Program 1.A.1.	Fund HIP annually	Annually or with City budget adoption
		<a href="#">Geographic targeting: All districts that allow residential uses. Metrics: Connect four households per year with HIP.</a>		
CDD	General Fund	4.A.10: Study ordinance to require government notification for all eviction notices and rent increases above a certain level.	Study session at City Council	12/31/2028
CDD	General Fund	4.A.11: Amend inclusionary housing ordinance to extend timeframe of affordability covenants on new affordable housing development	Adopt ordinance	1/31/2025
CDD	General Fund	4.A.12: Implement the City's short term rental ordinance to prohibit conversion of housing units to short term residential rentals of less than 30 days.	Implement Ordinance 655	Ongoing
CDD, DPW	General Fund	4.A.13: Amend the Safety and Conservation Elements of the General Plan to include analysis and policies regarding flood hazard management	Amended Safety and Conservation Elements	1/31/2027



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		information and climate adaptation and resiliency, ground water recharge and storm water management, per Government Code Sections 65302(d) and 65302(g), and check all elements for consistency with the Housing Element.		
DPW	General Fund	4.A.14: Continue to develop master plans to maintain and upgrade public infrastructure in residential neighborhoods. Seek grants and other special funds to supplement utility and gas tax funds to implement improvement projects	Ongoing, as identified with Annual Budget	Ongoing
CDD	General Fund	4.A.15 Adopt a just cause eviction ordinance to protect renters from arbitrary and unjustified evictions.	Adopt Ordinance	12/31/2024
<b>Policy 4.B: Facilitate rehabilitation of substandard residential structures and where feasible maintain their affordability to very-low-, low- and moderate- income households.</b>				
CDD	City Funds	4.B.1: Collaborate with the County of San Mateo and other agencies with very-low-, low- and moderate-income Housing Repair and Home Rehabilitation Loan Programs to expand the scope and eligibility for assistance.	Expanded eligibility for County rehab and repair programs	12/31/2024
CDD	City Funds	4.B.2: Implement preservation policies identified in the Affordable Housing Strategic Plan, including but not limited to the following: a. Funding existing Countywide rehabilitation and repair programs. b. Establishing City-funded rehabilitation and repair program.	Adopt AHSP  Implement preservation strategies	6/30/2023  Starting 7/1/2023 and ongoing thereafter through the biennial budget adoption process
<b>Policy 4.C: Continue to discourage the conversion of existing apartment buildings to condominiums or cooperatives and conversion of the mobile home park to other uses.</b>				
CDD	N/A	4.C.1: Maintain Zoning Ordinance standards for condominium conversions of existing rental units consistent with current State law.	Maintain current zoning ordinance	Ongoing
CDD	N/A	4.C.2: Maintain the R-MHP Residential Mobile Home Park District zoning to retain the mobile home housing stock.	Maintain current zoning	Ongoing

**Goal 5: Increase public awareness of housing programs and resources.**

To achieve the City’s housing goals outlined above, and increase their effectiveness, the City’s first goal is to increase public access to and awareness of the City’s housing policies and programs. Engagement efforts will target current residents (homeowners and renters), landlords and property owners, and developers primarily via the City’s website and social media platforms, as well as traditional means, such as paper handouts at City Hall and the Library, monthly and quarterly Citywide newsletters mailed to all homeowners and businesses, and in person engagement at annual community events. To reach a diversity of people, the City will provide information in more than one language for both online and paper resources.



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		c. State Multifamily Housing Program. d. Other programs as they become available.		
CDD	General Fund	5.A.3: Translate all community engagement materials into Chinese, the predominant non-English language spoken by Brisbane residents. Consider on a case-by-case basis translation to other languages and regularly revisit data on commonly spoken non-English languages in the City to ensure community engagement materials are accessible to the widest possible audience.	Translate hard copy handouts into Chinese  Continue to provide automated translation on City website  Revisit data on commonly spoken non-English languages in Brisbane	12/31/2024  Ongoing  12/31/2028
CDD	General Fund	5.A.4: Actively publicize and encourage the use of City, County, State and Federal programs for low-interest rehabilitation loans by owners of older residential units.	Develop and implement outreach strategy for City rehabilitation grant program and others	12/31/2025 and annually thereafter in Q4
CDD	General Fund	5.A.5: Distribute HIP Housing homeshare program information to property owners upon building permit issuance and/or certificate of occupancy for ADU and JADUs.	Distribute flyer at permit issuance and occupancy	Ongoing
CDD, City Manager's Office/ Administration	General Fund	5.A.6: Facilitate connections between HIP Housing and local community groups, including the Lions Club, Brisbane Village Helping Hands, Homeowner's Associations, and others to create opportunity to share homesharing program information with homeowners and residents.	Connect HIP Housing staff with local community group leaders	Q1 of 2023, 2025, 2027, 2029, and 2031
CDD, City Manager's Office/ Administration	General Fund	5.A.7: Share anticipated schedule of City-led community events with HIP Housing, Project Sentinel, and other housing assistance organizations to ensure their participation and foster direct connections with community members.	Share community calendar	Q1 annually
CDD	General Fund	5.A.8: Collect homesharing program data for Brisbane homeseekers and home providers from HIP Housing.	Current homesharing data	Q4 annually
CDD	General Fund	5.A.9 Establish a stakeholder committee to advise the City on additional methods to engage all segments of the community, especially lower income and special needs households, on housing issues through the plan period.	Identify stakeholders and establish committee  Engage with committee, <a href="#">including engagement on the annual progress report (APR)</a>	Q1 2024  <a href="#">Q1 of each year</a> and Ongoing

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
			<u>Post APR at least 2 weeks before Council review</u>	<u>Q1 annually</u>
			<u>Implement public outreach methods to reach all segments of the community on housing issues, including stakeholder interviews with committee members.</u>	<u>Ongoing and at least biennially</u>
			<u>Make direct contact with stakeholders upon any changes to City housing policy, including Housing Element updates</u>	<u>Ongoing as housing policies are updated</u>
<b>Policy 5.B: Promote development of centralized Countywide below market rate for-sale database and application.</b>				
CDD	General Fund	5.B.1: Engage with 21 Elements staff to promote development of a Countywide system that supports the management of for-sale BMR units, including their listing and sale.	Engage with 21 Elements staff	1/31/2024

Goal 6: Conserve natural resources and reduce greenhouse gas emissions in existing and new residential development.

Conservation of natural resources and reduction of greenhouse gas emissions continue to be of paramount importance to the City. The policies and programs under this goal are intended to support sustainable development and development patterns, and to reduce long-term costs to residents, as proper design and development will yield financial benefits through the lifecycle of the building.

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
<b>Policy 6.A: Promote sustainable residential development that conserves natural resources and reduces greenhouse gas emissions.</b>				
CDD	General Fund	6.A.1: Periodically review and update the City's building reach code ordinances to exceed the minimum State standards for energy efficiency and on-site renewable energy generation.	Adopt reach codes with California building code updates	Triennially, beginning 1/1/2023
CDD	General Fund, grant funds	6.A.2: Pursue regional, State, and Federal funding for programs to increase the energy efficiency of existing homes, to assist affordable housing developers in incorporating energy efficient designs and features, and to increase the production of renewable energy in residential development.	Evaluate potential funding sources	Annually, Q1



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# APPENDIX B 2023-2031 Sites Inventory & Methodology

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## 4. Development Potential

Each site or aggregation of sites was analyzed to determine the likelihood and feasibility of development during the period 2023-2031. Factors such as underperforming or vacant uses, owner or developer interest, age and size of current improvements, site size, and site constraints were taken into account in determining realistic development capacity.

Most of the City's inventory for meeting the RHNA falls within a large, multi-parceled site in the Baylands subarea with a single landowner/developer who is actively pursuing development of the site with housing via a Specific Plan currently under review by the City. It is a vacant site that requires environmental remediation, but provides extraordinary potential for development. While the City General Plan allows for 1800-2200 housing units within the Baylands, it is currently zoned commercial C-1, which does not allow for housing. However, a specific plan is in process which will rezone the site for housing consistent with the adopted general plan. This is further described in Section 4.5 below.

The next largest group of sites for housing development potential are those within the Crocker Park Parkside overlay district. This is a group of sites with existing uses that could be redeveloped along with adjacent parcels, and certain office and warehouse developments that were determined to be underperforming and have a high potential for redevelopment to housing.

There are a number of infill sites in greater Central Brisbane area, including Brisbane Acres and Southwest Bayshore, that are generally smaller. Some of these have little or no opportunity for aggregation and/or are heavily constrained sites and were considered, but not identified to accommodate significant capacity.

While the City has seen an increase in the production of Accessory Dwelling Units (ADUs) in recent years due a number of state laws and local ordinances that have made these more feasible, they still make up the smallest group.

The development potential provided for this 6<sup>th</sup> Cycle RHNA was determined to total 2,220 housing units, as detailed by subarea and income category in following Table B.4.1, which provides a high-level summary of the sites listed on the Sites Inventory broken down by income. Figure B.7.1 shows a map of where each site is located within the City and the housing opportunity areas.

**TABLE B.4.1**  
**Sites Inventory by Subarea Affordability Breakdown**

<i>Subareas</i>	<i>Total Units</i>	<i>Very Low</i>	<i>Low</i>	<i>Moderate</i>	<i>Above Moderate</i>	<i>Pipeline</i>
<b>Baylands</b>	1,800	145	82	287	1,286	-
<b>Parkside</b>	246	159	87	0	0	-
<b>Central Brisbane</b>	134	1	2	4	127	39
<b>ADUs</b>	40	12	12	12	4	-
<b>Totals</b>	2,220	317	183	303	1,419	-

*Table Source: Housing Resources Sites Inventory*



In summary, the Sites Inventory was developed to meet all applicable statutory requirements and provide a realistic and achievable roadmap for the city to meet and exceed its RHNA. The Sites Inventory is summarized as follows:

- The housing sites are spread throughout the city, with all located in a moderate resource area, to meet AFFH requirements.
- The housing projections utilize existing land use and zoning densities.
- It includes conservative production and density assumptions for the identified housing sites.
- The city has a significant rezoning program that is anticipated to be completed by the end of this housing cycle to adopt zoning via Specific Plan for 1,800 – 2,200 housing units in the Baylands subarea.
- The housing projections do not rely on new units developed under SB9.
- The housing projections have a low reliance on new ADU production.
- Less than 50% of the low income RHNA is accommodated on nonvacant sites.

The analytical process that went into creating the Sites Inventory and the justification for commercial site redevelopment are fully detailed in the Sites Inventory Approach and Methodology sections above. The full list of sites adequate for housing development identified by the city is included in Table B.7.2.

For reference, Table B.4.2 provides an outline of the zoning district standards for all of the districts where housing is currently permitted either by-right or as a conditional use. Note that the Northeast Ridge PD district is a completed planned development district comprised of 499 housing units. As a PD district, no zoning standards are provided, but development of ADUs may occur within the existing development. The Baylands is not included in this table, since the zoning has not yet been adopted. Also, the Parkside PAOZ-1 and PAOZ-2 districts are the only districts where the existing zoning requires that new housing development be to a minimum density to 20 units per acre or more.

**Table B.4.2  
Current Land Use and Development Standards  
for Residential and Mixed-Use Zoning Districts**

<i>Permitted Uses</i>	<i>R-1</i>	<i>R-2</i>	<i>R-3</i>	<i>R-BA</i>	<i>NCRO-2</i>	<i>SCRO-1</i>	<i>R-MHP</i>	<i>PAOZ-1</i>	<i>PAOZ-2</i>	<i>NER-PD</i>
<b>Single-Family Unit</b>	Yes	Yes	Yes	Yes	No	No	No	Yes	No	F
<b>Accessory Dwelling Unit</b>	Yes	No	No	Yes	No	Yes	Yes	Yes	Yes	Yes
<b>Mobile Homes/Mobile Home Park</b>	No	No	No	No	No	No	Yes	No	No	F
<b>Duplex</b>	No	Yes	Yes	No	No	Yes	No	No	No	F
<b>Multi-Family Units</b>	No	Yes	Yes	No	No	Yes	No	Yes	Yes	F
<b>Emergency Shelter</b>	No	No	No	No	No	Yes	No	No	No	F
<b>Mixed Use</b>	No	No	No	No	No	Yes <sup>H</sup>	No	No	No	F
<b>Dwelling Group</b>	No	Yes	Yes	No	No	Yes	No	Yes	Yes	F
<i>Conditional Uses</i>	<i>R-1</i>	<i>R-2</i>	<i>R-3</i>	<i>R-BA</i>	<i>NCRO-2</i>	<i>SCRO-1</i>	<i>R-MHP</i>	<i>PAOZ-1</i>	<i>PAOZ-2</i>	<i>NER-PD</i>
<b>Single-Family Unit</b>	No	No	No	No	Yes <sup>C</sup>	Yes	No	No	No	F
<b>Duplex</b>	No	No	No	No	Yes <sup>C</sup>	No	No	No	No	F
<b>Multi-Family Units</b>	No	Yes	Yes	No	Yes <sup>C</sup>	No	No	No	No	F
<b>Dwelling Group</b>	No	No	No	No	Yes <sup>C</sup>	No	No	No	No	F
<b>Mobile Home Park</b>	Yes	Yes	Yes	No	No	Yes	No	No	No	F

Mixed-Use	No	No	No	No	Yes	No	No	No	No	F
Live/Work Units	No	No	No	No	Yes	Yes	No	No	No	F
Group Care Home	Yes	Yes	Yes	Yes	Yes <sup>C</sup>	Yes	No	No	No	F
Convalescent Home	No	No	No	No	No	Yes	No	No	No	F
<b>Development Standards</b>	<b>R-1</b>	<b>R-2</b>	<b>R-3</b>	<b>R-BA</b>	<b>NCRO-2</b>	<b>SCRO-1</b>	<b>R-MHP</b>	<b>PAOZ-1</b>	<b>PAOZ-2</b>	<b>NER-PD</b>
Density Transfer	No	No	No	Yes	No	No	No	No	No	No
Minimum Lot Size (Sq. Ft.)	5,000 <sup>A</sup>	5,000 <sup>A</sup>	5,000 <sup>A</sup>	20,000 <sup>B</sup>	2,500	7,500	None	NA	NA	F
Minimum Density (units/acre)	NA	NA	NA	NA	NA	NA	NA	20	24	F
Maximum Dwelling Unit Density (Unit/Sq. Ft.)	1/5,000	1/2,500	1/1,500	1/20,000	D	E	1/1,500	28	28	F
Lot Coverage	40%	50%	60%	25%	90%	70%	NA	NA	60%	F
Floor Area Ratio	0.72	0.72	0.72	0.72 <sup>G</sup>	NA	NA	NA	NA	NA	F
Height Limit (Ft.)	28-30	28-30	28-30	35	28-35	35	20	38	40	F
Front Setback (Ft.)	≤15	≤15	≤15	10	0	0	NA	5 – 15	5 – 20	F
Side Setbacks (Ft.)	3-5	3-5	3-5	5-15	0-10	0-10	NA	5-10	5-10	F
Rear Setback (Ft.)	10	10	10	10	10	10	NA	10	15	F

Notes:

A: With exceptions for substandard lots per Brisbane Municipal Code Sections 17.32.055.A, 17.08.040.B & 17.10.040.B

B: No less than a 5,000 sq. ft. lot is possible in the R-BA under Use Permit for Density Transfer or Clustered Development.

C: Residential uses are as part of a mixed-use project in the NCRO-2.

D: Densities established in conjunction with Use Permit and/or Design Permit approval.

E: Densities in the SCRO-1 are Single-Family Unit: 1/7,500; Duplex: 1/3,750; Multi-Family Units: 1/1,500; Mixed-Use & Live/Work

F: PD is subject to Specific Plan and PD Permit approval. The Northeast Ridge is a PD district and has been developed with 499 housing units.

G: 0.72 FAR up to a maximum floor area of 5,500 sq ft for SFR. Exception allowed for ADUs.

H: Mixed use in the SCRO-1 district must meet the definition of Housing Development Project or a Streamlined Housing Development Project, defined in BMC Section 17.02.

General Notes: Transitional housing, supportive housing and factory-built/manufactured housing (including mobilehomes) are treated as “dwellings” by definition per Brisbane Municipal Code Section 17.02.235; single-room-occupancy units are categorized as multiple-family dwellings per BMC Section 17.02.235.C.

The following subsections provide a discussion of how sites were identified in the categories of:

- Vacant and non-vacant sites
- Mixed Use Sites
- Residential Zones without a minimum density
- Sites Already Zoned for Housing Development with Minimum Density
- Sites to be Zoned for Housing Development with Minimum Density
- Pipeline Projects
- Accessory Dwelling Units

#### **4.1 Vacant and Nonvacant Sites:**

The City of Brisbane’s Sites Inventory for future housing development includes properties zoned for development of single and multi-family housing that are vacant, non-vacant land that is otherwise underutilized and is zoned at least 20 du/ac (see Section 4.4), and/or land that is non-residentially zoned and vacant that is identified for rezoning (see Section 4.5). Both vacant and nonvacant sites that are zoned mixed-use were included. As shown in Table B.7.1 below, the Housing Sites Inventory demonstrates that there is enough capacity in the sites inventory to meet the City’s RHNA.



All of City's affordable housing would be developed on land that is either underutilized or vacant. As shown in Table B.4.3, and per Government Code Section 65583.2(g)(2), the City does not rely on nonvacant sites to accommodate more than 50 percent of RHNA for lower income households; 51% of the City's below market rate affordable housing would be developed on vacant land while nonvacant land would accommodate 49%.

The analysis of capacity for affordable housing units (extremely low-, very low-, and low-income households) utilizes the minimum density of at least 20 units to the acre, deemed to facilitate affordable housing development given Brisbane is considered a "suburban jurisdiction" based on its population being under 20,000<sup>1</sup>.

**TABLE B.4.3**  
**Percentage of Lower Income RHNA on Nonvacant Sites**

<b>Brisbane's Lower Income RHNA</b>	<b>500</b>
<b>Units in Pipeline Projects</b>	2
<b>ADUs</b>	24
<b>Capacity on Vacant Sites</b>	227
<b>Total Capacity of Lower Income RHNA (not related to nonvacant sites)</b>	<b>253</b>
<b>Capacity on Nonvacant Sites to be Rezoned</b>	247
<b>Percentage of Lower Income RHNA Capacity on Nonvacant Sites</b>	<b>49%</b>

For reference, a table of current zoning district standards is provided as Table B.4.2 above.

**4.2 Mixed-Use Sites.**

Brisbane has two mixed-use zones that also allow residential development, the NCRO-2 Downtown Brisbane Neighborhood Commercial and SCRO-1 Southwest Bayshore Commercial districts. In the last five years, most projects located in the City's mixed-use zones have included a residential component. Table B.4.4 shows the dwelling units per acres of approved projects on sites in mixed-use zones from 2017-2021.

**TABLE B.4.4**  
**Planning Approvals du/ac in NCRO-2/SCRO-1 2018-2022**

<b>Address</b> <b>Development Type</b>	<b>Description</b>	<b>No. of</b> <b>Dwelling</b> <b>Units</b>	<b>% of</b> <b>Project</b> <b>Residential</b> <b>(approx.)</b>	<b>Base</b> <b>Zone</b>	<b>Lot</b> <b>Size</b> <b>(Acres)</b>	<b>Dwelling</b> <b>Units</b> <b>per Acre</b> <b>(du/ac)</b>
<b>213 Visitacion Ave</b> <b>Mixed Use</b>	Demo existing structure and construct new 3-story building	4	94%	NCRO-2	.06	64
<b>18 Visitacion Ave</b> <b>Mixed Use</b>	Construct new 3-story building on vacant lot	2	95%	NCRO-2	.06	35
<b>36-50 San Bruno Ave</b> <b>Mixed Use</b>	Demo existing parking lot and construct 3-story senior housing building	16	93%	NCRO-2	.22	73

<sup>1</sup> 65583.2(e)

<b>23 San Bruno Ave Mixed Use</b>	Demo existing structure and construct new 3-story building	4	90%	NCRO-2	.11	35
<b>3998 Bayshore Blvd Single-Family</b>	Construct new single-family home on vacant lot	1	100%	SCRO-1	.21	5

<b>Total Projects</b>	5
<b>Total with Residential</b>	5 (100%)
<b>Average Dwelling Units per Acre for Projects with Residential</b>	42

Although the percentage of residential uses in these projects varied widely, the average density was 42 units to the acre. State guidance is to extrapolate the trend by multiplying the probability times the 42 du/ac average. Since 100% of the mixed-use zoned sites historically included housing, the result remains 42 du/ac. For those sites that assume mixed use with residential components in the sites inventory, potential density is assumed more conservatively at 23 du/ac in the NCRO-2 Zoning District, except for one site discussed below, due to small lot sizes and 8 du/ac in the SCRO-1 Zoning District due to environmental constraints. ~~The one exception applies to a site that was entitled for a mixed-use development at 73 du/ac prior to 2020 but was not developed, likely due in part to the COVID-19 pandemic and subsequent economic impacts depressing development rates across the country. For this site alone, the potential capacity utilized 42 du/ac (see Table B.7.2).~~

- 36-50 San Bruno Avenue: This site is a unique, potential development site in the NCRO-2 mixed-use district. It has a chained-off parking lot that has not been used in over a decade. The parking lot has not been maintained, is in poor condition, and does not serve any existing or prospective businesses. Furthermore, there are no known conditions to preclude development at the site. The site was entitled for a mixed-use development at 73 du/ac prior to 2020 but was not developed, likely due in part to the COVID-19 pandemic and subsequent economic impacts depressing development rates across the country. However, the owner remains interested in developing the site with higher density residential development. Additionally, program 7.A.2 would amend the NCRO-2 district to allow by-right mixed-use residential development which would facilitate development of this underutilized site. For this mixed-use site alone, the potential capacity utilized 42 du/ac (see Table B.7.2), per the trend indicated in Table B.4.4. Development at this or higher densities would require deed restricted, affordable units as a condition of approval per the City's Inclusionary Ordinance.

#### **4.3 Residential Zones without a Minimum Density.**

Only two of Brisbane's residential zoning districts requires a minimum density. These are the Parkside PAOZ-1 and PAOZ-2 districts, discussed below. In these other zoning districts without a minimum unit density requirement, the Housing Element must demonstrate how the number of units determined for each site will be accommodated, taking land use controls and site improvement requirements (setbacks, building height, parking, etc.) into account. Housing development already exists within subareas that



have residential zoning but no minimum densities established, including the Central Brisbane, Brisbane Acres and Southwest Bayshore subareas.

Of the 82 residential sites without a minimum density included on the inventory, just two sites are projected to contain more than one residential unit, both pipeline projects. Most of these sites, a total of 78, are located within a zoning district that only permits one single-family dwelling (SFD) per lot. One exception is 335 Mariposa Street, a nonvacant, underutilized site, that permits multiple-family residential. Its development potential is discussed in greater detail below. Of ~~those~~ the 78 single-family zoned lots, another 38 are further restricted by environmental, access and infrastructure constraints and have a realistic capacity of zero.

Of the remaining 40 sites that only permit one SFD per lot, 32 are vacant. The remaining eight lots identified on the inventory, while developed with a SFD, are at least 10,000 square feet and could therefore be subdivided into two lots that each could be developed with a SFD per the City’s Zoning Ordinance. The land use and development standards for all of the current residential districts, including minimum lot size and maximum density, are provided in Table B.4.2.

While 75 percent of these lots would likely have to demolish the existing SFD in order to subdivide, in the past five years the City has approved two subdivisions in the R-1 residential zoning district, a district that only allows one single-family dwelling per lot, which redeveloped with a net increase of one housing unit – including the demolition of an existing SFD – summarized below:

<u>Site Address</u>	<u>Zoning District</u>	<u>Preexisting Use/Lot Size</u>	<u>Entitled Project/Use</u>
<u>305 Humboldt Road</u>	<u>R-1</u>	<u>SFD; 13,400 SF</u>	<u>Subdivide existing lot, retain existing SFD, and construct new SFD and ADU on newly created lot</u>
<u>154 Tulare Street</u>	<u>R-1</u>	<u>SFD; 10,100 SF</u>	<u>Subdivide existing lot, demo existing SFD and construct new SFD and ADU on each newly created lot.</u>

- 335 Mariposa Street: This site is another unique, potential development site in the R-2 residential district that is comprised of two lots. Historically, the site was a parking lot for an adjacent commercial use, but it has been chained-off and unused for nearly a decade. The parking lot has not been maintained, is in poor condition, and no longer serves any existing or prospective businesses. Nor does the City require that the parking lot serve the adjacent commercial use. Furthermore, there are no known conditions to preclude development at the site, including off-site parking agreements with adjacent commercial properties. The property was recently purchased and the new owner is interested in developing the site with multiple-family residential development. Though not a pipeline project, an application was submitted in 2023 to merge the underlying lots to facilitate development of a duplex and two ADUs at the site, the maximum capacity of the site. Discretionary approval is not required for duplexes and the duplex units are anticipated to be above moderate units.



#### **4.4 Nonvacant Sites Already Zoned for Housing Development with a Minimum Density.**

The sites inventory includes nonvacant sites that are zoned for by-right housing development at minimum densities of 20-24 du/ac with no discretionary design review in the Parkside Residential Overlay PAOZ-1 and PAOZ-2 zoning districts. These zoning districts were established in 2018 as part of the City's 5<sup>th</sup> cycle rezoning program to accommodate a 4<sup>th</sup> cycle shortfall of sites (see Appendix A, Evaluation of the 2015-2022 Housing Element, for additional discussion of the rezoning program). With minimum densities of at least 20 du/ac (PAOZ-1) and 24 du/ac (PAOZ-2), these districts will accommodate housing units affordable for lower income households per Government Code Section 65583.2(c)(3)(B)(iii). Because the sites are currently nonvacant, the City conducted the following analysis to evaluate the sites' potential for development in the 2023-2031 cycle per Government Code Section 65583.2(g)(1):

- **Existing uses:** Sites in the PAOZ-1 and PAOZ-2 districts are developed with exclusively concrete tilt-up warehouses built between 1966-1969 and at nearly 60 years old are approaching the end of their functional lifespan. These single-story structures are developed at significantly lower heights (14-25 feet) than the district maximum (38-40 feet for residential structures) and less overall intensity (0.19-0.47 FAR) compared to the district maximum (2.0 FAR for commercial development, no maximum for residential development). These characteristics indicate that residential redevelopment would maximize development potential of these sites compared to existing conditions.
- **Trends:** In the past fifteen years, the City has approved entitlements for five residential projects on nonvacant sites that included demolition of existing structures and redevelopment with higher density residential uses, summarized below:

Site Address	Zoning District	Existing Use	Entitled Use
1 San Bruno Avenue	NCRO-2	Gasoline service station	3-story mixed use (15 units above commercial)
23 San Bruno Avenue	NCRO-2	Single-story warehouse	3-story mixed-use (4 units above commercial)
124 San Bruno Avenue	R-3	Single-family dwelling	Triplex
661 San Bruno	R-3	Single-family dwelling	Fourplex
213 Visitacion Avenue	NCRO-2	Single-family dwelling	3-story mixed use (4 units above commercial)

In addition to these trends in Brisbane, the following projects in nearby jurisdictions further demonstrate the potential for development of nonvacant sites with similar uses since 2020:

Jurisdiction	Site Address	Zoning	Existing Use	Entitled Use
<b>Belmont</b>	<u>1325 Old County Road</u>	<u>Village Corridor Mixed Use</u>	<u>Mix of commercial and industrial buildings, predominantly one and two-story tilt-up concrete construction</u>	<u>250 dwelling units</u>
<b>Burlingame</b>	<u>1855-1881 Rollins Road</u>	<u>Rollins Road Mixed Use</u>	<u>Industrial buildings</u>	<u>420 dwelling units</u>



<b>Foster City</b>	<u>326-332 Argonaut (Wc Building 3)</u>	<u>Commercial Mixed/Planned Development</u>	<u>Single-story tilt-up industrial/office</u>	<u>20 dwelling units</u>
<b>Menlo Park</b>	<u>141 Jefferson Drive</u>	<u>R-MU Bayfront Innovation Area</u>	<u>Light manufacturing/ warehouse</u>	<u>483 dwelling units</u>
<b>Menlo Park</b>	<u>1401 Willow Road</u>	<u>R-MU Bayfront Innovation Area</u>	<u>R&amp;D Flex, Warehouse</u>	<u>1,729 dwelling units</u>
<b>South San Francisco</b>	<u>1477 Huntington</u>	<u>Commercial</u>	<u>1-story commercial</u>	<u>262 dwelling units</u>
<b>South San Francisco</b>	<u>7 S Linden Ave.</u>	<u>Industrial</u>	<u>1-story commercial</u>	<u>558 dwelling units</u>

Sources: San Mateo County Residential Multi-Family Development Trends Research, 2023; compiled by Century Urban and Community Planning Collaborative for 21 Elements.

This sample of projects in other jurisdictions shows a range of feasibility for residential redevelopment of nonvacant sites with existing warehouse, industrial, and other general commercial uses similar to those in the PAOZ-1 and PAOZ-2 district.

- Current market demand: The Parkside at Brisbane Village Precise Plan (adopted 2017) contains the design objectives for the PAOZ-1 and PAOZ-2 overlay districts informed by an economic feasibility study.<sup>2</sup> This study found that the housing types permitted by the PAOZ-1 and PAOZ-2 districts to be economically feasible at the densities permitted. In 2020, the City had discussions with a national housing development firm with interest in developing sites in the PAOZ-2 district. The COVID-19 pandemic and subsequent economic impacts depressing development rates across the country, fueled by supply chain disruptions, labor costs, inflation and high interest rates, has likely dampened developer interest, but over the course of the eight year planning period it is likely these short-term economic impacts will shift.
- Existing tenancies: The properties are currently 100% occupied and current lease information is not publicly available with the exception of 25 Park Place, for which a 10-year lease exceeding the current planning cycle was recently signed by the City of Brisbane (this property’s development capacity has been adjusted to zero to reflect this lease term). However, given the existing use characteristics, development trends and market analysis, existing tenancies are not sufficient to eliminate the development potential of these districts.
- Additional standards to encourage residential development: To facilitate development of sites within these districts, the Parkside at Brisbane Village Precise Plan and PAOZ-1 and PAOZ-2

<sup>2</sup> Strategic Economics, 2016. Reference: [Parkside Plan Documents | City of Brisbane, CA \(brisbaneca.org\)](#)

district standards provide a streamlined, ministerial design review process for projects that comply with the objective zoning and design standards established in the Precise Plan and district regulations. This review process would expedite project review substantially, eliminating from six months to one year of processing time to similar development proposals in other zoning districts. This is in addition to permitting residential development by-right at minimum densities of 20 and 24 du/ac, which no other zoning districts currently permit (note the rezoning of the Baylands subarea via adoption of a Specific Plan will allow minimum densities of at least 20 du/ac, but this zoning has not yet been adopted).

In summary, while there are warehouses on these properties, they were developed in the 1960's and are considered to be near the end of their functional lifespan. Housing would represent a higher and better use, and there was interest by potential developers in 2019, prior to the Covid-19 pandemic. While construction slow-downs due to Covid-19 may have delayed development, the sites remain viable for redevelopment to housing, and per Government Code Section 65583.2(c)(1) jurisdictions can utilize that minimum density to determine the capacity of a site. Additionally, though these nonvacant sites were identified in a prior housing element, the PAOZ districts require development at or above the minimum density of 20 du/ac per Government Code Section 65583.2(c)(3)(B)(iii), and allow residential development by-right per Government Code Section 65583.2(c). These sites will also comply with all the applicable Government Code standards to accommodate the RHNA for lower income households. Program 2.E.4 is provided in Chapter 5 to update the Inclusionary Housing ordinance by January 31, 2024 and will include a requirement that at least 20% of the units in the POAZ-1 and POAZ-2 districts are to be affordable to lower income households.

Housing development of affordable units in the Parkside areas meets the requirements of AFFH, in that the area was identified for housing given its various qualities of being an extension of the existing Central Brisbane residential areas, having existing infrastructure, and having walkable access to various amenities, including:

- Schools (Silverspot Nursery School, Brisbane Elementary School and Lipman Middle School)
- Public Transportation (SamTrans Route 292 and shuttle services)
- Central Brisbane Shops and Restaurants
- Community Park and other parks and walking trails
- Senior Center
- City Hall

#### **4.5 Sites to be Zoned for Housing Development with Minimum Density.**

The above outlined zoning provides existing residential zoned sites for a total of 426 housing units. Since this is short of Brisbane's RHNA of 1,588, including 803 in the moderate- and lower-income categories, Government Code Section 65583(c)(1)(A) calls for a program to provide zoning within 3 years of the statutory deadline to establish zoning by right. The zoning is also to be by-right to a minimum of 20 units per acre on sites that can accommodate at least 16 units, with not more than 50 percent of the requirement in mixed use.

In 2006, the landowner for the Baylands subarea filed a draft Specific Plan with the City for development of the largely vacant, approximately 642-acre brownfields site. After many years of community input and deliberations by the Planning Commission and City Council, the City crossed the milestone in 2018



of approving ballot Measure JJ, which allowed for development of 1,800 to 2,200 housing units on the vacant lands, approximately 52.8 acres (see Figures B.7.1 and B.7.3), in the northwest quadrant of the Baylands. Measure JJ also allowed for up to 7 million square feet of new commercial development, plus parklands and infrastructure. In 2019, a general plan amendment was adopted by City Council as the first implementation task of Measure JJ. Measure JJ also requires the developer to prepare a Specific Plan implementing the land use program to address the following:

- Ensure that the site is remediated to safely accommodate residential uses
- Secure an adequate water supply
- Ensure that development is revenue-positive for the City
- Incorporate sustainability principles including reduction in vehicle miles traveled
- Protect/restore habitat and historic resources
- Address long-term sea level rise and flood protection

On April 18, 2022, the developer submitted an updated draft Specific Plan. That specific plan is in process, with adoption by Brisbane’s City Council anticipated within the first 3 years of the housing element, to establish the zoning consistent with Measure JJ and the General Plan amendment. As indicated in Program 2.A.2 (see Chapter 5 – Housing Plan) the zoning will be completed by the statutory deadline. Sites that are within the boundaries of the draft Specific Plan are included in the Sites Inventory (Table B.7.2) and identified as a “Rezoning Project.”

The draft Specific Plan calls for 2,200 housing units but the City is conservatively calculating the realistic capacity of the Baylands utilizing the minimum number of housing units designated in Measure JJ and the General Plan (1,800 housing units), or approximately 34 du/ac, exceeding the minimum 20 du/ac required to facilitate affordable housing development.

Finally, this vacant site requires site remediation (environmental clean-up), as indicated above. Remedial Action Plans have been approved by both the State Department of Toxic Substances Control and the Regional Water Quality Control Board and there are no known environmental conditions that would preclude residential development as provided for in this Housing Element cycle. This is further discussed, with links to the remedial action plans provided in Chapter 3 – Resources, Section 3.1.2 - Site Inventory. Environmental clean-up under the approved Remedial Action Plans is estimated between three to four years to complete.

#### **4.6 Pipeline Projects<sup>3</sup>:**

In addition to the sites potentially available for development or redevelopment, projects that have been approved, permitted, or received a certificate of occupancy since the beginning of the RHNA projected period may be credited toward meeting the RHNA allocation based on the affordability and unit count of the development. For these projects, affordability is based on the actual or projected sale prices, rent levels, or other mechanisms establishing affordability in the planning period of the units within the project. As noted in Table B.4.1, there are currently 39 units that have been entitled since the beginning of the RHNA projected period and these sites are included in the Sites Inventory (Table B.7.2), as each is presumed to receive its Certificate of Occupancy (C of O) after June 30, 2022. If any of these sites receive

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<sup>3</sup> [The Baylands Specific Plan is not a pipeline project; it is a rezoning site, per Government Code Sections 65583.2\(a\)\(4\) and 65583.2\(c\).](#)

their C of O before this date, or the project does not continue, the spreadsheet will be modified accordingly.

The affordability of the City's 39 units that comprise the City's pipeline projects is summarized below, with five units qualifying as below market rate. These lower and moderate-income units will be deed restricted, per the entitlement conditions of approval. There are no income restrictions for the units at 213 Visitacion Avenue, 18 Visitacion Avenue, and 221 Tulare Street.

<u>Address</u>	<u>APN</u>	<u>Very Low 50% AMI</u>	<u>Low 80% AMI</u>	<u>Moderate 120% AMI</u>	<u>Above Market Rate</u>	<u>Total</u>
<u>3750 - 3780 Bayshore Blvd</u>	<u>007-350-040; - 050; -060; - 070; -080; -090</u>		<u>2</u>	<u>3</u>	<u>25</u>	<u>30</u>
<u>213 Visitacion Ave</u>	<u>007-283-080</u>				<u>4</u>	<u>4</u>
<u>18 Visitacion Ave</u>	<u>007-221-190</u>				<u>2</u>	<u>2</u>
<u>221 Tulare St</u>	<u>007-361-220</u>				<u>3</u>	<u>3</u>
<u>Totals</u>			<u>2</u>	<u>3</u>	<u>34</u>	<u>39</u>

Moreover, the Sites Inventory (Table B.7.2) and site identification program (2.A.2) in the City's Housing Element includes sufficient sites to accommodate the City's RHNA, both in terms of the number of housing units as well as the level of affordability (see Section 6).

#### **4.7 Accessory Dwelling Units:**

The State now allows jurisdictions to count projected development of accessory dwelling units (ADUs) based on prior years' production averages. Substantial changes in State law pertaining to ADUs in the last several years have made it much easier for homeowners to create ADUs within Brisbane. According to City records, 7 ADUs were permitted in 2021, demonstrating an increase in development over the prior years, where 2 permits were issued in 2020 and 6 in 2019. This inventory includes a projection of 5 ADUs annually over the eight-year Housing Element period, resulting in 40 new ADUs.

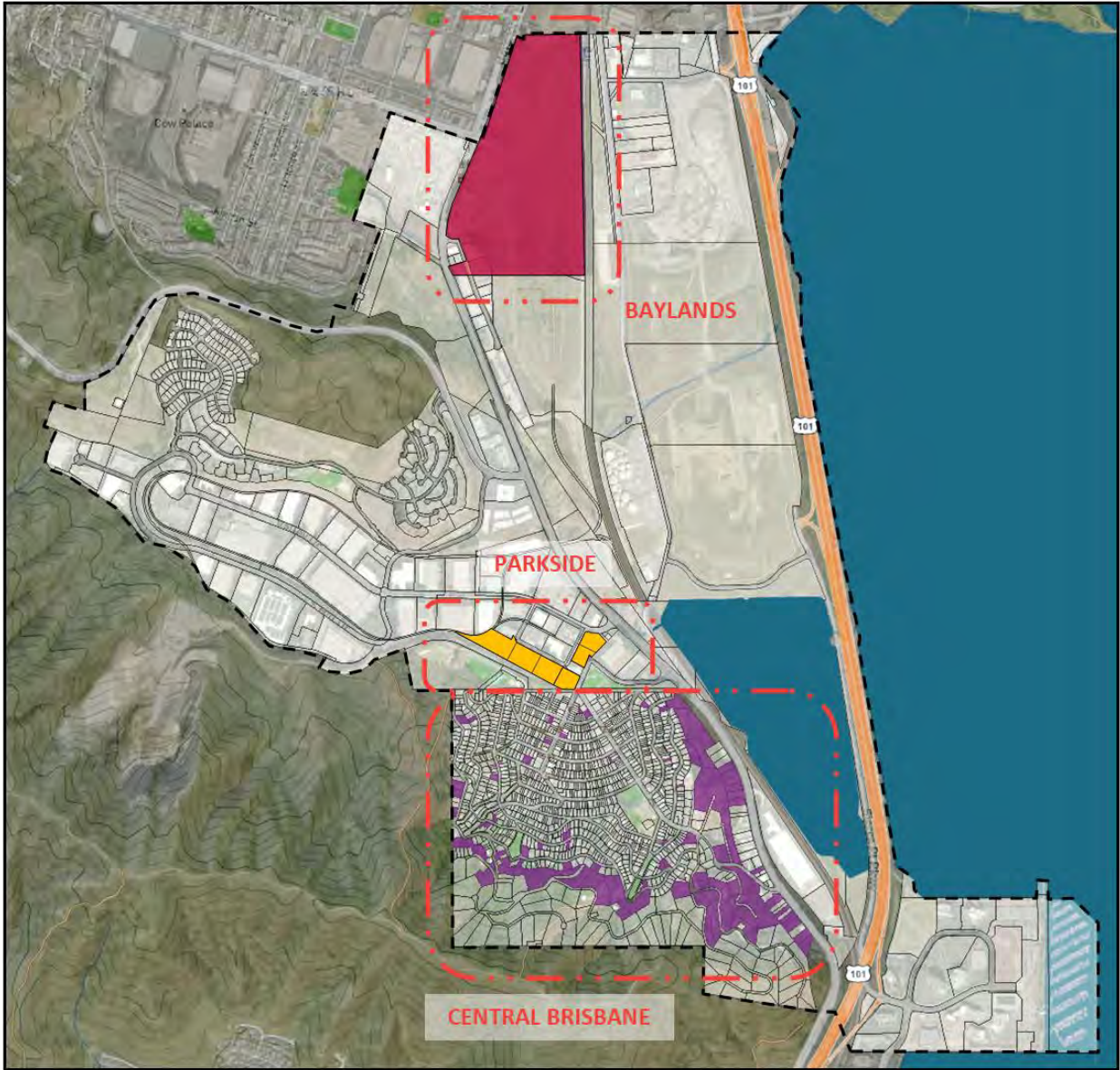
A study conducted by the Association of Bay Area Governments (ABAG) from September 2021 found that ADUs are rented at a variety of rates and often meet lower income affordability requirements based on the incomes of the occupants and/or their rental rates. Based on these findings, local jurisdictions are justified in using certain percentages to meet their affordable housing allocations. Although the State has not yet officially approved the conclusions of the study, it has agreed that jurisdictions can allocate ADUs towards a range of income levels.

The study's recommended affordability breakdown that a Bay Area jurisdiction can use for ADUs, which is as noted as being conservative, is 30% very low, 30% low, 30% moderate and 10% above moderate. Thus, the Sites Inventory will be using this affordability mix (12/12/12/4) to estimate ADU affordability in Brisbane.

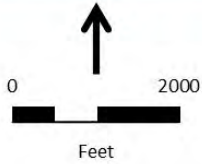
**Figure B.7.1: Housing Sites Inventory Map**

*Universe: Sites Inventory - see Appendix B for complete Sites Inventory*

*Notes: Refer to Inset Maps B.7.2 for the zoning designations for the Parkside and Central Brisbane sites and B.7.3 for the proposed land uses of the Baylands Sites. See Table B.4.1 for high level summary and affordability breakdown by groupings shown here.*



- Central Brisbane Sites identified for housing*
- Parkside Sites identified for housing*
- Baylands Sites identified for housing*
- City Boundary*





**Figure B.7.2: Parkside and Central Brisbane Housing Sites Inventory Inset Map**

Universe: Sites Inventory - see Table B.7.2 for complete Sites Inventory

Notes: Refer to Table B.4.1 for high level summary and affordability breakdown for Parkside and Central Brisbane



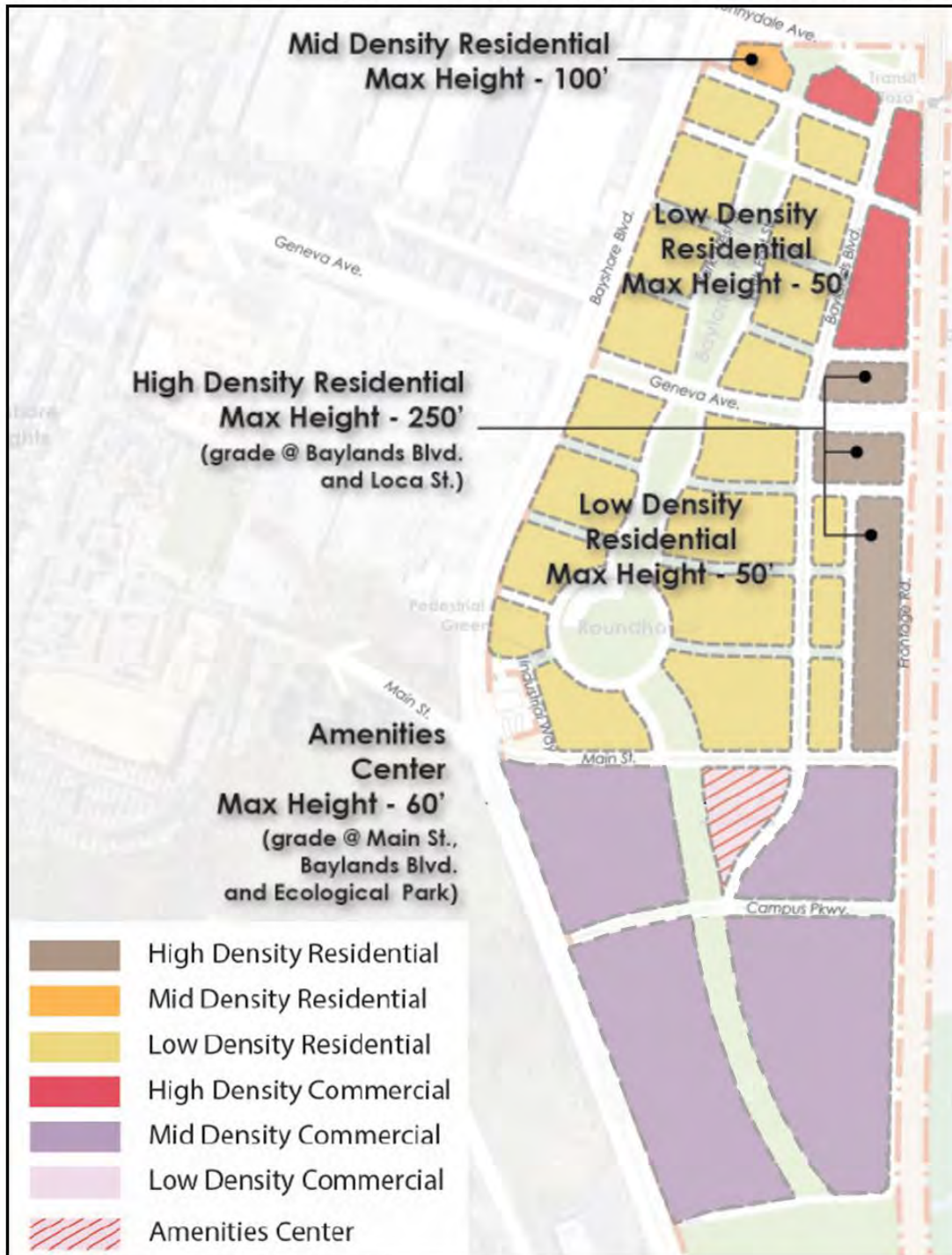
*Zoning District*

	<i>R-1</i>		<i>SCRO-1</i>		<i>PAOZ-1</i>		<i>R-BA</i>
	<i>R-2</i>		<i>NCRO-2</i>		<i>PAOZ-2</i>		<i>Park/School</i>

**Figure B.7.3: Baylands Housing Sites Inventory Inset Map**

Universe: Sites Inventory - see Table B.7.2 for complete Sites Inventory

Notes: Refer to Table B.4.1 for high level summary and affordability breakdown for the Baylands



Source: The Baylands Draft Specific Plan

High Density : 8 acres; max dwelling units is 1,085

Mid Density: 0.9 acres; max dwelling units is 170

Low Density: 43.9 acres; max dwelling units is 945





**TABLE B.7.1**  
**Brisbane’s RHNA Capacity and Affordability Breakdown by Subarea**

<i>Subareas</i>	<i>Pipeline</i>	<i>Very Low</i>	<i>Low</i>	<i>Moderate</i>	<i>Above Moderate</i>	<i>Total Units</i>
<b>Baylands</b>		145	82	287	1,286	1,800
<b>Parkside</b>		159	87	0	0	246
<b>Central Brisbane</b>	39	1	2	4	131	134
<b>ADUs</b>		12	12	12	4	40
<b>Totals</b>		317	183	303	1,419	2,220
<b>RHNA</b>		317	183	303	785	1,588
<b>Buffer</b>	632-1,032* (40-65%)					

**Table Source: Housing Resources Sites Inventory, 2022**

*\* The Baylands allows for 1,800-2,200 dwelling units; the developer is currently proposing 2,200 while the Housing Element is using 1,800 for its capacity analysis*

To see the full list of adequate housing development identified by the City, see Table B.7.2

## APPENDIX B: Table B.7.2 - Housing Sites Inventory

Jurisdiction Name	Site Address/Intersection	5 Digit ZIP Code	Assessor Parcel Number	Consolidated Sites	General Plan Designation (Current)	Zoning Designation (Current)	Minimum Density Allowed (units/acre)	Max Density Allowed (units/acre)	Parcel Size (Gross Acres)	Existing Use/Vacancy	Infrastructure	Publicly-Owned	Identified in Last/Last Two Planning Cycle(s)	Site Status	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity	Optional Information 1	Optional Information 2	Optional Information 3
Brisbane	Citywide- ADUs	94005	NA		NA	NA	NA	NA	NA	NA	YES-Current	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Available	24	12	4	40	Program to update ADU ordinance to comply with State law		
Brisbane	50 San Bruno Ave, Brisbane Ca 94005	94005	007-222-020	A	N C/R/O	NCRO-2	0	73	0.12	Parking Lot	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available	1		9	10	Underutilized lot with no structures in Downtown; previous entitlement to allow 73 du/ac expired; no maximum residential density; recent projects developed at 42 du/ac	Parking lot unused, not maintained, in poor condition, and does not serve any existing or prospective businesses; no known conditions to preclude development	Owner interest in developing the site with residential. Program 7.A.2 would allow by-right mixed-use residential; see Section 4.2 of Appendix B.
Brisbane	36 San Bruno Ave, Brisbane Ca 94005	94005	007-222-030	A	N C/R/O	NCRO-2	0	73	0.1	Parking Lot	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available					"	"	"
Brisbane	Baylands	94005	005-340-060	B	PD - RP	C-1	0	41.7	41.46**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program	227	287	1,286	1,800	Interest from property owner to develop with 2,200 residential units; needs consolidation; Specific Plan application submitted in late 2022; clean-up needed, process currently underway	This parcel is a part of a consolidated site which covers over 500 acres and is wholly or partially within the area of a rezoning program (Program 2.A.2) that would accommodate residential units by right	Only 52.8 acres of vacant land in the northwest quadrant (see Figure B.7.1) would be residential and accommodate the total capacity indicated; combined acreage will be re-parcelized; see Sections 3.1 & 4.5 of Appendix B
Brisbane	Baylands	94005	005-340-080	B	PD - RP	C-1	0	41.7	20.41**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program					"	"	"
Brisbane	Baylands	94005	005-340-090	B	PD - RP	C-1	0	41.7	18.25**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program					"	"	"
Brisbane	Baylands	94005	005-340-100	B	PD - RP	C-1	0	41.7	10.45**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program					"	"	"
Brisbane	2635 Bayshore Blvd, Brisbane Ca 94005	94005	005-340-120	B	PD - RP	C-1	0	41.7	0.12**	Warehouse (Industrial)	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program					"	"	"
Brisbane	Baylands	94005	005-340-998	B	PD - RP	C-1	0	41.7	0.4**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program					"	"	"
Brisbane	Baylands	94005	005-350-070	B	PD - NR	C-1	0	41.7	51.39**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program					"	"	"
Brisbane	100 Industrial Way, Brisbane Ca 94005	94005	005-311-070	B	PD - NR	M-1	0	41.7	1.72**	Warehouse (Industrial)	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program					"	"	"
Brisbane	55 Industrial Way, Brisbane Ca 94005	94005	005-312-070	B	PD - NR	M-1	0	41.7	2.11**	Warehouse (Industrial)	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program					"	"	"
Brisbane	21 Industrial Way, Brisbane Ca 94005	94005	005-312-120	B	PD - RP	M-1	0	41.7	1.03**	Warehouse (Industrial)	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program					"	"	"
Brisbane	96 Paul Ave, Brisbane Ca 94005	94005	007-410-270	C	R	R-1	0	8.7	0.07	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1	Needs consolidation; no public roadway; utilities available		
Brisbane	96 Paul Ave, Brisbane Ca 94005	94005	007-410-280	C	R	R-1	0	8.7	0.08	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available					"	"	"
Brisbane	600 Humboldt Rd, Brisbane Ca 94005	94005	007-402-040	D	R	R-1	0	8.7	0.06	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1	Needs consolidation; 1 owned in common	Vacant, underutilized lots	
Brisbane	600 Humboldt Rd, Brisbane Ca 94005	94005	007-402-050	D	R	R-1	0	8.7	0.11	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available					"	"	"
Brisbane	1100 San Bruno Ave, Brisbane Ca 94005	94005	007-556-010	E	R	R-BA	0	2.2	1.21	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available		1	5	Interest from property owner to develop with 6 residential	Preliminary development plans reviewed by City with intent to apply in 2023	Vacant site; environmentally sensitive site	
Brisbane	1100 San Bruno Ave, Brisbane Ca 94005	94005	007-560-120	E	R	R-BA	0	2.2	0.29	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available					"	"	"
Brisbane	1100 San Bruno Ave, Brisbane Ca 94005	94005	007-560-130	E	R	R-BA	0	2.2	1.39	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available					"	"	"
Brisbane	1100 San Bruno Ave, Brisbane Ca 94005	94005	007-560-140	E	R	R-BA	0	2.2	1.33	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available					"	"	"
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-040	F	S C/R/O	SCRO-1	0	29	0.53	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project	2	3	25	30	Interest from property owner to develop with residential; project entitled under DP/UP-1-02; development rights vested	Affordable units will be deed restricted, per conditions of approval; see Section 4.6 of Appendix B	Needs consolidation; vacant lots; consolidated lot larger than .5 acres
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-050	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project					"	"	"
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-060	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project					"	"	"
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-070	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project					"	"	"
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-080	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project					"	"	"
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-090	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project					"	"	"
Brisbane	3700 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-130	G	S C/R/O	SCRO-1	0	29	0.65	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***			5	5	Needs consolidation; underutilized lots; larger than .5 acres	District recently changed to allow residential by right; allows up to 30 du/ac	Housing development projects not subject to discretionary design standards
Brisbane	3700 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-140	G	S C/R/O	SCRO-1	0	29	0.05	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***					"	"	"
Brisbane	248 Visitacion Ave, Brisbane Ca 94005	94005	007-272-030		N C/R/O	NCRO-2	0	73	0.1	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			2	2	Nonconforming single-family home in Downtown district; underutilized lot	No maximum residential density; recent projects developed at 42 du/ac	
Brisbane	213 Visitacion Ave, Brisbane Ca 94005	94005	007-283-080		N C/R/O	NCRO-2	0	73	0.06	Single Family Residential	YES-Current	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Pipeline Project			4	4	Interest from property owner to redevelop; one-4 story single-family home	Entitled under DP-2-20 and UP-4-20; extension granted until December 2025	No affordable units; see Section 4.6 of Appendix B
Brisbane	185 Visitacion Ave, Brisbane Ca 94005	94005	007-281-090		N C/R/O	NCRO-2	0	73	0.11	Retail Stores ( Personal Services, Photography, Travel)	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			3	3	Older, one-story underutilized lot; adjacent to newly constructed public library	No maximum residential density; recent projects developed at 42 du/ac	
Brisbane	18 Visitacion Ave, Brisbane Ca 94005	94005	007-221-190		N C/R/O	NCRO-2	0	73	0.06	Vacant	YES-Current	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Pipeline Project		23	2	2	Entitled under DP-3-20 & UP-5-20; active building permit issued 2021	No affordable units; see Section 4.6 of Appendix B	Projects in other jurisdictions show a range of feasibility for residential redevelopment of nonvacant sites; see Section 4.4 of Appendix B
Brisbane	43 Park Pl, Brisbane Ca 94005	94005	005-202-160		PR -TC	PAOZ-1	20	28		Warehouse (Industrial)	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available			23	23	One-story, 60 year old building; larger than .5 acres; underutilized use; Current height 14-25 ft whereas 38-40 ft allowed; current FAR less than 0.49 whereas no max for residential	Adjacent to Downtown, minimum residential density 20 du/ac; economic feasibility study found density viable	
Brisbane	280 Old County Rd, Brisbane Ca 94005	94005	005-202-210		PR -TC	PAOZ-1	20	28	1.5	Post Office	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available	30		30	30	"	"	"
Brisbane	25 Park Ln, Brisbane Ca 94005	94005	005-212-100		PR -TC	PAOZ-1	20	28	1.27	Warehouse (Industrial)	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available			26	26	"	"	"
Brisbane	145 Park Ln, Brisbane Ca 94005	94005	005-190-100		PR -TC	PAOZ-2	24	28		Warehouse (Industrial)	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available			70	70	"	Adjacent to Downtown, minimum residential density 24 du/ac; economic feasibility study found density viable	"



Jurisdiction Name	Site Address/Intersection	5 Digit ZIP Code	Assessor Parcel Number	Consolidated Sites	General Plan Designation (Current)	Zoning Designation (Current)	Minimum Density Allowed (units/acre)	Max Density Allowed (units/acre)	Parcel Size (Gross Acres)	Existing Use/Vacancy	Infrastructure	Publicly-Owned	Identified in Last/Last Two Planning Cycle(s)	Site Status	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity	Optional Information 1	Optional Information 2	Optional Information 3
Brisbane	490 Kings Rd, Brisbane Ca 94005	94005	007-502-040		R	R-BA	0	2.2	0.73	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	Environmental, access, and infrastructure constraints		
Brisbane	Beatrice Rd, Margaret Ave, Brisbane Ca 94005 (Li Lot 90)	94005	007-502-050		R	R-BA	0	2.2	1.09	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	1020 Humboldt Rd, Brisbane Ca 94005	94005	007-502-120		R	R-BA	0	2.2	1.14	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	950 Humboldt Rd, Brisbane Ca 94005	94005	007-502-130		R	R-BA	0	2.2	0.8	Residential-Vacant Land	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	930 Humboldt Rd, Brisbane Ca 94005	94005	007-502-150		R	R-BA	0	2.2	0.88	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	Humboldt Rd, Annis Rd, Brisbane Ca 94005 (Trinh, Lot 35)	94005	007-541-010		R	R-BA	0	2.2	1.04	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	100 Harold Rd, Brisbane Ca 94005	94005	007-542-010		R	R-BA	0	2.2	1.28	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	301 Harold Rd, Brisbane Ca 94005	94005	007-542-020		R	R-BA	0	2.2	1.5	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	401 Harold Rd, Brisbane Ca 94005	94005	007-542-030		R	R-BA	0	2.2	0.65	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	San Bruno Ave, Joy Ave, Brisbane Ca 94005 (Dharma, Lot 10)	94005	007-552-030		R	R-BA	0	2.2	0.86	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	San Bruno Ave, Joy Ave, Brisbane Ca 94005 (Wong, Lot 9)	94005	007-553-170		R	R-BA	0	2.2	0.79	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	Harold Rd, Brisbane Ca 94005 (Gonzales, Lot 16)	94005	007-555-060		R	R-BA	0	2.2	0.55	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	200 Harold Rd, Brisbane Ca 94005	94005	007-555-070		R	R-BA	0	2.2	0.5	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	Annis Rd, Brisbane Ca 94005 (Kelly, Lot 15 ptn)	94005	007-555-160		R	R-BA	0	2.2	0.46	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	260 Annis Rd, Brisbane Ca 94005	94005	007-555-170		R	R-BA	0	2.2	0.52	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	45 Gladys Ave, Brisbane Ca 94005	94005	007-555-180		R	R-BA	0	2.2	0.62	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	Gladys Ave, Brisbane Ca 94005 (Lau, Lot 22)	94005	007-560-150		R	R-BA	0	2.2	1.06	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	Gladys Ave, Brisbane Ca 94005 (Cheung, Lot 19)	94005	007-560-160		R	R-BA	0	2.2	0.45	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	Harold Rd, Brisbane Ca 94005 (Cheung, Lot 20)	94005	007-560-170		R	R-BA	0	2.2	1.21	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	Harold Rd, Brisbane Ca 94005 (Jurkota, Lot 21)	94005	007-560-190		R	R-BA	0	2.2	1.19	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0			
Brisbane	3852 Bayshore Blvd, Brisbane Ca 94005	94005	007-553-060		S C/R/O	SCRO-1	0	29	0.21	Storage Yard, Open Storage (Light Equipment, Material)	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				2	Underutilized, contractor's storage yard; less than .5 acres	District recently changed to allow residential by right; allows up to 30 du/ac	Housing development projects not subject to discretionary design standards
Brisbane	4090 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-010		S C/R/O	SCRO-1	0	29	0.29	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				1	Vacant lot; less than .5 acres		
Brisbane	4070 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-020		S C/R/O	SCRO-1	0	29	0.36	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				4	Vacant lot; larger than .5 acres; owned in common 4 and could be consolidated		
Brisbane	4070 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-030		S C/R/O	SCRO-1	0	29	0.52	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				5	Vacant lot; larger than .5 acres; owned in common 5 and could be consolidated		
Brisbane	4010-30 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-060		S C/R/O	SCRO-1	0	29	0.26	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				2	Vacant lot; larger than .5 acres; owned in common 2 and could be consolidated		
Brisbane	3998 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-080		S C/R/O	SCRO-1	0	29	0.26	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				2	Vacant lot; less than .5 acres		
Brisbane	3900 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-210		S C/R/O	SCRO-1	0	29	0.56	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				2	Vacant lot; larger than .5 acres		
Brisbane	4010-30 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-240		S C/R/O	SCRO-1	0	29	0.23	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				2	Vacant lot; larger than .5 acres; owned in common 2 and could be consolidated		
Brisbane	4010-30 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-250		S C/R/O	SCRO-1	0	29	0.52	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				5	Vacant lot; larger than .5 acres; owned in common 5 and could be consolidated		

\* The realistic capacity for parcels in the R-BA Zoning District is 2 above moderate units, including any potential units from density sending sites (Table B.7.3)

\*\* Includes total acreage of any parcel currently located within the Baylands Draft Specific Plan where residential is proposed and permitted under the General Plan; the total acreage of land that permits residential uses under the draft Specific Plan is 52.8 acres - see Figure B.7.1 and B.7.3

\*\*\* Potential Emergency Shelter Site

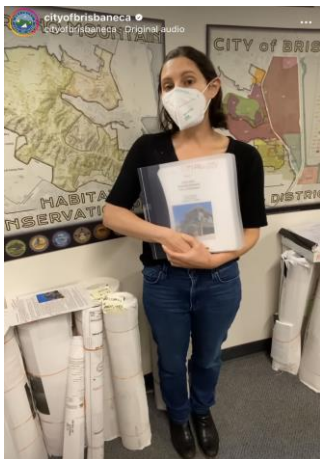
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## APPENDIX E - PUBLIC PARTICIPATION

Government Code Section 65583(c)(8) requires the City to “make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element.” In order to meet this requirement, the City undertook various means of gaining community input on the 2023-2031 Housing Element. A number of events were offered to the public through both our participation in the Countywide 21 Elements collaborative and through the Planning Commission or City Council as study sessions and workshops, from early 2021 through July 2022, leading up to the preparation and publication of the draft Housing Element in August 2022. All workshops and meetings prior to February 2023 were held virtually and were available to participate or view live, or view after the event, due to COVID-19 restrictions. However, the City did provide numerous in-person engagement opportunities in 2022 as in-person community events gradually resumed.



1 City staff tabling at the Farmer's Market



32 Still from social media video post



23 Staff tabling at the Brisbane Library

### Public Review of Draft Element and AB 215 Compliance

The draft Housing Element was made available to the public for comment, consistent with Government Code Section 65585(b)(1) (AB 215, Statutes of 2021), for more than 30 days, through the City's Housing Element webpage and as a paper copy at City Hall and the City's Library. All public comments received on the Draft Element were considered by the City Council at a public hearing on October 6, 2022, more than 10 days after closure of the formal 30-day public comment period, and have been incorporated into the Element (see Attachments E.1 and E.2). Additionally, responses to a community survey regarding noteworthy Housing Element policies and programs were considered by the Council at the October 6 hearing and are incorporated into the Element (see Attachment E.3).

Following receipt of comments on the first draft of the Element from the State Department of Housing and Community Development (HCD), the Planning Commission held a virtual public hearing to recommend adoption and certification of the draft Element, as revised following Council's subsequent review, on January 12, 2023. Subsequently, a revised draft of the Element containing redlined revisions addressing HCD comments was posted on the City's website on January 27, 2023. The City Council considered the revised draft Element at a hybrid public meeting on February 2, 2023, submitted written testimony, and took verbal testimony. The

Council voted to adopt the Element and certify its compliance with State law per Appendix F of the Element. The revised Element remained on the City website for more than seven days after it was posted before the revised Element was submitted to HCD on February 7.

Following the City Council’s adoption of the Housing Element on February 2, 2023, the Element was submitted to HCD. On April 5, 2023, HCD provided additional comments to be addressed prior to their certification. HCD’s April 5 comment letter along with the redlined edits were posted for the public review and comment on the City’s website, emailed to the interested parties list and posted on the City’s social media platforms on May 5. Paper copies of these materials were also made available at City Hall and at the Brisbane Library on May 8. This was more than 7 days prior to City Council’s public hearing on May 18 on the proposed revision to Housing Element and the subsequent resubmittal to HCD for state certification, consistent with the Gov’t Code.



*4 Staff and Planning Commissioners tabling at Day in the Park*

The following provides an outline of events and public surveys.

**Public Participation, Outreach, Education Events and Surveys**

<b>Date</b>	<b>Host</b>	<b>Event Title and Format</b>	<b>Outreach</b>
3/25/21	Brisbane Planning Commission	Planning Commission - Housing Element Introductory Workshop.  Livestreamed via: YouTube, City Website link and Local City TV Broadcast Channel 27.	City’s physical posting places (City Hall, Library, Mission Blue Center) Marquee Sign Boards at the Community Park/Old County Road and Mission Blue Drive and Monarch Drive. City’s Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the City’s YouTube channel and website to continue to be available to the public.
4/01/21	STAR Article	“Housing Element Update	City of Brisbane Monthly

<i>Date</i>	<i>Host</i>	<i>Event Title and Format</i>	<i>Outreach</i>
			and Instagram posts
8/31/22	Planning Staff	"Coffee with a Planner" at Brisbane Library- informal drop-in conversations about the Draft Housing Element	Facebook, Nextdoor, and Instagram posts; Weekly BLAST 8/26/22
9/1/22	STAR Article	Draft Housing Element Public Comment period reminder and community survey	September STAR (mailed to every household)
10/1/22	Planning Staff	"Day in the Park" community event; information booth on Housing Element and planning projects	September STAR; Signboards; Weekly BLAST emails September 2022; Facebook, Nextdoor, and Instagram posts;
10/6/22	City Council	Public Hearing <i>Meeting Packet</i>	Signboards; Weekly BLAST 9/23/22 and 9/30/22; Housing Element email notification 9/27/22; flyer mailer to multi-family residential addresses; Facebook, Nextdoor, and Instagram posts; Housing Element webpage
1/12/2023	Planning Commission	Public Hearing <i>Meeting Packet</i>	January STAR article, 1/6/23 Housing Element email notification, 1/6/23 Weekly BLAST
2/2/2023	City Council	Public Hearing <i>Meeting Packet for Housing Element self-certification and adoption</i>	February STAR article, 1/20/23 and 1/30/23 Housing Element email notifications, Instagram and Facebook posts, Housing Element webpage
<u>5/18/2023</u>	<u>City Council</u>	<u>Public Hearing Meeting Packet for Public Hearing on draft revision to the Housing Element, adopted February 2, 2023</u>	<u>In advance of City Council's meeting packet for 5/18/23, posting and distribution of HCD's 4/5/23 comment letter and redlined excerpts showing proposed revisions to the Element, via Housing Element update webpage, email notifications to Housing Element list, Nextdoor, Instagram and Facebook pages, all completed on 5/5/23. Paper copies of the same materials placed at City Hall and Brisbane Library on 5/8/23.</u>



**draft**  
RESOLUTION 2023-XX  
A RESOLUTION OF THE BRISBANE CITY COUNCIL  
TO ADOPT GENERAL PLAN AMENDMENT 2023-GPA-1, MINOR REVISION TO  
THE ADOPTED 2023-2031 HOUSING ELEMENT

WHEREAS, the California Legislature has found that “California has a housing supply and affordability crisis of historic proportions. The consequences of failing to effectively and aggressively confront this crisis are hurting millions of Californians, robbing future generations of the chance to call California home, stifling economic opportunities for workers and businesses, worsening poverty and homelessness, and undermining the state’s environmental and climate objectives” (Gov. Code Section 65589.5.); and

WHEREAS, the Legislature has further found that “Among the consequences of those actions are discrimination against low-income and minority households, lack of housing to support employment growth, imbalance in jobs and housing, reduced mobility, urban sprawl, excessive commuting, and air quality deterioration” (Gov. Code Section 65589.5.); and

WHEREAS, the Legislature recently adopted the Housing Crisis Act of 2019 (SB 330) which states that “In 2018, California ranked 49th out of the 50 states in housing units per capita... California needs an estimated 180,000 additional homes annually to keep up with population growth, and the Governor has called for 3.5 million new homes to be built over 7 years”; and

WHEREAS, State Housing Element Law (Government Code Sections 65580 et seq.) requires that the City Council adopt a Housing Element for the eight-year period 2023-2031 to accommodate the City of Brisbane’s (City) Regional Housing Needs Allocation (RHNA) of 1,588 housing units, comprised of 317 very-low income units, 183 low-income units, 303 moderate-income units, and 785 above moderate-income units; and

WHEREAS, to comply with State Housing Element Law, following an extensive public outreach program, review by the California Department of Housing and Community Development (HCD) and Planning Commission recommendation, the City of Brisbane City Council self-certified and adopted the 2023-2031 Housing Element (Housing Element) in compliance with State Housing Element Law and has identified sites that can accommodate housing units meeting the City’s RHNA and to meet the other provisions of the State Housing Law, via City Council Resolution 2023-03; and

WHEREAS, on February 7, 2023 the City transmitted the self-certified and adopted 2023-2031 Housing Element to HCD for a 60-day review period to confirm compliance with State law; and

WHEREAS, on April 5, 2023, HCD submitted comments to the City regarding the adopted Element; and

WHEREAS, on May 5, 2023, in response to HCD’s comments, the City published revisions to the adopted 2023-2031 Housing Element on the City’s website, with hard copies available at the Brisbane Library and Brisbane City Hall, and provided courtesy

notice of a scheduled public hearing to all interested parties and provided notice via the City's various social media platforms; and

WHEREAS, on May 18, 2023, the City Council conducted a duly and properly noticed public hearing to take public testimony and consider the Element as revised to address HCD's comments, and all pertinent maps, documents, and exhibits, the staff report and all attachments, and oral and written public comments;

NOW, THEREFORE, BE IT RESOLVED, that the City Council hereby finds that, based on substantial evidence in the record:

1. The foregoing recitals are true and correct and are incorporated by reference into this action.
2. The revised Housing Element is consistent with the 1994 General Plan, as amended.
3. The revised Housing Element complies with State Housing Element Law, as detailed in Appendix F of the Housing Element.
4. The proposed revisions to the previously self-certified 2023-2031 Housing Element, adopted via City Council Resolution 2023-03, are minor and do not substantially alter the policies contained in the adopted 2023-2031 Housing Element.
5. Adoption of the revisions to the adopted 2023-2031 Housing Element, attached hereto as Exhibit A, incorporated by this reference, is categorically exempt under CEQA Section 15061(b)(3) because it involves adoption of policies and programs that would not cause a significant effect on the environment. Revisions to the adopted 2023-2031 Housing Element, attached hereto as Exhibit A, incorporated by this reference, are adopted.
6. The Community Development Director is hereby directed to file all necessary material with the Department of Housing and Community Development for the Department to find that the Housing Element is in conformance with State Housing Element Law and is further directed and authorized to make all non-substantive changes to the Housing Element to make it internally consistent or to address any non-substantive changes or amendments requested by the Department to achieve certification.
7. The Community Development Director is hereby directed to distribute copies of the Housing Element in the manner provided in Government Code Sections 65357 and 65589.7.

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MADISON DAVIS, Mayor

I hereby certify that the foregoing Resolution 2023-XX was duly and regularly adopted at a regular meeting of the Brisbane City Council on May 18, 2023, by the following vote:

AYES:  
NOES:

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INGRID PADILLA, City Clerk



**DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT  
DIVISION OF HOUSING POLICY DEVELOPMENT**

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April 5, 2023

Clay Holstine, City Manager  
City of Brisbane  
50 Park Place  
Brisbane, CA, 94005

Dear Clay Holstine:

**RE: City of Brisbane's 6<sup>th</sup> Cycle (2023-2031) Adopted Housing Element**

Thank you for submitting the City of Brisbane's (City) housing element that was adopted February 2, 2023 and received for review on February 8, 2023. Pursuant to Government Code section 65585, subdivision (h), the California Department of Housing and Community Development (HCD) is reporting the results of its review. In addition, HCD considered comments from the Bay Area Council, Housing Action Coalition, Housing Leadership Council of San Mateo County, and YIMBY Law pursuant to Government Code section 65585, subdivision (c).

The adopted housing element addresses most statutory requirements described in HCD's January 4, 2023 review; however, additional revisions are necessary to substantially comply with State Housing Element Law (Article 10.6 of the Gov. Code), as follows:

1. *An inventory of land suitable and available for residential development, including vacant sites and sites having realistic and demonstrated potential for redevelopment during the planning period to meet the locality's housing need for a designated income level, and an analysis of the relationship of zoning and public facilities and services to these sites. (Gov. Code, § 65583, subd. (a)(3).)*

*Identify actions that will be taken to make sites available during the planning period with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city's or county's share of the regional housing need for each income level that could not be accommodated on sites identified in the inventory... (Gov. Code, § 65583, subd. (c)(1).)*

Progress toward the Regional Housing Need Allocation (RHNA): As noted in the prior review, the element may utilize pipeline and potential development projects toward the RHNA but must also demonstrate their affordability and availability in the planning period. While the element now identifies 39 units toward the RHNA

(p. B-14), it must still demonstrate the affordability of the units, particularly for units utilized toward the lower-income and moderate-income RHNA. Affordability must be demonstrated based on actual sales price, rent level or other mechanisms ensuring affordability (e.g., deed restrictions). Please see HCD's prior review for additional information.

In addition, the element now discusses that Remedial Action Plans have been approved and environmental clean up is estimated between three and four years to complete but should still demonstrate the availability of the Baylands in the planning period. Specifically, the element should still discuss the anticipated schedule, including timing for all entitlements, infrastructure, phasing requirements, build out horizons and any other factors or known barriers impacting the availability in the planning period.

Nonvacant Sites: The element now describes existing uses on sites identified in the PAOZ-1 and PAOZ 2 zoning districts and includes some recent experience with redevelopment on a similar site. However, the element should utilize additional experience or development trends on sites with similar uses to further support assumptions on PAOZ-1 and PAOZ zoned sites. The element may utilize development experience from nearby and comparable communities to complete this analysis. In addition, the element should evaluate the extent existing uses impede additional development on nonvacant sites outside of the PAOZ 1 and PAOZ 2 zoning districts. For example, several sites have existing single family residential uses where the potential added residential capacity does not far exceed the existing number of units (1 to 1 ratio). In addition, the inventory appears to identify sites with parking lots and the element should evaluate these existing uses and the potential for redevelopment. Please see HCD's prior review for additional information.

In addition, if the element relies on nonvacant sites to accommodate 50 percent or more of the RHNA for lower-income households, specific requirements are triggered to make findings (e.g., adoption resolution) based on substantial evidence that the existing use is not an impediment and will likely discontinue in the planning period. While the element does not currently trigger this requirement, if future submittals do trigger this requirement, the appropriate findings must be made based on substantial evidence.

Electronic Sites Inventory: Although the City has submitted electronic sites inventory as described in the prior review, if any changes occur, the City should submit revisions as part of any future re-adoption or submittal. Please see HCD's housing element webpage at <https://www.hcd.ca.gov/planning-and-community-development/housing-elements> for additional information.

Programs: As noted above, the element does not include a complete site analysis. Depending upon the results of that analysis, the City may need to add or revise programs. In addition, the element should be revised, as follows:

- *Program 2.A.9 (Monitor Approvals of Pipeline Projects)*: As noted above, the element must complete an analysis of the availability of the Baylands in the planning period. This Program should be revised based on the outcomes of a complete analysis. In addition, the Program should be revised with the anticipated number of units by affordability, anticipated dates for final entitlements and building permits and should commit to a specified date when alternative sites will be identified if the pipeline is not completed as anticipated.
  - *Program 2.A.8 (Transitional and Supportive Housing)*: The Program should be revised with an implementation date earlier in the planning period (e.g., by 2025).
  - *Prior Identified Sites*: HCD's prior review found the element must include a program to utilize sites identified in prior planning periods. In the City's comment summary, vacant sites from two or more planning periods were not identified toward the lower-income RHNA. However, the element appears to identify nonvacant sites from the prior planning period toward the lower-income RHNA which triggers this requirement. The element should either demonstrate nonvacant sites from the prior planning period are not used toward the lower-income RHNA or add or modify a program, as appropriate. Please see HCD's review for additional information.
2. *An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the types of housing identified in paragraph (1) of subdivision (c), and for persons with disabilities... including land use controls... (Gov. Code, § 65583, subd. (a)(5).)*

*Address and, where appropriate and legally possible, remove governmental and nongovernmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, and provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities. (Gov. Code, § 65583, subd. (c)(3).)*

Land Use Controls: While the element now appears to show multifamily heights do not impact the ability to achieve maximum densities, it also notes multifamily height can constrain development. Further, the element indicates affordable

housing developers regard the multifamily heights as a constraint and would need to seek exception to the development standards. As a result, the element should either demonstrate the heights are not a constraint or add or modify a program to address the multifamily heights as a constraint on development.

On/Off-Site Improvements: The element now indicates that off-site improvements can substantially increase costs for additions or smaller developments. As a result, the element should either demonstrate these improvements are not a constraint or add or modify a program to address the identified constraint.

Persons with Disabilities: HCD's prior review found the element must analyze potential governmental constraints on housing for persons with disabilities, including the reasonable accommodation procedure, definition of family and requirements on group homes for seven or more persons. In response, the element now describes the definition of family which appears to explicitly exclude group homes for seven or more persons. Further, the City subjects these uses to a conditional use permit (CUP), a complex discretionary process that impacts timing, feasibility and approval certainty and acts as a constraint. As a result, the element should include a program to modify the definition of family and revise or remove the CUP permit procedure as identified constraints. Permit procedures should allow group homes in all zones allowing residential uses with objectivity to facilitate approval certainty similar to other residential uses of similar form.

3. *The Housing Element shall contain programs which assist in the development of adequate housing to meet the needs of extremely low-, very low-, low- and moderate-income households. (Gov. Code, § 65583, subd. (c)(2).)*

While the element now includes Program 2.F.7 to assist in the development of housing for extremely low-income (ELI) households, timelines should be adjusted earlier in the planning period (e.g., by 2025). In addition, the Program should clarify that outreach and coordination with affordable housing developers includes identifying development and other housing opportunities.

4. *Promote and affirmatively further fair housing opportunities and promote housing throughout the community or communities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability, and other characteristics... (Gov. Code, § 65583, subd. (c)(5).)*

While the element includes various programs to Affirmatively Furthering Fair Housing (AFFH), the programs should be modified with metrics or numerical targets and geographic targeting toward significant and meaningful outcomes. An example of a metric would be the number of households assisted or number of units produced. An example of geographic targeting would be throughout the City, higher income areas or lower density neighborhoods. Specifically, the

following programs should include metrics and geographic targeting: Programs 1.A.2 (Outreach), 1.A.3 (Targeted Outreach), 2.A.5 (Small Lots and Housing Type Variety), 2.B.1 (Baylands), 2.D.2 (Accessory Dwelling Units), 2.E.1 (Affordable Housing Strategic Plan), 2.E.5 (Linkage Fee), 2.E.6 (City-owned Sites), 3.B.1 (Housing Choice Vouchers), 4.A.1 (Affordable Housing Strategic Plan), 4.A.3 (Fair Housing Training), 4.A.4 (Fair Housing Complaints), 4.A.5 (Targeted Outreach) and 4.A.9 (Homeshare).

5. *Local governments shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the Housing Element, and the element shall describe this effort. (Gov. Code, § 65583, subd.(c)(9).)*

While the element now includes Program 5.A.(Stakeholder Committee) to establish a stakeholder committee, the Program should also commit to engage the Committee as part of the annual progress report on implementation pursuant to Government Code section 65400. In addition, as found in the prior review, moving forward as part of any future submittal, the City should employ additional methods for public outreach efforts in the future, particularly to include lower-income and special needs households or representatives. For example, the City could conduct targeted stakeholder interviews.

Finally, public participation in the development, adoption and implementation of the housing element is essential to effective housing planning. During the housing element revision process, the City must continue to engage the community, including organizations that represent lower-income and special needs households, by making information regularly available while considering and incorporating comments where appropriate. Please be aware, any revisions to the element must be posted on the local government's website and to email a link to all individuals and organizations that have previously requested notices relating to the local government's housing element at least seven days before submitting to HCD.

The element will meet the statutory requirements of State Housing Element Law once it has been revised and re-adopted, if necessary, to comply with the above requirements.

In addition, Chapter 654, Statutes of 2022 (AB 2339), adds specificity on how cities and counties plan for emergency shelters and ensure sufficient and suitable capacity. Future submittals of the housing element may need to address these statutory requirements. For additional information and timing requirements, please see HCD's memo at <https://www.hcd.ca.gov/sites/default/files/docs/planning-and-community/ab2339-notice.pdf>.



Clay Holstine, City Manager  
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For your information, pursuant to Assembly Bill 1398 (Chapter 358, Statutes of 2021), if a local government fails to adopt a compliant housing element within 120 days of the statutory deadline (January 31, 2023), then any rezoning to make prior identified sites available or accommodate the regional housing needs allocation shall be completed no later than one year from the statutory deadline pursuant to Government Code sections 65583, subdivision (c) and 65583.2, subdivision (c). Otherwise, the local government's housing element will no longer comply with State Housing Element Law, and HCD may revoke its finding of substantial compliance pursuant to Government Code section 65585, subdivision (i). Please be aware, if the City fails to adopt a compliant housing element within one year from the statutory deadline, the element cannot be found in substantial compliance until these rezones are completed.

Several federal, state, and regional funding programs consider housing element compliance as an eligibility or ranking criteria. For example, the CalTrans Senate Bill (SB) 1 Sustainable Communities grant; the Strategic Growth Council and HCD's Affordable Housing and Sustainable Communities programs; and HCD's Permanent Local Housing Allocation consider housing element compliance and/or annual reporting requirements pursuant to Government Code section 65400. With a compliant housing element, the City will meet housing element requirements for these and other funding sources.

For your information, some general plan element updates are triggered by housing element adoption. HCD reminds the City to consider timing provisions and welcomes the opportunity to provide assistance. For information, please see the Technical Advisories issued by the Governor's Office of Planning and Research at: <https://www.opr.ca.gov/planning/general-plan/guidelines.html>.

HCD appreciates the hard work and cooperation the housing element update team provided in the housing element update and review. We are committed to assisting the City in addressing all statutory requirements of State Housing Element Law. If you have any questions or need additional technical assistance, please contact Molivann Phlong, of our staff, at [Molivann.Phlong@hcd.ca.gov](mailto:Molivann.Phlong@hcd.ca.gov).

Sincerely,



Paul McDougall  
Senior Program Manager

City of Brisbane

Index to City’s responses to HCD 4/5/23 comments. This index accompanies the 2023-2031 Housing Element excerpts with redlined edits proposed for Council adoption.

HCD Comment	City Response
<p>1. <i>An inventory of land suitable and available for residential development, including vacant sites and sites having realistic and demonstrated potential for redevelopment during the planning period to meet the locality’s housing need for a designated income level, and an analysis of the relationship of zoning and public facilities and services to these sites. (Gov. Code, § 65583, subd. (a)(3).)</i></p> <p><i>Identify actions that will be taken to make sites available during the planning period with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city’s or county’s share of the regional housing need for each income level that could not be accommodated on sites identified in the inventory... (Gov. Code, § 65583, subd. (c)(1).)</i></p>	
<p><u>Progress toward the Regional Housing Need Allocation (RHNA):</u> As noted in the prior review, the element may utilize pipeline and potential development projects toward the RHNA but must also demonstrate their affordability and availability in the planning period. While the element now identifies 39 units toward the RHNA (p. B-14), it must still demonstrate the affordability of the units, particularly for units utilized toward the lower-income and moderate-income RHNA. Affordability must be demonstrated based on actual sales price, rent level or other mechanisms ensuring affordability (e.g., deed restrictions). Please see HCD’s prior review for additional information.</p> <p>In addition, the element now discusses that Remedial Action Plans have been approved and environmental clean up is estimated between three and four years to complete but should still demonstrate the availability of the Baylands in the planning period. Specifically, the element should still discuss the anticipated schedule, including timing for all entitlements, infrastructure, phasing requirements, build out horizons and any other factors or known barriers impacting the availability in the planning period.</p>	<p>Only 5 of the 39 pipeline units identified would be below market rate units and shall be deed restricted per the entitlement conditions of approval. A clarifying note and table has been added to <b>Section 4.6 and Table B.7.2 of Appendix B - 2023-2031 Sites Inventory &amp; Methodology.</b></p> <p>The Baylands is not a pipeline project, per sites inventory guidebook (see below). The Baylands is a rezoning site, per the Gov’t Code 65583.2(a)(4). A clarifying note has been added to <b>Section 3.1.2 of Chapter 3 – Resources and Opportunities</b> and a footnote added to <b>Section 4.6 of Appendix B - 2023-2031 Sites Inventory &amp; Methodology.</b></p> <p>Additionally, project milestones for Baylands CEQA processing/entitlement and an estimated housing production schedule in <b>Section 3.1.1.1 of Chapter 3 – Resources and Opportunities.</b> The estimated housing production schedule, or metrics, is also provided in <b>Program 2.A.2</b> along with a commitment to notify HCD if significant schedule changes occur. Note that the Baylands schedule provided in Section 3.1.1.1 of Chapter 3 shows that the entitlements (subdivision maps and ministerial housing development permits) will be processed concurrently with site preparation work.</p>
<p><u>Nonvacant Sites:</u> The element now describes existing uses on sites identified in the PAOZ-1 and PAOZ 2 zoning districts and includes some recent experience with redevelopment on a similar site. However, the element should utilize additional experience or development trends on sites with similar uses to further support assumptions on PAOZ-1 and PAOZ zoned sites. The element may utilize development experience from nearby and comparable communities to complete this analysis.</p> <p>In addition, the element should evaluate the extent existing uses impede additional development on nonvacant sites outside of the PAOZ 1 and</p>	<p>Analysis and examples of development trends from other San Mateo County jurisdictions on sites with similar uses has been added to <b>Section 4.4 and Table B.7.2 of Appendix B - 2023-2031 Sites Inventory &amp; Methodology.</b></p> <p>The sites inventory includes 8, R-1 nonvacant properties that are large enough to be subdivided. Additional analysis, including the recent trend, was added to <b>Section 4.3 and Table B.7.2 of</b></p>

<p>PAOZ 2 zoning districts. For example, several sites have existing single family residential uses where the potential added residential capacity does not far exceed the existing number of units (1 to 1 ratio).</p> <p>In addition, the inventory appears to identify sites with parking lots and the element should evaluate these existing uses and the potential for redevelopment. Please see HCD’s prior review for additional information.</p> <p>In addition, if the element relies on nonvacant sites to accommodate 50 percent or more of the RHNA for lower-income households, specific requirements are triggered to make findings (e.g., adoption resolution) based on substantial evidence that the existing use is not an impediment and will likely discontinue in the planning period. While the element does not currently trigger this requirement, if future submittals do trigger this requirement, the appropriate findings must be made based on substantial evidence.</p>	<p><b>Appendix B - 2023-2031 Sites Inventory &amp; Methodology.</b> Section 4.3 of Appendix B indicates that the capacity for the referenced sites is a net increase of 1 unit for each of the eight sites in question, for an increase of 1 to 2, vs 1 to 1.</p> <p>These are non-utilized parking lots where housing development is actively being pursued by the owners. Additional analysis was added to <b>Sections 4.2 and 4.3 and Table B.7.2 of Appendix B - 2023-2031 Sites Inventory &amp; Methodology.</b></p> <p>The H.E. does not rely on nonvacant sites for 50% or more of the RHNA for lower income households as indicated in <b>Section 4.1 of Appendix B - 2023-2031 Sites Inventory &amp; Methodology.</b> An additional clarifying note has been added to <b>Table B.7.2 of Appendix B - 2023-2031 Sites Inventory &amp; Methodology.</b></p>
<p><u>Electronic Sites Inventory:</u> Although the City has submitted electronic sites inventory as described in the prior review, if any changes occur, the City should submit revisions as part of any future re-adoption or submittal. Please see HCD’s housing element webpage at <a href="https://www.hcd.ca.gov/planning-and-community-development/housing-elements">https://www.hcd.ca.gov/planning-and-community-development/housing-elements</a> for additional information.</p>	<p>While the inventory numbers were not changed, notes have been added that tie in to the added discussion provided in Appendix B and this will be formally provided with the adopted amendment.</p>
<p><u>Programs:</u> As noted above, the element does not include a complete site analysis. Depending upon the results of that analysis, the City may need to add or revise programs. In addition, the element should be revised, as follows:</p> <ul style="list-style-type: none"> <li>• <b>Program 2.A.9 (Monitor Approvals of Pipeline Projects):</b> As noted above, the element must complete an analysis of the availability of the Baylands in the planning period. This Program should be revised based on the outcomes of a complete analysis. In addition, the Program should be revised with the anticipated number of units by affordability, anticipated dates for final entitlements and building permits and should commit to a specified date when alternative sites will be identified if the pipeline is not completed as anticipated.</li> </ul>	<p><b>Site analysis is addressed above.</b></p> <p><b>Program 2.A.9:</b> See edits in Chapter 5 Housing Plan with the requested clarifying text. Note: As discussed above, pipeline projects are deed restricted. A clarifying note and table has been added to <b>Section 4.6 and Table B.7.2 of Appendix B - 2023-2031 Sites Inventory &amp; Methodology.</b> Note also, the small number of pipeline projects are not critical to achieve RHNA. We have a very large buffer for this purpose.</p> <p>The metrics for affordable units have been added to the Baylands production estimate provided in Program 2.A.2, along with the action of reevaluating housing opportunity sites to accommodate 2023-2031 RHNA if project has failed to proceed substantially in conjunction with the anticipated timeline.</p> <p><b>Program 2.A.8:</b> See date change to 12/31/25 in Chapter 5 – Housing Plan. Also, <b>Program 2.B.7</b> has been added to implement AB 2339.</p>

<ul style="list-style-type: none"> <li>• Program 2.A.8 (Transitional and Supportive Housing): The Program should be revised with an implementation date earlier in the planning period (e.g., by 2025).</li> <li>• Prior Identified Sites: HCD’s prior review found the element must include a program to utilize sites identified in prior planning periods. In the City’s comment summary, vacant sites from two or more planning periods were not identified toward the lower-income RHNA. However, the element appears to identify nonvacant sites from the prior planning period toward the lower-income RHNA which triggers this requirement. The element should either demonstrate nonvacant sites from the prior planning period are not used toward the lower-income RHNA or add or modify a program, as appropriate. Please see HCD’s review for additional information.</li> </ul>	<p>PAOZ-1 and POAZ-2 was zoned to the allow housing by-right to the minimum densities at or above 20 units per acre during the 5th RHNA cycle, as described in <b>Section 4.4 of Appendix B - 2023-2031 Sites Inventory &amp; Methodology</b>. Also, <b>Program 2.E.4</b> has now been edited to ensure that the requirement of 20% or more of the units being affordable to lower income households is provided as part of the update to the Inclusionary Housing Ordinance. The ordinance update is scheduled to be completed by January 31, 2024.</p> <p>We previously addressed nonvacant site realistic development potential pursuant to GC Section 65583.2(g) in <b>Sections 4, 4.1, and 4.4 and Table B.4.3 of Appendix B - 2023-2031 Sites Inventory &amp; Methodology</b>. This is also indicated in <b>Section 3.1.2 and Table 3-3, Chapter 3 – Resources and Opportunities. Program 7.A.2</b> provides for adoption of objective standards for previously used nonvacant sites in the NCRO-2 District.</p>
<p>2. <i>An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the types of housing identified in paragraph (1) of subdivision (c), and for persons with disabilities as identified in the analysis pursuant to paragraph (7), including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures... (Gov. Code, § 65583, subd. (a)(5).)</i></p> <p><i>Address and, where appropriate and legally possible, remove governmental and nongovernmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, and provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities. (Gov. Code, § 65583, subd. (c)(3).)</i></p>	
<p><u>Land Use Controls:</u> While the element now appears to show multifamily heights do not impact the ability to achieve maximum densities, it also notes multifamily height can constrain development. Further, the element indicates affordable housing developers regard the multifamily heights as a constraint and would need to seek exception to the development standards. As a result, the element should either demonstrate the heights are not a constraint or add or modify a program to address the multifamily heights as a constraint on development.</p>	<p>See added analysis to <b>Section 4.1.1.2 of Chapter 4 – Housing Constraints</b>, demonstrating development trends for affordable housing projects under the 3-story height limit and that the current height limit does not constrain affordable housing development as shown by those development trends.</p> <p>Additionally, a new <b>Program 2.A.12</b> has been included, to amend the zoning ordinance to increase the maximum heights to be 36 feet in all districts allowing multi-family residential uses, except where higher heights are already permitted.</p>
<p><u>On/Off-Site Improvements:</u> The element now indicates that off-site improvements can substantially increase costs for additions or smaller developments. As a result, the element should either demonstrate these improvements are not a constraint or add or modify a program to address the identified constraint.</p>	<p>See updated <b>Section 4.1.3.1 Infrastructure Improvements of Chapter 4 – Housing Constraints</b>.</p>
<p><u>Persons with Disabilities:</u> HCD’s prior review found the element must analyze potential governmental constraints on housing for persons with disabilities, including the reasonable accommodation procedure, definition of family and requirements on group homes for seven or more persons. In response, the element now describes the definition of family which appears to explicitly exclude group homes for seven or more persons. Further, the City subjects these uses to a conditional use permit (CUP), a complex discretionary process that impacts timing, feasibility and approval certainty and acts as a constraint. As a result, the element</p>	<p><b>Section 4.1.5 of Chapter 4- Housing Constraints</b> has been edited to reference a new program.</p> <p><b>Program 2.A.11:</b> Added to Chapter 5 –Housing Plan, to remove the requirement for a conditional use permit for group homes of seven (7) or more persons, with objective standards similar to other residential uses in the same district, and remove group care provisions from the definition of “family.”</p>

<p>should include a program to modify the definition of family and revise or remove the CUP permit procedure as identified constraints. Permit procedures should allow group homes in all zones allowing residential uses with objectivity to facilitate approval certainty similar to other residential uses of similar form.</p>	
<p>3. <i>The Housing Element shall contain programs which assist in the development of adequate housing to meet the needs of extremely low-, very low-, low- and moderate-income households. (Gov. Code, § 65583, subd. (c)(2).)</i></p>	
<p>While the element now includes Program 2.F.7 to assist in the development of housing for extremely low-income (ELI) households, timelines should be adjusted earlier in the planning period (e.g., by 2025). In addition, the Program should clarify that outreach and coordination with affordable housing developers includes identifying development and other housing opportunities.</p>	<p><b>Program 2.F.7:</b> Modified in Chapter 5 – Housing Plan, to adjust the action dates to 2025 and clarify that outreach is to include identifying development and other housing opportunities for ELI households, per HCD comment.</p>
<p>4. <i>Promote and affirmatively further fair housing opportunities and promote housing throughout the community or communities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability, and other characteristics... (Gov. Code, § 65583, subd. (c)(5).)</i></p>	
<p>While the element includes various programs to Affirmatively Furthering Fair Housing (AFFH), the programs should be modified with metrics or numerical targets and geographic targeting toward significant and meaningful outcomes. An example of a metric would be the number of households assisted or number of units produced. An example of geographic targeting would be throughout the City, higher income areas or lower density neighborhoods. Specifically, the following programs should include metrics and geographic targeting:</p> <p>Programs 1.A.2 (Outreach),</p> <p>1.A.3 (Targeted Outreach),</p> <p>2.A.5 (Small Lots and Housing Type Variety),</p> <p>2.B.1 (Baylands),</p> <p>2.D.2 (Accessory Dwelling Units),</p> <p>2.E.1 (Affordable Housing Strategic Plan),</p> <p>2.E.5 (Linkage Fee),</p> <p>2.E.6 (City-owned Sites),</p> <p>3.B.1 (Housing Choice Vouchers),</p>	<p>Edited all of the listed programs indicated, in Chapter 5 – Housing Plan, to add metrics and geographic targeting:</p> <p><b>Program 1.A.2:</b> Geographic targets and metrics added  <b>Program 1.A.3:</b> Geographic targets and metrics added  <b>Program 2.A.5:</b> Geographic targets and metrics added  <b>Program 2.B.1:</b> Geographic targets and metrics added  <b>Program 2.D.2:</b> Geographic targets and metrics added  <b>Program 2.E.1:</b> Geographic targets and metrics added  <b>Program 2.E.5:</b> Geographic targets and metrics added  <b>Program 2.E.6:</b> Metrics added  <b>Program 3.B.1:</b> Geographic targets and metrics added  <b>Program 4.A.1:</b> Geographic targets and metrics added  <b>Program 4.A.3:</b> Geographic targets and metrics added  <b>Program 4.A.4:</b> Metrics added  <b>Program 4.A.5:</b> Metrics added  <b>Program 4.A.9:</b> Geographic target and Metrics added</p>

<p>4.A.1 (Affordable Housing Strategic Plan),</p> <p>4.A.3 (Fair Housing Training),</p> <p>4.A.4 (Fair Housing Complaints),</p> <p>4.A.5 (Targeted Outreach) and</p> <p>4.A.9 (Homeshare).</p>	
<p>5. <i>Local governments shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the Housing Element, and the element shall describe this effort. (Gov. Code, § 65583, subd.(c)(9).)</i></p>	
<p>While the element now includes Program 5.A.(Stakeholder Committee) to establish a stakeholder committee, the Program should also commit to engage the Committee as part of the annual progress report on implementation pursuant to Government Code section 65400. In addition, as found in the prior review, moving forward as part of any future submittal, the City should employ additional methods for public outreach efforts in the future, particularly to include lower income and special needs households or representatives. For example, the City could conduct targeted stakeholder interviews.</p> <p>Finally, public participation in the development, adoption and implementation of the housing element is essential to effective housing planning. During the housing element revision process, the City must continue to engage the community, including organizations that represent lower-income and special needs households, by making information regularly available while considering and incorporating comments where appropriate. Please be aware, any revisions to the element must be posted on the local government’s website and to email a link to all individuals and organizations that have previously requested notices relating to the local government’s housing element at least seven days before submitting to HCD.</p>	<p><b>Program 5.A.9</b> Actions and dates has been expanded and updated.</p> <p>The City has continued to seek full public participation. Prior to the City Council public hearing on May 18, 2023, on May 5, 2023 HCD’s comment letter dated April 5, 2023 and the corresponding proposed redlined edits to the Housing Element were posted on the City’s Housing Element update webpage, an email blast was sent to all those who have requested housing element notices, and social media postings were made. Paper copies of the same materials were also placed at City Hall and the Brisbane Library on May 8<sup>th</sup>, of HCD comments and City responses at least 7 days before City Council’s public hearing on the housing element amendment, before submitting it back to HCD for certification.</p>

*Ingrid Padilla 2/6/23*

CITY OF BRISBANE  
CITY CLERK

**RESOLUTION 2023-03**  
**A RESOLUTION OF THE BRISBANE CITY COUNCIL**  
**TO ADOPT A GENERAL PLAN AMENDMENT TO REPEAL THE 2015-2022**  
**HOUSING ELEMENT, ADOPT THE DRAFT 2023-2031 HOUSING ELEMENT AND**  
**CERTIFY ITS COMPLIANCE WITH STATE LAW**

WHEREAS, the California Legislature has found that “California has a housing supply and affordability crisis of historic proportions. The consequences of failing to effectively and aggressively confront this crisis are hurting millions of Californians, robbing future generations of the chance to call California home, stifling economic opportunities for workers and businesses, worsening poverty and homelessness, and undermining the state’s environmental and climate objectives” (Gov. Code Section 65589.5.); and

WHEREAS, the Legislature has further found that “Among the consequences of those actions are discrimination against low-income and minority households, lack of housing to support employment growth, imbalance in jobs and housing, reduced mobility, urban sprawl, excessive commuting, and air quality deterioration” (Gov. Code Section 65589.5.); and

WHEREAS, the Legislature recently adopted the Housing Crisis Act of 2019 (SB 330) which states that “In 2018, California ranked 49th out of the 50 states in housing units per capita... California needs an estimated 180,000 additional homes annually to keep up with population growth, and the Governor has called for 3.5 million new homes to be built over 7 years”; and

WHEREAS, State Housing Element Law (Government Code Sections 65580 et seq.) requires that the City Council adopt a Housing Element for the eight-year period 2023-2031 to accommodate the City of Brisbane’s (City) regional housing need allocation (RHNA) of 1,588 housing units, comprised of 317 very-low income units, 183 low-income units, 303 moderate-income units, and 785 above moderate-income units; and

WHEREAS, to comply with State Housing Element Law, the City of Brisbane has prepared a 2023-2031 Housing Element (the Housing Element) in compliance with State Housing Element Law and has identified sites that can accommodate housing units meeting the City’s RHNA; and

WHEREAS, as provided in Government Code Section 65350 et. seq., adoption of the Housing Element constitutes a General Plan Amendment; and

WHEREAS, as provided in Government Code Sections 65352 – 65352.5, the Native American Heritage Commission was provided notice of EIR preparation for the General Plan amendment for the Baylands Specific Plan, which includes the only rezoning within this Housing Element; and

WHEREAS, the preparation, adoption, and implementation of the Housing Element requires a diligent effort to include all economic segments of the community; and

WHEREAS, the City conducted extensive community outreach over the last twenty-one months including nine public meetings before the Planning Commission and City Council, in-person outreach at community events, online and hard copy surveys, a social media campaign, and direct mailers to tenants of multi-family dwellings; and

WHEREAS, in accordance with Government Code Section 65585 (b), on August 8, 2022, the City published the Housing Element on its website and made physical copies available at the Brisbane Library and City Hall, and requested public comment for a 30-day review period;

WHEREAS, the Planning Commission held a public hearing to consider the Housing Element on August 25, 2022 during the 30-day public comment period, and recommended that the City Council direct staff to submit the Housing Element to the State Department of Housing and Community Development (HCD); and

WHEREAS, the City Council held a public hearing on October 6, 2022 to consider the Housing Element and all public comments received during and after the 30-day public comment period, and directed staff to submit the Housing Element to HCD; and

WHEREAS, on October 7, 2022, the City submitted the draft Housing Element to the State Department of Housing and Community Development (HCD) for its review; and

WHEREAS, on January 4, 2023, the City received a letter from HCD providing its findings regarding the draft Housing Element; and

WHEREAS, on January 12, 2023, the Planning Commission conducted a duly and properly noticed public hearing to take public testimony and consider the draft Housing Element and all pertinent maps, documents and exhibits, including HCD's findings, the staff report and all attachments, and oral and written public comments; and

WHEREAS, the Planning Commission adopted Resolution 2023-GPA-1-A recommending the City Council adopt and self-certify the Element, with revisions as may be considered by the City Council in response to HCD's comments, and finding that adoption of the Element is exempt from CEQA; and

WHEREAS, on January 27, 2023, the City published a revised draft Housing Element responding to HCD's findings and requested public comment on the draft; and

WHEREAS, on February 2, 2023, the City Council conducted a duly and properly noticed public hearing to take public testimony and consider the Element as revised to address HCD's comments, and all pertinent maps, documents, and exhibits, the staff report and all attachments, and oral and written public comments; and

NOW, THEREFORE, BE IT RESOLVED, that the City Council hereby finds that, based on substantial evidence in the record:

1. The foregoing recitals are true and correct and are incorporated by reference into this action.
2. The Housing Element is consistent with the 1994 General Plan, as amended.
3. The Housing Element substantially complies with State Housing Element Law, as detailed in Appendix F of the Housing Element.
4. Adoption of the Housing Element is categorically exempt under CEQA Section 15061(b)(3) because it involves adoption of policies and programs that would not cause a significant effect on the environment, and exempt from CEQA per Section 15183(d) of the CEQA Guidelines as follows:
  - a. Rezoning to meet the RHNA Shortfall is addressed under the Environmental Impact Report (EIR) for General Plan Amendment GPA-1-18 (State



Clearinghouse #2006022136; certified via Brisbane City Council Resolution 2018-61) and EIR Addendum for General Plan Amendment GPA-1-19 (adopted via Brisbane City Council Resolution 2020-1), which allows for development of up to 2,200 housing units on that same portion of the Baylands as indicated in the Housing Element.

- b. All other residential and mixed-use districts identified in the Housing Element are already designated for residential development in the City's General Plan and zoning ordinance, for which an Environmental Impact Report was adopted in 1994 (SCH #93071072) and a negative declaration was adopted in 2015 relative to adoption of the Parkside Residential Overlay districts (SCH #2015012053).
5. The 2015-2022 Housing Element is hereby repealed and the 2023-2031 Housing Element attached hereto as Exhibit A, incorporated by this reference, is adopted.
6. The Community Development Director is hereby directed to file all necessary material with the Department of Housing and Community Development for the Department to find that the Housing Element is in conformance with State Housing Element Law and is further directed and authorized to make all non-substantive changes to the Housing Element to make it internally consistent or to address any non-substantive changes or amendments requested by the Department to achieve certification.
7. The Community Development Director is hereby directed to distribute copies of the Housing Element in the manner provided in Government Code Sections 65357 and 65589.7.



MADISON DAVIS, Mayor

I hereby certify that the foregoing Resolution 2023-03 was duly and regularly adopted at a regular meeting of the Brisbane City Council on February 2, 2023, by the following vote:

AYES: Councilmembers Cunningham, Lentz, Mackin, O'Connell and Mayor Davis

NOES: None

ABSENT: None

ABSTAIN: None



INGRID PADILLA, City Clerk

# **2023-2031 Housing Element City of Brisbane**

**City of Brisbane  
50 Park Place  
Brisbane, CA 94005**



**Adopted by the City Council 2/2/23, via Resolution No. 2023-03**

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# 1. INTRODUCTION

## 1.1 OVERVIEW

The Bay Area has seen continued growth in its jobs and residential population and while the number of people drawn to the region has steadily increased in recent years, housing production has not kept pace. This has resulted in a shortage of housing, which has especially impacted middle- to lower-income households throughout the Bay Area. Such households are finding it difficult to purchase homes or to be able to afford surging rental rates.

The Housing Element is part of the City of Brisbane’s General Plan and sets forth the housing plan to address Brisbane’s housing needs. The Housing Element is a mandatory element of the General Plan for every jurisdiction in California since the 1969 Housing Element. It identifies and analyzes existing and projected housing needs in Brisbane throughout the planning period, and sets forth goals, policies, quantifiable objectives, and programs for the preservation, improvement, and development of housing. The Housing Element also must identify adequate sites for new housing development to serve all economic segments of the community.<sup>1</sup>

The Housing Element is the only General Plan element that must be approved, or “certified,” by the State (the Department of Housing and Community Development, or HCD) to ensure that it meets statutory requirements. This Housing Element covers the 8-year planning period of 2023 through 2031. HCD’s review of the Housing Element evaluates:<sup>2</sup>

- The appropriateness of the Element’s goals, objectives, and policies in attainment of the State housing goals;
- Its effectiveness in attaining the City’s housing goals and objectives; and
- The progress in its implementation.

These requirements are addressed through the following chapters of this Housing Element and the associated appendices:

1. **Introduction:** Discussion of the city’s setting, Housing Element law, public participation, and consistency with other General Plan elements.
2. **Community Characteristics and Housing Needs:** Population characteristics (demographics) and housing characteristics (ownership and affordability trends).
3. **Resources and Opportunities:** Discussion of land resources, regional housing needs allocation (RHNA), sites inventory for new housing, methodology for selecting sites for the inventory, and housing development standards.
4. **Housing Constraints:** Governmental and nongovernmental constraints on the supply of housing.

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<sup>1</sup> California Government Code Section 65583.

<sup>2</sup> California Government Code 65588.

## 1. INTRODUCTION

- **Housing Plan:** Goals, policies, and programs with implementation actions and timing, and quantified objectives for the preservation, rehabilitation and new construction of housing units over the 2023-2031 planning period.

### 1.1.1 BRISBANE HISTORY AND SETTING

The City of Brisbane incorporated in 1961 and is governed by a five-member City Council. The city encompasses approximately 3.4 square miles of land area and is bordered by waters of the San Francisco Bay to the east, the city and county of San Francisco to the north, unincorporated San Mateo County and the City of Daly City to the west, and unincorporated San Mateo County and the City of South San Francisco to the south. As of 2020, Brisbane was home to 4,851 residents residing in 2,052 housing units and employed approximately 7,572 workers.<sup>3</sup> These numbers are expected to continue to grow over the 2023-2031 Housing Element planning period.

Historically, most of Brisbane's residential development has occurred within the Central Brisbane subarea beginning in the early 1900s, with some scattered development in the surrounding hills of the Brisbane Acres and along Southwest Bayshore, which fronts along Bayshore Boulevard. Brisbane saw a surge of development in the 1990s through 2015 with the development of the Northeast Ridge, a planned development of 499 housing units located south of Guadalupe Canyon Parkway. This comprises almost a quarter of the city's total housing units. Central Brisbane has been largely built out, but still has some infill and accessory dwelling unit (ADU) development potential. The Northeast Ridge has been built out to its planned development permit entitlement, except that consistent with State law and City ordinance, ADUs may also be added to the existing home sites in this area. Opportunities for future development are presented in Chapter 3, Resources and Opportunities.

The Crocker Park subarea, located between Central Brisbane and the Northeast Ridge, has served as an economic engine for Brisbane, providing jobs and tax revenue for the City since the 1960s. All of the Crocker Park sites have been developed, almost exclusively with single story warehouse buildings. In the last Housing Element cycle, the City identified properties at the southeastern edge of Crocker Park that bordered Central Brisbane for housing. These sites were identified given their close proximity to shops and services, their distance from the busier areas of Crocker Park and their potential to create a well-connected walkable housing district. The City rezoned these sites with the Parkside residential overlay districts during the last Housing Element cycle with a potential for 240 new housing units. While the City saw development interest in 2019, the onset of the Covid-19 pandemic proved to be a disruptive force in normal development activity. However, these sites remain viable for redevelopment to housing for this 6<sup>th</sup> Housing Element cycle.

The Baylands subarea makes up most of the northeastern area of the city. It lies between the city and county of San Francisco, U.S. Highway 101, Bayshore Boulevard and the Brisbane Lagoon. The area was largely shallow San Francisco Bay waters through the 1800s, then the western half of the area was filled beginning in the early 1900s for development of a railyard and the eastern half was filled for use as San Francisco's municipal landfill. Both the railyard and landfill ceased operations in the 1960's and the Baylands is now mostly vacant. In 2018, the City approved ballot Measure JJ and

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<sup>3</sup> U.S. Census, 2020.





subsequently adopted a General Plan amendment which allows for 1,800 to 2,200 housing units on the northwest quadrant of the Baylands, a vacant portion of the Baylands which is outside the former municipal landfill area. The City is currently reviewing a draft specific plan which would establish the zoning for the Baylands. Adoption of the specific plan is anticipated during the first part of this current Housing Element period, as indicated in Chapter 5, Housing Plan.

Further discussion of these areas is provided in Chapter 3, Resources and Opportunities, as well as Chapter 5, Housing Plan.

## **1.2 LEGISLATIVE CONTEXT**

As indicated above, since 1969, State law has required that jurisdictions throughout California complete a Housing Element. That element must be “certified” by HCD to ensure that it meets all statutory requirements. Housing Element law is contained in Government Code Sections 65580 through 65589.11.

Given the Statewide ongoing housing crisis, a number of State housing laws have been passed following adoption of the last Housing Element in 2014. This has resulted in substantive changes to State housing law and Housing Element requirements. These are generally outlined below. To address these changes, Brisbane has approved ordinance updates in recent years, while others are pending and are identified through programs provided in Chapter 5, Housing Plan, of this Housing Element. These are more specifically addressed in Appendix F, Housing Element Completeness Checklist.

- **Affordable Housing Streamlined Approval Process. Senate Bill (SB) 35 (2017) and Assembly Bill (AB) 831 (2020):** SB 35 creates a streamlined approval process, with clarifications via AB 831, for developments in localities that have not yet met their housing targets, provided that the development is on an infill site and complies with existing residential and mixed-use zoning, subject to certain other criteria.
- **Additional Housing Element Sites Analysis Requirements. AB 879 (2017) and AB 1397 (2017):** These bills expand on the required analysis and justification of the sites included in the Housing Element inventory. The Housing Element may only count non-vacant sites included in one previous Housing Element inventory and vacant sites included in two previous Housing Elements if the sites are subject to a program that allows affordable housing by right. The bills also require additional analysis of non-vacant sites and additional analysis of infrastructure capacity, and places size restrictions on sites.
- **Affirmatively Furthering Fair Housing (AFFH). AB 686 (2017):** AB 686 requires that local governments administer their programs relating to housing and urban development in a manner that affirmatively furthers the purposes of the federal Fair Housing Act and that they do not take any action that is materially inconsistent with its obligation to AFFH. It also requires that Housing Elements promote and affirmatively further fair housing opportunities for all persons. It further requires jurisdictions to conduct an assessment of fair housing in the Housing Element, prepare the Housing Element site inventory through the lens of AFFH and include program(s) to affirmatively further fair housing.

## 1. INTRODUCTION

- **No-Net-Loss Zoning. SB 166 (2017):** SB 166 amended the No-Net-Loss rule to require that the land inventory and site identification programs in the Housing Element include sufficient sites to accommodate the unmet RHNA. If a site(s) identified in the Housing Element for the lower-income portion of the RHNA is developed for a higher-income group, the City must either (1) identify and rezone of necessary an adequate substitute site, or (2) demonstrate that the Housing Element inventory already contains adequate sites to meet that portion of the RHNA.
- **Adequate Housing Element Sites. AB 1397 (Low) (Chapter 375, Statutes of 2017):** The law made several revisions to the site inventory analysis requirements of Housing Element Law. It requires stronger justification when nonvacant sites are used to meet housing needs, particularly for lower-income housing, requires by right housing when sites are included in more than one Housing Element, and adds conditions regarding the size of sites, among others.
- **Safety Element to Address Adaptation and Resiliency. SB 1035 (2018):** SB 1035 requires the General Plan Safety Element to be reviewed and revised to include any new information on fire hazards, flood hazards, and climate adaptation and resiliency strategies with each revision of the Housing Element.
- **By-Right Transitional and Permanent Supportive Housing. AB 2162 (2018) and AB 101 (2019):** AB 2162 requires the City to provide zoning allowing for a ‘by-right’ process and expedited review for supportive housing. It prohibits the City from applying a conditional use permit or other discretionary review to the approval of 100% affordable developments that include a certain percentage or number of supportive housing units. It applies to sites in zones where multi-family and mixed uses are permitted. AB 101 requires that a Low Barrier Navigation Center development be permitted by right in multi-family and mixed-use zones, subject to certain requirements.
- **Accessory Dwelling Units (ADUs). AB 2299 (2016), SB 1069 (2016), AB 494 (2017), SB 229 (2017), AB 68 (2019), AB 881 (2019), AB 587 (2019), SB 13 (2019) AB 670 (2019), AB 671 (2019), and AB 3182 (2020):** A number of bills have been passed in recent years related to easing the local restrictions and encouraging the development of ADUs. The 2016 and 2017 updates to State law included changes pertaining to the allowed size of ADUs, permitting by right and limits on parking requirements that jurisdictions may impose. More recent bills reduce the time to review and approve ADUs to 60 days, remove lot size restrictions, remove replacement parking requirements, and require local jurisdictions to permit junior ADUs. Both Junior ADUs and ADUs may now be built on single-family lots, subject to certain restrictions. The State also removed owner-occupancy requirements and limited fees that may be charged. Finally, AB 671 requires the Housing Element to include plans to incentivize and encourage affordable ADU rentals.
- **Density Bonus and Development Incentives. AB 1763 (2019) and AB 2345 (2020):** AB 1763 amended California’s density bonus law to authorize significant development incentives to encourage 100% affordable housing projects, with up to an 80% density bonus over the otherwise maximum allowed density, and additional regulatory concessions. Additionally, jurisdictions may not impose minimum parking requirements on projects with 100% affordable units that are dedicated to special needs or supportive housing. Annual reports to the State are also required to include information regarding density bonuses that were granted.
- **Housing Crisis Act of 2019. SB 330 (2019):** SB 330 enacted changes to local permitting process that will be effective through January 1, 2025. It places new criteria on the application requirements and processing times for housing development. It prevents jurisdictions from



decreasing the housing capacity of any site, such as through downzoning, if the decrease would preclude meeting the RHNA housing targets. It prohibits moratoria or similar restrictions on housing development. It prevents jurisdictions from establishing non-objective standards and requires demolition of housing units to be accompanied by a project that would replace or exceed the number of units demolished, including replacement of lower-income units.

- **Surplus Land Act Amendments. AB 1486 and AB 1255 (2019):** AB 1486 updates the Surplus Land Act to provide clarity and enforcement intended to increase the supply of affordable housing. It requires the City to include specific information relating to surplus lands in the Housing Element and annual progress reports and to provide a list of sites owned by the City that have been sold, leased, or otherwise disposed of in the prior year. AB 1255 requires the City to create a central inventory of surplus and excess public land, to be reported to HCD and available to the public upon request. The City must also send a description of the notice and negotiations for the sale of land to HCD for review.
- **Housing Impact Fee Data. AB 1483 (2019):** AB 1483 requires jurisdictions to publicly share information about zoning ordinances, development standards, fees, exactions, and affordability requirements and update such information within 30 days of changes.
- **Housing Element Site Inventory Forms. SB 9 (Chapter 667, Statutes of 2019):** Jurisdictions are now required to provide the Housing Element site inventory on forms developed by HCD and send electronic version of their adopted Housing Element to HCD.
- **Housing Opportunity and More Efficiency (HOME) Act, SB 9 (2022):** SB 9 requires jurisdictions to allow up to two residential dwelling units and residential lot splits in single-family zoning districts. It allows for reduced standards, such as setbacks, parcel dimensions and parking. The City must apply objective zoning standards that do not preclude construction of up to two 800 square foot units. To prevent displacement, projects may not demolish any affordable or rent controlled housing, or housing that has been occupied by a tenant within the last 3 years. Projects that meet the criteria must be ministerially approved.

### 1.3 PUBLIC PARTICIPATION

Community engagement is essential to the City's Housing Element planning process. The City must "make a diligent effort to achieve public participation of all economic segments of the community in the development of the Housing Element."<sup>4</sup> The City undertook numerous and varied means to solicit community input:

- **Monthly Citywide Newsletter:** Monthly articles were published through the City's monthly newsletter, the Brisbane STAR, which is mailed to all residents and businesses and published on the City's website. These STAR articles provided status updates, announced upcoming events and opportunities to engage in the process, information on how to reach staff, where to find information on the City's website and how to sign up to be on the notification email list.
- **Weekly Citywide Email Blast:** Workshop and public meeting announcements were included in the City's weekly "Blast" sent to over 1,300 residents, business representatives, and other community members.

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<sup>4</sup> Government Code Section 65583(c)(9).

## 1. INTRODUCTION

- **Email Notification List:** A dedicated email notification list (288 subscribers) was compiled of local and regional stakeholders, based upon input from the 21 Elements countywide Housing Element Update collaboration project, plus other interested parties who proactively signed up to be notified of Housing Element news and public meetings.
- **City Website:** The Community Development Department maintained a webpage devoted to the Housing Element Update process, with links to additional sources of information. Notice of each study session and public hearing was posted on the City's website and weekly blog.
- **City Signboards:** The City also utilized the two billboard-style, electronic signboards, which are located at the edge of Old County Road/Community Park and at the intersection of Mission Blue Drive and North Hill Drive, to announce workshops and public hearings and other engagement opportunities to reach pedestrians and motorists along these key thoroughfares.
- **Citywide Mailers:** To target a broad range of moderate to lower-income households, notices were sent to all multi-family residential addresses prior to the Planning Commission's initial workshop series beginning in December 2021, upon the release of the draft Housing Element in August 2022, and again to publicize the City Council's public hearing on the Draft Element on October 6, 2022.
- **In-Person Engagement:** Leading up to the publication of the Housing Element, Communications and Planning staff tabled at weekly Farmer's Markets in the Community Park in July and August 2022.
- **Social Media:** The City used its Facebook, Nextdoor, and Instagram social media accounts to push out Housing Element meeting announcements and updates throughout the process.

The draft Housing Element was made available for public review for more than 30 days, from August 8, 2022 to September 9, 2022, prior to the October 6, 2022 public hearing at City Council. The draft Housing Element was submitted to HCD on October 7, 2022 for review. Following receipt of HCD's comments on January 4, 2023, HCD's comments were made available to the public on January 6<sup>th</sup> and proposed edits to the Housing Element in response to those comments were made available to the public 7 days prior to City Council's public hearing and adoption of the Housing Element on February 2, 2023. All comments received during and after the 30-day formal comment period were compiled for the City Council's consideration consistent with Government Code Section 65585(b) (AB 215, Statutes of 2021). Those comments and the City's responses to them are attached to Appendix E. New and modified programs resulting from public review are reflected in Chapter 5.

All of the Planning Commission and City Council meetings were video recorded and broadcast live on Zoom, the City's YouTube channel, and the City's cable television channel. The video recorded meetings are available on demand on YouTube and were rebroadcast a number of times on the City's cable channel, as well as archived on the City's website, to provide greater outreach and opportunities for the public to watch. A list of workshop meeting events and public hearings is provided in Appendix E, Public Participation.

### 1.4 CONSISTENCY WITH OTHER ELEMENTS

State law requires that all elements of the General Plan be internally consistent. A number of General Plan elements are related to the Housing Element. The Land Use element identifies



subareas designated for housing and the density standards and types and intensity of other types of uses. Three other elements address environmental or man-made factors that limit the location or type of housing that can be developed: Safety, Noise, and Conservation. The Safety and Noise Elements address hazards that should be avoided in the location of housing or may require mitigation. The Conservation Element identifies sensitive lands or waterways that should be protected. The Circulation Element establishes the location and scale of streets, freeway connections and other transportation routes that provide access to residential neighborhoods.

To address the requirement for consistency between the various General Plan elements, this Housing Element has been evaluated against the other elements to ensure that no conflicts occur.

Pursuant to SB 162 and SB 244, the City will review and update as necessary, its Land Use, Safety, and Conservation Elements upon completion of the Housing Element to address flood hazards and management, and the provision of services and infrastructure. Pursuant to SB 379, the City will also review and update as necessary its Safety or Local Hazard Mitigation Program (LHMP) and Land Use elements to add information specific to Very High Hazard Severity Zones, as required by SB 182. (See related Program under Goal 4 to “Protect residents from displacement,” Chapter 5, Housing Plan.)

**1. INTRODUCTION**

## 2. COMMUNITY CHARACTERISTICS AND HOUSING NEEDS

This chapter analyzes the population and employment trends and quantifies the city’s projected housing needs for all income levels to address Government Code Section 65583. It includes the following sections:

1. **Population Characteristics and Trends:** Including subsections on Total Population, Household Type and Size, Single-Parent Households, Large and Overcrowded Households, Group Quarters, Homeless Individuals, Age, Seniors, Persons with Disabilities including Developmental Disabilities, Race/Ethnicity, Employment and Education, Farmworkers, and Household Income Levels.
2. **Housing Characteristics:** Including subsections on Total Number of Units, Unit Type, Unit Size, Tenancy, Vacancy, Length of Occupancy, Housing Values and Costs, Housing Affordability, Assisted Housing at Risk, and Housing Quality.
3. **Housing Needs Assessment:** Includes a description of the future housing need, as defined by the Regional Housing Needs Allocation (RHNA), and a comparison to current zoning.

Consistent with Government Code Section 65583(a)(7), the population and housing characteristics and trends detailed in Sections 2.1 and 2.2 of this chapter provide information used to identify the city’s special housing needs and instruct Brisbane’s programs to meet the needs of these various populations, along with meeting the larger RHNA, provided in Section 2.3.

### 2.1 POPULATION CHARACTERISTICS AND TRENDS

Brisbane is a city of 4,579 residents according to California Department of Finance (DOF) estimates for January 1, 2021, down slightly from the 4,851 residents found by the 2020 U.S. Census. The city’s population grew 13% within the past decade, less than the 19% between 2000 and 2010 and the 21.8% from 1990 to 2000 (Table 2-1). While the city’s population growth slowed between 2010-2020, it remained greater than the county-wide growth rate of 6.4% during the same period. While the rate of growth in Brisbane continues to be significant, its impact has been modulated by long-term efforts to assimilate newly developed neighborhoods into the social fabric of the rest of the city.

A number of population trends are apparent from 2020 U.S. Census data. Although Brisbane’s population has increased, average household size has remained steady while both one-person households and large households have increased in number. The median age has continued to increase, but the changing age distribution indicates a wave of “millennials” and Gen Xers (ages 35-54) rising, which may influence future housing needs and preferences as significantly as the growing population of seniors. Brisbane has continued to become more ethnically diverse, with those of Asian and Hispanic/Latino ethnic/racial background comprising increasingly significant segments of the community (see additional analysis in Appendix C, Fair Housing Assessment).

### 2.1.1 TOTAL POPULATION

According to U.S. Census data, Brisbane's population has grown 29% since 2000, reversing a declining trend observed in 1980 and 1990, and significantly greater than the growth rate of the Bay Area and county overall at 15% and 9%, respectively, during that same period. Much of Brisbane's growth is attributable to construction of the Northeast Ridge, a planned development of 499 new housing units including condominium flats, townhouses, and detached single-family homes located in the Northeast Ridge subarea, which began construction in the 1990's and was completed in 2015.

**TABLE 2-1 POPULATION TRENDS (1990-2020)**

	1990	2000	Change	2010	Change	2020	Change
<b>Total Population</b>	2,952	3,597	+21.8%	4,282	+19.0%	4,851	+13.3%
<b>Total Households</b>	1,300	1,620	+24.6%	1,821	+12.4%	2,039	+11.9%
<b>Total Units</b>	1,382	1,831	+32.5%	1,934	+5.6%	2,052	+6.1%

Note: 2016-2020 American Community Survey Table DP02.

Source: 1990, 2000, & 2010, U.S. Census.

The Association of Bay Area Governments (ABAG), in its past and current projections (Table 2-2), expects Brisbane's population to grow in the coming decades at an even faster pace than it had in the past two. The most recent projections from 2017 forecast a 275% population increase and a 252% increase in households between 2010 and 2040. The significant increase in population and households forecast in ABAG's 2017 projections is largely due to the anticipated development of the Baylands subarea.

**TABLE 2-2 POPULATION AND HOUSEHOLD PROJECTIONS**

Projections	2010	2015	2020	2025	2030	2035	2040	
<b>2009</b>	Population	3,900	4,600	5,300	6,100	7,000	7,700	n/a
	Households	1,730	2,040	2,330	2,690	3,070	3,410	n/a
<b>2013</b>	Population	4,282	n/a	4,500	n/a	4,800	n/a	5,100
	Households	1,821	n/a	1,910	n/a	2,000	n/a	2,090
<b>2017</b>	Population	4,350	4,385	15,220	14,770	15,125	15,270	16,030
	Households	1,820	1,835	6,360	6,160	6,285	6,275	6,410

Source: Association of Bay Area Governments' Projections 2009, Projections 2013, Plan Bay Area 2040 (2017) Plan Bay Area 2050 (2021) only provides household projections by county and does not include projections by the City; the projected number of households in 2050 for San Mateo County is 394,000 and 166,000 for northern San Mateo County, an increase of 49% and 70%, respectively, from 2015.

### 2.1.2 HOUSEHOLD SIZE AND TYPE

Although Brisbane's total population has increased, average household size or persons per household has remained relatively static since 1990 (Table 2-3). The average number of persons for all households (excluding group quarters) was 2.27 in 1990 and again in 2020. According to the 2016-2020 American Community Survey (ACS), one-person households are the most prevalent and increased significantly since 2010, followed by two-person households; although, it should be noted that these results are subject to a wide margin of error (+/-9.0 to +/-7.5).





2. COMMUNITY CHARACTERISTICS AND HOUSING NEEDS

The average household size of owner-occupied units was 2.74 in 2020 according to the 2016-2020 ACS, up from 2.51 in 2010, while the average renter-occupied household size declined sharply from 2.04 in 2010 to 1.31 in 2020.

**TABLE 2-3 HOUSEHOLD SIZE (1990-2020)**

	1990	2000	2010	2020
1 Person	438 (33.7%)	564 (34.8%)	554 (30.4%)	842 (41.3%)
2 Persons	450 (34.6%)	576 (35.6%)	626 (34.4%)	628 (30.8%)
3 Persons	200 (15.4%)	221 (13.6%)	302 (16.6%)	201 (9.9%)
4 Persons	140 (10.8%)	173 (10.7%)	222 (12.2%)	243 (11.9%)
5 Persons	40 (3.1%)	55 (3.4%)	71 (3.9%)	74 (3.6%)
6 or More	32 (2.5%)	31 (1.9%)	46 (2.5%)	51 (2.5%)
<b>Total Households<sup>a</sup></b>	<b>1,300</b>	<b>1,620</b>	<b>1,821</b>	<b>2,039</b>
<b>Persons/Household<sup>b</sup></b>	<b>2.27</b>	<b>2.20</b>	<b>2.34</b>	<b>2.27</b>

<sup>a</sup> Total Households refers to occupied housing units

<sup>b</sup> Does not include Group Quarters population.

Source: 1990, 2000 & 2010 U.S. Census, 2016-2020 American Community Survey Tables S2501 & B25009.

The percentage of households of married couples with children has been relatively stable since 1990 (Table 2-4), at less than 20% of total households, less than that found in San Mateo County (23%) and statewide (21%), according to the 2016-2020 ACS.

**TABLE 2-4 HOUSEHOLD TYPES (1990-2020)**

	1990	2000	2010	2020
One-Person Households	33.7%	34.8%	30.4%	41.3%
Married Couples Without Children Present	23.3%	23.9%	24.9%	24.0%
Unrelated Housemates/Nonfamily Households	12.7%	12.7%	11.2%	4.6%
Relatives Except Spouses, Parents, Children	6.5%	5.6%	7.9%	10.6%
Married Couples With Children Present	18.4%	16.4%	19.4%	16.0%
Single Parents With Children	5.5%	6.6%	6.2%	2.7%

Source: 1990, 2000, & 2010 U.S. Census & 2016-2020 American Community Survey Tables B11012 and S2501.

**2.1.3 SINGLE-PARENT HOUSEHOLDS**

Families with one parent, often the sole provider, may need affordable housing or units designed to accommodate occasional or full-time dependent children. The number of single-parent households in Brisbane increased from 2000 to 2010 according to the U.S. Census but has since decreased significantly. As reported in the previous housing element, in 2000, there were 73 female-headed households with children under the age of 18 years and 34 male single-parent households with children; the numbers increased to 86 and 41, respectively, in 2010. However, in 2019, there were 27 female-headed households with related children under 18 years and 19 households with a male single parent and his own children.

Households headed by one person are often at greater risk of housing insecurity, particularly female-headed households, who may be supporting children or a family with only one income. Female-headed households have special housing needs because, in part, female workers generally receive lower wages. To find affordable housing in 2022, for example, a single mother with one child in the very-low-income group would need a 1-bedroom unit at a monthly rent of not more than \$1,713, according to Table 2-23. Based upon the available data, the average rent asked in 2022 for a 1-bedroom unit was an unaffordable \$2,313 (Table 2-20). In Brisbane, Female-Headed Households make up 18.9% of all households, and 34.2% of female-headed households with children fall below the Federal Poverty Line, while 24.4% of female-headed households without children live in poverty (refer to Figure 37 of Appendix D).

#### 2.1.4 LARGE AND OVERCROWDED HOUSEHOLDS

Large households often have different housing needs than smaller households. For example, if a city's rental housing stock does not include larger apartments, large households who rent could end up living in overcrowded conditions. There were 125 households in Brisbane with five or more persons, according to the 2016-2020 ACS estimates, a slight increase from 117 in 2010 (Table 2-3). As a percentage of the total, such large households remained relatively steady at approximately 6% between 2010 and 2020. In Brisbane, 72% of households with five or more persons, reside in owner occupied housing units while approximately 18% of large households are renters (refer to Figure 34 of Appendix D). In 2017, no large households were very-low-income.

The city's supply of large housing units (four or more bedrooms) stands at 260 (12.8%) units, exceeding the demand posed by the city's population of large households, indicating that the need for large housing units is met from a supply standpoint. However, larger housing units are typically more expensive, such that cost, rather than availability, of larger units may be the cause of overcrowding. In Brisbane, approximately 43 percent of large family households experience a cost burden of 30% to 50% or spent more than half of their income on housing. Large families may rent smaller housing units in order to have more affordable monthly housing payments. This would likely lead to higher overcrowding rates, however, there is no data available at this time regarding overcrowding rates in large households.

The 2016-2020 ACS estimated that 2.8% of the 2,039 total occupied housing units were overcrowded, defined by the US Department of Housing and Urban Development (HUD) as having more than one occupant per room. Another 29 housing units, or 1.4%, had 1.50 or more occupants per room which HUD defines as being "severely overcrowded." Breaking these down by tenure, 2.9% of the owner-occupied housing units were overcrowded, while none of the renter-occupied units were, and 0.7% of both the owner-occupied and renter-occupied housing units severely overcrowded. The estimated total of 87 overcrowded units in 2020 are 85% higher than the 47 units with 1.01 or more persons per room estimated in the previous Housing Element.

#### 2.1.5 GROUP QUARTERS

The 2020 U.S. Census identified Brisbane has having a "noninstitutional group quarters" population (i.e., group home) of 14 individuals (0.3% of the total population), continuing a downward trend from 16 (0.4%) in 2010, 40 (1.1%) in 2000, and 42 (1.4%) in 1990. These individuals are not included in household population figures and are not reflected in the persons per household calculation.



### 2.1.6 HOMELESS INDIVIDUALS

Homelessness remains an urgent, regional challenge in many communities across the state, reflecting a range of social, economic, and psychological factors. Rising housing costs result in increased risks of community members experiencing homelessness. Far too many residents who have found themselves housing insecure have ended up unhoused or homeless in recent years, either temporarily or longer term. Addressing the specific housing needs for the unhoused population remains a priority throughout the Bay Area, particularly since homelessness is disproportionately experienced by people of color, people with disabilities, those struggling with addiction and those dealing with traumatic life circumstances. In San Mateo County, the most common type of household experiencing homelessness is those without children in their care. Among households experiencing homelessness that do not have children, 75.5% are unsheltered. Of homeless households with children, most are sheltered in transitional housing (refer to Figure 40 of Appendix D).

According to the 2019 San Mateo County One Day Homeless Count and Survey<sup>1</sup> conducted on the night of January 30, 2019, the number of people experiencing homelessness in San Mateo County on the day of the count increased by 21% from 2017 to 2019, but fewer than those counted in 2011 and 2013. The increase from 2017 was primarily driven by an increase in the number of people living in recreational vehicles. The 2019 count also found that there were decreases in some populations, including families with children, people sleeping in tents/encampments, and people sleeping in cars.

In Brisbane, the 2019 One Day Homeless Count found 4 people experiencing unsheltered homelessness down from 19 in 2017 and 34 in 2013 and representing 0.44% of the County's homeless population. (Note: Brisbane's population is 0.61% of the County's population.) According to the Brisbane Police Department (June 2022), the typical number of homeless people in Brisbane at any one time does not exceed one or two individuals, in line with the 2019 count. Some appear to have substance abuse issues, and those that appear to be mentally ill are transported via the SMART (San Mateo County Mental Health Assessment and Referral Team) van to San Mateo County Medical Center for evaluation and medical assistance, if necessary. Those homeless individuals who do not appear to be in need of medical evaluation are assisted with transportation to the Safe Harbor Shelter in South San Francisco.

### 2.1.7 AGE

The median age in Brisbane according to the 2016-2020 ACS was 48.5 years old, continuing the rising trend from earlier decades (43.1 in 2012, 41.7 in 2010, 40.3 in 2000, and 36.5 in 1990). The largest segment of the population according to the 2016-2020 ACS was 35 to 64 years old. Available data (Table 2-5) indicated a further increase in the percentage of the population 55 years old and older, along with a decrease in the percentage of the population between 25 and 34 years of age.

Brisbane's age distribution differs from that of San Mateo County as a whole. As was also seen in the 1990 and 2000 U.S. Censuses, Brisbane has a greater percentage of adults from 20 to 59 years of age, while the County has larger percentages of persons less than 20 years of age and more than 59 years of age.

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<sup>1</sup> The COVID-19 pandemic prevented the count in 2020 and 2021.

**TABLE 2-5 AGE DISTRIBUTION (1990-2020)**

	0-4 Years	5-14 Years	15-24 Years	25-34 Years	35-44 Years	45-54 Years	55-64 Years	65-74 Years	75+ Years
<b>2020</b>	220 (4.7%)	481 (10.4%)	355 (7.6%)	351 (7.6%)	667 (14.4%)	966 (20.8%)	814 (17.5%)	493 (10.6%)	298 (6.4%)
<b>2010</b>	284 (6.6%)	433 (10.1%)	321 (7.5%)	581 (13.5%)	775 (18.1%)	764 (17.8%)	695 (16.2%)	271 (6.4%)	158 (3.7%)
<b>2000</b>	161 (4.5%)	371 (10.3%)	306 (8.5%)	553 (15.4%)	796 (22.1%)	759 (21.1%)	359 (10.0%)	179 (5.0%)	113 (3.2%)
<b>1990</b>	184 (6.3%)	293 (9.9%)	270 (9.1%)	600 (20.3%)	690 (23.4%)	393 (13.3%)	244 (8.2%)	190 (6.4%)	88 (3.0%)

Source: 2016-2020 American Community Survey Table DP05; 2010, 2000, & 1990 U.S. Census.

### 2.1.8 SENIORS

Persons over 65 years of age remain an important segment of Brisbane's citizenry—approximately 17% of the population, according to 2020 estimates from the ACS (Table 2-5), and the number and percentage of households containing persons 65 years or older increased from the 2010 Census (Table 2-6). Roughly 23% of all households in Brisbane contained one or more persons 65 or more years old, according to the 2016-2022 ACS, up from almost 19% in 2010. The number of persons 65 years or older living alone and the percentage of such households increased from 2010 to 2020 by over 130% (Table 2-6).

**TABLE 2-6 HOUSEHOLDS WITH PERSONS 65+ YEARS OLD (1990-2020)**

	1990	2000	2010	2020
One-Person Households	95 (7.3%)	102 (6.3%)	122 (6.7%)	282 (13.8%)
Total Households	220 (16.9%)	244 (15.1%)	348 (19.1%)	468 (23.0%)

Source: 1990, 2000, & 2010 U.S. Census, 2016-2020 American Community Survey Tables S2501 & B09021.

Many seniors have difficulty finding housing they can afford on fixed and often small incomes. Senior householders of owner-occupied homes (totaling 298 households, according to the 2016-2020 ACS) can generally afford the relatively low costs of mortgages established many years ago (although maintenance costs may present a problem), but senior citizens facing the uncertain costs of rental units are not as fortunate. According to the 2016-2020 ACS, there were 170 householders 65 years or older who were renting in Brisbane at that time.

### 2.1.9 PERSONS WITH DISABILITIES, INCLUDING DEVELOPMENTAL DISABILITIES

People with disabilities face additional housing challenges. Encompassing a broad group of individuals living with a variety of physical, cognitive and sensory impairments, many people with disabilities live on fixed incomes and are in need of specialized care, often relying on family members for assistance due to the high cost of care.

People with disabilities need affordable **and** accessibly designed housing, which offers greater mobility and opportunity for independence. Unfortunately, the demand for affordable and accessibly designed housing in Brisbane exceeds the supply, leaving people with disabilities at a high risk for housing insecurity, homelessness, and institutionalization, particularly when they lose aging



caregivers. Access to various types of supported living services is particularly critical for those with developmental disabilities to live as independently as possible.

The 2016-2020 ACS estimates that 413 persons (9% of the total population) in Brisbane have a disability, which the U.S. Census Bureau defines as “a long-lasting physical, mental or emotional condition [that] can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning or remembering.” Of these, 11 were under 18 years of age, 208 were from 18 to 64 years old, and 194 were over 64 years old. The most common disabilities were an ambulatory difficulty (227 persons) or cognitive difficulty (176 persons), followed by an independent living difficulty (117), a self-care difficulty (53), a vision difficulty (41), or a hearing difficulty (36). Among the population of over 64 years old, 24.5% had an ambulatory difficulty, 5.3% had an independent living difficulty, and 4.6% had a hearing difficulty.

The steep terrain of Brisbane’s residential neighborhoods often make accessible facilities for persons with physical disabilities (ramps, parking spaces, elevators, etc.) difficult and expensive. The City’s reasonable accommodation ordinance minimizes governmental constraints upon the provision of accessible housing for persons with disabilities. In addition, supportive housing is defined in the zoning ordinance as a type of “dwelling” regulated no differently than other dwellings in residential zoning districts.

State law requires Housing Elements to examine the housing needs of people with developmental disabilities. Developmental disabilities are defined as severe, chronic, and attributed to a mental or physical impairment that begins before a person turns 18 years old. This can include Down’s Syndrome, autism, epilepsy, cerebral palsy, and mild to severe mental retardation. Some people with developmental disabilities are unable to work, rely on Supplemental Security Income, and live with family members. In addition to their specific housing needs, they are at increased risk of housing insecurity after an aging parent or family member is no longer able to care for them.

According to the California Department of Developmental Services’ most recent Quarterly Consumer Report by age group and residency type, of the population with a developmental disability reported in Brisbane (26), children under the age of 18 make up 46.2%, while adults account for 53.8%.

### 2.1.10 RACE/ETHNICITY

Understanding the racial makeup of a city and region is important for designing and implementing effective housing policies and programs to address historic and systemic racial discrimination in access to high quality housing. These patterns are shaped by both market factors and government actions, such as exclusionary zoning, discriminatory lending practices and displacement that has occurred over time and continues to impact communities of color today. This section addresses essential demographic characteristics of Brisbane residents by race and ethnicity; for a detailed analysis of differences in access to housing and high-quality resources, racial segregation and isolation, refer to the Fair Housing Assessment in Appendix C.

Residents identifying as white (non-Hispanic or Latino) represent less than half of Brisbane’s population. Since 2000, the percentage of residents in Brisbane identifying as non-Hispanic white has decreased and the percentage of residents of all other races and ethnicities has increased by

23.3 percentage points (see Figure 4 of Appendix D). In absolute terms, the Asian/API, Non-Hispanic population increased the most while the White, Non-Hispanic population decreased the most.

**TABLE 2-7 RACIAL/ETHNIC BACKGROUND (2000-2020)**

	Race Alone or in Combination			Hispanic or Latino		
	2000	2010	2020	2000	2010	2020
White	2,780 (77.3%*)	2,824 (66.0%*)	2,254 (46.5%*)	N/A	413 (9.6%)	470 (9.7%)
Black or African American	66 (1.8%*)	132 (3.1%*)	135 (2.8%*)	N/A	0 (0%)	0 (0%)
American Indian and Alaska Native	52 (1.4%*)	55 (1.3%*)	58 (1.2%*)	N/A	11 (0.3%)	0 (0%)
Asian	598 (16.6%*)	1,250 (29.2%*)	1,738 (35.8%*)	N/A	25 (0.6%)	0 (0%)
Native Hawaiian and Other Pacific Islander	45 (1.3%*)	71 (1.7%*)	28 (0.6%*)	N/A	2 (0%)	0 (0%)
Some Other Race	249 (6.9%*)	270 (6.3%*)	117 (2.4%*)	N/A	162 (3.8%)	239 (4.9%)
Two or More Races	N/A	N/A	N/A	N/A	99 (2.3%)	113 (2.3%)

\* Total exceeds 100% because individuals may report more than one race.

Source: 2000, 2010, & 2020 U.S. Census Table P2 and 2016-2020 American Community Survey Table B03002.

### 2.1.11 EMPLOYMENT AND EDUCATION

According to the 2016-2020 ACS, 3,921 Brisbane residents 16 years old or older were employed in 2020, or 80% of the population. This compares to 58% in 2000 and 1990 (see Table 2-8). The occupational mix of Brisbane's labor force found in 2020 differs slightly from that identified in the 2000 U.S. Census. In 2020, 74% of the workers were in "white collar" jobs (management, business, science, arts, sales and office) up slightly from 70% in 2000, and 65% in 1990. The proportion of "blue collar" workers (natural resources, construction, maintenance, production, transportation and material moving) continued to decrease from 25% in 1990, 18% in 2000, and to 15% in 2020. Service workers made up the remainder of the employed population and remain relatively consistent as a percentage of total employed persons 16+ years old since 1990.

**TABLE 2-8 OCCUPATION OF EMPLOYED PERSONS 16+ YEARS OLD (1990, 2000, & 2020)**

Occupation	1990	2000	2020
Management, Business, Science, Arts, Sales, and Office <sup>a</sup>	1,107 (65%)	1,466 (70%)	1,926 (74.4%)
Production, Transportation, and Material Moving <sup>b</sup>	429 (25%)	382 (18%)	170 (6.6%)
Service <sup>c</sup>	164 (10%)	249 (12%)	271 (10.5%)
Natural Resources, Construction and Material Moving <sup>d</sup>	0 (0%)	0 (0%)	222 (8.6%)
<b>Total Employed Persons (% of total population)</b>	<b>1,700 (57.6%)</b>	<b>2,097 (58.3%)</b>	<b>3,921 (80.1%)</b>

<sup>a</sup> 2016-2020 American Community Survey split this category into "Management, Business, Science and Arts" (1,441 persons) and "Sales and Office" (485 persons); 2000 U.S. Census split this category into "Management, professional, and related occupations" (980 persons) and "Sales and office occupations" (486 persons); prior to that it was listed as "Administrative/Professional/Technical Sales/Clerical."

<sup>b</sup> 2000 U.S. Census split this category into "Construction, extraction, and maintenance occupations" (194 persons) and "Production, transportation and material moving occupations" (188 persons); prior to that it was listed as "Production/Industrial/Transportation."

<sup>c</sup> Previously listed as "Food/Protective/Other Service."

<sup>d</sup> Previously listed as the more limited category "Farming/Forestry/Fishing."

Source: 1990 & 2000 U.S. Census, 2016-2020 American Community Survey Table DP03.



According to the Census Bureau’s “On the Map” data (2019), Brisbane has 7,835 jobs within its city limits (see Table 2-9), the majority of which (98%) are filled by employees that do not live within the city. Nearly 70% of these jobs pay more than \$3,333 per month and more than 55% of the people working in Brisbane have some college or an associate or bachelor’s degree. Most employed Brisbane residents (94%) leave the city to work. For more information regarding employment trends in Brisbane, refer to Section 4.4 of Appendix D.

**TABLE 2-9 AGE, SALARY, AND EDUCATION OF PEOPLE WORKING IN BRISBANE (2019)**

		Percentage of the Workforce
Jobs by Worker Age	Age 29 or Younger	16.9%
	Age 30 to 54	58.3%
	Age 55 or Older	24.8%
Salaries Paid by Brisbane Employers	\$1,250 per Month or Less	10.7%
	\$1,251 to \$3,333 per Month	21.1%
	More than \$3,333 per Month	68.1%
Jobs by Worker Educational Attainment	Less than High School	12.5%
	High School or Equivalent, No College	15.6%
	Some College or Associate Degree	23.8%
	Bachelor’s Degree or Advanced Degree	31.3%
	Educational Attainment Not Available*	16.9%
Total Jobs	7,835	100%

\*Not available for workers 29 years old and younger.

Source: 2019 Census “On the Map” Data <https://onthemap.ces.census.gov/>.

The Association of Bay Area Governments, as part of Plan Bay Area (2019), forecasted that the number of jobs would increase in Brisbane by 234% from 2010 to 2040, a significant increase from earlier projections. The large increase is primarily attributed to the passage of Measure JJ in 2018, that allows for development of up to 7 million square feet of new commercial development. The job increases are largely projected to be within the financial and professional services sector, and the health, educational, and recreational service job sector.

According to the 2016-2020 ACS, 83% of Brisbane’s population is 18 years and over, and of that group, approximately 2,881, or 75%, have some college education or higher and 52% have a attained a bachelor’s degree or higher, slightly higher than the County (49%).

**2.1.12 FARMWORKERS**

According to the U.S. Department of Agriculture Census of Farmworkers, the number of permanent farm workers in San Mateo County has decreased since 2002, when the number totaled 2,226, to just 978 in 2017 (56%). Likewise, the number of seasonal farm workers has decreased from 852 in 2002 to 343 in 2017 (60%). The number of migrant worker students in the County has also been on the decline, with 282 students accounted for in the 2019-2020 school year, per the California

Department of Education, California Longitudinal Pupil Achievement Data System, Cumulative Enrollment Data; down 57% from the 2016-2017 school year.

No persons in Brisbane identified their occupations being in farming, according to the 2016-2020 ACS. Given the location of Brisbane in an urban corridor, there is not a high demand for farmworkers in the area. While the 2016-2020 ACS and 2010 U.S. Census identified no vacant housing units for migratory workers, the housing needs of farmworkers, particularly if they are seasonally employed, are more similar to very-low- or extremely low-income households than traditional migrant workers. This is because today's farmworkers are more settled and typically live in one location, rather than following the crops.

Per the USDA, today's farmworkers can commute up to 75 miles to the workplace. They are also more likely to have families and are looking for schools, employment for a spouse/partner and a location to live in that provides a community. Because of this, they will benefit from the existing affordable housing programs in Brisbane. Brisbane's Housing Plan (Chapter V) establishes the City's policies and provides the programming for producing new affordable housing, preserving existing affordable housing, protecting residents from displacement, and ensuring fair housing for all households. Additionally, Brisbane's participation in Doorway, the Countywide affordable housing rental listing and application website, will ensure that new affordable rental housing listings are publicized in Spanish and that vacancy searches are mobile-friendly.

### 2.1.13 HOUSEHOLD INCOME LEVELS

California is one of the most economically unequal states in the nation, and the Bay Area has the highest income inequality between high- and low-income households in the state. Regionally, more than half of all households make more than 100% Area Median Income (AMI), while 15% make less than 30% AMI. In San Mateo County, 30% AMI is the equivalent to the annual income of \$44,000 for a family of four. Many households with multiple wage earners—including food service workers, full-time students, teachers, farmworkers and healthcare professionals—can fall into lower AMI categories due to relatively stagnant wages in many industries.

In Brisbane household income has continued to increase since 2000, according to ABAG and 2016-2020 ACS (Table 2-10). ABAG estimated the median household income in Brisbane in 2000 was \$85,973, and the median for San Mateo County was \$95,606, adjusted to 2013 dollars. (Median household income is the amount where half of the households are below and the other half above.) The 2016-2020 ACS estimated the median household income for Brisbane to be \$114,583, up 33% from 2000, and \$128,091 (34%) for the County (Table 2-11).

**TABLE 2-10 HOUSEHOLD INCOME (2000-2020)**

	2000		2013		2020	
	Number	Percent	Number	Percent	Number	Percent
Under \$25,000	279	17%	146	8%	55	2.7%
\$25,000 to \$34,999	86	5%	91	5%	130	6.4%
\$35,000 to \$49,999	257	16%	164	9%	179	8.8%
\$50,000 to \$74,999	281	18%	419	23%	237	11.6%





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\$75,000 to \$99,999	199	12%	200	11%	204	10.0%
\$100,000+	498	31%	783	43%	1,234	60.5%

Source: 2000 U.S. Census, 2016-2020 American Community Survey Table S1901, Association of Bay Area Governments (2013).

**TABLE 2-11 MEDIAN HOUSEHOLD INCOME (2000 & 2020)**

Year	Brisbane	San Mateo County
2000	\$85,973	\$95,606
2020	\$114,583	\$128,091

Source: Association of Bay Area Governments & 2016-2020 American Community Survey Table S1901.

Households can be categorized by income levels as extremely low, very-low, low (or lower), moderate, and above-moderate. These categories are set forth in the California Code of Regulations Section 6932 as used by the State Department of Housing and Community Development (HCD) and are based largely upon HUD income groupings to determine eligibility for the federal Section 8 housing assistance program. An extremely low-income household has an income of up to 30% of the median income for the area for households of the same size (with a floor set by HUD based on minimum Supplemental Security Income). A very-low-income household has an income of 31% to 50% of the median (with various adjustments by HUD). A low-income (or lower-income) household has 51% to 80% of the median-income (with some exceptions). A moderate-income household has 81 to 120% of the median-income. A household with an income greater than 120% of the median income is considered above moderate. HUD may adjust these limits in some areas based on high housing cost levels relative to incomes. For 2021 income limits for San Mateo County, refer to Table 2-21.

It was estimated that more than half of Brisbane’s households earned above moderate incomes in 2017, 10.3% were moderate-income, 11.1% were low-income, 14.6% were very-low-income and 9.8% were extremely low-income (Table 2-12). This distribution generally aligns with reported data from 2010, however, the percentage of low-income households saw the largest change from 2010, down 6%.

**TABLE 2-12 BRISBANE HOUSEHOLDS BY INCOME LEVELS (2008-2017)**

	Extremely Low-Income	Very-Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Total
<b>2008</b>	231-291 (14-18%)	60-194 (4-12%)	134-450+ (8-28%)	203+ (12+%)	≤691 (≤42%)	1,635
Renter Occupied	N/A	160 (23%)	170 (24%)	155 (22%)	210 (30%)	695*
<b>2010</b>						
Owner Occupied	N/A	160 (16%)	130 (13%)	205 (20.5%)	505 (50.5%)	1,000*
<b>Total</b>	<b>130 (8%)</b>	<b>190 (11%)</b>	<b>295 (17%)</b>	<b>235 (14%)</b>	<b>840 (50%)</b>	<b>1,690*</b>
Renter Occupied	115 (6.1%)	105 (5.6%)	60 (3.2%)	45 (2.4%)	165 (8.8%)	667*
<b>2017</b>						
Owner Occupied	70 (3.7%)	170 (9.0%)	150 (8.0%)	150 (8.0%)	855 (45.4%)	1,372*
<b>Total</b>	<b>185 (9.8%)</b>	<b>275 (14.6%)</b>	<b>210 (11.1%)</b>	<b>195 (10.3%)</b>	<b>1,020 (54.1%)</b>	<b>1,885*</b>

\*Cf. 2010 & 2020 US Census total households.

Source: Claritas Demographic Snapshot, 2008; CHAS Data 2006-2010 & 2013-2017.

Many extremely low-income households live in rental housing and most likely face overpayment and overcrowding. Housing types suitable for extremely low-income households include affordable rentals, accessory dwelling units, emergency shelters, supportive housing and transitional housing.

**TABLE 2-13 BRISBANE PROJECTED HOUSEHOLDS BY INCOME LEVELS (6<sup>TH</sup> CYCLE RHNA 2022-2031)**

	Extremely Low-Income	Very- Low-Income	Low- Income	Moderate- Income	Above Moderate- Income	Total
RHNA 6 <sup>th</sup> Cycle	159	158	183	303	785	1,588
Percentage of total	10%	10%	11.5%	19.1%	49.4%	100%

Source: ABAG Regional Housing Allocation Needs, 6<sup>th</sup> Cycle.

Per Government Code Section 65583(a)(1), 50% of the very-low-income households allotted under Section 65584 are assumed to qualify as extremely low-income households. Of Brisbane's allocation of the RHNA for the 2023-2031 planning period, 20% (317) of the units were designated as very-low-income. Half of this would be 10%, or 159 extremely low-income (Table 2-13).

Another method of describing income is in relation to the poverty level. The poverty level threshold is a relative term used by the Federal government, reflecting the ability to afford a nutritionally adequate diet. It varies with household size and number of children under 18 years of age. For example, for a four-person household, the poverty level in 2021 was an annual income of \$26,500. The poverty level is updated annually and applied on a national basis, with limited adjustments.

According to the 2016-2020 ACS, the poverty rate in 2020 was 3.4% in Brisbane and 6.2% in San Mateo County. The rates are approximately the same as those estimated in 2013 by the Association of Bay Area Governments, but down since 1990 (Table 2-14). Of those persons identified as being below the poverty level, the 2016-2020 ACS estimated that 4.7% were under 18 years of age, and approximately 5.8% were 65 years old or older.

The 2016-2020 ACS estimated that 89 households in Brisbane had received public assistance income in the past 12 months. This compares to just 18 households in 2012, per the 2008-2012 ACS, and 39 households in 1999, according to the 2000 US Censuses.

**TABLE 2-14 POVERTY RATE (1990-2020)**

	Brisbane	San Mateo County
1990	8.6%	NA
2000	5.7%	6.5%
2013	3.5%	7.4%
2020	3.4%	6.2%

Source: 2000 US Census, ABAG Projections 2013, & 2016-2020 American Community Survey Table S1707.



## 2.2 HOUSING CHARACTERISTICS

The majority of the new units constructed in Brisbane during the previous Housing Element cycle were single-family homes and accessory dwelling units (ADUs). Detached single-family homes make up 58% of the housing stock per the DOF, and the proportion of owner-occupied units has increased to 81% (up from 63% reported under the 2015-2022 Housing Element) of all occupied units per the 2016-2020 ACS. The vacancy rate across all housing types is less than 5% according to the 2020 US Census.

### 2.2.1 TOTAL NUMBER OF UNITS

According to the 2020 U.S. Census, there were 2,052 housing units in Brisbane in 2020, while as of January 1, 2021 (Table 2-15), the DOF estimated that the total number of units in Brisbane was 2,040.

**TABLE 2-15 TOTAL HOUSING UNITS (2000-2020)**

Year	Total Housing Units
2000	1,831
2010	1,934
2020	2,052

Source: 2000, 2010, & 2020 U.S. Census.

### 2.2.2 UNIT TYPE

According to the DOF, the housing stock of Brisbane in 2020 was made up of 58.1% single family detached homes, 11.5% single family attached homes, 11.1% multi-family homes with 2 to 4 units, 16.0% multi-family homes with 5 or more units, and 3.2% mobile homes. In Brisbane, the housing type that experienced the most growth between 2010 and 2020 was Detached Single-Family Home (Table 2-16).

**TABLE 2-16 HOUSING TYPE (1990-2021)**

	1990	2000	2014	2021
Detached Single-Family	904 (65.4%)	1,000 (55%)	1,117 (57%)	1,186 (58.1%)
Multi-Family and Attached Single-Family	394 (28.5%)	775 (43%)	766 (39%)	788 (38.6%)
Mobile Homes	63 (4.6%)	43 <sup>a</sup> (2%)	66 (3%)	66 (3.2%)
Other	21 (1.5%)	0 (0%)	0 (0%)	0 (0%)
<b>Total</b>	<b>1,382</b>	<b>1,818<sup>b</sup></b>	<b>1,949</b>	<b>2,040</b>

<sup>a</sup> According to 2001 property survey, there were actually 62.

<sup>b</sup> Data based on a sample; total is less than 1,831 units found in 100% count.

Source: 1990 & 2000 U.S. Census; California Department of Finance, 2014 & 2021.

Multi-family units make up 38.6% of the total housing stock. Of these, 374 are condominiums in the Northeast Ridge subarea. Of the remaining multi-family units, mostly located in the Central Brisbane subarea, over two-thirds are in complexes of nine or fewer units. Also included as multi-family units

are residential units in mixed-use buildings, which number approximately 50, mostly on the upper floors of commercial buildings along Visitation and San Bruno Avenues.

### 2.2.3 UNIT SIZE

The 2016-2020 ACS found that the most prevalent units contained 6 or more rooms, excluding bathrooms, halls, utility rooms, or unfinished space (Table 2-17). The median number of rooms per unit was 4.1 (down from 4.8 per the 2008-2012 ACS).

The average size of houses built from 2000 to 2008 in Central Brisbane, Brisbane Acres, and Southwest Bayshore subareas was 2,786 square feet, with a range of 1,287-4,255 square feet (excluding garages). The single-family residences built in the Northeast Ridge subarea since 2000 range from 1,413 to 3,440 gross square feet (excluding garages).

Unit sizes in the 3- to 5-unit buildings in the Northeast Ridge subarea averaged approximately 1,814 gross square feet, with a range of from 1,202 gross square feet (2 bedrooms) to 2,381 gross square feet (three bedrooms). The 12- to 13-unit buildings averaged approximately 1,373 gross square feet per unit, with a range of from 964 gross square feet (one bedroom) to 1,605 gross square feet (three bedrooms). The most recent data shows the average duplex unit contained 2,210 square feet and the average multi-family unit (not including those in the Northeast Ridge subarea) was 1,015 square feet.

**TABLE 2-17 HOUSING UNIT SIZE BY NUMBER OF ROOMS (1990-2020)**

	1990	2000	2012	2020
1 Room	66 (4.8%)	78 (4%)	86 (4.4%)	117 (5.6%)
2 Rooms	148 (10.7%)	168 (9%)	111 (5.7%)	231 (11.0%)
3 Rooms	225 (16.3%)	265 (15%)	228 (11.7%)	403 (19.2%)
4 Rooms	290 (21.0%)	468 (26%)	398 (20.4%)	464 (22.1%)
5 Rooms	273 (19.8%)	274 (15%)	548 (28.1%)	301 (14.3%)
6+ Rooms	380 (27.5%)	565 (31%)	580 (29.7%)	583 (27.8%)
<b>Total</b>	<b>1,382</b>	<b>1,818</b>	<b>1,951</b>	<b>2,099</b>

Source: 1990 & 2000 U.S. Census, 2008-2012 & 2016-2020 American Community Survey Table B25017.

### 2.2.4 TENANCY

According to the 2016-2020 ACS, 32.7% of the occupied units in Brisbane were rentals (Table 2-18), down from 35.8% in 2010, and the largest component of Brisbane's occupied rental housing stock consisted of complexes of 10 or more units (39.3%), with the next largest being detached single-family units (25.2%) followed by complexes of 3 to 4 units (13.6%).

**TABLE 2-18 TENANCY (1990-2020)**

	1990	2000	2010	2020
Owner-Occupied Units	784(60.3%)	1,081(66.7%)	1,169(64.2%)	1,372(67.3%)



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Renter-Occupied Units	516 (39.7%)	539 (33.3%)	652 (35.8%)	667(32.7%)
<b>Total Occupied Units</b>	<b>1,300 (100%)</b>	<b>1,620 (100%)</b>	<b>1,821 (100%)</b>	<b>2,039(100%)</b>

Source: 1990 & 2000 U.S. Censuses; 2016-2020 American Community Survey Table S2501.

2.2.5 VACANCY

Vacancy rate is a measure of the number of units available for occupancy, either specifically for rent or for sale. A minimum of 5% is considered an optimal vacancy rate for the San Francisco Bay Area. This would provide for normal turnover and would maintain an adequate choice of housing type, size and price range to fulfill a community’s needs and reduce concerns about overcrowding.

Throughout the Bay Area, vacancies make up just 2.6% of the total housing units, with homes listed for rent, units used for recreational or occasional use, and units not otherwise classified (other vacant) making up the majority of vacancies. The Census Bureau classifies a unit as vacant if no one is occupying it when census interviewers are conducting the ACS or Decennial Census. Vacant units classified as “for recreational or occasional use” are those that are held for short-term periods of use throughout the year. Accordingly, vacation rentals and short-term rentals like AirBnB are likely to fall in this category. The Census Bureau classifies units as “other vacant” if they are vacant due to foreclosure, personal/family reasons, legal proceedings, repairs/renovations, abandonment, preparation for being rented or sold, or vacant for an extended absence for reasons such as a work assignment, military duty, or incarceration. In a region with a thriving economy and housing market like the Bay Area, units being renovated/repared and prepared for rental or sale are likely to represent a large portion of the “other vacant” category. Additionally, the need for seismic retrofitting in older housing stock could also influence the proportion of “other vacant” units in some jurisdictions.

According to the DOF, Brisbane’s vacancy rate was 7.3% in 2021, while the 2020 U.S. Census found the rate to be 4.7%. Past U.S. Census vacancy rates for units available for occupancy, either for rent or for sale, in Brisbane were 5.8% in 2010, 11.5% in 2000 (including newly constructed units in the Northeast Ridge subarea), and 3.8% in 1990.

2.2.6 LENGTH OF OCCUPANCY

According to the 2016-2020 ACS, 2.2% of householders had moved into their unit in 2019 or later, 43.1% had moved in 2010 to 2018, 26.3% moved in 2000 to 2009, 12.2% moved in 1990 to 1999, and 16.2% moved in 1989 or earlier.

2.2.7 HOUSING VALUES AND COSTS

Home prices reflect a complex mix of supply and demand factors, including an area’s demographic profile, labor market, prevailing wages and job outlook, coupled with land and construction costs. In the Bay Area, the costs of housing have long been among the highest in the nation. The typical home value in Brisbane was estimated at \$1,076,910 by December of 2020, per data from Zillow. (According to the 2016-2020 ACS 5-Year Estimates, the median housing value for a home in 2020 was \$926,500.) The largest proportion of homes were valued between \$750k-\$1M (see Figures 22 and 23 of Appendix D). By comparison, the typical home value was \$1,418,330 in San Mateo County

and \$1,077,230 the Bay Area, with the largest share of units valued at \$1m-\$1.5m in the County and \$500k-\$750k for the region.

The region's home values have increased steadily since 2000, besides a decrease during the Great Recession. The rise in home prices has been especially steep since 2012, with the median home value in the Bay Area nearly doubling during this time. Since 2001, the typical home value has increased 168.0% in Brisbane from \$401,810 to \$1,076,910. This change is below the change in San Mateo County, and above the change for the region. The median sales price of homes in Brisbane has also increased sharply since 2012, up 118% to \$1.3 million (Table 2-19).

**TABLE 2-19 MEDIAN SINGLE-FAMILY HOME AND CONDOMINIUM SALES PRICES (2005-2022)**

Year	Single-Family Home Median Sales Price	Condo Median Sales Price
2005	\$690,500	\$660,000
2010	\$532,500	\$330,000
2012	\$597,500	\$417,322
2013*	\$720,000	\$508,000
2022	\$1,300,000**	

\* As of third quarter.

\*\* Median value of all homes and condos sold within the past 12 months; sales price shown is the average median sales price reported by Redfin, Realtor.com, Rocket Homes, & RealtyTrac (June 2022).

Source: San Mateo County Association of Realtors & MLS, Inc; Redfin, Realtor.com, Rocket Homes, & RealtyTrac.

According to the 2016-2020 ACS, median monthly housing costs were reported at \$3,217 (compared to \$3,516 in 2012 and \$1,734 in 2000) for owner occupants with a home mortgage and \$1,036 (compared to \$600 in 2012 and \$307 in 2000) for those without a mortgage.

Similar to home values, rents have also increased dramatically across the Bay Area in recent years. The median rent in the region has increased 54% since 2009. Many renters have been priced out, evicted or displaced, particularly communities of color. Residents finding themselves in one of these situations may have had to choose between commuting long distances to their jobs and schools or moving out of the region, and sometimes, out of the state.

In Brisbane, the 2016-2020 ACS found a median monthly rent of \$2,161 (compared to \$1,378 in 2012 and \$975 in 2000), with the largest proportion of rental units rented in the \$1500-\$2000 category, totaling 23.6%, followed by 22.6% of units renting in the \$1000-\$1500 category (see Figure 24 of Appendix D). Since 2009, the median rent has increased by 47.9% in Brisbane slightly more than the median rent in San Mateo County. Data from the Zillow website in April of 2022 put the average rental list price at \$3,188 (Table 2-20).

**TABLE 2-20 AVERAGE (ZILLOW) RENTS IN BRISBANE (2022)**

Unit Size	Rent	Survey Sample Size
Studio	N/A	0
One-Bedroom	\$2,313	2
Two-Bedroom	\$3,325	2



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Three-Bedroom	\$3,925	2
Four-Bedroom	N/A	0
<b>Average</b>	<b>\$3,188</b>	<b>6</b>

Source: Zillow Website, April 2022.

2.2.8 HOUSING AFFORDABILITY

Affordability, or the ability of households to pay for their housing, is a function of household income and the cost of housing.

One means of measuring household income is in comparison to the median household income, that amount below which are half of the households and above which are half of the households. HCD estimated the median income for a four-person household in San Mateo County in 2021 to be \$149,600. The median varies by household size (see Table 2-21), as reflected in the following examples:

- A single person making \$8,725/month or \$2,013/week or \$50.34/hour.
- A couple, each earning \$59,850/year or \$4,988/month or \$1,151/week or \$28.77/hour.
- A family with two children, one parent working full-full time and the other working half-time, each at \$47.95 an hour, for a combined monthly income of \$12,467.

Income levels to determine extremely low-, very-low-, low- and moderate-income limits in 2021 were also calculated for San Mateo County (Table 2-21).

TABLE 2-21 INCOME LIMITS FOR SAN MATEO COUNTY (2021)

Income Standard	Number of Persons in Household							
	1	2	3	4	5	6	7	8
Extremely Low	\$38,400	\$43,850	\$49,350	\$54,800	\$59,200	\$63,600	\$68,000	\$72,350
Very Low	\$63,950	\$73,100	\$82,250	\$91,350	\$98,700	\$106,000	\$113,300	\$120,600
Lower	\$102,450	\$117,100	\$131,750	\$146,250	\$158,100	\$169,800	\$181,500	\$193,200
Median	\$104,700	\$119,700	\$134,650	\$149,600	\$161,550	\$173,550	\$185,500	\$197,450
Moderate	\$125,650	\$143,600	\$161,550	\$179,500	\$193,850	\$208,200	\$222,600	\$236,950

Source: California Department of Housing and Community Development.

The standard for affordability in housing is cost no more than 30% of a household’s income. Table 2-22 shows affordability for home ownership for one-person and four-person households under typical conditions for 2021. The assumptions used in the table for home ownership were: (1) 2.65% 30-year mortgage; (2) 50% of yearly salary as a down payment; (3), 1.25% of home value for property tax; (4) home insurance equals 28% of annual property tax; (5) PMI equals 11.5% of home insurance and (6) 30% of gross income for principal, interest, taxes and insurance.

TABLE 2-22 HOME OWNERSHIP AFFORDABILITY BRISBANE (2021)

Household Size	Income Level	Annual Income	Maximum Affordable House Price	Affordability Gap for Single-Family Home*
One Person	Extremely Low	\$38,400	\$155,400	-\$1,144,600
	Very Low	\$63,950	\$258,900	-\$1,041,100
	Low	\$102,450	\$414,700	-\$885,300
	Median	\$104,700	\$424,500	-\$875,500
	Moderate	\$126,650	\$512,600	-\$787,400
Four Persons	Extremely Low	\$54,800	\$221,800	-\$1,078,200
	Very Low	\$91,350	\$369,800	-\$930,200
	Low	\$146,350	\$592,400	-\$707,600
	Median	\$149,600	\$605,600	-\$694,400
	Moderate	\$179,500	\$726,600	-\$573,400

\*For median-priced single-family home at \$1,300,000 (Table 2-19).

Source: Google Mortgage Loan Calculator (2022).

Table 2-22 illustrates a critical point: With the median sales price for a home in Brisbane at \$1,300,000 in 2022, market-rate prices were far above what extremely low-, very-low-, low-, and moderate-income households could afford.

Using 30% of gross income to establish maximum affordable rent based upon HUD's standard for the Section 8 program, Table 2-23 illustrates affordability for rental units at various income levels for one-person and four-person households based upon HCD 2021 figures. The table indicates the maximum affordable rent payment by income category and unit size. It assumes that the maximum affordable rent is based on 30% of monthly income with all utilities paid by the landlord. It also assumes that one-bedroom units would be for 2-person households, and 3-bedroom units for 4-person households.

**TABLE 2-23 RENTAL HOUSING AFFORDABILITY BRISBANE (2021)**

Household Size	Income Level	Annual Income	Maximum Affordable Monthly Rent	Affordability Gap*
Two Persons	Extremely Low	\$43,850	\$1,027	-\$1,027
	Very Low	\$73,100	\$1,713	-\$600
	Low	\$117,100	\$2,741	+\$428
	Median	\$119,700	\$3,426	+\$1,113
	Moderate	\$143,600	NA	NA
Four Persons	Extremely Low	\$54,800	\$1,425	-\$2,500
	Very Low	\$91,350	\$2,375	-\$1,550
	Low	\$146,350	\$3,801	-\$124
	Median	\$149,600	\$4,750	+\$825
	Moderate	\$179,500	NA	NA



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\*For one-bedroom unit at the average rent of \$2,313 for two-person household, and for three-bedroom unit at the average rent of \$3,925 for four-person household (Table 2-20).

Source: California Department of Housing and Community Development.

Based upon the survey of available Zillow data (Table 2-20), rental units in Brisbane appear to be unaffordable to very-low- and extremely low-income households, as indicated by the “affordability gap” column in Table 2-23.

A 2021 survey by mail of the owners of the 37 ADUs that have been built in Brisbane, with a response rate of over 30%, found that four of the respondents charged no rent (Table 2-24), considered affordable to extremely low-income households, while four ADU owners charged rent affordable to low-income households. Extrapolating these response rates over the City's ADU inventory, it is reasonable to conclude that the majority of the City's ADUs are at least affordable to low-income households.

The results of the City's survey are supported by the report “Affordability of Accessory Dwelling Units” by ABAG Housing Technical Assistance Team (2021), which found that up 6% of the market rate ADUs on the Peninsula were affordable to very-low-income households, 31% were affordable to low-income households, and 48% were affordable to moderate-income households. The percentage of ADUs available to very-low-, low-, and moderate-income households increased to 24%, 39%, and 23%, respectively, when combining discounted ADUs—rented at a discount or without rent—and

**TABLE 2-24 ACCESSORY DWELLING RENT SURVEY RESULTS BRISBANE (2021)**

ADU Size	Response	Affordability
Studio	No rent charged	Extremely Low-Income
	No rent charged	Extremely Low-Income
	Unit was vacant	N/A
	\$2,000 per month	Low-Income
	\$2,250 per month	Low-Income
	\$2,600 per month	Moderate-Income
	No rent charged	Extremely Low-Income
1-Bedroom	No rent charged	Extremely Low-Income
	No rent charged	Very-Low-Income
	Unit was vacant	N/A
	Unit was vacant	N/A
	\$2,700 per month	Low-Income

Source: City of Brisbane Annual Rent Survey, 2021.

market rate ADUs. The average monthly rent for market rate ADUs in the report was between \$1,201-2,200 (56%).

### 2.2.8.1 Housing Affordability by Occupation Types

Table 2-25 shows affordability for home ownership and rental for various occupations under typical conditions for 2019. This table is useful in illustrating the conditions under which typical residents would or would not be able to afford to buy or rent a home at the median advertised price in Brisbane. The ability of a household to purchase a median-priced single-family home or condominium is shown in Table 2-25 based upon the income limits set by HCD (Table 2-21), the assumptions used for Table 2-22 and the median home prices in Table 2-19. Affordable rent is determined similarly, using the average rents in Table 2-20.

**TABLE 2-25 HOME AFFORDABILITY BY OCCUPATION (2019)**

Occupation	Annual Mean Salary	Affordable Purchase Price	Affordable Rent
Cook*	\$40,466	\$163,700	\$1,012
Retail Salesperson	\$41,150	\$166,500	\$1,029
Elementary School Teacher	\$86,920	\$351,600	\$2,173
Median Income for 1-Person Household	\$104,700	\$424,500	\$2,618
Police Officer	\$118,450	\$479,100	\$2,961
Registered Nurse	\$151,640	\$613,200	\$3,791

\*Cooks includes fast food, institution and cafeteria, restaurant, short order, and all other cooks.

Source: US Bureau of Labor Statistics for the San Francisco-Oakland-Hayward Metropolitan Area, 2019.



2. COMMUNITY CHARACTERISTICS AND HOUSING NEEDS

Of the occupations listed above, even a couple consisting of police officers and/or registered nurses (with a combined annual salary of \$236,900 - \$303,280) still could not have been able to afford to purchase the median-sales-priced single-family home in Brisbane (Table 2-19). A one-bedroom apartment would have been just out of reach for a pair of retail salespersons and/or cooks (Table 2-20).

Another indicator of affordability is the percentage of households overpaying for housing. Generally, households are considered to be overpaying for housing when the cost burden exceeds 30% of their income. The cost burden for renters includes the rent paid by the tenant plus utilities. For homeowners, the cost burden includes mortgage payments, taxes, insurance and utilities. According to the 2016-2020 ACS, the number and percentage of households overpaying for housing have decreased since 2012 (Table 2-26). An estimated 36% of the homeowner households and 45% of the renter households were paying at least 30% of their income on housing. Overpaying at the lower income levels for renters, for whom a higher proportion of total income being spent for housing means less discretionary funds available for other necessities, as well as at higher income levels for owners who may have overextended themselves on their mortgages is shown in Table 2-33.

**TABLE 2-26 OVERPAYING HOUSEHOLDS (1990-2020)**

	1990	2000	2012 <sup>a</sup>	2020 <sup>a</sup>
Overpaying Owner Households	184/784 (27%)	337/1,081 (31%)	575/1,186 (48%)	493/1,372 (36%)
Overpaying Rental Households	193/516 (37%)	236/539 (44%) <sup>b</sup>	375/697 (54%)	298/667 (45%)
Overpaying Households	377/1,300 (32%)	573/1,620 (35%) <sup>b</sup>	950/1,883 (50%)	791/2,039 (39%)

<sup>a</sup> Based upon gross rent for rental households and elected monthly owner costs for owner households.

<sup>b</sup> Rent as a percentage of household income was not calculated for 19 renter households.

Source: 1990 & 2000 U.S. Census; 2008-2012 & 2016-2020 American Community Survey Tables B25070 & B25091.

**TABLE 2-27 OVERPAYING HOUSEHOLDS BY INCOME (2020)**

Annual Income	Overpaying Owner Households	Overpaying Rental Households	Overpaying Households
Less than \$35,000	6.1% of all owner households	9.7% of all renter households	7.3% of all households
\$35,000-\$74,999	11.6% of all owner households	24.1% of all renter households	15.7% of all households
\$75,000+	18.2% of all owner households	10.8% of all renter households	15.8% of all households

Source: 2016-2020 American Community Survey Table B25106.

Another potential indicator of housing affordability is the foreclosure rate. While data specifically available for Brisbane is limited, a CoreLogic Homeowner Equity Insights report found that through the fourth quarter of 2021 residential properties with negative equity, or, owing more than their homes were worth, has been declining in Brisbane compared to rates in the mid-2000s. Furthermore, the report found the San Francisco-Redwood City-South San Francisco core based statistical area only accounts for 0.6% of the negative equity share of all mortgages nationwide. In Brisbane, there were three properties in some stage of foreclosure, according to RealtyTrac.com in April 2022. Given the 979 housing units with mortgages in the city (2016-2020 ACS), this would represent a foreclosure rate of approximately 0.3%.

### 2.2.9 ASSISTED HOUSING AT RISK

Assisted housing developments are multi-family rental housing units subject to government assistance under specific federal, state and/or local programs (including HUD Section 8 lower-income rental assistance project-based programs, federal Community Development Block Grant Programs, local in-lieu fees, local inclusionary housing programs, local density bonus units and directly assisted units) and are subject to recorded affordability covenants legally restricting their occupancy (whether rental or for-sale) at below market rate rental or sales prices. Such covenants generally have an expiration date after which the units may be rented at market-rate prices, typically several decades following their recordation (e.g., the City of Brisbane requires a minimum affordability period of 55 years). Such developments are considered “at risk” and high priority for preservation when recorded affordability covenants will expire within the next 10 years during a Housing Element cycle. As part of the Housing Element, these units must be inventoried; the total costs of preserving the assisted units at risk or producing new rental housing that is comparable in size and rent levels to replace the units must be analyzed; public and private nonprofit corporations that could acquire and manage the housing developments must be identified; and the use of all federal, state and local financing and subsidy programs to preserve the assisted housing units for lower-income households must be considered.

In the 2023-2031 Housing Element planning period, the Visitacion Garden senior apartments (14 low-income units) are considered at risk of conversion, with affordability restrictions expiring in 2028. The Visitacion Garden Apartments senior housing complex was developed on land purchased by the City with Redevelopment Low- and Moderate-Income Housing Fund monies and was built by and leased to the non-profit Bridge Housing Corporation through loans from the net proceeds of Redevelopment Agency tax allocation bonds and from the San Mateo County HOME Program. The lease and loan agreements, executed in 1998, have 30-year terms. The City will renew the ground lease with Bridge prior to the expiration period (see Chapter V, Program 3.A.2) ensuring that the affordability restrictions are maintained, and that Bridge will continue to provide high quality management services. Although there are 89 households in Brisbane holding federal rental assistance (Section 8 Housing Choice) vouchers through the San Mateo County Housing Authority, which contracts with landlords to receive direct subsidy payments, there are no Section 8 project-based properties under contract.

Brisbane Municipal Code Chapter 17.31, adopted via Ordinance No. 537 in 2009, requires that rental multi-family residential developments of six or more units include a specified number of units that are to remain affordable to low- and very-low-income households for a minimum term of 55 years. This ordinance has been limited in its application due to the relatively small size of residential projects typically constructed in the city but did result in the provision of two affordable units in a 16-unit senior rental development that received planning entitlements in 2020 at 36-50 San Bruno Avenue. Prior to adoption of the City’s inclusionary housing requirements, developers of two multi-family condominium projects agreed to include units affordable to low- and moderate-income households. Specifically, of the 30 units to be built at 3750-3780 Bayshore Boulevard, two units are to be allocated for low-income households and three units allocated for moderate-income households for not less than 45 years. Of the 15 units built at 1 San Bruno Avenue, one lower-income affordable unit and one moderate-income affordable unit were provided in perpetuity.



Units that have been purchased by low and moderate-income households through the City’s first-time homebuyer, inclusionary housing, or other homeownership assistance programs are not specifically required to be included in the analysis of “at risk” assisted multi-family rental housing under Housing Element law. The inventory of such units is provided below.

**TABLE 2-28 INVENTORY OF HOUSING UNITS IN BRISBANE WITH AFFORDABILITY RESTRICTIONS**

Situs Address	Units	Program	Income Category	Affordability Restriction Term
1 San Bruno Avenue, Unit B	1	Inclusionary	Moderate	2065
1 San Bruno Avenue, Unit F	1	Inclusionary	Low	2055
343 Mariposa Street*	1	First Time Home Buyer	Moderate	2055
313 Swallowtail Court*	1	First Time Home Buyer	Moderate	2050
15 Glen Park Way*	1	Habitat for Humanity/Successor Agency	Very Low	2052
720 San Bruno Avenue*	1	Habitat for Humanity/Successor Agency	Low	2052
2 Visitacion Avenue	14	Successor Agency	Low	2028

\* Denotes second mortgage loan provided by City of Brisbane via former Redevelopment Agency.  
Source: City of Brisbane.

### 2.2.10 HOUSING QUALITY

The age of housing, structural stability, and the presence or absence of complete kitchen or plumbing facilities are indicative of the physical quality of the housing stock.

Approximately 63% of Brisbane’s housing stock was 30 years old or older in 2020, while approximately 4% was less than 11 years old (built in 2010 or later) based upon the 2016-2020 ACS and Figure 20 of Appendix D.

The 2016-2020 ACS found no units lacked complete plumbing facilities, down from the 11 found in the 2008-2012 American Community. No units were found lacking complete kitchen facilities in 2020; not since 1980 when 38 units were found to be without complete kitchen facilities has the either the US Census or ACS identified a housing unit without a complete kitchen facility in Brisbane.

The 2021 City field survey of Brisbane’s housing stock found three residential buildings (less than 1% of the total surveyed) with identifiable structural deficiencies but no structures sufficiently deteriorated to warrant replacement (see Table 2-29). Though a smaller sample size, the results are comparable to the last survey conducted in 2014.

**TABLE 2-29 HOUSING CONDITIONS BASED UPON EXTERIOR APPEARANCE (1990-2021)**

Structural Condition	1990	2001	2009	2014	2021
In Need of Replacement	3 (<1%)	4 (<1%)	8 (<1%)	2 (<1%)	0 (0%)
Some Structural Deficiencies	35 (3%)	20 (2%)	8 (<1%)	7 (<1%)	3 (<1%)
Minor Structural Deficiencies	31 (2%)	28 (3%)	39 (4%)	20 (1%)	4 (<1%)
Structurally Sound	1,306 (95%)	997 (95%)	1,046 (95%)	1,920 (98.5%)	502 (98.6%)
<b>Total Number of Structures in Survey</b>	<b>1,375</b>	<b>1,049</b>	<b>1,101</b>	<b>1,949</b>	<b>509</b>

Source: 1990, 2001, 2009, 2014, & 2021 City field surveys.

### 2.3 HOUSING NEEDS ASSESSMENT

As shown in the preceding sections of this chapter, the availability of housing continues to be a significant need across the income categories and types. In addition to the discussion of special housing needs populations, such as elderly, persons with disabilities, large households, female-headed households, farmworkers and persons experiencing homelessness, provided within this section, Appendix D is a copy of Brisbane’s Housing Needs Data Report from the ABAG and the Metropolitan Transportation Commission (MTC) and contains supplemental data, information, and analysis on this topic. Appendix A provides a detailed discussion of the cumulative effectiveness of 2015-2022 Housing Element goals, policies and programs in meeting the housing needs of special populations.

Along with addressing the housing needs for special needs populations detailed above, state Housing Element law requires that a local jurisdiction accommodate its share of the region’s projected housing needs for the planning period. This share is called the RHNA and is provided for each jurisdiction and is specific to economic segments of the community. Compliance with this requirement is measured by the jurisdiction’s ability to identify adequate sites to accommodate the RHNA. The Association of Bay Area Governments (ABAG) is the Bay Area’s regional planning agency and is responsible for allocating the RHNA to individual jurisdictions within the region.

Brisbane’s RHNA for this sixth cycle Housing Element update is 1,588 housing units and is allocated by income category as a percentage of area mean income (AMI) as shown in Table 2-30, along with the current capacity and Brisbane’s current shortfall.

**TABLE 2-30 BRISBANE’S REGIONAL HOUSING NEEDS ALLOCATION AND SHORTFALL (2023-2031)**

	Very-Low -Income	Low-Income	Moderate-Income	Above Moderate-Income	Total
Percentage of Area Mean Income (AMI)	<50%	51-80%	81-120%	>120%	-
2023-2031 RHNA (Cycle 6)	317	183	303	785	1,588
Currently Zoned Capacity	172	103	16	135	426
Housing Shortfall, prior to 6th Cycle Rezoning	145	80	287	650	1,162

Source: Association of Bay Area Governments’ RHNA Plan (2021), Housing Resources Sites Inventory (Appendix B).

Additionally, Government Code Section 65583(a)(1) calls for projection of housing needs for extremely low-income households, that is zero to 30 percent of the AMI, either by evaluation of census data or assuming that a subset of 50 percent of the very-low-income households would qualify as extremely low-income, as defined in subdivision (b) of Section 50105 and Section 50106 of the Health and Safety Code. Based on the assumption of 50 percent of the very-low-income category, the extremely low-income housing need for 2023 to 2031 totals 159 of the 317 very-low-income units.

Chapter 3, Resources and Opportunities, provides details on sites that are currently zoned for housing. While Brisbane has zoned sites in addition to that shown as “Currently Zoned Capacity” in the table above, the capacity shown only reflects that realistic capacity that the City is claiming towards meeting the RHNA, as further described in Chapter 3. Therefore, some sites were excluded



from these totals due to constraints such as access to utilities and steep slopes that make them unrealistic for development in this cycle. As shown, Brisbane currently falls short of zoning to meet the RHNA and so a program is included in Chapter 5, Housing Plan, to meet and exceed the need.

Note also that new requirements to Affirmatively Further Fair Housing (AFFH; AB 686) dictate that the City avoid, to the extent possible, the location of potential affordable housing in the inventory in a manner that would exacerbate existing concentrations of poverty, as well as contribute to increasing the number of lower income households in lower-income neighborhoods. The City must also consider locating housing away from environmental constraints such as sea level rise, and near areas of higher or highest opportunities, including quality schools, parks, and educational opportunities. The City's assessment of fair housing required per Government Code Section 65583, subd. (c)(10)(A) is provided in Appendix C.

For further details on Brisbane's housing needs, see the "Housing Needs Data Report: Brisbane," by ABAG/MTC Staff and Baird + Driskell Community Planning, dated April 2, 2021 (Appendix D).

### 2.3.1 HOUSING PROBLEMS

The Comprehensive Housing Affordability Strategy (CHAS) developed by the Census Bureau for HUD provides detailed information on housing needs by income level for different types of households in Brisbane. Detailed CHAS data based on the 2015-2019 ACS is displayed in Table 2-31. Housing problems considered by CHAS include:

- Units with physical defects (lacking complete kitchen or bathroom);
- Overcrowded conditions (housing units with more than one person per room);
- Housing cost burden, including utilities, exceeding 30 percent of gross income; or
- Severe housing cost burden, including utilities, exceeding 50 percent of gross income.

Many lower- and moderate-income households cope with housing cost issues either by assuming a cost burden, or by occupying a smaller than needed or substandard unit. Specifically, according to HUD, 77 percent of the City's extremely low-income households and 58 percent of very low-income households were experiencing one or more housing problems (e.g., cost burden, overcrowding, or substandard housing condition) between 2015 and 2019. The types of housing problems experienced by Brisbane households vary according to household income, type, and tenure (see Table 2-31). Some examples include:

- In general, renter households had a higher level of housing problems (73 percent) than owner-households (37 percent).
- Households with a family member with a disability had the highest level of housing problems regardless of income level (87 percent).
- Approximately 100 percent of very low-income households (households earning between 31 and 50 percent of the AMI) had housing problems.
- All extremely low-income elderly renters and extremely low-income small family renters and homeowners spent more than 50 percent of their income on housing.
- Approximately 90 percent of low-income renters and homeowners spent more than 50 percent of their income on housing.

The City is committed to addressing housing problems and Chapter 3 identifies a number of regulatory and financial resources aimed to improve the City's housing issues. In Chapter 5, Housing Plan, Programs such as 2.A.1, 2.A.2, 2.A.4, 2.A.5, 2.A.8, 2.A.9, 2.B.1, 2.B.4, 2.B.6, 2.C.1, 2.D.2, 2.E.2, 2.E.3, 2.E.5, 2.E.6, 2.F.4, 2.F.7. Additionally, programs 4.A.1, 4.A.11, 4.B.1, 4.B.2, 4.C.1, and 4.C.2 are intended to both facilitate more housing production within Brisbane as well as provide for a variety of affordability and housing types and special housing needs groups.

**TABLE 2-31 BRISBANE'S HOUSING ASSISTANCE NEEDS OF LOWER INCOME HOUSEHOLDS (2015-2019)**

Note: Data presented in this table are based on special tabulations from the American Community Survey (ACS) data. Due to the small sample size, the margins of errors can be significant. Interpretations of these data should focus on the proportion of households in need of assistance rather than on precise numbers.

\* Cost burden not calculated for households with a disability, but HUD identifies housing cost burden as a "housing problem"

Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2015-2019.

Households by income, Type, & Housing Problem	Renters					Owners					Total Households
	Elderly	Small Families	Large Families	Disability	Total Renters	Elderly	Small Families	Large Families	Disability	Total Owners	
<b>Extremely low Income</b>	<b>100</b>	<b>15</b>	<b>0</b>	<b>25</b>	<b>120</b>	<b>65</b>	<b>25</b>	<b>0</b>	<b>50</b>	<b>185</b>	<b>305</b>
Any Housing Problem	100%	100%	-	100%	96%	85%	100%	-	30%	65%	77%
Cost Burden 30% - 50%	0%	0%	-	*	0%	23%	0%	-	*	19%	11%
Cost Burden > 50%	100%	100%	-	*	96%	23%	100%	-	*	32%	57%
<b>Very low Income</b>	<b>25</b>	<b>40</b>	<b>0</b>	<b>25</b>	<b>115</b>	<b>10</b>	<b>0</b>	<b>30</b>	<b>90</b>	<b>40</b>	<b>155</b>
Any Housing Problem	100%	100%	-	100%	100%	100%	-	100%	100%	100%	100%
Cost Burden 30% - 50%	100%	63%	-	*	78%	0%	-	0%	*	0%	58%
Cost Burden > 50%	0%	0%	-	*	87%	100%	-	100%	*	100%	90%
<b>Low Income</b>	<b>65</b>	<b>0</b>	<b>0</b>	<b>10</b>	<b>65</b>	<b>140</b>	<b>160</b>	<b>10</b>	<b>105</b>	<b>335</b>	<b>400</b>
Any Housing Problem	0%	-	-	0%	31%	50%	31%	100%	19%	39%	38%
Cost Burden 30% - 50%	0%	-	-	*	0%	14%	22%	100%	*	19%	16%
Cost Burden > 50%	0%	-	-	*	31%	36%	13%	0%	*	21%	23%
<b>Moderate &amp; Above Income</b>	<b>70</b>	<b>25</b>	<b>35</b>	<b>15</b>	<b>175</b>	<b>145</b>	<b>570</b>	<b>55</b>	<b>100</b>	<b>855</b>	<b>1030</b>
Any Housing Problem	86%	0%	100%	100%	54%	0%	34%	27%	10%	27%	32%
Cost Burden 30% - 50%	86%	0%	0%	*	34%	0%	12%	0%	*	11%	15%
Cost Burden > 50%	0%	0%	0%	*	0%	0%	11%	0%	*	8%	7%
<b>Total Households</b>	<b>260</b>	<b>80</b>	<b>35</b>	<b>75</b>	<b>475</b>	<b>360</b>	<b>755</b>	<b>95</b>	<b>345</b>	<b>1420</b>	<b>1890</b>
Any Housing Problem	33%	51%	1%	87%	73%	38%	36%	58%	39%	37%	46%
Cost Burden > 30%	23%	0%	0%	*	21%	10%	14%	11%	*	13%	15%
Cost Burden > 50%	38%	19%	0%	*	31%	21%	15%	32%	*	17%	21%





**2.3.2 SENIORS**

With approximately 17 percent of the population (Table 2-5) and the number and percentage of households containing persons 65 years or older increasing (Table 2-6), Brisbane has a growing need for housing suitable for the elderly. It is critical that individuals have access to housing that suits their needs during each stage of their lives and as people age, they often find themselves facing new or additional housing challenges. Senior households often have special housing needs related to physical disabilities/limitations, fixed incomes, and healthcare costs.

According to the 2017-2021 ACS, five percent of the population, for who poverty status is determined and aged 65 years and older, is below the poverty level while approximately 225 senior households (55%) are lower income (Table 2-32). Furthermore, elderly households make up the largest group of renters in Brisbane (Table 2-31).

While there are no licensed residential care facilities for seniors within Brisbane, the Visitation Gardens Apartments offer 14 one- and two- bedroom apartments for low- and moderate-income seniors. As noted in Section 3.2.1 of Chapter 3, the City has programs addressing senior and other assisted housing, including potentially extending timeframes on affordability covenants from 45 to 99 years. Additional resources, such as density bonuses, subsidized housing, partnerships with affordable housing developers and non-profit organizations, Brisbane Housing Authority’s Low- and Moderate-Income Housing Fund, and rehabilitation and repair programs are also detailed in Chapter 3.

The City will support the development of affordable housing facilities suitable for seniors. (Programs 1.A.3 2.B.1,, 2.B.2, and 3.A.2.)

**TABLE 2-32 BRISBANE’S HOUSEHOLDERS BY TENURE AND AGE**

Income Level	Elderly Owner Households	Elderly Renter Households	Total Households
Below 30% area median income	55 (21%)	15 (10%)	70 (17%)
31% to 50% area median income	40 (15%)	55 (38%)	95 (23%)
51% to 80% area median income	40 (15%)	20 (14%)	60 (15%)
81% to 120% area median income	40 (15%)	15 (10%)	55 (13%)
Above 120% area median income	90 (34%)	40 (28%)	130 (32%)
TOTAL	265 (100%)	145 (100%)	410 (100%)

Notes: For the purposes of this graph, senior households are those with a householder who is aged 62 or older. Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located.  
 Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

**2.3.3 PERSONS WITH DISABILITIES, INCLUDING DEVELOPMENTAL DISABILITIES**

The 2016-2020 ACS estimates that 9 percent of Brisbane’s total population has a disability. Per HUD’s 2015-2019 CHAS, the number of households with a family member with a disability is approximately 420 or 22% (Table 2-32). Figure 39 of Appendix D illustrates the proportion of Brisbane’s population (18 years and older) with a disability by type while section 2.1.9 summarizes

the results. Community-based services are provided by the California Department of Developmental Services (DDS), with approximately 329,002 persons with developmental disabilities and their families (as of 2020) through a statewide system of 21 regional centers, 4 developmental centers, and 2 community-based facilities. The Golden Gate Regional Center serves Marin, San Francisco, and San Mateo Counties.

Many developmentally disabled persons can live and work independently in a conventional housing environment. More severely disabled individuals require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood (according to Section 4512 of the Welfare and Institutions Code), the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

A variety of housing types are appropriate for people living with a developmental disability: rent-subsidized housing with services that is accessible and close to transit and community resources, tax credit-financed special-needs housing, licensed and unlicensed modified single-family homes (typically three to five bedrooms), inclusionary units within larger developments, Section 8 vouchers, homeownership through financial assistance programs, and housing specially modified for the medically fragile (Senate Bill 962 homes). Affordability is a particular concern, as many individuals with a mental, physical, and developmental disabilities need affordable, conveniently located housing, but live on a small, fixed incomes that limit their ability to pay for housing. Table 2-31 indicates that nearly 90 percent of rental households with a family member with a disability had the highest level of housing problems, which includes a housing cost burden, regardless of income level.

The City is committed to facilitating development of housing appropriate for persons with developmental disabilities. As noted in Section 3.2.1 of Chapter 3, convalescent homes, a form of housing for persons with disabilities, is conditionally permitted in the SCRO-1 District and rezoning will be completed to allow convalescent homes as a permitted use (see Program 2.B.2), and the City will identify sites suitable for housing persons with disabilities (or other special needs) on an ongoing basis (see Program 2.B.1). Additional resources, such as subsidized housing, partnerships with affordable housing developers and non-profit organizations, Brisbane Housing Authority's Low- and Moderate-Income Housing Fund, and rehabilitation and repair programs detailed in Chapter 3, will assist persons with developmental disabilities living in Brisbane. Additional discussion and analysis of group care homes is provided in Chapter 4, Section 4.1.5.

### 2.3.4 LARGE HOUSEHOLDS

Large households, defined by the US Census as households containing five or more persons (related or unrelated), are identified as a special-needs population because they may have difficulty locating adequately sized affordable housing. Due to the limited supply of sufficiently sized units to accommodate larger households, large families often face significant difficulty in locating sized, affordable housing. Approximately 59 percent of all large family households experienced at least one housing problem, while 43 percent were cost burdened (HUD's 2015-2019 CHAS, Table 2-31).

The average household size in Brisbane is relatively small at 2.27, Table 2-3, and has been relatively stable since 1990, while the average number of rooms in Brisbane, according to the 2017-2021 ACS,



is 4.2. Furthermore, housing units with 3-4 bedrooms account for approximately 41 percent of all housing units within the City, the largest group (Figure 35 of Appendix D), while households with five or more persons account for approximately six percent of all households (Table 2-3).

While there appears to be a suitable stock of appropriately sized housing units, affordability remains an issue as noted in Section 2.2.8. The City will work to create greater opportunities for larger households by encouraging developers to provide larger unit sizes (Program 2.C.1). Additional resources, such as subsidized housing, partnerships with affordable housing developers and non-profit organizations, Brisbane Housing Authority’s Low- and Moderate-Income Housing Fund, and rehabilitation and repair programs detailed in Chapter 3, will further assist large households in the City.

### 2.3.5 FEMALE HEADED HOUSEHOLDS

Female-headed households are considered a special-needs group because of the comparatively low rates of homeownership, lower income levels, and disproportionately high poverty rate experienced by this group. Higher living expenses and limited resources available for adequate childcare or job training services, often making the search for affordable and safe housing even more difficult, particularly for female-headed households with children that may face housing discrimination.

The number of single-parent households in Brisbane has decreased significantly (Table 2-4). In 2010, there were 86 female-headed households with children under the age of 18 years and that number decreased to 66 female-headed households with children under 18 years in 2021. However, as shown in Table 2-33, approximately 46 percent of all female-headed households with children were living below the poverty line. This group would benefit from City efforts to increase the supply of affordable family housing

**TABLE 2-33 BRISBANE’S FEMALE-HEADED HOUSEHOLDS BY POVERTY STATUS, 2021**

	Above Poverty Level		Below Poverty Level		Totals
	Number	Percent	Number	Percent	
Female-Headed Households	213	73%	80	27%	293
with Children	79	54%	66	46%	145
with No Children	134	91%	14	9%	148
<b>Total Family Households</b>	<b>1,092</b>	<b>93%</b>	<b>80</b>	<b>7%</b>	<b>1,172</b>

Source: 2017-2021 American Community Survey Table B17012.

Program 2.C.1 illustrates the City’s commitment to create greater opportunities for female-headed households by encouraging developers to provide larger unit sizes. Chapter 3 also details additional resources, such as subsidized housing, partnerships with affordable housing developers and non-profit organizations, Brisbane Housing Authority’s Low- and Moderate-Income Housing Fund, and rehabilitation and repair programs that will also assist female-headed households.

### 2.3.6 FARMWORKERS AND EMPLOYEE HOUSING

According to the 2016-2020 ACS, no Brisbane residents work in the agriculture or natural resources industries. Thus, Brisbane does not need special housing for agricultural workers. Figure 44 of Appendix D highlights the overall decline of hired farmworkers in San Mateo County per Department of Agriculture (USDA) Agricultural Census estimates. Though declining, increasing the supply of housing affordable to lower income households could potentially benefit farmworkers. Therefore, the City is committed to increasing the supply of affordable housing for extremely low-, very low-, and low-income households as detailed in Section 3.2.1 of Chapter 3.

While the City does not have record of existing employee housing, the City's zoning regulations define employee housing of (6) six or fewer persons as the same as a single-family dwelling and so they are treated the same in the respective districts, pursuant to Health and Safety Code, §17021.5. See further discussion in the Resources Chapter, Section 3.2.1.8.

### 2.3.7 HOMELESS INDIVIDUALS

Homelessness in California is a continuing and growing crisis. Individuals and families experiencing homelessness are without permanent housing largely due to a lack of affordable housing. Homelessness is often compounded by a lack of job training and supportive services to treat mental illness, substance abuse, or domestic violence. Persons or families who are homeless or at risk of becoming homeless are often unable to reach their full potential at home, at work, at school, or in the community. Homelessness is a symptom of a wide range of challenges and the high cost of housing in San Mateo County increases cases of homelessness while also presenting a barrier to its prevention.

As indicated in Section 2.1.6, the number of people experiencing homelessness in San Mateo increased by 21% from 2017 to 2019 but remains less than the homeless individuals counted in 2011 and 2013 according to the San Mateo County One Day Homeless Count and Survey. The 2019 One Day Homeless Count also found 0.44% of the San Mateo County's homeless population was experiencing unsheltered homelessness in Brisbane.

Housing appropriate to meet the needs of homeless individuals may take a number of different forms, such as emergency shelters, transitional housing, and supportive housing. Another potential type of housing for homeless individuals and single extremely- to very-low-income individuals are supportive housing single-room occupancy units. Table 2-34 shows homeless housing resources in San Mateo County. Approximately 53 percent of all beds are for adult only, including most permanent supportive housing beds, while another 47 percent are available for families. Within these beds, 426 emergency shelter beds and permanent supportive housing beds are available to veterans and another 43 are available to youths.



**TABLE 2-34 HOMELESS HOUSING RESOURCES IN SAN MATEO COUNTY, 2021**

	Family Units	Family Beds	Adults-Only Beds	Total Year-Round Beds	Seasonal	Overflow/Voucher
Emergency Shelter	49	183	339	526	3	104
Transitional Housing	39	160	13	173	-	-
Permanent Supportive Housing*	43	138	859	997	-	-
Rapid Re-Housing	90	329	58	387	-	-
Other Permanent Housing**	101	351	52	403	-	-
<b>Total Beds</b>	<b>322</b>	<b>1,161</b>	<b>1,321</b>	<b>2,486</b>	<b>3</b>	<b>104</b>

\*HUD’s point-in-time count does not include persons or beds in Permanent Supportive Housing as currently homeless.

\*\*Other Permanent Housing (OPH) - consists of PH - Housing with Services (no disability required for entry) and PH - Housing Only, as identified in the 2020 HMIS Data Standards.

Source: San Mateo County Continuum of Care Report, HUD, 2021.

Characteristics of the San Mateo County Population Experiencing Homelessness are provided in Figure 43 of Appendix D and show that many of those experiencing homelessness are dealing with mental illness, substance abuse and domestic violence which are potentially life threatening and require additional assistance. In San Mateo County, 305 homeless individuals reported being challenged by severe mental illness and of those, approximately 62 percent are unsheltered, further adding to the challenge.

Per 2015-2022 Housing Element Program H.B.3.h, the City of Brisbane cooperated with the County of San Mateo in developing programs to provide shelter and services for the homeless. For example, the City contributes each year from its housing fund to HIP (Human Investment Project) Housing’s transitional housing program for the homeless and extremely low-income households. Program 4.A.9 continues this funding and cooperation. Program 2.B.3 continues collaboration with the County of San Mateo in developing programs to provide regional shelter and services to the homeless by participating in the San Mateo County Continuum of Care and other regional efforts to provide homeless shelters, transitional and supportive housing for homeless households coordinated by the County.

The SCRO-1 Southwest Bayshore Commercial District allows emergency shelters as a permitted use (BMC Section 17.16.020 and Section 17.16.040.J). This district is particularly appropriate, because Bayshore Boulevard is a transit corridor providing access to job centers and community services to the north and south. Program 2.B.4 will increase the permitted by-right limit for emergency shelters in the SCRO-1 district to 30-beds, as detailed in Section 3.2.1.7 of Chapter 3, and program 2.E.6, will study City-owned sites for special needs housing with nonprofit housing developers.

Additional resources detailed in Chapter 3, include subsidized housing, partnerships with affordable housing developers and non-profit organizations, Brisbane Housing Authority’s Low- and Moderate-Income Housing Fund, and rehabilitation and repair programs that will assist in reducing homelessness by increasing the supply of affordable housing for low-, very low-, and extremely low-income households.

### 3. RESOURCES AND OPPORTUNITIES

This chapter of the Housing Element provides an overview of the following to preserve housing and provide for new housing units:

1. **Land Resources:** Including an overview of the legislative context and Regional Housing Needs Allocation (RHNA) requirements, residential land inventory to meet the RHNA and methodology for the development of the sites inventory
2. **Financial and Administrative Resources:** Including discussion of the City’s administrative and financial resources to be used to implement the housing goals, policies, and programs described in Chapter 4 to develop adequate housing to meet the needs of all economic segments of the community, to conserve and improve the condition of the existing affordable housing stock, and to affirmatively further fair housing opportunities for all persons regardless of age, sex, race, ethnic background, income, marital status, disability, family composition, national origin, sexual orientation, or gender.
3. **Providing for a Variety of Housing Types and Special Needs:** Including a summary of the existing and planned zoning and programs to provide for a variety of housing types to meet special needs populations.

#### 3.1 LAND RESOURCES

##### 3.1.1 LEGISLATIVE CONTEXT FOR THE SITES INVENTORY AND OVERARCHING CONSIDERATIONS

Government Code Section 65583(a)(3) requires that the Housing Element include “an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.” Per Section 65583.2(a), the inventory “...shall be used to identify sites that can be developed for housing within the planning period and that are sufficient to provide for the jurisdiction’s share of the regional housing need for all income levels...”.

##### 3.1.1.1 Meeting the Regional Housing Needs Allocation (RHNA)

As indicated in the previous chapter, State Housing Element law requires that a local jurisdiction accommodate its share of the region’s projected housing needs for the planning period, the RHNA. The RHNA and is provided for each jurisdiction and is specific to economic segments of the community. Compliance with this requirement is measured by the jurisdiction’s ability to identify adequate sites to accommodate the RHNA.

Brisbane’s RHNA for this sixth cycle Housing Element update is 1,588 housing units and is allocated by income category as a percentage of Area Mean Income (AMI) as shown on Table 3-1 below.

Where a jurisdiction does not have adequate sites to meet the RHNA with existing zoned sites, the jurisdiction must include a program to rezone adequate sites within 3 years of the beginning of the planning period, by January 2026, per Government Code Section 65583.2(c). Brisbane does

## 3. RESOURCES AND OPPORTUNITIES

**TABLE 3-1 BRISBANE'S REGIONAL HOUSING NEEDS ALLOCATION**

	Very-Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Total
Percentage of AMI	<50%	51-80%	81-120%	>120%	-
2023-2031 RHNA (Cycle 6)	317	183	303	785	1,588

Source: Association of Bay Area Governments' RHNA Plan, 2021.

not have adequate sites to meet the RHNA and a program is included for rezoning on the Baylands, via adoption of a specific plan which is currently under review by the City.

Other Housing Element laws and guidance provide parameters on how sites may be claimed for lower income housing based on minimum density standards established by the City and site size. Where such standards are not established in current zoning or there is no program to establish such standards, then the City must provide realistic unit capacity calculations, based on the jurisdictions development trends of existing or approved residential developments at a similar affordability level in that jurisdiction, as well as the cumulative impact of standards such as maximum lot coverage, height, open space, parking, and floor area ratios. The capacity methodology must also account for any limitation as a result of availability and accessibility of sufficient water, sewer, and dry utilities.

To meet the targets set by the RHNA, note that the Baylands is designated as a Priority Development Area (PDA) in Plan Bay Area and is ideally located for new residential development both from a City and regional perspective, due to its proximity to and planned enhancements to public transit corridors (Caltrain and San Francisco's Muni light rail) and easy access to Highway 101. It is the key site in meeting the RHNA by dint of its size, its location, its vacant status and the planning that has already been done to prepare this site for development within this 6<sup>th</sup> cycle plan period.

After years of careful planning and community engagement, in 2018 the City Council approved General Plan amendments (affirmed by the voters via Measure JJ) to allow a range of 1,800 to 2,200 housing units in the northwest quadrant of the subarea, centered on the Bayshore Caltrain station.

In 2022, the property owner submitted a draft specific plan for the Baylands proposing development of 2,200 housing units and up to seven million square feet of commercial development. The City is actively processing the applicant's specific plan submittal to meet the statutory deadline for rezoning to accommodate its 2023-2031 RHNA and has a motivated applicant in the Baylands property owner. An area of emphasis in the specific plan will be to ensure that a substantial component of lower income and special needs housing units are accommodated within the plan area. Further details on the Baylands are provided in the sections below.

### 3.1.1.2 Affirmatively Further Fair Housing (AFFH) Considerations

New requirements to Affirmatively Further Fair Housing (AFFH; AB 686) dictate that the City avoid, to the extent possible, the location of potential affordable housing in the inventory in a manner that would exacerbate existing concentrations of poverty, as well as contribute to increasing the number of lower -income households in lower-income neighborhoods. The City must also consider locating housing away from environmental constraints such as sea level rise, and near areas of higher or



highest opportunities, including quality schools, parks, and educational opportunities. The State indicates that jurisdictions need to consider the following factors when determining the best locations for affordable housing:

1. Proximity to transit.
2. Access to high performing schools and jobs.
3. Access to amenities, such as parks and services.
4. Access to health care facilities and grocery stores.
5. Locational scoring criteria for Low-income Housing Tax Credit (TCAC) Program funding.
6. Proximity to available infrastructure and utilities.
7. Sites that do not require environmental mitigation.
8. Presence of development streamlining processes, environmental exemptions, and other development incentives.

One measurement tool to evaluate neighborhood amenities and resources is the TCAC Opportunity Area Map. The entirety of Brisbane is listed as a Moderate Resource area per the mapping tool. Accordingly, the Sites Inventory, which includes properties citywide complies with these requirements as the sites identified as suitable for lower income housing in Brisbane are located in a moderate resource area.

### **3.1.2 SITES INVENTORY**

Vacant and non-vacant, underutilized parcels in Brisbane were inventoried to determine what land is available for development at various levels of density per Government Code Section 65583.2(a). Types of sites included:

1. Vacant sites zoned for residential use.
2. Vacant sites zoned for nonresidential uses that allow residential development.
3. Residentially zoned sites, including non-vacant sites, underutilized sites, and non-residentially zoned sites with a residential overlay, that are capable of being developed at a higher density.
4. Sites zoned for nonresidential use that can be redeveloped for residential use and for which a program is included in Chapter 5 to rezone the site to allow residential use.

Each site or aggregation of sites was analyzed to determine the likelihood and feasibility of development during the period 2023-2031. Factors such as underperforming or vacant uses, owner or developer interest, age and size of current improvements, site size, and site constraints were taken into account in determining realistic development capacity.

Most of the City's inventory for meeting the RHNA falls within a large, multi-parceled site in the Baylands subarea with extraordinary potential for residential development. The site is owned by a single landowner/developer who is actively pursuing development of the site with housing via a



### 3. RESOURCES AND OPPORTUNITIES

Specific Plan currently under review by the City that proposes 2,200 housing units in addition to significant commercial and parkland development. This vacant site requires substantial environmental clean-up, for which Remedial Action Plans have been approved by both the State Department of Toxic Substances Control<sup>1</sup> and the Regional Water Quality Control Board, with an estimated clean-up timeframe of three to four years.<sup>2</sup> -The City's General Plan allows for the development of 1,800 to 2,200 residential units within the Baylands subarea, and a Specific Plan is currently under review by the City to rezone the site in to allow residential development by-right, consistent with the General Plan, as well as objective design standards also to be established by the Specific Plan. The City will adopt the Baylands Specific Plan within the first three years of the plan period in accordance with Government Code Section 65583.2(c) (see Chapter 5, Housing Plan, Program 2.A.2). [After extensive environmental investigations and given the approved remedial action plans](#), there are no known environmental conditions that would preclude residential development as provided for in this Housing Element cycle, nor are there or other conditions that would preclude development.

The next largest group of sites with housing development potential are those within the Parkside overlay districts (PAOZ-1 and PAOZ-2 districts), adopted in 2018 during the 5<sup>th</sup> Housing Element Cycle to accommodate a previous shortfall in the 4<sup>th</sup> Housing Element cycle. The sites within this district are non-vacant sites zoned for by-right residential development at minimum densities of 20 and 24 du/ac without discretionary design approval, provided projects comply with the objective design standards established in the district regulations and the accompanying Parkside at Brisbane Village Precise Plan. These sites are strategically located near downtown Brisbane, the Community Park, and other community amenities. Due to the age of current structures on the sites, low intensity of existing warehouse and office uses, and developer interest, the City considers these sites to have high potential for redevelopment within the planning period. Detailed analysis regarding the availability and suitability of these sites is provided in Appendix B, Section 4.4, and Table B.7.4.

There are also a number of infill sites in the greater Central Brisbane area, including Brisbane Acres and Southwest Bayshore, that are generally smaller and have some development potential. Some sites in these areas have little or no opportunity for aggregation and/or are heavily constrained sites and were considered, but ultimately not identified in the sites inventory towards meeting the RHNA due to these constraints. This especially pertains to the vacant upper areas of the Brisbane Acres that are not served by existing infrastructure.

While the City has seen an increase in the production of Accessory Dwelling Units (ADUs) in recent years, due to a number of recent ordinances that have made development of these units more feasible, they still make up the smallest group in the sites inventory.

The development potential provided for this 6<sup>th</sup> Cycle RHNA was determined to total 2,220 housing units, as detailed by subarea and income category in Table 3-2, which provides a high-level summary of the sites listed on the Sites Inventory broken down by income. Figure 3-1 shows a map of where each site is located within the city and the housing opportunity areas.

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<sup>1</sup> Adopted by DTSC on 10/5/2021; View Documents (ca.gov)

<sup>2</sup> Adopted by RWQCB on December 17, 2021; Brisbane Baylands OU-2 Electronic Repository (baylandsou2.com)



**TABLE 3-2 SITES INVENTORY AND AFFORDABILITY BREAKDOWN**

<b>Subareas</b>	<b>Total Units</b>	<b>Very-Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate</b>	<b>Pipeline</b>
Baylands	1,800	145	82	287	1,286	-
Parkside	246	159	87	0	0	-
Central Brisbane	134	1	2	4	127	39
ADUs	40	12	12	12	4	-
<b>Totals</b>	<b>2,220</b>	<b>317</b>	<b>183</b>	<b>303</b>	<b>1,419</b>	<b>-</b>

Source: Housing Resources Sites Inventory (Appendix B).

In summary, the Sites Inventory was developed to meet all applicable statutory requirements and provide a realistic and achievable roadmap for the city to meet and exceed its RHNA. The Sites Inventory is summarized as follows:

1. The housing sites are spread throughout the city, with all located in a moderate resource area, to meet AFFH requirements.
2. The housing projections utilize existing land use and zoning densities.
3. It includes conservative production and density assumptions for the identified housing sites.
4. The City has a significant rezoning project that is anticipated to be completed by the end of this housing cycle via adoption of a Specific Plan to allow by-right development of 1,800 to 2,200 housing units at densities of at least 20 du/ac.
5. The housing projections do not have any reliance on new units developed under Senate Bill (SB) 9.
6. The housing projections have a low reliance on new ADU production.
7. Less than 50% of the low income RHNA is accommodated on nonvacant sites.

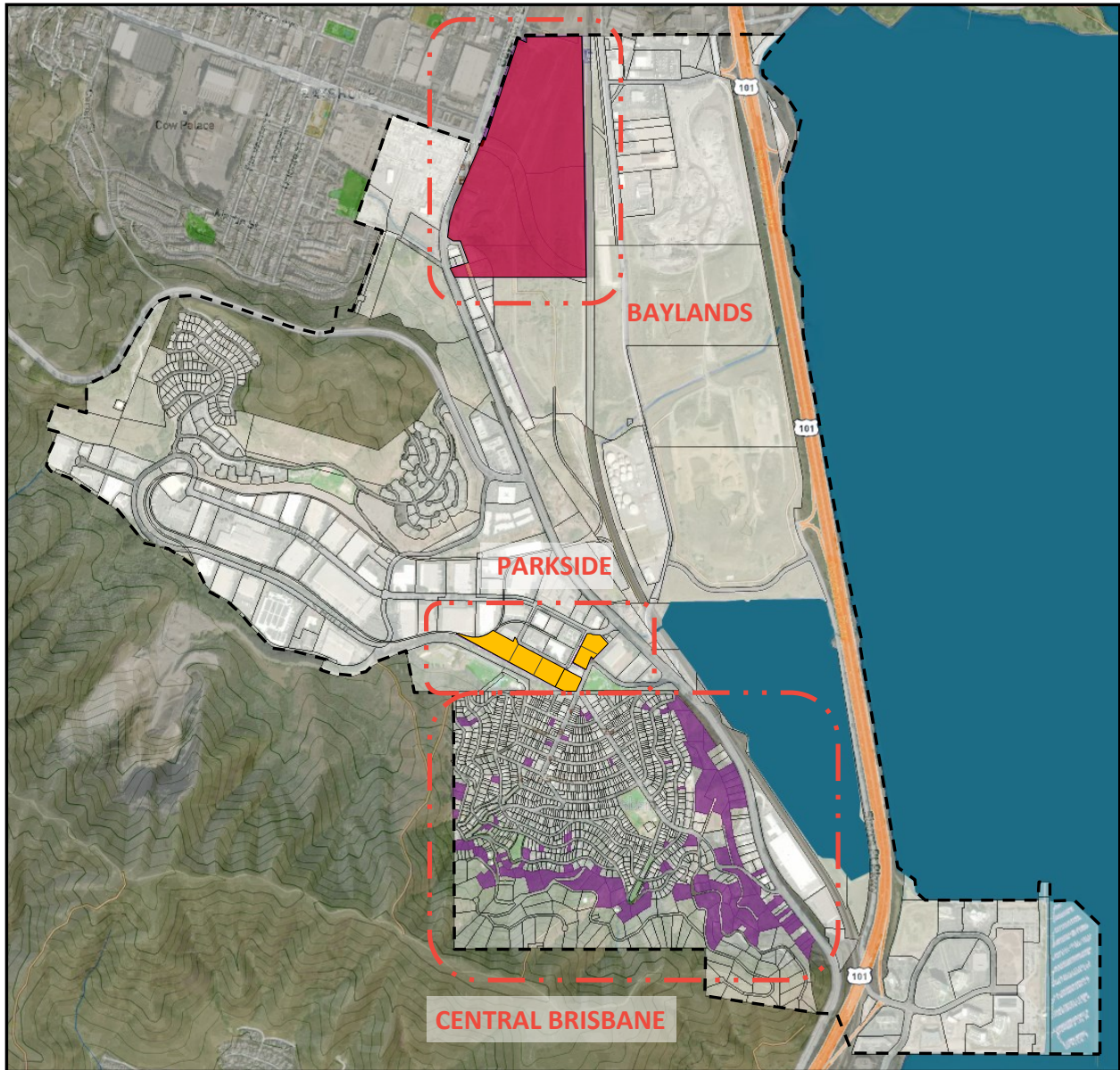
The analytical process that went into creating the Sites Inventory and the justification for commercial site redevelopment are fully detailed in Appendix B, Sites Inventory Approach and Methodology and the full list of sites adequate for housing development identified by the City is included in as Table B.7.2.







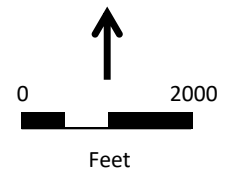
**FIGURE 3-1 HOUSING SITES INVENTORY MAP**

*Universe: Sites Inventory - see Appendix B for complete Sites Inventory*

*Notes: Refer to Inset Maps 3-1.1 for the zoning designations for the Parkside and Central Brisbane sites and 3-1.2 for the proposed land uses of the Baylands Sites. See Table 3-2 for a high level summary and affordability breakdown by groupings shown here.*



-  Central Brisbane Sites identified for housing
-  Parkside Sites identified for housing
-  Baylands Sites identified for housing
-  City Boundary











**FIGURE 3-1.1 PARKSIDE AND CENTRAL BRISBANE HOUSING SITES INVENTORY INSET MAP**

*Universe: Sites Inventory - see Appendix B for complete Sites Inventory*

*Notes: Refer to Table 3-2 for high level summary and affordability breakdown for Parkside and Central Brisbane*



*Zoning District*

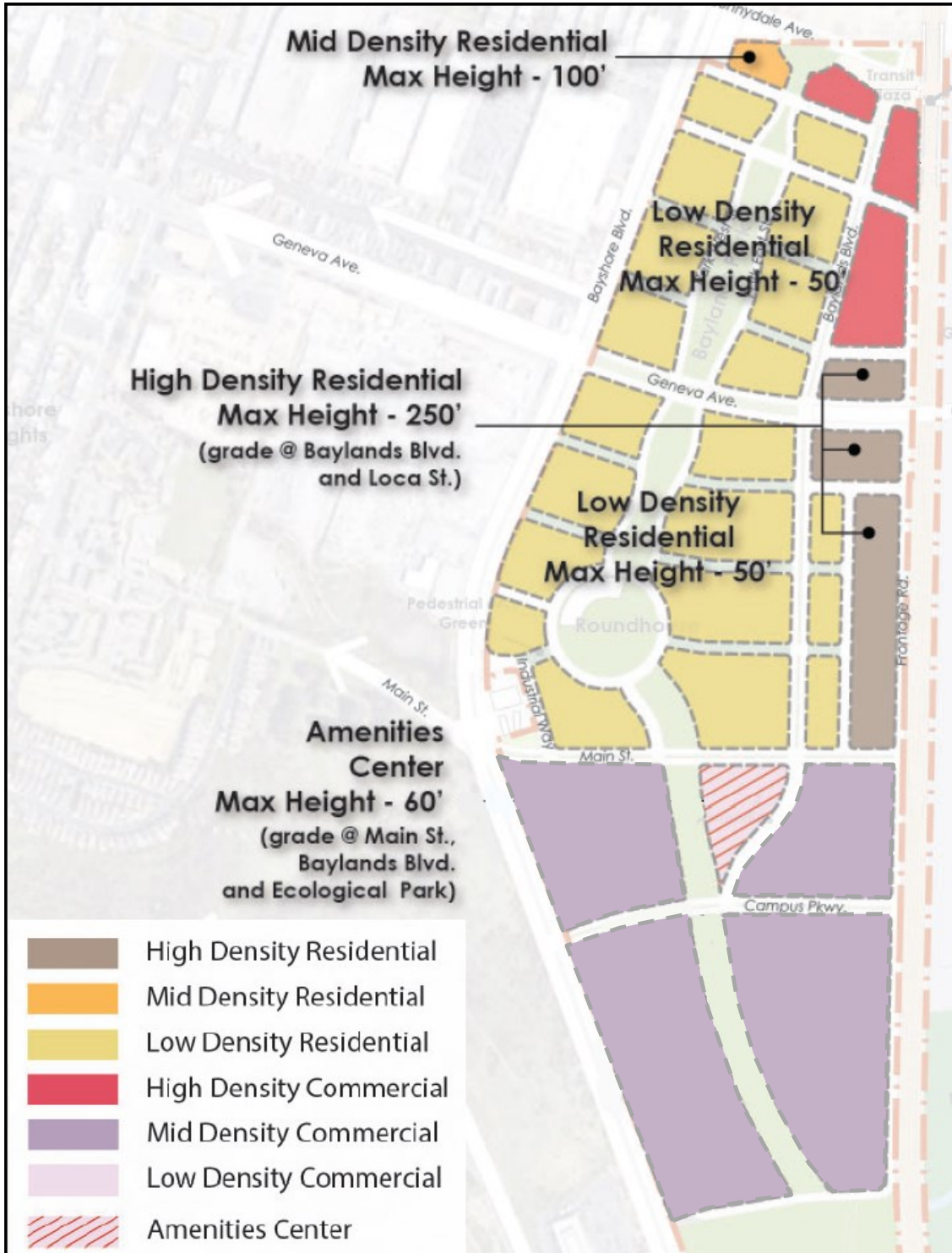
	R-1		SCRO-1		PAOZ-1		R-BA
	R-2		NCRO-2		PAOZ-2		Park/School



**FIGURE 3-1.2 BAYLANDS HOUSING SITES INVENTORY INSET MAP**

Universe: Sites Inventory - see Appendix B for complete Sites Inventory

Notes: Refer to Table 3-2 for high level summary and affordability breakdown for the Baylands



Source: The Baylands Draft Specific Plan  
 High Density : 8 acres; max dwelling units is 1,085  
 Mid Density: 0.9 acres; max dwelling units is 170  
 Low Density: 43.9 acres; max dwelling units is 945



Brisbane’s Sites Inventory for future housing includes property zoned for development of single and multi-family that is currently vacant as well as land that is otherwise underutilized or non-residentially zoned and/or vacant. All of the city's below market rate housing would be developed on land that is underutilized or vacant, with 51% coming from vacant land within the Baylands subarea, as shown in Table 3-3.

**TABLE 3-3 PERCENTAGE OF LOWER INCOME RHNA ON NONVACANT SITES**

Brisbane's Lower Income RHNA	500
Units in Pipeline Projects	2
ADUs	24
Capacity on Vacant Sites	227
<b>Total Capacity of Lower Income RHNA (Not Related to Nonvacant Sites)</b>	<b>253</b>
Capacity on Nonvacant Sites to be Rezoned	247
<b>Percentage of Lower Income RHNA Capacity on Nonvacant Sites</b>	<b>49%</b>

Source: Housing Resources Sites Inventory (Appendix B).

### 3.1.3 COMMITMENT TO FAIR HOUSING

State Assembly Bill (AB) 686 requires an analysis of sites identified to meet RHNA obligations for their ability to affirmatively further fair housing. A detailed analysis of the City’s sites inventory from an AFFH lens is provided in Appendix C, Section V. Table B.7.4 of Appendix B provides a summary of the information available through ABAG’s HESS mapping tool for evaluating the fair housing impacts of the RHNA sites chosen. In brief, per ABAG’s HESS mapping tool, Brisbane has no substandard housing, no racially or ethnically concentrated areas of poverty or affluence, and the displacement risk is “stable moderate/mixed income.” Furthermore, 37% of households earn less than 80% AMI, 9% of households have a disability, 29% of households are cost burdened, and 1% of households are over-crowded.

Generally, the City’s projected low-income housing capacity are in areas with equal access to existing resources in the city, and greater access to planned improvements and resources in the Baylands subarea (e.g., enhanced public open spaces, high quality transit access, and new residential neighborhoods) than the remainder of Central Brisbane.

### 3.1.4 DISTRIBUTION OF UNITS BY AFFORDABILITY AND “NO NET LOSS”

Because of new rules in the Housing Accountability Act's "No Net Loss" provisions (SB 166 of 2017), the land inventory and site identification programs in the Housing Element must always include sufficient sites to accommodate the unmet RHNA, in terms of the number of housing units, as well as the level of affordability. When a site identified in the Housing Element as available for the development of housing to accommodate the lower-income portion of the RHNA is developed at a higher income level, the locality must either:

1. Identify and rezone, if necessary, an adequate substitute site, or
2. Demonstrate that the land inventory already contains an adequate substitute site.

### 3. RESOURCES AND OPPORTUNITIES

Brisbane’s Sites Inventory includes capacity for 2,220 units, for an excess capacity of 632 units, or a buffer of 40% over the City’s RHNA to accommodate unmet RHNA throughout the planning period. The Sites Inventory also includes the minimum number of 1,800 units allowed on the Baylands, consistent with Measure JJ and the General Plan. This provides a secondary buffer of another 400 units since a total of 2,200 units could be permitted in the Baylands subarea and is currently proposed by the developer. If 2,200 units are ultimately approved with the Specific Plan adoption, a buffer of 65% would be provided, well beyond HCD’s recommended 15 to 30%.

## 3.2 REGULATORY AND FINANCIAL RESOURCES

This section describes the inventory of resources available to help the City of Brisbane meet the community’s housing needs, as required by Government Code Section 65583(a). These administrative and financial resources implement the housing goals, policies, and programs described in Chapter 5, Housing Plan. They are to develop adequate housing to meet the needs of all economic segments of the community, to conserve and improve the condition of the existing affordable housing stock, and to affirmatively further fair housing opportunities for all persons regardless of age, sex, race, ethnic background, income, marital status, disability, family composition, national origin, sexual orientation, or gender. Cross references to applicable programs found in Chapter 5 are provided in the subsections below.

Brisbane’s regulatory and financial resources fall into four types, as described below:

1. Encouraging housing production.
2. Subsidizing housing cost.
3. Fair housing anti-displacement.
4. Housing quality.

### 3.2.1 ENCOURAGING HOUSING PRODUCTION

As demonstrated in the adequate sites analysis and rezoning program described above, the city’s zoning will accommodate residential development at densities and household income levels that would meet the community’s housing needs. However, with zoning established, the real estate market then dictates where investment will go and therefore what types of units are produced at any given time. In Brisbane and the Bay Area in general, housing produced by the market (“market-rate”) is priced far above what very-low, low- and moderate-income households can afford. Critically, the cost of building housing in the San Francisco Bay Area remains one of the greatest constraints to housing availability at all income levels for all household types. Lack of affordable housing particularly affects those with special needs, including seniors, persons with disabilities, and large and single-parent households.

As addressed Chapter 4, Housing Constraints, the major constraints to constructing affordable housing include the costs of land, construction and financing, and the availability of services and infrastructure. Governmental regulations may also play a part for some projects.

Recognizing these constraints, the City must invest significant resources to encourage and facilitate development of new housing for households of all income levels and needs, but particularly those



households for whom market-rate development does not typically serve, including low-income and special needs households.

### 3.2.1.1 Density Bonus

Under State Density Bonus Law and the City of Brisbane's implementing Density Bonus Ordinance, market-rate housing developments (for-sale or rent) that provide a certain percentage of units affordable to moderate or low-income households, special needs households, or seniors are allowed to build more units overall than would otherwise be permitted by zoning.<sup>3</sup> The project developer may also request additional incentives and concessions from the City to reduce project development costs and ensure the building envelope can accommodate the increased density, such as gaining additional height or reducing parking requirements. Other incentives may include land write-downs, fee waivers and below market-rate financing, as well as reductions in site development standards and modification of zoning code requirements. The affordable units are restricted to future occupancy or sale to other moderate- or lower-income households. The density bonuses and other development incentives results in the development of affordable units produced by the housing market without other subsidy and where affordable or special needs housing units would otherwise not be constructed. Affordable housing units included in projects exercising the density bonus provisions qualify toward meeting the City's inclusionary housing requirements (see inclusionary housing section below).

The City's Density Bonus Ordinance (BMC Chapter 17.31) was adopted in 2009. In 2018 the Planning Commission initiated a comprehensive update of the Density Bonus and Inclusionary Housing ordinances. The Planning Commission recommended updates to the Density Bonus ordinance to comply with current State Density Bonus law provisions, which had expanded since the ordinance's adoption in 2009, and to grant a density bonus and incentives for affordable housing projects that would not otherwise qualify due to their small size, as provided in the 2015-2022 Housing Element Program H.B.5.a. The City Council will consider the Planning Commission's recommendations for the Density Bonus Ordinance in the fall of 2023.

*See Program 2.C.1.*

### 3.2.1.2 Inclusionary Housing Requirement

The City's inclusionary housing ordinance, adopted in 2009, requires that new for-sale or rental housing developments of six or more units include a certain number of units affordable to very-low, low- and/or moderate-income households. The 2009 ordinance imposed a sliding scale inclusionary requirement based on the number of units proposed, averaging approximately 15% but ranging as low as 10% or in excess of 20%, depending on the project size. Inclusionary units in for-sale developments are targeted toward low- and moderate-income households, while inclusionary units in rental developments are targeted toward very-low and low-income households.

Until 2018, State law precluded the City from applying its inclusionary ordinance to rental housing developments, though the provisions remained in the text of the ordinance. However, with the

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<sup>3</sup> Government Code Section 65915 – 65918; Brisbane Municipal Code Chapter 17.31.



### 3. RESOURCES AND OPPORTUNITIES

passage of AB 1505 in 2017 and effective January 1, 2018, the City may impose up to a 15% inclusionary requirement on a rental housing development, subject to providing at least one alternative means of compliance, including payment of an in-lieu fee, land dedication, off-site construction, or acquisition and rehabilitation of existing units, per Government Code Section 65850.

As indicated above, in 2018, the Planning Commission studied the 2009 inclusionary housing ordinance in light of the provisions of AB 1505, trends in inclusionary housing regulations throughout the Bay Area, and the City's current housing goals. The Commission recommended numerous adjustments of the inclusionary provisions for the City Council's consideration, including lowering the project size threshold from six units to five units, allowing alternative means of compliance for rental housing developments, and adjusting the distribution of household income targets for for-sale housing developments.

*See Program 2.E.4.*

#### 3.2.1.3 Nexus and Impact Fees

With the dissolution of Redevelopment Agencies in California, cities lost a significant funding source to construct or subsidize housing development targeting low-income or special needs households. To generate funds for affordable housing, many jurisdictions have adopted housing impact fees for market-rate housing developments and commercial linkage, or nexus fees, for new commercial development. The amount of the fee is determined by a nexus study that evaluates the extent to which development of new market-rate housing and commercial development generates additional demand for affordable housing. For residential development, the nexus results from higher-income households that spend more for goods and services that may create lower-paying jobs. For commercial development, the nexus results from new lower wage jobs generated by new commercial development.

In 2015, the City participated in a Countywide nexus study to evaluate the nexus between new residential and commercial development and affordable housing. This was to determine the feasibility of impact and linkage fees based on the cost of construction and other elements influencing residential and commercial development pro formas. In 2020, the City updated the feasibility study for commercial linkage fees. The City Council will consider adopting housing impact and commercial linkage fees in 2023.

*See Program 2.E.5.*

#### 3.2.1.4 Transferable Development Rights (TDR) and Clustered Development

Transferable development rights (TDR) increase the availability of housing by redirecting development away from difficult sites to locations capable of supporting increased densities.

The City administers a TDR program in the Residential- Brisbane Acres (R-BA) zoning district, which covers exclusively land within the Brisbane Acres administrative parcel of the San Bruno Mountain Habitat Conservation Plan. Under the program, the development rights for one or more parcels designated as having higher habitat value under the City's Open Space Plan may be transferred to



another property within the R-BA district further away from high quality habitat areas and closer to infrastructure in Central Brisbane where development can occur more expeditiously, more affordably or at a higher density.

The City also administers a clustered development program within the R-BA zoning district that reduces certain development standards, including lot size, for development of two or more sites. This is to allow for clustering of development on sites that contain habitat for endangered butterfly species, while providing for permanently dedicated open space in those habitat areas.

Both the TDR and clustered development programs are designed to preserve environmentally significant lands without sacrificing housing development potential. The TDR program was successfully utilized for one four-lot subdivision in the 2000s. However, the City has not seen broader utilization of the program, nor has the City processed any applications for clustered development.

The City will study the potential to expand the density transfer program to allow density to be transferred to sites in other residential and mixed-use zoning districts in order to increase the attractiveness of the program and facilitate preservation of high-priority sites without losing their development potential. A list of potential density bonus sending sites is provided in Appendix B.

*See Program 2.G.1.*

### 3.2.1.5 Accessory Dwelling Units

The State of California has identified accessory dwelling units (ADUs), including junior ADUs (JADUs), as important sources of new affordable housing that fit within the character of existing developed neighborhoods. This is borne out by annual ADU rent surveys conducted by the City that routinely show most ADUs in Brisbane are rented at rates affordable to low- and very-low-income households or at no charge.

Since 2017, the State legislature has passed numerous bills aimed at increasing ADU production throughout the State. The City of Brisbane's ADU ordinance has been and will continue to be updated to be consistent with the provisions of State law. Currently, the City allows ADUs up to 1,000 square feet and JADUs up to 500 square feet on any lot developed with or proposed to be developed with single-family and multi-family dwellings, regardless of the applicable zoning district, and exempts ADUs of a certain size from floor area, lot coverage, and other development standards.

ADUs are exempt from parking requirements in all districts, except for certain situations in the R-BA and Planned Development districts. All JADUs are exempt from parking requirements. ADUs and JADUs are exempt from discretionary review in all districts, except limited situations in the R-BA district where site development is on a ridgeline lot is subject to a design permit. Since 2017, the annual average number of building permits issued for ADUs has more than doubled (five per year 2018-2023; two per year average, preceding).

Through the regional consortium 21 Elements, the City has participated in Countywide efforts to streamline and encourage the production of ADUs. Some of the more notable resources produced by 21 Elements include an online calculator that helps property owners estimate the cost of ADU

### 3. RESOURCES AND OPPORTUNITIES

construction and rental revenue and an ADU inspiration book of recently constructed ADUs throughout San Mateo County. However, development of ADUs in Brisbane is constrained by the topography and small lot size of many residentially developed properties, which drive up the cost of construction for such small housing units.

In order to continue to encourage further production, the City may also consider participating in regional ADU construction loan programs or may program funds. from its Low- and Moderate-Income Housing fund to a Citywide ADU construction loan program. The City's Affordable Housing Strategic Plan, forthcoming in the fall of 2022, will identify funding goal for the City's Low- and Moderate-Income Housing Fund.

*See Programs 2.D.2, 2.E.2 and 2.E.3.*

#### 3.2.1.6 Shared Housing and Rental Assistance

HIP (Human Investment Project) Housing, a San Mateo County based organization founded in 1972, supported in part by County Community Development Block Grant (CDBG) funds, sponsors a shared housing program that matches homeowners with low-income and/or special needs renters, subsidizes rents for low-income families and transitioning foster youth, and owns and develops affordable and special needs housing developments. The organization facilitates home sharing arrangements for over 300 people in San Mateo County each year, of which 92% are low-income. The City supports HIP's homesharing program by distributing its monthly advertising newsletters at City Hall and on the City website. For further information see the HIP 2019-2020 Impact Report at <https://hiphousing.org/impact-report-2019-2020/>.

*See Program 4.A.9.*

#### 3.2.1.7 Emergency Shelters

Section 2.1.6 of this Element details the need for shelter for homeless individuals. As detailed in that section the homeless count in Brisbane, according to the 2019 One Day Homeless Count, was four people. Brisbane has an ongoing partnership with Samaritan House in South San Francisco, which provides the Safe Harbor Shelter at 295 North Access Road, a 90-bed and 10-cot facility. The shelter provides case management, counseling and referrals. Case managers evaluate the financial, health, housing, educational and career needs of their clients to determine what services will help them reach stability and partners with other local agencies to provide needed services.

Additionally, Brisbane's SCRO-1 Southwest Bayshore Commercial district (a mixed-use district) allows emergency shelters as a permitted use, exempt from use permit and design permit requirements. The SCRO-1 district is shown on Figure 3-1.1, above. This zoning is consistent with Government Code Section 65583(a)(4)(A), which requires that the City identify a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit. The zone is to include sufficient capacity to accommodate the need for emergency shelter identified in the housing needs analysis. The existing zoning meets the specific parameters outlined in the government code, including objective design standards for such things as staff parking, intake areas, onsite management, proximity to other shelters not required to be more than 300 feet apart, length of stay, lighting and security. As a permitted use in the SCRO-1 district,



an individual shelter currently may have up to twelve beds, serving up to 12 persons nightly. While a single shelter would serve all of Brisbane's projected need for this housing type, more than one may be located in this district.

The individual shelter bed count of 12 would exceed the need in Brisbane by 3 times, according to the latest 2019 homelessness survey. However, a program has been included to increase the by-right shelter bed limit to 30 beds (Program 2.B.4), to help ensure that a single development could accommodate current and foreseeable future need over the plan period. Additionally, the SCRO-1 district contains 9 vacant sites, that are not pipeline projects for development to other types of housing, ranging from 10,000 to 24,000 square feet. These sites would be viable as homeless shelter development sites. These are shown in Appendix B, Figure B.7.2 and Table B.7.2. All of these sites front along Bayshore Boulevard, which is the principal arterial street running north and south through Brisbane and is served by the SamTrans 292 bus route, connecting to both San Francisco to the north and the peninsula cities to the south. SamTrans has 2 northbound stops and 2 southbound stops along this section of Bayshore Boulevard. These sites are also within walking distance of the Central Brisbane shops and services, ranging from approximately ¼ mile to 1 mile. They are also served by utilities along Bayshore Boulevard and are conforming with the district standards for size, of 7,500 square feet or more.

While the zoning provisions require that in the case of more than one shelter they are to be at least 300 feet apart, the linear orientation of the district makes it possible that more than one emergency shelter could be located there.

Development standards for emergency shelters are the same as for other residential development in the district, except that parking requirements are 1 space per staff member on the largest shift as required by state law, plus 0.35 space per bed plus, which is less than the 1 space per unit requirement for studio apartments in a multifamily development. That is adequate parking to accommodate the staff, plus parking for guests. Estimating a staffing level of up to 3 individuals, would yield a parking requirement of 7 for a the currently allowed 12-bed facility or 14 for a 30-bed facility, given current parking requirements. Allowing for standard spaces and a two way drive aisle would result in an approximately 2,100 to 3,900 square foot parking lot, which could be accommodated as uncovered parking with the existing vacant lot sizes for the district ranging from approximately 10,000 to 24,000 square feet. Note that 10 percent of a lot is required to be landscaped in this district. Also, while the district is within the San Bruno Mountain Habitat Conservation Plan (HCP) area, recent biological surveys for this area of the HCP have not been found to contain significant biological resources which may otherwise constrain development.

*See Programs 2.B.3 and 2.B.4.*

### 3.2.1.8 Allowance of Various Housing Types

Consistent with state housing law, Brisbane's zoning ordinance currently defines "Dwelling" broadly, to mean, "a place that is used as the personal residence of the occupants thereof, including transitional housing as defined in California Health and Safety Code Section 50675.2(h) and supportive housing as defined in California Health and Safety Code Sections 50675.14(b)(2) and (3). The term includes factory-built or manufactured housing, such as mobile homes, but excludes trailers, campers, tents, recreational vehicles, hotels, motels, boarding houses and temporary structures."

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Given the definition, manufactured housing is treated no differently than any other housing in any district allowing for residential uses.

Additionally, "Housing development project" is defined as "a use consisting of any of the following: two (2) or more residential units only; a mixed-use development consisting of two (2) or more residential units and one or more nonresidential uses with at least two-thirds ( $\frac{2}{3}$ ) of the square footage designated for residential use; or transitional housing or supportive housing, as defined by California Government Code § 50801, subdivision (i) or successor provisions. A housing development project may consist of attached or detached residential units and may occupy more than one parcel, so long as the housing development project is included in the same development application. This definition shall be superseded by changes to California Government Code § 65589.5, subdivision (h)(2), or successor provisions. Projects located in the NCRO-2 District shall not be defined as housing development projects."

These code provisions allow for transitional and supportive housing in all districts where two or more residential dwellings are permitted on a lot and to the same development standards. A program is included to eliminate the exception of the NCRO-2 district from the definition of housing development project, so transitional or supportive housing may also be located there (Program 2.A.8).

Brisbane's zoning ordinance also defines single family dwelling to include "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...."

These code sections, including the new program 2.A.8, allow for all of these types of housing to be permitted in the same manner as other single-family dwellings in the same districts, without any special fees, taxes or permits.

*See Program 2.A.8.*

#### 3.2.1.9 Minimum Density Zoning

Minimum densities of 20 units per acre or more are provided for in the existing Parkside PAOZ-1 and PAOZ-2 districts and are planned for the rezoning of the Baylands. Consistent with state law these density minimums provide a key component in the plan to provide new housing resources, especially in meeting the lower income RHNA.

The Baylands is subject to rezoning through a specific plan, which is in process and scheduled to be adopted within the first three years of the Housing Element plan period (see programs 2.A.2 and 2.B.1). Parkside has an existing precise plan, which was established in the 5<sup>th</sup> RHNA cycle (see Programs 2.A.1 and 2.F.1). It is not anticipated that an application for either site would be submitted for a housing density below the minimums defined in the Housing Plan, but the City's accommodation of any such request would need to be balanced with maintaining the RHNA throughout the plan period. See further discussion in Chapter 4 Constraints, Section 4.1.4.5.

*See Program 2.A.4.*



### 3.2.1.10 Accommodating Extremely Low-Income Households

Chapter 2 - Community Character, Section 2.1.3 - Household Income Levels provides the income demographics for Brisbane and Section 2.3.1 - Housing Problems further describes the issues that extremely low-income households face.

As described in Section 2.1.3, state law provides that 50 percent of the very low income RHNA may be assumed to be extremely low income. Extremely low-income households are those with income up to 30 percent of the median income for the area for households of the same size. Fifty percent of Brisbane's very low income RHNA is 159 units. That tracks fairly closely with the U.S. Census numbers provided in Table 2-12, which indicated that in 2017 a total of 9.8 percent of Brisbane's households (185 households) were classified as extremely low income.

Section 2.2.9 -Assisted Housing at Risk showed that only 14 homes were deed restricted and none of those were to extremely low-income households. Therefore, one could conclude that these households are dispersed in various non-deed restricted housing types, such as older apartment buildings, accessory dwelling units, mobile homes, etc.

Other housing types for extremely low income may include transitional and supportive housing. While Brisbane's zoning allows for these housing types, new programs are provided to update the zoning ordinance to ensure compliance with state law and accommodate such new housing in all zoning districts that allow for residential dwellings, as discussed above in Section 3.2.1.8. A program to update the zoning ordinance and allow for expansion of the number of beds per facility in the SCRO-1 zoning district, from 12 to 30 beds, is also provided, as discussed above in Section 3.2.1.7. Through the development of the Baylands Specific Plan and implementing development agreements, the City will also be identifying suitable sites for special needs households, including those with lower income. The City will also be further examining funding and development opportunities through the Affordable Housing Strategic Plan and outreach to nonprofit development corporations.

### 3.2.2 SEE PROGRAMS 2.A.2, 2.A.8, 2.B.1, 2.B.4, 2.D.1, 2.D.2, 2.E.1, 2.E.2, 2.E.3, 2.E.5, 2.E.6, 2.F.7. SUBSIDIZE HOUSING COST

How do we help provide housing that is affordable? In Brisbane and the Bay Area in general, housing produced by the market ("market-rate") is priced far above what very-low, low- and moderate-income households can afford. Lack of affordable housing particularly affects those with special needs, including seniors, persons with disabilities, and large and single-parent households.

The major constraints to providing affordable housing are identified in Chapter IV and include the costs of land, construction and financing and the availability of services and infrastructure. Governmental regulations may also play a part for some projects. The City of Brisbane can/will employ the tools described below to help allay the cost of housing development and defray homeowner and renter cost burden.

### 3. RESOURCES AND OPPORTUNITIES

#### 3.2.2.1 Brisbane Housing Authority's Low- and Moderate-Income Housing Fund

Following dissolution of the Brisbane Redevelopment Agency in 2012 by the State legislature, a Successor Agency was formed to assume responsibility for the properties previously owned by the Redevelopment Agency, and the Brisbane Housing Authority was activated to administer the Redevelopment Agency's Low- and Moderate-Income Housing Fund and take on other powers previously held by the Redevelopment Agency (see Health and Safety Code Section 34176). The Successor Agency also transferred to the Brisbane Housing Authority several properties that had been purchased by the Redevelopment Agency via the Housing Fund. The Housing Fund's balance as of April 2022 is approximately \$4 million.

The Affordable Housing Strategic Plan, anticipated for adoption in fall of 2022, will identify priorities and programming for the Housing Fund consistent with action programs provided in Chapter 5.

*See Programs 2.E.1, 2.E.3, 2.E.5 and 2.F.3.*

#### 3.2.2.2 First Time Homebuyers Loan Programs

Historically, the Redevelopment Low- and Moderate-Income Housing Fund was used to finance the City's First Time Homebuyers Loan program, which required the buyer to put up 3% either towards a down payment or closing costs. As a condition of the loan, the property was restricted for resale to other low or moderate-income first-time homebuyers.

From 1998 to 2010, the City issued five First Time Homebuyer loans. However, with the elimination of the Redevelopment Low- and Moderate-Income Housing Funds set-aside, the program was discontinued, but resales of homes restricted to low- or moderate-income households under the program do reoccur. The City continues to manage resales to preserve their affordability. Additionally, the City will consider re-funding first time homebuyer loans through the Low- and Moderate-Income Housing Fund pursuant to the Affordable Housing Strategic Plan.

The City now looks toward the HEART Opening Doors Program as a means to continue to provide assistance to first-time homebuyers. HEART, the Housing Endowment and Regional Trust of San Mateo County, is a public/private partnership to raise funds and work with developers and homebuyers to ensure affordable housing is available throughout San Mateo County. The City has been a contributing partner to HEART on an annual basis since 2008. HEART's program provides down payment assistance loans for moderate-income first-time homebuyers in San Mateo County with a minimum of 5% down payment.

The State of California provides funding to local agencies for first time homebuyer programs through the CalHome program. Awards are granted competitively and notices of funding availability are distributed annually. The State's program is contingent on the annual legislative budget. The City will consider applying for CalHome funding should it reactivate its First Time Homebuyer program.

*See Programs 2.E.1, 2.E.2 and 3.A.1.*



### 3.2.2.3 Partnerships with Affordable Housing Developers

The City is proud of its partnerships with affordable housing developers that have resulted in construction of affordable for-sale and rental housing. The former Redevelopment Agency partnered with Bridge Housing Corporation to develop the affordable senior housing development, Visitation Garden Apartments, for which the City provided a development site (ground-leased to Bridge) and predevelopment and construction loans. The City also cooperated with Habitat for Humanity to develop seven for-sale units affordable to very-low-income households on two sites. These projects were enthusiastically received by the community and established a standard for future affordable housing projects that would receive public funds.

*See Program 2.E.6.*

### 3.2.2.4 Community Development Block Grant Program

CDBG funds are available from the Federal Department of Housing and Urban Development (HUD) to develop “viable urban communities by providing decent housing and suitable living environments and expanding economic opportunities, principally for persons of low and moderate income.” Funds can be used to acquire land or improve sites for the development of affordable housing.

Since Brisbane is not an entitlement city, the CDBG program for Brisbane is administered by the County of San Mateo. A policy and program in the Housing Element call for the City to seek a share of the available funds for appropriate projects.

*See Programs 2.E.1 and 2.E.6.*

### 3.2.2.5 HOME Investment Partnerships Program

The HOME Investment Partnerships Program is a federal block grant housing program providing for local flexibility in funding projects to build, buy and/or rehabilitate rental and ownership housing for low-income households and encouraging partnerships among government, non-profit and private sectors. A local match (25%) from non-federal sources must be provided for each project. San Mateo County’s HOME Program is based on the participation of 16 small cities, including Brisbane, the unincorporated area of the County and South San Francisco, a CDBG entitlement city through the San Mateo County HOME Consortium. San Mateo County HCD is the lead agency for the Consortium.

The Housing Element includes a policy and programs that call for the City to seek private and public funding for housing construction and preserving affordable housing through programs to be identified in the City’s Affordable Housing Strategic Plan, which is in process and scheduled for adoption in 2023.

*See Programs 2.E.1, 2.E.2, 2.E.6 and 3.A.1.*



### 3. RESOURCES AND OPPORTUNITIES

#### 3.2.2.6 Housing Choice Voucher Rental Subsidies

Rents for lower income households can be reduced through the Housing Choice Voucher Program, funded by the U.S. Department of Housing and Urban Development and administered through the San Mateo County Housing Authority. HUD pays the difference between what a lower income household can afford as a percent of adjusted income and the fair market rent for an apartment. Households that qualify as lower income, disabled or elderly (over 65 years), are eligible for rent subsidy. As of 2021, there were 33 households in Brisbane holding federal rental assistance vouchers through the San Mateo County Housing Authority.

Chapter 5 includes a policy and program to encourage landlords to participate in the Housing Choice Voucher program.

*See Program 3.B.1.*

#### 3.2.3 FAIR HOUSING AND ANTI-DISPLACEMENT

This subsection addresses the following questions:

1. How do we affirmatively further fair housing opportunities for all persons regardless of age, sex, race, ethnic background, income, marital status, disability, family composition, national origin, sexual orientation, or gender?
2. Also, as the city continues to grow and evolve, how do we avoid gentrification and displacement of lower income residents?

A detailed Fair Housing Assessment with accompanying data sets, maps, and tables is provided in Appendix C.

##### 3.2.3.1 Home Equity Conversion

Home equity conversion is a term that refers to a variety of loans designed to help older homeowners make use of the equity in their home without requiring them to move. The most common types of home equity conversion are reverse mortgages, home repair loans and property tax postponement. Participants can obtain a loan which is dispersed on a monthly basis as needed for a fixed period, when the loan is due. To qualify, loan recipients must be 62 years or older, must own their dwelling, and have little or no mortgage balance. Project Sentinel provides counseling and training for home equity conversion in San Mateo County.

The Housing Element contains programs to continue support the work of Project Sentinel in counseling older homeowners on home equity conversion and public education and outreach programs.

*See Programs 4.A.2 and 5.A.1.*



### 3.2.3.2 Preservation of Assisted Housing

State law requires that all Housing Elements contain an analysis and, if necessary, policies and programs to preserve multi-family housing developments that received government assistance under federal programs, state and local multi-family revenue bond programs, local redevelopment programs, the federal Community Development Block Grant Program, local in-lieu fees, and multi-family rental units developed pursuant to local inclusionary or density bonus programs. This requirement is intended to focus on assisted housing developments that are at risk of converting to market-rate housing during the next 10 years due to termination of subsidy contracts, mortgage prepayment or expiration of use restrictions.

The Visitacion Garden Apartments, a 14-unit senior rental complex, was developed on land purchased by the City with Redevelopment Low- and Moderate-Income Housing Fund monies, and was built by and leased to the non-profit Bridge Housing Corporation through loans from the net proceeds of Redevelopment Agency tax allocation bonds and from the San Mateo County HOME Program. The lease and loan agreements, executed in 1998, have 30-year terms expiring in 2028, after which the lease will either be renewed by Bridge, assumed by another nonprofit housing developer, or revert to management by the Brisbane Housing Authority. Thus, this assisted housing development is not really "at risk," because even if the lease were to expire and not be renewed, the land and improvements would revert to the Brisbane Housing Authority, which could operate them as affordable housing or lease them to another non-profit. The City intends to renew the ground lease with Bridge Housing prior to its expiration.

The City has no other multi-family housing developments within this category. However, for this and other assisted housing the City has programs addressing their preservation, including potentially extending timeframes on affordability covenants from 45 to 99 years.

*See Programs 3.A.2, 4.A.1 and 4.A.11.*

### 3.2.3.3 Fair Housing and Anti-Discrimination Legislation

To assure equal availability to housing, Federal housing laws prohibit discrimination based on race, religion, national origin, gender, familial status (presence of children in a family) or disability. In addition, State law prohibits discrimination based on sexual orientation, gender identity and expression, marital status, source of income or age. The City has a responsibility to assure that all persons receive equal opportunities for housing in Brisbane as provided by State and Federal fair housing and anti-discrimination laws.

Project Sentinel is the local fair housing program which serves Brisbane, as well as the rest of San Mateo County and the Counties of Santa Clara, Alameda and San Francisco. The program provides comprehensive fair housing services, including counseling, complaint investigation, conciliation and education. The California Department of Fair Employment and Housing is the State agency which administers the State's fair housing laws and receives and investigates all housing discrimination complaints. The Department of Housing and Urban Development is the Federal agency in charge of fair housing enforcement.

### 3. RESOURCES AND OPPORTUNITIES

The City will take concrete actions to ensure all households have fair and equal access to safe and stable housing, with access to transit, community amenities, and jobs, as outlined in the Fair Housing Action Plan (Appendix C) and through a number of new and updated programs provided in Chapter 5, Housing Plan, under Goal 1 “Affirmatively further fair housing opportunities for all persons,” Goal 4 “Protect residents from displacement” and Goal 5 “Increase public awareness of housing programs and resources.”

*See Programs 1.A.1, 1.A.2, 1.A.3, 1.B.1, 4.A.4, 4.A.8, 4.A.9, 5.A.1, and 5.A.3.*

#### 3.2.3.4 Mobile Home Park Protections

Mobile homes are a valuable source of affordable housing in Brisbane. The Sierra Point Mobile Home Park, located at 3800 Bayshore Boulevard, provides 62 mobile home spaces and maintains a waiting list. As of 2018, that list was reported by the mobile home park manager as 25 families. Though rent increases have been reported to the City in recent years by long-time park residents, the park continues to provide housing opportunities to low-income households, including many families with young children.

Consistent with Government Code Section 65852.7, the City allows mobile home parks as a permitted use in the R-MHP district, and as conditional uses in the R-1, R-2, and R-3 residential districts, as well as the SCRO-1 district. However, because of steep slopes, small lot sizes, and lack of infrastructure, there are limited opportunities for new mobile home parks in Brisbane. As such, preservation of the Sierra Point Mobile Home Park is of high priority to the City.

In order to protect the mobile home park from future conversions, in 2018 the park was rezoned as Residential-Mobile Home Park (R-MHP), a district in which only mobile homes and associated uses are permitted. Additionally, consistent with Government Code Sections 65863.7 and 66427.4, the City’s Subdivision and Zoning Ordinances require public deliberation before a conversion of a future mobile home park located in any other district could occur, expanding upon the requirements of Civil Code Section 798.56(g) that management must give tenants notice when a change of use of the mobile home park is to be made.

*See Program 4.C.2.*

#### 3.2.3.5 Condominium Conversion Controls

If unregulated, conversion of existing rental units to condominiums could result in a reduction of the rental housing stock and displacement of existing tenants. With at least 200 rental units in triplexes or larger apartment buildings in the R-2, R-3, and NCRO-2 Districts, the impact of such conversion to condominiums on the rental stock could be significant. To address the potential impacts, BMC Section 17.30.060 requires use permit approval by the Planning Commission for condominium conversions. No requests for condominium conversions have been made in recent years.

In order to approve a Use Permit for a condominium conversion, the Planning Commission must find that the conversion would not reduce the rental vacancy rate to below 5%, and that the conversion would provide for greater affordability, including at least one deed-restricted unit affordable to moderate-, low-, or very-low-income households even for projects of five or fewer units.



*See Program 4.C.1.*

### 3.2.4 HOUSING QUALITY

How can we help maintain and improve our existing housing? The need for safe and sound housing becomes more evident when aging housing stock deteriorates. Often, seniors and low-income families have difficulty maintaining their older homes. The most significant constraints identified in the effort to conserve and improve existing housing are the costs of repairs and financing. Land use regulations and building codes, as well as permit fees and processing requirements, may pose difficulties for some homeowners. Programs were discussed in Chapter 4, Housing Constraints, to address these constraints. The following are additional programs that could be used to maintain and improve housing quality.

#### 3.2.4.1 Brisbane Housing Authority's Low- and Moderate-Income Housing Fund

The Brisbane Housing Authority's Low- and Moderate-Income Housing Fund may be used to assist in rehabilitating substandard single-family homes that are privately owned by low-income households, as well as for privately-owned multi-family rental housing occupied by low- and/or very-low-income households (see Health and Safety Code Section 34312.3(b)). Funds can be used by themselves or in collaboration with County rehabilitation and neighborhood improvement program funds to stretch the dollars available to the community.

The forthcoming Affordable Housing Strategic Plan will identify programming priorities for the Low- and Moderate-Income Housing Fund.

*See Program 4.A.1.*

#### 3.2.4.2 Home Repair and Rehabilitation

The City of Brisbane was awarded nearly \$500,000 in Federal grant funds for rehabilitation of low-income housing units. The City will develop grant program parameters in 2023 and begin issuing grants in 2024, anticipating up to 30 grants over the planning period for both minor and large scale safety, efficiency, and accessibility upgrades for low income residents.

Rebuilding Together Peninsula is one of the local non-profit, volunteer programs providing free home repair and rehabilitation services to low-income homeowners in San Mateo and northern Santa Clara Counties. The program assists those who cannot physically or financially repair their homes. Repairs are generally limited to painting, weatherization, non-structural repairs and yard cleaning; although, plumbing and electrical repairs and roof replacement may be provided. The program receives funding from various sources, including the San Mateo County Department of Housing.

A Brisbane-based non-profit, Brisbane Village Helping Hands, was started in 2016 and their mission is also to help residents age in place. They provide various services to seniors, including hands-on home repair. The City will continue to support Rebuilding Together Peninsula, Brisbane Helping Hands and other similar rehabilitation and repair programs to be identified through the Affordable Housing Strategic Plan.

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*See Programs 3.A.4, 4.B.1 and 4.B.2.*

#### 3.2.4.3 State Rehabilitation Assistance Programs

The State has several loan or grant programs that provide funds to local governments or housing developers to acquire or rehabilitate rental properties or homes serving low income and special needs populations. Funds are typically disbursed through annual notices of funding availability and include CALHome and the Multifamily Housing Program (MHP).

*See Programs 4.A.8, 4.B.1 and 4.B.2.*

### 3.3 PROVIDING FOR A VARIETY OF HOUSING TYPES AND SPECIAL HOUSING NEEDS

Government Code Section 65583(c)(1) states, “Sites shall be identified as needed to affirmatively further fair housing and to facilitate and encourage the development of a variety of types of housing for all income levels, including multi-family rental housing, factory-built housing, mobilehomes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing.”

The preceding sections specifically detailed various resources and related programs are provided in Chapter 5. In summary, with the current zoning provided in Table B.4.2 of Appendix B and the proposed rezoning of the Baylands (see Programs 2.A.2 and 2.B.1), the City can provide for a variety of housing types and special housing needs, as follows:

1. Sufficient density to accommodate affordable multi-family rental housing can be provided under the Parkside affordable housing overlays and the Baylands (See Programs 2.A.1 and 2.A.2). The City also discourages loss of rental units to condominium conversions (see Program 4.C.1).
2. The City will continue to coordinate with San Mateo County to provide shelter and services to provided homeless shelters, transitional and supportive housing (See Program 2.B.3) and the zoning ordinance will continue to allow transitional and supportive housing in all residential districts, along with mobile homes and factory-built housing (see Table B.4.2 and Program 2.A.1 and 2.B.4). The City will also explore a code amendment to allow Navigation Centers as a permitted use in the SCRO-1 district (see Program 2.B.5).
3. As indicated above, a new R-MHP Residential Mobile Home Park zoning district was specifically created during the last cycle to protect the existing mobile home park within the Southwest Bayshore subarea and that zoning will be maintained (see Program 4.C.2).
4. Emergency shelters for the homeless will continue to be permitted in the SCRO-1 District.
5. Convalescent homes, a form of housing for persons with disabilities, is conditionally permitted in the SCRO-1 District and rezoning will be completed to allow convalescent homes as a permitted use (see Program 2.B.2).
6. Single-room occupancy units intended as supportive housing were added in the last cycles as conditionally permitted in the SCRO-1 District, just as multiple-family dwellings and hotels already were.



7. The density bonus process will be continued and expanded to encourage developers to provide housing units designed and dedicated for use by large families with low, very-low and extremely low incomes and other households with special needs (see Program 2.C.1).
8. The current zoning allows for accessory dwelling units and junior accessory dwelling units in all districts by right, consistent with state law, and provision for these units will continue to be encouraged through a variety of assistance programs, to encourage the continued development and use of these units for lower income households (see Programs 2.D.2., 2.E.2 and 2.E.3).
9. Sites suitable for housing for seniors and persons with disabilities or other special needs will be identified on an ongoing basis (see Program 2.B.1).
10. No housing specifically for agricultural workers is proposed, due to the lack of demonstrated need.



## 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.<sup>1</sup> 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.

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<sup>1</sup> Government Code Section 65583(a)(5) and -(6).



## 4. HOUSING CONSTRAINTS

### 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



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 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. 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 form-based zoning to provide for greater certainty for developers, and building heights are not considered impediments to development in these zoning districts.<sup>2</sup>

Market-rate residential development (single-family or multi-family) does not appear to be constrained by the density and form controls of the zoning ordinance, as evidenced by recent construction trends provided in the building permit history (see Appendix A, Table A.2).

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

<sup>2</sup> Parkside Precise Plan, 2017; Economic Feasibility White Paper

#### 4. HOUSING CONSTRAINTS

\* 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
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)

\* 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.

**TABLE 4-1 CITY OF BRISBANE RESIDENTIAL PARKING STANDARDS**

<b>Use</b>	<b>Parking Requirement</b>
	Studio/1-Bedroom not > 900 sq.ft.
	All Others not >1,800 sq.ft.
<b>Single-Family</b>	>1,800 sq.ft. on <37.5 ft. Lot Frontage
	>1,800 sq.ft. on 37.5+ ft. Lot Frontage
	Guest Parking (Subdivisions of 5 + Lots)
<b>Accessory Dwelling Units</b>	In the Central Brisbane zoning districts (R-1, R-2, R-3, NCRO-2), Southwest Bayshore (SCRO-1), and Parkside PAOZ-1 and PAOZ-2. Also, portions of the Brisbane Acres (R-BA) and Northeast Ridge (NER-PD) within ½-mile of public transit.
	Portions of the R-BA or PD District for New detached ADUs >½-mile from transit only (all other ADUs exempt).
<b>Junior Accessory Dwelling Units</b>	All Residential and Mixed-Use Zoning Districts
	Studio
	1-Bedroom not >900 sq.ft.
	1-Bedroom >900 sq.ft.
<b>Multiple-Family</b>	2-Bedroom
	3-Bedroom or More not >2,700 sq.ft.
	3-Bedroom or More > 2,700 sq.ft.
	Guest Parking

Notes: BR = Bedroom; sq.ft. = square feet of floor area; see BMC Section 17.34.020.B for floor area that counts toward parking.  
Source: Brisbane Municipal Code Chapter 17.34.

The City will also study potential updates to the parking ordinance to consider what further measures may be taken to reduce parking constraints in conjunction with reducing greenhouse gas emissions.

See Program 6.A.5.

### Density Bonus and Inclusionary Housing Requirements

The City is in the process of amending its density bonus and inclusionary housing regulations. The intent is to encourage use of the density bonus ordinance and broaden the inclusionary housing requirements while allowing additional flexibility to developers in complying with the inclusionary requirements, consistent with current State law.

Currently, the City's inclusionary housing requirements apply to both for-sale and rental developments of six or more units on a sliding scale based on the number of units provided. This sliding scale results in a varying inclusionary requirement that can range from 10% to 20% depending on the number of base units. Rental projects must provide units affordable to low- and/or very-low-income households, while for-sale developments must provide units affordable to moderate- and/or low-income households.



To coordinate the City and State’s density bonus regulations, those affordable units that are provided in order to qualify for a density bonus are also recognized in meeting the inclusionary requirement (BMC Section 17.31.020.R). In addition, any density bonus units for which an affordable housing project qualifies are not included in calculating the total number of units upon which the number of inclusionary units required is determined (BMC Section 17.31.030.B.1). As incentives, inclusionary units are permitted to be smaller in size than, or of different unit types from the market-rate units and may have different interior finishes or features than market-rate units, as long as the finishes and features are durable and of good quality. A procedure for waiving the inclusionary housing requirement is also provided.

These inclusionary housing and density bonus regulations would largely remain, plus a couple of changes with the draft ordinance as outlined below:

- Preliminary Inclusionary Housing Ordinance Amendments:
  - Reduces the minimum unit threshold for projects subject to inclusionary housing requirements from six units to five units.
  - Utilizes a percentage-based inclusionary requirement instead of the current sliding scale.
  - Provides one by-right alternative to constructing rental inclusionary units and additional discretionary alternatives.
  - Establishes options for other adjustments of inclusionary housing requirement.
  - Eliminates density bonus tables and replaces with references to applicable State law.
  - Creates a density bonus incentive for small projects and projects that exceed the density bonus qualifications.

*See Programs 2.C.1 and 2.E.4.*

### **Special Needs Housing**

The City’s zoning ordinance allows single-room occupancy units, supportive housing and transitional housing no differently from other dwellings of similar unit densities (BMC Section 17.02.235 amended in 2011) in all residential districts and all mixed-use districts except the NCRO-2 and permits emergency shelters without a use permit requirement in the SCRO-1 District (per Ordinance No. 564 adopted in 2011). A program is included to expand the number of beds per emergency shelter that are permitted by-right in the SCRO-1 District, from 12 to 30 beds, to accommodate any foreseeable need during the plan period. Another program is provided to ensure compliance with current state law regarding supportive and transitional housing, including the NCRO-2 district.

Additionally, see discussion of housing for people with disabilities in Section 4.1.5. *See Programs 2.A.8, 2.B.4, 2.C.1, and 2.D.1.*

## 4. HOUSING CONSTRAINTS

### 4.1.1.3 Other Land Use Controls

Other land use controls that are outside the zoning requirements include engineering requirements and environmental regulations under the California Environmental Quality Act (CEQA).

#### **Engineering and Design Requirements**

Much of Central Brisbane and the Brisbane Acres is comprised of steep hillside sites, often with slopes over 20%. This is especially the case within the R-1 zoning district. The sites closer to the Central Brisbane core where multifamily developments are permitted, in the NCRO-2, R-2, and R-3 districts, tend to have flatter slopes, but this is variable. Environmental and engineering design requirements for foundations on steeply sloped lots can significantly affect costs.

For example, detailed grading and foundation plans and geologic studies typically are required for a project proposed to be built on steep slopes or potentially unstable soils, and such studies are generally costly. Yet, without such controls, unsafe conditions could be passed on from a developer to a homeowner or tenant and to the community. The potential losses in property damage and personal injury from landslide or slope failure would far exceed the investment needed to assure that these impacts would not occur.

Since private development has the potential to create situations that would result in impacts and costs being borne by subsequent owners, neighbors and the overall community, it is the policy of the City of Brisbane to make certain that the costs of a development are made the responsibility of the development unless a specific subsidy is provided. This is an important principle. To understand it, there must be a clear distinction between cost reduction and cost shifting.

In addition to the various programs to encourage creative financing and subsidies for special needs housing, the City offers pre-application development consultation at no cost in order to assist applicants up front in the application process with the aim of providing more streamlined and cost-effective design solutions.

*See Program 7.A.7.*

#### **Environmental Regulation**

CEQA applies to all residential developments in Brisbane that require discretionary approval, such as a use permit, design permit, or grading review by the Planning Commission. Typically, most residential developments of six or fewer units are categorically exempt from CEQA.

In addition to CEQA, properties within the SCRO-1 and R-BA zoning districts are also subject to compliance with the San Bruno Mountain Habitat Conservation Plan (HCP), for protection of federally endangered butterfly species. This imposes discretionary permitting requirements and long-term operational and performance standards on properties and property owners within its boundaries. Most significantly, 40% of the total land area within the R-BA and SCRO-1 district must be set aside as conserved habitat under the provisions of the San Bruno Mountain HCP. To help mitigate this constraint, the City provides density transfer and clustered development programs in the R-BA district. In-lieu fees may also be accepted to allow for development to occur on a site,



while supporting protect habitat elsewhere within the HCP. While CEQA analysis for non-exempt projects may add time and cost to a given residential project that is not eligible for CEQA exemptions, CEQA is a valuable and necessary tool to ensure that the environmental impacts of large-scale projects are adequately analyzed and disclosed as a part of public decision-making. Further, the HCP serves to protect endangered species that are vital to the ecological health of the city and region at large.

The vacant land within the Baylands subarea, identified for rezoning to accommodate the City's RHNA pursuant to Chapter 3, is additionally subject to various permitting and remediation requirements under State law relative to its present status as a former railyard/brownfield site. Remediation of the site is required prior to development by State law and is regulated by the State Department of Toxic Substances Control and the Regional Water Quality Control Board. The cost of remediation and time required to remediate the property is a significant but necessary constraint to protect environmental and human health of future residents and employees.

The Baylands property owner has already invested significant time and monies into the remediation effort in order to complete remediation to the satisfaction of the regulatory authorities, to allow development of housing. The projected 100-year flood areas, accounting for sea level rise, have also been accounted for in the Baylands Environmental Impact Report (EIR). Where required, the ground level will be raised prior to development. The site preparation activities, to address these constraints, and the development of housing are projected to be completed within the Housing Element plan period.

See additional discussion under Section 4.2.1 - Environmental and Physical Constraints, provided at the end of this chapter.

*See Programs 2.B.1, 2.G.1, and 4.A.13.*

#### 4.1.1.4 Housing Development Project Regulation Disclosure

Consistent with State law,<sup>3</sup> the City provides the following on its website via the Community Development Department webpages:

- A current schedule of fees, exactions, and affordability requirements for housing development projects.
- Application checklists detailing all requirements for planning and building permit applications.
- All zoning ordinances and development standards adopted by the city or county presenting the information, which shall specify the zoning, design, and development standards that apply to each parcel.
- The current and five previous annual impact fee reports required pursuant to subdivision (b) of Section 66006 (impact fees) and subdivision (d) of Section 66013 (sewer and water connection fees).
- An archive of cost of service studies conducted on or after January 1, 2018.

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<sup>3</sup> Government Code Sections 65940, 65940.1.



## 4. HOUSING CONSTRAINTS

- The total amount of fees and exactions associated with finalized projects.

### 4.1.2 CODES AND ENFORCEMENT

The City adopts the State building and fire codes which set standards for construction. These codes establish minimum safety standards, and therefore are not to be considered a constraint to housing development that can be removed.

Currently, the City is in the process of adopting the 2022 editions of the California Building Standards Code and other related codes, including reach codes.

The Community Development Department's Building Division administers building permits. The City provides pre-application development consultation with Planning, Building, Public Works, Police and Fire staff upon request and at no charge. Plan checks and construction inspections are conducted by in-house planning and engineering staff and contract building staff. Single-family and small multi-family permits typically receive a first plan check response within three weeks from submittal and payment of required plan check fees. Revisions may be required if the plans are inaccurate or incomplete or do not comply with applicable building, zoning, fire, or other applicable codes. Inspections are typically provided on weekdays within 24 hours of a request. Staffing levels are evaluated yearly as part of the City's budget process.

The City funds a Code Enforcement Officer through the Police Department to respond to code enforcement issues on a complaint basis. The Code Enforcement Officer works closely with Planning, Building, and Public Works Department staff and the San Mateo County Environmental Health Division to respond to housing-related problems. Response to complaints is generally immediate (same day).

Consistent with Health and Safety Code Section 17980(c)(2), the City gives preference to the repair of buildings when economically feasible, as opposed to ordering that residential units be vacated and demolished, reducing the City's housing stock. Of the six single-family dwellings demolished in the 2015-2022 planning period, all were redeveloped with either 1:1 replacement or replaced with multiple units. Additionally, the City's nonconforming uses and structures regulations encourage the maintenance and improvement of nonconforming residential uses and structures to ensure their safety throughout their useful life.

*See Programs 7.A.4 and 7.A.7.*

### 4.1.3 ON- AND OFF-SITE IMPROVEMENTS, RESIDENTIAL UTILITIES, AND INFRASTRUCTURE

The City's standards for on- and off-site improvements, such as requirements to widen streets and provide sidewalks, may result in development costs that constrain the provision of housing. The question of whether such standards exceed those necessary to protect public health and safety is addressed in this subsection.

Another potential constraint upon the provision of housing is the availability and cost of utilities, most significantly water and energy, and the infrastructure to deliver them. This section analyzes the availability of utilities and infrastructure to serve sites to meet the City's RHNA share during the



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. 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:

## 4. HOUSING CONSTRAINTS

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	4200 sq ft	\$650,000	100 ft frontage on PROW with substandard width	Widening to 28 ft along frontage	\$200,000	31%

Abbreviations:

SFD: single-family dwelling

PROW: Public right-of-way

Based on available permit data, road widening costs 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.

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. 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).

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.

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 Program 2.A.2.*

**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

## 4. HOUSING CONSTRAINTS

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.*

### 4.1.3.3 Energy

Energy use in housing is typically driven by space and water heating needs, with lighting and appliances, making up the balance. In Brisbane, nearly all homes use natural gas for space and water heating. Slightly over half the homes use natural gas for cooking, and the other half use electricity. Increases in energy costs affect housing maintenance costs.



Many older homes in Brisbane are inefficient energy users. Outside air infiltration through windows, doors, ceilings and walls can account for up to 50% of heating costs. Weatherization, including caulking, weatherstripping windows and doors, installing wall and ceiling insulation, and water heater insulation and setting back the thermostat can reduce energy consumption substantially.

There are a number of government and utility sponsored energy/conserving programs that are available that can assist an individual household with immediate benefit. These programs include free energy audits and rebates or financing programs for energy efficient appliances and energy-conservation upgrades to homes.

The City plays an important role in creating more energy efficient residences in Brisbane. New residential construction and substantial renovation must abide by State energy conservation standards (Title 24) and the City's reach codes, most recently adopted in 2020. Larger residential projects must be designed to address natural heating and cooling, use of natural daylight, installation of Electric Vehicle (EV) chargers, and other requirements under CalGreen. Residential projects of 20 or more units are currently also subject to the City's Green Building Ordinance (Brisbane Municipal Code Chapter 15.80); although that will likely be superseded by state requirements with the next update, to be effective on January 1, 2023.

*See Programs 5.A.1, 5.A.4, 6.A.1., 6.A.2 and 6.A.3.*

#### **4.1.4 PERMITTING**

##### **4.1.4.1 FEES AND EXACTIONS**

Fees must be related to the real costs of providing service and generally, by law, cannot exceed these costs. In certain cases, for affordable housing, fees may be subsidized or waived by the City. The City of Brisbane adopted a master fee schedule (originally via Ordinance No. 386 in 1993) that subsidized, through the General Fund, the planning permits required to improve and upgrade the local housing stock. The recovery of costs from applicants for these types of permits was set at 25% of the cost. In 2011, a processing time study was conducted. Planning application fees were revised accordingly, and although the subsidies were eliminated, many other fees were reduced. Since 2011, planning permit fees are adjusted annually for inflation (Table 4-2). Building permit fees, which generally make up the larger portion of the total development fees, have not been raised since 2002.

## 4. HOUSING CONSTRAINTS

**TABLE 4-2 CITY OF BRISBANE BUILDING AND PLANNING PROCESSING FEES (FISCAL YEARS 2008-2009, 2013-2014, AND 2021-2022)**

Application Type	2008-2009	2013-2014	2021-2022
Design Review	\$2,217	\$1,508	\$1,832
Accessory Dwelling Unit Permit <sup>a</sup>	\$609	\$606	\$329
Use Permit for Condominiums <sup>b</sup>	\$1,949	\$1,226	\$0
Use Permit for Condominium Conversions	\$1,949	\$1,226	\$1,491
Use Permit for Nonconforming Parking	\$377	\$1,024	\$1,245
Variance – New Construction	\$1,333	\$1,136	\$1,381
Variance – Remodeling	\$333	\$851	\$1,035
Tentative Parcel Map	\$4,032	\$2,507	\$3,048 + \$551 (City Engineer review)
Final Parcel Map	\$403 + hourly	\$453 + hourly	\$1,500 deposit plus actual cost of consulting land surveyor review
Tentative Subdivision Map	\$2,933 + \$275/lot	\$2,507 + \$275/lot	\$3,048 + \$275/lot
Final Subdivision Map	\$403 + hourly	\$5,789 + \$500/lot	\$7,036 + \$500/lot
Environmental Review – Initial Study/Negative Declaration <sup>c</sup>	\$1,505	\$2,218	\$2,697
Environmental Impact Report	Actual consultant costs	Actual consultant costs	Actual consultant costs
Building Permit Plan Check <sup>d</sup>	\$0.37/sq.ft.	\$0.37/sq.ft.	\$0.25/sq.ft.
Building Permit	\$0.74/sq.ft.	\$0.74/sq.ft.	\$0.49/ sq.ft.

<sup>a</sup> ADU permit only required for new ADUs in the Planned Development and Brisbane Acres Residential districts.

<sup>b</sup> Use Permit requirement for new condominiums eliminated in 2016, Ord. 612; condominium conversions still require use permit.

<sup>c</sup> Not including California Department of Fish & Wildlife filing fees.

<sup>d</sup> For construction types IIN-V-1HR.

Source: City of Brisbane.

According to a 2022 survey of jurisdictions in San Mateo County, the City of Brisbane's fees for a typical single-family residence were nearly 80% less than the average for those jurisdictions responding (Table 4-3). The difference was due, in part, to the City's exemption of single-family residences from design review and low building permit and plan check fees. According to the same survey, the City of Brisbane's fees for a small multi-family development project were over 80% less than the average for those jurisdictions responding (Table 4-4), again attributable to the City's low building permit and plan check fees as well as low development impact fees.

In addition to the standard development fees, the City requires that residential subdivisions of 50 or fewer lots or condominiums pay a parks and recreation land donation in-lieu fee, consistent with State law<sup>4</sup> (subdivisions of more than 50 lots/condominiums must donate parkland). In-lieu fees are calculated as a percentage of the value of land at a ratio of 3 acres of park land per 1,000 persons and have lately been approximately \$3,000 per residence for small subdivisions in Central Brisbane subarea, where land sales per acre are higher relative to land sales in the Brisbane Acres subarea

<sup>4</sup> Government Code Section 66477.



**TABLE 4-3 DEVELOPMENT FEES FOR 2,600-SQUARE-FOOT SINGLE-FAMILY DWELLING PER SQUARE FOOT (2022)**

Location	Entitlement Fees/Sq.Ft.	Construction Fees/Sq.Ft.	Impact Fees/Sq.Ft. <sup>b</sup>	Other Fees/Sq.Ft. <sup>c</sup>	Total Fees/Sq.Ft.
Brisbane	\$0/sq.ft.	\$1.65/sq.ft.	\$3.53/sq.ft.	\$0.33	\$5.51/sq.ft.
Average of Jurisdictions in San Mateo County <sup>a</sup>	\$2/sq.ft.	\$11/sq.ft.	\$10.62/sq.ft.	\$2/sq.ft.	\$25/sq.ft.
<b>Brisbane's Fees Relative to Countywide Average</b>	<b>N/A<sup>d</sup></b>	<b>85% below average</b>	<b>67% below average</b>	<b>84% below average</b>	<b>78% below average</b>

<sup>a</sup> 14 jurisdictions responding including Brisbane.

<sup>b</sup> Includes water (\$2.34/sq ft) and sewer (\$1.19/sq ft) connection and capacity charges. Does not include school district fees.

<sup>c</sup> Other fees per jurisdiction. Does not include school district fees.

<sup>d</sup> No fees charged.

Source: 21 Elements/Baird + Driskell Community Planning, 2022.

**TABLE 4-4 DEVELOPMENT FEES FOR 10-UNIT MULTI-FAMILY RENTAL PROJECT PER DWELLING UNIT (2022)**

Location	Entitlement Fees/DU	Construction Fees/DU	Impact Fees/DU <sup>b</sup>	Other Fees/DU <sup>c</sup>	Total Fees/DU
Brisbane	\$338.50/DU	\$3,456.1/DU	\$5,874.80/DU	\$973.60/DU	\$10,643/DU
Average of Jurisdictions in San Mateo County <sup>a</sup>	\$2,599.20/DU	\$28,740.70/DU	\$37,252.10/DU	\$870.30/DU	\$66,478/DU
<b>Brisbane's Fees Relative to Countywide Average</b>	<b>87% Below Average</b>	<b>88% Below Average</b>	<b>84% Below Average</b>	<b>12% Above Average<sup>c</sup></b>	<b>84% Below Average</b>

<sup>a</sup> Thirteen jurisdictions responding including Brisbane.

<sup>b</sup> Includes water (\$4,014/unit) and sewer (\$1,860.8/unit) connection and capacity charges. Does not include school district fees.

<sup>c</sup> Other fees vary per jurisdiction. Brisbane assesses solar and sprinkler fees separately from the overall construction permit fee. In most jurisdictions such fees are likely encompassed within the overall construction permit fee. Does not include school district fees.

Source: 21 Elements/Baird + Driskell Community Planning, 2022.

where in-lieu fees are closer to \$1,000 per residence. Unlike most fees that are collected prior to issuance of building permits, these fees are due upon issuance of the certificate of occupancy. Exemptions are provided for condominium projects affordable to very-low- or low-income households or restricted for occupancy by seniors (at least 62 years old).

As of 2021, the Brisbane School District and Jefferson Union High School District adopted a \$4.08 per square foot school impact fee for residential development.

Habitat acquisition in-lieu fees may be imposed on land within the Brisbane Acres administrative parcel of the San Bruno Mountain HCP, which include lots in the R-BA and SCRO-1 zoning districts, pursuant to the HCP's provisions for preservation of 40% of the Brisbane Acres administrative parcel. The fee is typically charged for parcels that are not contiguous to high quality habitat for which on-site easement or land dedication is inappropriate, as determined by the San Mateo County Parks Department. Such in-lieu fees are collected by the City of Brisbane and used for acquisition of high-quality privately owned parcels as identified in the City's Open Space Plan.

Overall, Brisbane's entitlement fees, construction fees, impact fees, and other fees are less than neighboring jurisdictions in San Mateo County and based on recent development trends (refer to Appendix A, Table A-2) are not a significant impediment to the feasibility of residential development at the densities permitted by district regulations.



## 4. HOUSING CONSTRAINTS

### Fee Waivers

In the case of the Habitat for Humanity affordable housing projects developed in 2006, former Redevelopment Agency Low and Moderate-Income Housing Funds were used to acquire the land and fund construction loans for the development, which were then used to pay the fees (the Brisbane Housing Authority may be able to do this for future affordable housing projects). The City's density bonus ordinance provides for the waiver of fees, as well as deferral of impact fee collection for market-rate units, as potential incentives and concessions. Such means could be used to mitigate the financial impact of fees upon the development of affordable housing, including single-room occupancy units, supportive housing, transitional housing, and emergency shelters.

If the City chooses to adopt a housing impact fee to finance affordable rental housing development, means to reduce or waive the fee for affordable housing projects will be considered. To further reduce the impact of such a fee upon housing affordability, it may be advisable to base the fee on square footage, rather than per unit.

*See Programs 2.E.1, 2.E.5 and 2.F.5.*

#### 4.1.4.2 Permit Processing Procedures – Ministerial and Discretionary Review

The overwhelming majority of residential permits processed in the City of Brisbane are for individual single-family and small multi-family projects. Often the applicant is unsophisticated in the preparation of plans and the application of zoning requirements and design standards. Although the Community Development Department has a small staff, it is organized so that at any time in the work week, including Wednesday evenings, an applicant can call or come to the counter for advice and assistance. Staffing levels are evaluated yearly as part of the City's budget process to assure prompt service in compliance with State timelines.

##### Single-Family, ADU, and Duplex Projects

Single-family and duplex residential infill projects are typically exempt from discretionary review under the Zoning Ordinance in districts where such uses are permitted and require only ministerial building permit review.<sup>5</sup> Ministerial review (through building permit applications) for such projects typically takes three weeks. Approval of accessory dwelling unit projects in all zoning districts except the Residential Brisbane Acres (R-BA) and Planned Development (PD) districts are also ministerial, with only a building permit required and ministerial review completed within three weeks. A typical single-family or duplex project would receive a building permit within 12 months of submitting a building permit application.

Single-family dwellings in the SCRO-1 District would require approval of a conditional use permit, which would add approximately 3-6 months to the overall processing timeline to allow for application review, CEQA review, public noticing, and a decision by the Planning Commission to occur. Typically single-family dwellings in the SCRO-1 District are subject to one public hearing; continuances of such projects are extremely rare. It is worth noting that multi-family and mixed-use

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<sup>5</sup> Exceptions are limited to the R-BA district, which requires design review for single-family dwellings on ridgeline lots, clustered developments, or density transfer developments.



housing are permitted uses by-right in the SCRO-1 District, and the City does not anticipate sites in the SCRO-1 District to develop as single-family uses in the future.

#### Multi-Family and Mixed-Use Developments

Prior to 2022, multi-family and mixed-use projects of two or more dwelling units were subject to the City's discretionary design review ordinance. Depending on the scale of the project, its CEQA status and any other entitlements required (such as Use Permits or Grading Review), a typical discretionary review process for multi-family or mixed-use projects would average seven months. After discretionary review was approved, the building permit process averages 13 months from the date of application submittal to date of permit issuance. In total, previous discretionary review requirements nearly doubled the permit processing time for multi-family and mixed-use developments.

However, beginning in 2022 with adoption of Ordinance 669, multi-family and mixed-use developments of two or more dwelling units are now exempt from discretionary Design Review and subject instead to a ministerial review by the Zoning Administrator for compliance with objective design standards and criteria, consistent with the requirements of SB 35 and the Housing Accountability Act. The City has not yet processed a housing development permit under this new ministerial process and can only speculate on quantifiable reductions in processing time. However, the City intends to utilize this new streamlined ministerial process for housing development projects to generate significant time savings for multi-family and mixed-use developments compared to the previous discretionary design review permit process, and a significant reduction in processing costs and timeframes by at least half the past timeframes. Such projects would be processed under a ministerial Housing Development Permit subject to review by the Zoning Administrator. The process involves public notification and a published staff report analyzing a project's consistency with objective standards. One public meeting is then to be held if there is any public objection to the staff determination. If no objections are received, the Zoning Administrator may take action without a public meeting. If a public meeting is held, its purpose is to allow the public to make comment on a given application, and not to change the ministerial nature of the Zoning Administrator's review. These new procedures are intended to balance providing the public with information about new projects without imposing subjective review that is inconsistent with State law.

Historically, the previous discretionary design review process of multi-family housing did not appear to be a constraint on the production of affordable housing in Brisbane. Typically, a complete design review application would be heard before the Commission within four months, depending upon the completeness of the submitted application, environmental review requirements, and whether review by outside agencies are required (e.g., applications for development within the San Bruno Mountain HCP area require San Mateo County Parks, California Fish and Wildlife, and US Fish and Wildlife review as part of the completeness review. Any required Use Permits, Variances, or other planning permits (Appendix B, Table B.4.2) would be processed concurrently. A typical multi-family project under previous discretionary design review procedures would likely require two to three public hearings, with at least two weeks in between, adding a total of 6-8 weeks of processing time to complete the public hearings. During the 2015-2022 planning period, the City approved all seven design permits submitted for residential development at the density proposed, including applications requesting modifications to on-site parking requirements and other development standards, entitling a total of 38 dwelling units. Key to this successful application processing rate

## 4. HOUSING CONSTRAINTS

was the City's commitment to encouraging diversity of design and individual expression in residential development (1994 General Plan Policies LU.12 and LU.13) and, as a result, discretionary design review focused on issues of safety and safe, efficient site design and allowed greater freedom in regard to architectural styles and exterior finishes and materials.

In order to accommodate the City's RHNA share for very-low- and low-income households in the 2015-2022 Housing Element cycle, the City adopted two housing overlay zones in the Parkside subarea that permit owner-occupied and rental multifamily residential use by right (without a Use Permit) with ministerial approval by the Community Development Director prior to building permit application submittal. Both the PAOZ-1 and PAOZ-2 zoning districts and the Parkside at Brisbane Village Precise Plan contain objective design standards to address community concerns regarding building height, massing, and scale, and compatibility with existing development in Central Brisbane and the Community Development Director does not make discretionary findings of approval in considering the projects conformance with such objective standards. No meeting is required for the Director's ministerial review of a project.

Transitional and supportive housing are treated the same as other residential uses per BMC Section 17.02.235. Emergency shelters are a permitted use (not requiring a Use Permit) exempt from design review but subject to objective development standards in the SCRO-1 District. Single-room occupancy units intended as supportive housing are defined as multiple-family dwellings and are subject only to objective design standards in those districts where multiple-family dwellings are permitted by-right, in the SCRO-1, R-2, R-3, PAOZ-1, and PAOZ-2 districts.

*See Programs 7.A.4, 7.A.5 and 7.A.7.*

### 4.1.4.3 Subdivision Applications

Tentative subdivision (five or more lots or condominiums) and parcel maps (four or fewer lots of condominiums) are reviewed by the Planning Commission, with final subdivision maps requiring City Council approval and final parcel maps requiring City Engineer approval. Due to the site and environmental constraints involved with the vacant tracts of land left in Brisbane, subdivisions typically take much longer to process than applications for single-lot developments. Once a complete application is submitted, parcel maps typically take two months to be approved by the Planning Commission and an additional three months to be approved by the City Council. Planned Development permits require a similar process for approval.

*See Program 7.A.4, 7.A.5 and 7.A.7.*

### 4.1.4.4 Permit Processing Procedures and Technology

Prior to 2020, the City processed both building and planning permit applications largely in paper form, though some building permits were processed electronically using a proprietary software custom-built for the City in the early 2000's. With the onset of the COVID-19 pandemic and subsequent shift to remote work at City Hall, the City pivoted to all electronic building and planning permit application processes using the existing building permit software and the City's new website, which expanded the City's ability to process any form electronically. While the pivot was successful in many ways, and the City was successful in processing complex building and planning permit



submittals without significant increases in processing time, the Community Development Department recognized that to continue to provide excellent service and improve project processing in a digital world, significant technology upgrades were needed. Pursuant to a Citywide Technology Master Plan adopted by the City Council in 2022, the Community Development Department will implement a new land management system to enhance interdepartmental and interagency coordination in development review, reduce permit processing times, and make the review process more transparent to applicants and the public. In 2022, the City also completed a Citywide process engineering review to map the permit review process in all City departments in order to identify areas for process improvements and what features in the new land management software would be most effective for both the City and applicants.

*See Program 7.A.4.*

#### **4.1.4.5 Accommodating Lower Density Requests**

Most of Brisbane's site inventory to meet the RHNA is within the Baylands and the Parkside areas. The Baylands is subject to rezoning through a specific plan, which is in process and scheduled to be adopted within the first three years of the Housing Element plan period (see programs 2.A.2 and 2.B.1). Parkside has an existing precise plan, which was established in the 5<sup>th</sup> RHNA cycle (see Programs 2.A.1 and 2.F.1). These two areas either already have or will have minimum density standards, as detailed in Chapter 5 – Housing Plan. It is not anticipated that an application for either site would be submitted for a housing density below the minimums defined in the Housing Plan. Conversely, housing developers are generally seeking to maximize density where possible. In the event that a lower density request is submitted, the City would work with the applicant to make up the housing within the respective zoning district, with a higher density on another portion of the site. Note that both districts have owners with control over multiple sites. If that could not be accomplished, the City would consider the density reduction request as a modification to the specific plan or precise plan and concurrently would consider other replacement sites outside the developers site(s) to ensure the RHNA is still met (see program reference below).

Whether the deficit is made up on replacement sites or by increased density with the plan area, the planning permit request would be expected to add approximately 4 to 6 months to the timeline before a building permit could be processed.

Other sites in the Housing Plan inventory do not have density minimums.

In case a lower density request is received, a program has been included to "Monitor the adequate sites inventory to ensure adequate development capacity will be maintained throughout the planning period to accommodate the RHNA per Government Code Section 65863." This would apply to all RHNA income levels.

*See Program 2.A.4.*

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### 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:



*"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.

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.

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See Programs 2.B.1, 2.B.2, 2.D.1, and 2.E.1.

### 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 three 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.

#### 4.2.1 LAND PRICES

As shown in Chapter III, Residential Sites Inventory (Table 3-2), vacant land in Brisbane available for new housing construction is scarce. Vacant residential sites in Brisbane have significant development constraints that must be addressed at substantial cost, as shown in Table 4-5.



Developed sites similarly command a high sales price per square foot, as shown in Table 4-6, and require demolition and displacement of existing uses in order to be redeveloped for residential purposes.

An analysis of vacant land costs specific to the City of Brisbane is difficult to perform, given the small number of transactions. According to Zillow, between 2019 and 2022 five properties zoned for residential development sold in Brisbane for an average of \$48.77 per square foot, and a median of \$64 per square foot. Values per square foot for vacant land in the R-BA District (represented by one land sale in the given time-period) are much lower than in the R-1, R-2 and R-3 Districts due to the larger size of the properties and development constraints, including steep slopes, lack of infrastructure and inclusion in the San Bruno Mountain Habitat Conservation Plan, which adds regulatory and environmental constraints to development.



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TABLE 4-5 VACANT, RESIDENTIALLY ZONED LAND SALES IN BRISBANE: 2019-2022

APN(s)	Address	Zoning (Single-Family, Multi-Family, Mixed-Use)	Lot Size (Approx. Sq.Ft.)	Sales Price	Price/ Sq.Ft.	Date of Sale
007556010 007560120 007560130 007560140	1100 San Bruno Ave	R-BA (S-F)	178,160	\$2,200,000	\$12.35	10/18/2021
007461020	100 Lake St	R-1 (S-F)	5,770	\$550,000	\$95.32	10/22/2021
007560210	3900 Bayshore Blvd	SCRO-1 (S-F, M-F, M-U)	11,977.4	\$720,000	\$60.11	5/3/2021
007242090	20 Tulare St	R-1 (S-F)	5,000	\$320,000	\$64	3/13/2020
007560080	3998 Bayshore Blvd	SCRO-1 (S-F, M-F, M-U)	9,040	\$550,000	\$60.84	2/28/2020
					<b>Median</b>	<b>\$64</b>
					<b>Average</b>	<b>\$48.77</b>

Source: Zillow.com.

TABLE 4-6 DEVELOPED RESIDENTIALLY ZONED LAND SALES IN BRISBANE: 2019-2022

APN	Address	Use (Single-Family, Multi-Family, Mixed-Use)	Zoning	Lot Size (Approx. Sq.Ft.)	Sale Price	Price/ Sq.Ft.	Date of Sale
007221030	34 Visitacion Ave	M-F	NCRO-2	7,500	\$6,000,000	\$800	8/31/2021

Source: Zillow.com.

Expanding the dataset to include land sales throughout San Mateo County and neighboring Santa Clara County, land costs for typical multi-family construction in San Mateo County are approximately \$100,000 per unit. Land for single-family homes in San Mateo County averages \$110 per square foot, though recent sales in single-family districts in Brisbane average approximately \$57 per square foot.<sup>6</sup>

The City will prioritize leveraging its Low- and Moderate-Income Housing Funds managed by the Brisbane Housing Authority to offset land acquisition costs for affordable housing developments to address this constraint by directly subsidizing the purchase of land to be developed for affordable housing. In addition, as required under the Surplus Land Act, the City will engage in good faith negotiations with housing sponsors prior to disposing of any surplus land and may do so at below-market rate costs.

See Programs 2.D.1 and 2.E.1.

#### 4.2.2 CONSTRUCTION COSTS

Construction costs include the cost of labor and materials (referred to as hard costs), as well as architectural and engineering services, development fees and insurance (soft costs). In San Mateo County, hard costs account for approximately 66% of the development costs for multi-family

<sup>6</sup> Century | Urban, 2022; Zillow, 2022.



development, with soft costs averaging around 22%, and the remainder being land costs; for single-family development, hard costs are approximately 44%, soft costs are 15%, and the cost of land is the remainder.<sup>7</sup>

According to housing developers in San Mateo County, construction costs for multi-unit buildings vary based on the form of parking (structured vs. surface) in addition to other environmental factors such as topography, pre-existing structures etc. For a multi-unit building, total construction costs are estimated at \$521,500 per unit or \$522 per square foot, a significant increase from 2014 when construction costs ranged from \$172 to \$200 per square foot for multi-family development.<sup>8</sup>

For single-family homes, average construction costs in San Mateo County range from \$420 per square foot of floor area to \$525 per square foot and from \$1,092,000 to \$2,625,000.

Because of steep terrain in many residentially zoned areas of Brisbane, projects often require extensive foundation and soil preparation, which means that construction costs in Brisbane may exceed those elsewhere in the County. According to the Association of Bay Area Governments, the most cost-efficient method of residential development is wood frame construction at 20 to 30 units per acre. On some of the steepest upslope sites, concrete foundation work can extend up several stories.

While construction costs on Brisbane lower elevation streets are less constrained by topography, the cost for labor, materials and equipment for construction is still high and would be expected to be close to the average for the County. To address this constraint, Brisbane Housing Authority Low- and Moderate-Income Housing Funds could be used to subsidize development costs for affordable housing projects. Density bonuses and incentives and concessions under density bonus law can also offset construction costs.

*See Programs 2.D.1 and 2.E.1.*

### 4.2.3 AVAILABILITY OF FINANCING

#### 4.2.3.1 Homebuyer Financing

In order to qualify for a mortgage loan, an applicant must be able to demonstrate a degree of financial stability to the lending institution. Generally, as the amount of mortgage increases, lending institutions require additional security, such as excellent credit scores and cash reserves. Traditional mortgage loans typically can cover up to 90% of the home cost but may charge private mortgage insurance (PMI) for down payments of less than 20% or 15%. Given the median price of a home in Brisbane in 2021 of \$1,300,000 (see Chapter 2, Table 2-19), this leaves moderate- and low-income homebuyers with no or few options for financing. To make up this gap, local, State, and Federal programs are available to qualified first-time buyers that allow for down payments as low as 3.5% (California Housing Finance Agency). In San Mateo County, the Housing Endowment and Regional

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<sup>7</sup> Century | Urban, 2022.

<sup>8</sup> Baird + Driskell Community Planners, 2014.

## 4. HOUSING CONSTRAINTS

Trust (HEART) provides moderate and low-income first-time homebuyers to pay 5% down payments with no PMI.

Mortgage interest rates are a significant factor in consumer purchasing power and home sale prices. From 2019 to 2021, mortgage interest rates in San Mateo County and nationwide reached historic lows as the Federal Reserve dropped interest rates in response to the COVID-19 pandemic, with a 30-year fixed mortgage rate average of 2.68%.<sup>9</sup> However, mortgage interest rates began to rise in 2022 as inflation rose to over 8%, with rates in April 2022 approaching 5%, and most industry leaders predicting continued increases in 2022.<sup>10</sup>

The data in Table 4-7 below shows loan application data by household income in 2017 for 1- to 4-unit properties and manufactured homes. Approximately 86% of loan applications in the San Francisco-San Mateo-Redwood City MSA were filed by above moderate-income households, a significant increase from 2012 when such households submitted 65% of all applications. Moderate-income households represented 10% of loan applicants, compared to 18% of applicants in 2012. Low-income households represented 3%, compared to 12% in 2012, and very-low-income households (less than 50% of AMI) only 1%, compared to 4% in 2012. Approximately 77% of all loans were approved and accepted by the applicants, and 7% were denied, similar to trends in 2012 when 75% of loan applications were approved and 10% denied. Overall, this data illustrates the growing housing affordability gap for moderate-, low-, and very-low-income households in San Mateo County and surrounding communities and increasingly uneven distribution of homeownership among above moderate-income households.

**TABLE 4-7 DISPOSITION OF APPLICATIONS FOR CONVENTIONAL HOME PURCHASE LOANS (2017)**

Income Level	Number of Loan Applications	% of All Loan Applications	% of Loans Originated	% of Loan Applications Denied	% Other*
Less than 50% AMI	92	1%	0.4%	3%	1%
50% to 80% AMI	451	3%	3%	7%	4%
80% to 120% AMI	1,274	10%	9%	14%	10%
120%+	11,606	86%	88%	75%	86%
<b>All</b>	<b>13,452</b>	<b>100%</b>	<b>77%</b>	<b>7%</b>	<b>16%</b>

Note: \* includes loans applications approved but not accepted, loan applications withdrawn, and incomplete files.

Source: HMDA Data, 2017 for San Francisco-San Mateo-Redwood City MSA, Tables 5-1 and 5-2.

<sup>9</sup> "Historical Mortgage Rates from the 1970s to 2021: Averages And Trends," Rocket Mortgage, May 2, 2022. Website: <https://www.rocketmortgage.com/learn/historical-mortgage-rates-30-year-fixed?msclkid=062d4d3ecfb211eca9c2f9aea5201a78>, accessed May 9, 2022.

<sup>10</sup> "Mortgage Interest Rates Forecast: How High Will Rates Climb In 2022?" Forbes Magazine, May 4, 2022. Website: <https://www.forbes.com/advisor/mortgages/mortgage-interest-rates-forecast/#:~:text=The%20average%20rate%20on%20a%2030-year%20fixed-rate%20mortgage,rise%20much%20higher%20than%203.1%25%20to%203.3%25.%20?msclkid=062bf4c7cfb211ecbfa1caf1a4f11ab5>, accessed May 9, 2022.



To help address mortgage constraints for low- and moderate-income buyers, the City will continue to support efforts to provide assistance to the City's first-time homebuyers.

*See Programs 2.E.2 and 2.E.3.*

#### 4.2.3.2 Homebuilder Financing

Due to Federal and State budget cuts, affordable housing developers have had a much harder time securing funding. Since 2009, the Federal Government has cut programs such as Community Development Block Grants, HOME, and HOPE VI funding by 27% to 50% (ABAG). Traditionally, these programs have been a large source of affordable housing funds. In addition to Federal cuts, the State dissolved Redevelopment agencies in 2012, resulting in a loss of millions of dollars in funds for affordable housing. The tax increment for low- and moderate-income housing from Redevelopment agencies was the most significant source of funding for affordable housing in small communities. However, Low-Income Housing Tax Credits still provide an important source of funding, so it is important for the City to consider which sites are eligible for affordable housing development.

To help address construction loan constraints for affordable housing developers, the City will consider using its limited Brisbane Housing Authority Low- and Moderate-Income Housing Funds to subsidize development costs in privately financed affordable residential and mixed-use projects.

*See Programs 2.E.2 and 2.E.3.*

#### 4.2.4 ENVIRONMENTAL AND PHYSICAL CONDITIONS

Contributing factors to the cost of construction include environmental and physical 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 (HCP) for the protection of endangered butterfly species. The area is also largely constrained by steep topography and separation from City infrastructure, with some exceptions in the lower Brisbane Acres areas. However, some market rate infill housing has occurred during the last housing element cycle and development interest remains in some of the lower Brisbane Acres sites.

The Southwest Bayshore SCRO-1 district is within the eastern edge of the HCP. However, recently biological survey work throughout this subarea has not shown viable butterfly habitat. These sites also generally steepen to their rear, but they are fronted by Bayshore Boulevard and the infrastructure located there.

Similarly, in the upper portions of the Central Brisbane subarea, steep topography poses challenges, with high cost of construction, especially for deep foundation work. However, Central Brisbane's upper streets have continued to experience development of market rate, infill single family homes, since these sites generally have immediate street and utility infrastructure access. One return for the high cost of construction on most of both the Brisbane Acres and upper Central Brisbane sites is that of exceptional views of the San Francisco Bay.

#### 4. HOUSING CONSTRAINTS

Crocker Park's Parkside Area is comprised of essentially flat sites, served by infrastructure. The primary physical constraint for these sites is the existing warehouse buildings. This has been addressed in Chapter 3 and Appendix B.

The Baylands was largely formed by man-made fill to allow construction of the rail yard in the early 1900's and it operated into the 1960's, so the topography is essentially flat. Although the rail yard structures and tracks have been removed, environmental constraints are posed by its industrial history and it's now a brownfields site. Certain areas contain subsurface soil and groundwater contamination from Bunker C oil, metals and volatile organic carbons. While remediation of these contaminants to residential standards is costly, the owner already has a substantial investment in site characterization and preparation of remedial action plans (RAPs). These RAPs have been approved by the Regional Water Quality Control Board (RWQCB)<sup>1</sup> and the Dept of Toxic Substances Control (DTSC)<sup>2</sup> and remediation and development is feasible within the plan period, since much of the remediation will involve capping the contamination utilizing soil stockpiles from the east side of the Baylands site. Links to the RAPs are provided below. In recognition of the cost of site remediation as a potential constraint the City of Brisbane obtained a \$3M Equitable Communities Revitalization Grant (ECRG) from the CA Department of Toxic Substances Control (DTSC) for remediation planning activities for the Baylands.

There are no known constraints that would preclude development of residential units within the plan period.

See further discussion under as they related to land use regulation under Section 4.1.1.3 Other Land Use Controls, Environmental Regulation.

## 5. HOUSING PLAN

The City of Brisbane is a desirable place to live, work, and play for a diversity of people, as shown in Chapter 2, Community Characteristics and Housing Needs. Given the City's projected housing needs, Brisbane will need to significantly increase its supply of housing while maintaining its existing housing stock and community amenities and services that ensure the City remains a desirable place to live. New housing will need to be affordable to households at all income levels consistent with the RHNA and accessible to households with special needs. The goals, policies, and programs in this chapter support these overarching objectives, while ensuring that the City will meet its statutory obligations to affirmatively further fair housing and facilitate housing production at all income levels.

Chapter 3, Resources and Opportunities, identifies the inventory of sites available for residential development to meet the City's RHNA. This chapter identifies measures to be taken by the City to meet its RHNA. This chapter also establishes the City's policies and programs for preserving the City's existing housing stock, protecting residents from displacement, ensuring fair housing for all households, helping the community adapt as the City grows, and building broad community awareness of housing issues, policies, and resources.

Consistent with Government Code Section 65583(b), this chapter also provides the quantified objectives for the planning period of 2023-2031, or the number of units likely to be constructed, rehabilitated, and preserved by income level during the planning period. The programs and the quantifiable objectives are directly related in that the quantifiable objectives are the City's best estimate of the number of units in those categories of preservation, rehabilitation and new construction, by income level given the City's land resources (Chapter 3), governmental and non-governmental constraints, (Chapter 4), and proposed programs (this chapter).

This chapter includes the following sections:

1. Quantified Objectives: Preservation, rehabilitation, and construction.
2. Goals, policies, and programs.

### 5.1 QUANTIFIED OBJECTIVES: PRESERVATION, REHABILITATION, AND CONSTRUCTION FOR 2023-2031

The quantified objectives section estimates the number of units likely to be constructed, rehabilitated and preserved by income level during the planning period given the City's land resources, governmental and non-governmental constraints, proposed programs, and the City's project pipeline. As shown in the tables below, the City will preserve 25 deed-restricted affordable housing units. A total of 30 sites are estimated as being in need of rehabilitation in the planning period. New construction is primarily anticipated in the Baylands subarea following adoption of the Baylands Specific Plan (see Program 2.A.2), based on the status of that draft Specific Plan, the owner's active engagement to develop the site, and the fact that the housing will be part of the first phase of development. The City anticipates that the multi-family PAOZ-2 overlay district is likely to be developed within the plan period. Several multi-family and mixed-use pipeline projects are also

## 5. HOUSING PLAN

CITY OF BRISBANE 2023-2031 HOUSING ELEMENT

TABLE 5-1 QUANTIFIED OBJECTIVES FOR CYCLE 6 (2023-2031), HOUSING UNITS BY SITE

Preservation Site	Extremely Low-Income	Very-Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Affordable Totals
Visitacion Gardens Senior Housing	0	4	2	8	0	14
20-38 Plumas Street (Habitat for Humanity)	0	5			0	5
15 Glen Park Way (Habitat for Humanity)	0	1			0	1
720 San Bruno Avenue (Habitat for Humanity)	0	1			0	1
1 San Bruno Avenue (City of Brisbane Inclusionary Housing Program)	0		1	1	0	2
313 Swallowtail Court (City of Brisbane First Time Homebuyer Program)	0			1	0	1
343 Mariposa Street (City of Brisbane First Time Homebuyer Program)	0			1	0	1
Misc.- Central Brisbane	305	155	400	230	800	1,090
<b>Totals</b>	<b>305</b>	<b>166</b>	<b>403</b>	<b>241</b>	<b>800</b>	<b>1,273</b>
<b>Rehabilitation Site</b>						
Misc.- Citywide	10	10	10	0	0	0
<b>Totals</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>New Construction Site</b>						
Baylands	72	73	82	287	1,286	514
Parkside PAOZ-2	55	54	58	0	0	167
3750-80 Bayshore Boulevard	0	0	2	3	25	5
221 Tulare Street	0	0	0	0	3	0
213 Visitacion Avenue	0	0	0	0	4	0
18 Visitacion Avenue	0	0	0	0	2	0
Southwest Bayshore SCRO-1	30 <sup>c</sup>					
Other Infill (Including ADUs) <sup>b</sup>	6	6	12	12	25	36
<b>Totals</b>	<b>163</b>	<b>133</b>	<b>154</b>	<b>302</b>	<b>1,345</b>	<b>722</b>

<sup>a</sup> No sites were identified in the sites inventory, but the City will continue to monitor and add sites as appropriate.

<sup>b</sup> Trend-based using building permit data (issued permits) from 2017 to the present in the NCRO-2, R-1, R-2, R-3, and SCRO-1 zoning districts.

<sup>c</sup> Emergency shelter beds



included, as well as a total of 51 infill units based on current zoning and market trends that continue to support the redevelopment of smaller, scattered sites by property owners. An emergency shelter of 30 beds is also included in the objectives for new development for extremely low income, within the SCRO-1 district.

## 5.2 GOALS, POLICIES, AND PROGRAMS FOR 2023-2031

The City has identified seven goals to guide the Housing Element policies and programs.

1. Affirmatively further fair housing opportunities for all persons.
2. Facilitate and support the production of housing at all income levels, but especially affordable housing.
3. Preserve existing affordable housing.
4. Protect residents from displacement.
5. Increase public awareness of housing programs and resources.
6. Conserve natural resources and reduce greenhouse gas emissions in existing and new residential development.
7. Avoid unreasonable government constraints to the provision of housing.

### Goal 1: Affirmatively further fair housing opportunities for all persons.

The City’s goal to affirmatively further fair housing (AFFH) is interwoven throughout all of the City’s housing goals, policies and programs and is closely tied with the goal to engage and educate the community on housing policies and resources for both renters and property owners (Goal 5). The policies and programs contained under this goal specifically address the fair housing issues identified in the City’s Fair Housing Assessment (Appendix C).

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
<b>Policy 1.A: Actively promote and distribute fair housing information and resources to Brisbane residents and landlords.</b>				
CDD	General Fund	1.A.1: Provide referral services to appropriate agencies by creating a dedicated webpage specific to fair housing including resources for residents who have experienced discrimination, information about filing fair housing complaints with HCD or HUD, and information about protected classes under the Fair Housing Act. (See also programs under Goal 5)	Create webpage Update annually	5/31/2023 Ongoing
CDD	General Fund	1.A.2: Actively distribute information to Brisbane landlords, residents (particularly households of color and non-English speaking households) and businesses, developers, non-profit housing developers and other groups about fair	City Star and Chamber of Commerce Newsletters Weekly City News Blast/City Manager's bulk mailing, flyers	At least Annually



## 5. HOUSING PLAN

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		housing resources , including but not limited to: <ul style="list-style-type: none"> <li>Fair housing training for landlords and tenants through Project Sentinel or other organizations the City may partner with during the Housing Element cycle.</li> <li>Fair housing programs of other agencies.</li> <li>Financial literacy training through Project Sentinel or other organizations.</li> <li>Housing counseling services through Project Sentinel or other organizations.</li> </ul>	Webpage and handouts	Starting 1/23 and periodically, as needed  Q2 2023 and ongoing thereafter
		<i>See Program 5.A.1</i>		
CDD	General Fund	1.A.3: Actively distribute information to Brisbane residents and businesses, including targeting to households of color and non-English speaking households, non-profit housing developers, housing counseling and resource organizations, and other groups about housing opportunities in Brisbane, including but not limited to: <ul style="list-style-type: none"> <li>Newly available housing units for rent or purchase to moderate- or lower-income households through the City's Inclusionary Housing Program, First Time Homebuyer Program, Habitat for Humanity resale program, or Bridge Housing senior rental program, and any new homebuyer or renter program that may be established. during the Housing Element Cycle.</li> <li>The City's inventory of potential housing development sites.</li> </ul>	City Star and Chamber of Commerce Newsletters  Weekly City News Blast/City Manager's bulk mailing, flyers,  Webpage and handouts	At least Annually  Starting 1/23 and periodically, as needed  Q2 2023
<b>Policy 1.B: Continue to promote equitable housing opportunities.</b>				
CDD	General Fund	1.B.1: Develop an affordable housing siting policy to promote the distribution of affordable housing equitably across the City.	Adopt policy	12/31/2025
<b>Policy 1.C: Ensure local fair housing data is up to date.</b>				
CDD	General Fund	1.C.1: Coordinate with local service providers, including but not limited to fair housing and transit providers, to collect updated data on fair housing factors specific to Brisbane maintained by those providers.	Meet with local service providers	1/31/2024 and annually thereafter
CDD	General Fund	1.C.2: Based on data trends, identify policy priorities and update Fair Housing Action Plan.	Incorporate fair housing data into Capital Improvement Plan  Update Fair Housing Action Plan based on data trends	7/1/2025 and biennially thereafter with adoption of the City budget  12/31/2025 and biennially thereafter



**Goal 2: Facilitate and support the production of housing at all income levels, but especially affordable housing.**

This goal addresses the significant need for additional housing across all household income categories. To meet the targets set by the RHNA, the City must facilitate the production of housing through the existing residential and mixed-use zoning districts, as well as complete its planned rezoning of the Baylands subarea through the adoption of a specific plan. The Baylands is designated as a Priority Development Area (PDA) in Plan Bay Area and is ideally located for new residential development both from a City and regional perspective, due to its proximity to and planned enhancements to public transit corridors (Caltrain and San Francisco’s Muni light rail) and easy access to Highway 101.

After years of careful planning and community engagement, in 2018 the City Council approved General Plan amendments (affirmed by the voters via Measure JJ) to allow a range of 1,800 to 2,200 housing units in the northwest quadrant of the subarea, centered on the Bayshore Caltrain station.

As noted in Chapter 3 – Resources, in 2022, the property owner submitted a draft specific plan for the Baylands proposing development of 2,200 housing units and up to seven million square feet of commercial development. The City is actively processing the applicant’s specific plan submittal to meet the statutory deadline for rezoning to accommodate its 2023-2031 RHNA and has a motivated applicant in the Baylands property owner. An area of emphasis in the specific plan will be to ensure that a substantial component of lower income and special needs housing units are accommodated within the plan area. A number of other policies and programs provided below address the City’s intent to partner with housing developers to facilitate development of affordable housing throughout Brisbane.

In 2022, the City initiated an Affordable Housing Strategic Plan (AHSP) to identify funding priorities for current affordable housing funds, identify new revenue streams for affordable housing, calibrate the City’s inclusionary housing and density bonus ordinance, and evaluate management options for the City’s current and future affordable housing inventory. The AHSP will be adopted in 2023.

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
<b>Policy 2.A: Provide zoning for a balance of housing types, sizes (bedrooms), tenure and the inclusion of affordable, senior and special needs dwelling units in multi-family developments consistent with the RHNA.</b>				
CDD	General Fund, developer fees	2.A.1: Maintain existing residential and mixed-use zoning to provide adequate sites to accommodate the 2022-2031 Regional Housing Needs Allocation	Ongoing maintenance of existing zoning	Ongoing
CDD	General Fund, developer fees	2.A.2: Adopt the Baylands Specific Plan/Zoning to allow 1,800 to 2,200 housing units by-right, without discretionary design review, at site densities of at least 20 units per acre, on sites accommodating at least 16 units, to meet the 2023-2031 RHNA, consistent with the Brisbane General Plan Land Use Element, in compliance with all aspects of Government Code Section 65583.2(h)-(i) The Specific Plan or Developer Agreement shall contain objective design standards and shall provide an	Specific Plan Adoption by City Council and certification , including approval of adequate water supply	1/31/2026

## 5. HOUSING PLAN

CITY OF BRISBANE 2023-2031 HOUSING ELEMENT

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		affordable housing plan. The Specific Plan or Developer Agreement shall describe accessible residential design incorporated into units in proximity to transit.		
CDD	General Fund	2.A.3: Provide annual reports to HCD on progress made in implementing the Housing Element programs per Government Code Section 65400, including a review for internal consistency and compliance with Government Code Sections 65302(d)(3) and 65302(g)(2) as amended by Chapter 369, Statutes 207 [AB 162].	Annual Reports to HCD	Annually
CDD	General Fund	2.A.4: Monitor the adequate sites inventory to ensure adequate development capacity will be maintained throughout the planning period to accommodate the RHNA per Government Code Section 65863.	Annual Reports to HCD	Annually
CDD	General Fund	2.A.5: Study zoning districts where reduction of minimum lot sizes may be appropriate to encourage development of tiny homes, row-homes, bungalows, or other similar developments; and adopt new zoning where appropriate.	Study Session at Planning Commission Adopt new zoning	12/2026 12/2028
CDD	General Fund	2.A.6.: Adopt implementing ordinance for ministerial duplex conversions and single-family lot splits as provided by Government Code Sections 65852.21 and 66411.7.	Adopt ordinance	12/31/2023
CDD	General Fund	2.A.7: Study zoning amendments to existing commercial zoning districts at Sierra Point and Crocker Park, to either allow or require mixed use buildings.	Study Session at Planning Commission Adopt zoning amendments	12/31/2026 7/30/2029
CDD	General Fund	2.A.8: Update the zoning ordinance to provide for transitional and supportive housing in all zoning districts allowing residential uses and only subject to the same restrictions as other residential dwellings in the same zone, and to allow permanent supportive housing by right in zones where multifamily and mixed uses are permitted, pursuant to Government Code Section 65651.	Adopt ordinance	12/31/30
CDD	General Fund	2.A.9: Facilitate development and monitor approvals of pipeline projects, including the number of units constructed and their affordability levels.	Monitoring and reporting on pipeline project status in the annual Housing Element Progress Report Coordinating with applicants to expedite approval of remaining entitlements Supporting funding applications or	4/1/2024 and annually thereafter 12/31/2023 and annually thereafter in Q4 7/1/2023 and biennially thereafter



<b>Lead Dept</b>	<b>Funding Source</b>	<b>Program</b>	<b>Actions</b>	<b>Implementation Timeline</b>
			requests for fee waivers for eligible projects	through the budget adoption process
			Identifying necessary rezoning or additional sites, if necessary, should pipeline projects not move forward	4/1/2024 and annually thereafter
CDD	General Fund	2.A.10: Update the ADU ordinance to comply with current State law.	Adopt updated ADU ordinance	12/31/2023
<b>Policy 2.B: Provide for development of affordable housing and housing designed for seniors and persons with disabilities (including the developmentally disabled) or other special needs.</b>				
CDD	General Fund	2.B.1: Through development of the Baylands Specific Plan and implementing development agreements, identify suitable sites for housing for seniors, persons with disabilities or other special needs, and lower-income households in the Baylands subarea.	Adoption of Development Agreement and Specific Plan	1/31/2026
CDD	General Fund	2.B.2: Amend the zoning ordinance to permit convalescent homes as a permitted use in the SCRO-1 District. Develop objective standards for the operation and design of such uses and incorporate into the zoning ordinance.	Ordinance adoption	12/31/27
CDD, Police	General Fund	2.B.3: Collaborate with the County of San Mateo in developing programs to provide regional shelter and services to the homeless by participating in the San Mateo County Continuum of Care and other regional efforts to provide homeless shelters, transitional and supportive housing for homeless households coordinated by the County.	Meet with San Mateo County staff to determine actions the City can take to assist homeless individuals in Brisbane for the calendar year  Meet with San Mateo County Human Services Agency staff to determine how the City can support development of emergency, transitional, and supportive homeless housing in Brisbane or in the County for the calendar year.	Annually in Q1  Annually in Q1
CDD	General Fund	2.B.4: Update the zoning ordinance allowing for emergency shelters as a permitted use in the SCRO-1 District from 12 beds to 30 beds, with such use not subject to discretionary action or to any development or management standards that would not apply to other allowed uses within the zone, except as provided by Government Code Section 65583(a)(4)(A).	Adopt amended SCRO-1 zoning	12/31/26
CDD	General Fund	2.B.5: Amend multi-family and mixed-use zoning districts to allow low barrier Navigation Centers, as required by	Adopt zoning amendments	12/31/2026

## 5. HOUSING PLAN

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		Government Code Sections 65660 - 65668 .		
CDD	General Fund	2.B.6: Grant priority water and sewer service to housing with units affordable to lower-income households in accordance with adopted City policy, consistent with State law [Government Code Section 65589.7 and Water Code Section 10631.17(a)70].	Priority water and sewer service for affordable housing	Ongoing
<b>Policy 2.C: Encourage utilization of the density bonus program to provide housing affordable to extremely low-, very-low- and/or low-income households, including supportive housing for extremely low-income families and larger households.</b>				
CDD	General Fund	2.C.1: Amend the density bonus ordinance to: <ul style="list-style-type: none"> <li>Allow greater density bonus and/or incentives to housing developments that provide housing units designed and dedicated for use by large families with low- to extremely low-incomes.</li> <li>Be consistent with Government Code Sections 65915(a) and (g).</li> <li>Grant a proportionately lower density bonus and/or incentives for affordable housing projects that do not qualify under Government Code Section 65915 due to their small size or other limitations.</li> <li>Grant a density bonus and/or other incentives greater than required for projects that meet or exceed the qualifications for a density bonus.</li> </ul>	Adopt amended density bonus ordinance	12/31/2023
<b>Policy 2.D: Reduce construction costs for affordable or special needs housing.</b>				
CDD	Low/Moderate Income Housing Fund	2.D.1: Evaluate methods to subsidize the cost of affordable or special needs housing development, including ADUs, including but not limited to: <ul style="list-style-type: none"> <li>Fee reductions or waivers.</li> <li>Direct subsidies in the form of pre-development or construction grants.</li> <li>Land donation.</li> </ul>	Adopt as part of Affordable Housing Strategic Plan (AHSP; see Program 2.E.1)	6/30/2023
			Implement cost subsidy strategies per the adopted AHSP and conduct regular outreach to service providers and nonprofit developers	Annually in Q1 and ongoing
CDD	City Funds	2.D.2: To encourage development of ADUs and junior ADUs: <ol style="list-style-type: none"> <li>Explore the potential to implement a loan program for ADU and JADU construction through the Affordable Housing Strategic Plan (see Program 2.E.1). If a City-funded loan program is determined to be infeasible, cooperate with 21 Elements to develop regional loan program (See program 2.E.2)</li> <li>Continue to fund the 21 Elements regional consortium and support its programs that offer technical</li> </ol>	Adopt the AHSP	6/30/2023
			Implement ADU/JADU subsidy strategies per the adopted AHSP and conduct regular outreach to property owners	Annually in Q1 starting 2024 and ongoing
			Fund 21 Elements and support development of a multi-jurisdictional	Ongoing as new programs are implemented and annually thereafter



<b>Lead Dept</b>	<b>Funding Source</b>	<b>Program</b>	<b>Actions</b>	<b>Implementation Timeline</b>
		<p>assistance to homeowners to reduce financial, architectural, and technological barriers to ADU/JADU design and construction.</p> <p>c. As these programs are implemented, publicize the changes to encourage the development of ADUs and JADUs using methods described in Programs 5.A.1 and 5.A.3.</p> <p>d. Promote the availability of CalHFA ADU Grant program,</p>	<p>Countywide ADU resource center</p> <p>Public outreach</p>	
<b>Policy 2.E: Seek private and public funding sources for affordable housing construction.</b>				
CDD	Low/Moderate Income Housing Fund	<p>2.E.1: Adopt and implement an Affordable Housing Strategic Plan (AHSP) that includes the following components:</p> <p>a. Identifies programmatic funding goals, objectives, and priorities for the City's current affordable housing fund balance.</p> <p>b. Evaluates and prioritizes new ongoing revenue streams for affordable housing development.</p> <p>c. Evaluates preferences for current Brisbane residents in new special needs and affordable housing.</p> <p>d. Community engagement of stakeholders, including landowners, affordable housing developers, and lower-income households in Brisbane and San Mateo County to identify opportunities for affordable housing development..</p>	<p>Adopt AHSP</p> <p>Implement AHSP strategies</p> <p>Ongoing community engagement with stakeholders</p>	<p>6/30/23</p> <p>Annually beginning 7/1/2023 and ongoing thereafter as part of the biennial budget adoption process</p> <p>Annually in Q1</p>
CDD	Low/Moderate Income Housing Fund	2.E.2: Participate in potential regional forgivable loan program for homeowners to construct an ADU that is held affordable for extremely low-income households for 15 years. Market to Brisbane property owners through Program 1.A.3.	Discuss and identify options for loan program development with 21 Elements and HEART	1/31/2025
CDD	Low/Moderate Income Housing Fund, CalHome Grant Funds	2.E.3: In the absence of a regional ADU loan program, evaluate the feasibility and impact of developing a City ADU construction loan program with funding supplemented by CalHome funding annually or as notices of funding availability are released.	<p>Adopt AHSP</p> <p>Implement AHSP funding strategies</p>	<p>6/30/2023</p> <p>7/1/2023 and ongoing thereafter with the biennial budget adoption process</p>
CDD	City Funds	2.E.4: Update the Inclusionary Housing Ordinance to comply with current State law and consider in-lieu fee alternatives for for-sale developments that may provide additional affordable housing revenue to the City.	<p>Adopt and/or implement AHSP</p> <p>Adopt revised inclusionary housing ordinance</p>	<p>6/30/2023</p> <p>1/31/24</p>
CDD	City Funds	2.E.5: Adopt an ordinance establishing and imposing a nexus fee applicable to new commercial development to fund affordable housing development consistent with the Affordable Housing Strategic Plan.	<p>Adopt and/or implement AHSP</p> <p>Adopt ordinance and fee amounts</p>	<p>6/30/2023</p> <p>12/31/23</p>

## 5. HOUSING PLAN

CITY OF BRISBANE 2023-2031 HOUSING ELEMENT

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
CDD	City Funds	2.E.6: Study the potential to develop vacant or underutilized City-owned sites for affordable and/or special needs housing with nonprofit housing developers, HEART, HIP Housing, and other partners.	Complete study and present to City Council for action	1/31/25
<b>Policy 2.F: Facilitate the development of affordable housing.</b>				
CDD	City Funds	2.F.1: Outreach to property owners within the PAOZ-1 and PAOZ-2 overlay districts to encourage private redevelopment of existing developed sites in the Parkside PAOZ-1 and 2 housing overlays and the SCRO-1 District and connect interested property owners with affordable housing developers.	Direct contact (mail, email and/or phone) to property owners	Annually, Q1
CDD	City Funds	2.F.2: Develop an ongoing relationship with nonprofit housing development corporations in order to take advantage of opportunities to create affordable housing in Brisbane in high resource areas.	Direct contact (mail, email and/or phone) with nonprofit housing developers	Annually, Q1
CDD	Low/Moderate Income Housing Fund	2.F.3: Through the Affordable Housing Strategic Plan, evaluate potential to acquire vacant sites and underdeveloped properties in order to assemble standard building sites to land bank for future affordable housing projects.	Adopt AHSP  Annually review and update AHSP to reflect available opportunities to acquire sites based on anticipated funds	6/30/2023  Beginning 7/1/2023 and ongoing thereafter with the biennial budget adoption process
CDD	General Fund, Low/Moderate Income Housing Fund	2.F.4: Through the AHSP, establish how City funding sources will be used to subsidize development costs in residential and mixed-use projects to encourage inclusion of more affordable housing units than required by the City's Inclusionary Housing Ordinance. (See Program 2.E.1)	Adopt AHSP  Implement AHSP strategies regarding development subsidies	6/30/2023  Beginning 7/1/2023 and ongoing thereafter with the biennial budget adoption process
CDD	General fund	2.F.5: Evaluate City fee schedules for processing development applications.	Adjust annually based on development processing direct costs	Annually
CDD	General fund	2.F.6: Through the annual progress report in Housing Element implementation submitted annually to HCD, monitor ADU production to ensure construction targets are in line with assumptions in Table 5-1. If production is not in line with assumptions, incentivize ADU production via implementation of programs 2.D.2, 2.E.2, and 2.E.3,	Monitor and report ADU production in the Annual Progress Report to HCD	Annually
CDD	General Fund	2.F.7: Assist in the development of housing for extremely-low income households.	Adopt priority processing procedures for ELI housing  Grant fee waivers or deferrals for ELI housing	12/31/2025  12/31/2027



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
			Grant concessions and incentives for ELI housing	12/31/2027
			Support funding applications for ELI housing	12/31/2029
			Outreach and coordinate with affordable housing developers for ELI housing	12/31/2024 and annually thereafter in Q4

**Policy 2.G: Encourage utilization of the density transfer and clustered development programs in the Residential-Brisbane Acres zoning district.**

CDD	General Fund	2.G.1: Study potential updates to the Residential-Brisbane Acres (R-BA) zoning district density transfer program to expand allowable "receiving" sites to include sites in other residentially or mixed-use zoned districts in the City to facilitate preservation of privately owned parcels in the R-BA zoning district and allow development rights to be transferred to parcels with access to existing infrastructure and lesser habitat value.	Complete study to determine appropriate districts to expand "receiving" site designation  Determine next steps based on results of study	12/31/2025
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**Goal 3: Preserve existing affordable housing.**

As the City continues to grow, it is important to maintain and preserve existing affordable housing that is deed restricted as well as non-deed restricted housing that is naturally affordable to moderate- and to low-income households. This goal is closely related to Goal 5 of protecting residents from displacement. The City's primary preservation target will be to renew the ground lease with Bridge Housing for the senior housing complex at 2 Visitacion Avenue (Visitacion Gardens). The City will identify and utilize other funding sources in the preservation of existing naturally affordable housing through supporting organizations that provide homeowner financial literacy training, foreclosure counseling, homesharing assistance, and rehabilitation programs.

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
<b>Policy 3.A: Preserve existing affordable housing units.</b>				
CDD	Low/Moderate Income Housing Fund	3.A.1: Implement affordable housing preservation and management policies identified in the Affordable Housing Strategic Plan (AHSP), including but not limited to the following: a. Establishing an early warning/ monitoring system for deed-restricted	Adopt AHSP  Implement anti-displacement strategies per adopted AHSP	6/30/2023  Annually beginning 7/1/2023 and ongoing thereafter



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		units at risk of conversion to market-rate. b. Allocation of potential funding sources to organizations providing homeowner financial literacy training, foreclosure counseling, homesharing matching and facilitation, and rehabilitation programs for naturally affordable housing. c. Providing for tenant education and assistance.		through the biennial budget adoption process
CDD	General Fund	3.A.2: Renew the ground lease with Bridge Housing Corporation for the Visitacion Garden senior apartments for an additional 30 years or other timeframe mutually agreeable to Bridge Housing and the City of Brisbane.	Renew ground lease with Bridge Housing	1/31/2028
CDD	General Fund	3.A.3: Survey rental rates for permitted accessory dwelling units to ensure their affordability to lower-income households at the ratios assumed in the Housing Element sites inventory (Chapter 3).  If survey results show that ADUs are being rented at levels that are not affordable to low-income households at the ratios assumed in the Housing Element, the City will provide targeted outreach to homeowners regarding tenant placement assistance provided by HIP Housing (see program 4.A.9)	Annual ADU rent survey  Connect ADU homeowners with HIP Housing staff	Annually, Q1  As needed based on results of annual rent survey
CDD, City Manager's Office	HUD Grant Funds	3.A.4: Program earmarked Federal grant funds received in FY 2021-2022 to provide financial assistance in the form of loans or grants to retrofit existing units for low-income and special needs households.	Adopt program funding guidelines  Start issuing loans/grants	12/31/23  2/24
CDD	General Fund	3.A.5: Amend zoning ordinance to require one-to-one replacement of deed-restricted affordable housing units converted to market-rates.	Adopt zoning amendments	12/31/2026
<b>Policy 3.B: Increase participation in Housing Choice Voucher and other rental assistance programs.</b>				
CDD	General Fund	3.B.1: Develop and implement an education/outreach campaign targeting landlords/managers on renting to people with Housing Choice Vouchers.  <i>See Program 5.A.1</i>	Launch campaign	1/31/2024 and annually thereafter

#### Goal 4: Protect residents from displacement.

As the City continues to grow and evolve, avoiding gentrification and displacement of lower-income residents is a priority. The policies and programs provided below address partnerships with organizations such as Project Sentinel and other non-profit groups and tapping into other government resources to provide financial assistance, counseling and other resources to help residents maintain and retain their housing. The AHSP identifies funding priorities for programs to



protect lower-income residents from displacement. This goal is closely related to Goal 4 of preserving affordable housing.

<b>Lead Dept</b>	<b>Funding Source</b>	<b>Program</b>	<b>Actions</b>	<b>Implementation Timeline</b>
<b>Policy 4.A: Protect existing residents from displacement.</b>				
CDD	Low/ Moderate Income Housing Fund	4.A.1: Adopt and implement anti-displacement programs in the AHSP, such as: a. Rental assistance program b. Preferences for current Brisbane residents for new affordable housing development c. First Time Homebuyer program	Adopt or implement AHSP	6/30/2023
CDD	Low/ Moderate Income Housing Fund	4.A.2: Support Project Sentinel's program to provide counseling to older homeowners on home equity conversion opportunities.	Partner with Project Sentinel	Biennially with budget starting 6/2023
CDD	City Funds	4.A.3: Partner with Project Sentinel or another qualified non-profit organization to perform fair housing training for landlords and tenants, and to provide training on financial literacy and housing counseling services for tenants. Focus training efforts on race-based discrimination and reasonable accommodations.	Develop agreement and schedule for at least annual trainings with qualified consultant	1/31/24
CDD	City Funds	4.A.4: Create a complaint referral form accessible via the City website for fair housing complaints to be submitted securely and forwarded by City staff to the appropriate State or Federal agencies.	Create complaint referral form	1/31/2024
CDD	Low/ Moderate Income Housing Fund	4.A.5: Engage with qualified non-profit organizations to convene a discussion with Black, Indigenous and People of Color households who are experiencing comparatively high rates of cost burden to discuss and identify solutions for relief.	Develop agreement and schedule with qualified consultant	1/31/2024
CDD	City Funds	4.A.7: Consider residential rent control provisions consistent with the provisions of the Costa-Hawkins Act and any other applicable State law.	City Council study session	12/2026
CDD	Low/ Moderate Income Housing Fund	4.A.8: Continue to fund the regional down payment assistance program with affirmative marketing to households with disproportionate housing needs including Black/African American and Hispanic/Latinx households through San Mateo Housing Endowment and Regional Trust (HEART).	Fund HEART	Biennially with adoption of the City budget.
CDD	General Fund	4.A.9: Support the Human Investment Program (HIP)'s shared housing program which helps find suitable housing for the elderly, single-parent families and persons with special needs, through annual financial support. See Program 1.A.1.	Fund HIP annually	Annually or with City budget adoption
CDD	General Fund	4.A.10: Study ordinance to require government notification for all eviction	Study session at City Council	12/31/2028

## 5. HOUSING PLAN

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		notices and rent increases above a certain level.		
CDD	General Fund	4.A.11: Amend inclusionary housing ordinance to extend timeframe of affordability covenants on new affordable housing development	Adopt ordinance	1/31/2025
CDD	General Fund	4.A.12: Implement the City's short term rental ordinance to prohibit conversion of housing units to short term residential rentals of less than 30 days.	Implement Ordinance 655	Ongoing
CDD, DPW	General Fund	4.A.13: Amend the Safety and Conservation Elements of the General Plan to include analysis and policies regarding flood hazard management information and climate adaptation and resiliency, ground water recharge and storm water management, per Government Code Sections 65302(d) and 65302(g), and check all elements for consistency with the Housing Element.	Amended Safety and Conservation Elements	1/31/2027
DPW	General Fund	4.A.14: Continue to develop master plans to maintain and upgrade public infrastructure in residential neighborhoods. Seek grants and other special funds to supplement utility and gas tax funds to implement improvement projects	Ongoing, as identified with Annual Budget	Ongoing
CDD	General Fund	4.A.15 Adopt a just cause eviction ordinance to protect renters from arbitrary and unjustified evictions.	Adopt Ordinance	12/31/2024
<b>Policy 4.B: Facilitate rehabilitation of substandard residential structures and where feasible maintain their affordability to very-low-, low- and moderate- income households.</b>				
CDD	City Funds	4.B.1: Collaborate with the County of San Mateo and other agencies with very-low-, low- and moderate-income Housing Repair and Home Rehabilitation Loan Programs to expand the scope and eligibility for assistance.	Expanded eligibility for County rehab and repair programs	12/31/2024
CDD	City Funds	4.B.2: Implement preservation policies identified in the Affordable Housing Strategic Plan, including but not limited to the following: a. Funding existing Countywide rehabilitation and repair programs. b. Establishing City-funded rehabilitation and repair program.	Adopt AHSP  Implement preservation strategies	6/30/2023\  Starting 7/1/2023 and ongoing thereafter through the biennial budget adoption process
<b>Policy 4.C: Continue to discourage the conversion of existing apartment buildings to condominiums or cooperatives and conversion of the mobile home park to other uses.</b>				
CDD	N/A	4.C.1: Maintain Zoning Ordinance standards for condominium conversions of existing rental units consistent with current State law.	Maintain current zoning ordinance	Ongoing
CDD	N/A	4.C.2: Maintain the R-MHP Residential Mobile Home Park District zoning to retain the mobile home housing stock.	Maintain current zoning	Ongoing



**Goal 5: Increase public awareness of housing programs and resources.**

To achieve the City’s housing goals outlined above, and increase their effectiveness, the City’s first goal is to increase public access to and awareness of the City’s housing policies and programs. Engagement efforts will target current residents (homeowners and renters), landlords and property owners, and developers primarily via the City’s website and social media platforms, as well as traditional means, such as paper handouts at City Hall and the Library, monthly and quarterly Citywide newsletters mailed to all homeowners and businesses, and in person engagement at annual community events. To reach a diversity of people, the City will provide information in more than one language for both online and paper resources.

<b>Lead Dept</b>	<b>Funding Source</b>	<b>Program</b>	<b>Actions</b>	<b>Implementation Timeline</b>
<b>Policy 5.A: Engage the community and provide public information on housing issues and resources.</b>				
CDD	General Fund	5.A.1: Update and maintain the City’s Housing issues webpage and handouts at City Hall to provide a housing resources clearinghouse regarding: <ul style="list-style-type: none"> <li>a. The need for new and diverse housing in Brisbane, especially affordable housing.</li> <li>b. Links to City regulations regarding accessory dwelling units and resources for ADU construction and tenant matching.</li> <li>c. Countywide housing resource links, including, but not limited to, the Housing Choice Voucher rent subsidy program and Countywide affordable rental housing listings.</li> <li>d. Renter/landlord dispute information.</li> <li>e. Affordable housing availability in Brisbane (see also program 1.A.1).</li> <li>f. Information on housing rehabilitation programs and assistance resources.</li> <li>g. Resources on conservation and energy efficiency to reduce home ownership costs and impacts on the environment.</li> <li>h. AFFH information and resources for tenants and landlords (see programs under Goal 1).</li> <li>i. Homesharing resources provided by the Human Investment Project (HIP) for both homeowners and homeseekers (see program under Goal 2).</li> <li>j. Basic housing safety and sanitation requirements, such as fire extinguishers and smoke detectors, and best practices to</li> </ul>	Create webpage and Update  Update physical handouts, to be provided at City Hall and the Library  Provide information at a Planning Dept. booth at the City’s Annual Day in the Park	5/31/2023  5/31/2023  Annually in October

## 5. HOUSING PLAN

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		ensure longevity of older housing units. k. Home energy conservation programs and the financial benefits of energy conservation.		
CDD	General Fund	5.A.2: Encourage housing developers to participate in available affordable housing programs sponsored by other governmental agencies, such as: a. Mortgage Credit Certificate Programs with the State of California. b. State and Federal Homeownership Assistance Programs. c. State Multifamily Housing Program. d. Other programs as they become available.	Outreach to developers of projects submitted for discretionary review	Annually/ as applications are received
CDD	General Fund	5.A.3: Translate all community engagement materials into Chinese, the predominant non-English language spoken by Brisbane residents. Consider on a case-by-case basis translation to other languages and regularly revisit data on commonly spoken non-English languages in the City to ensure community engagement materials are accessible to the widest possible audience.	Translate hard copy handouts into Chinese  Continue to provide automated translation on City website  Revisit data on commonly spoken non-English languages in Brisbane	12/31/2024  Ongoing  12/31/2028
CDD	General Fund	5.A.4: Actively publicize and encourage the use of City, County, State and Federal programs for low-interest rehabilitation loans by owners of older residential units.	Develop and implement outreach strategy for City rehabilitation grant program and others	12/31/2025 and annually thereafter in Q4
CDD	General Fund	5.A.5: Distribute HIP Housing homeshare program information to property owners upon building permit issuance and/or certificate of occupancy for ADU and JADUs.	Distribute flyer at permit issuance and occupancy	Ongoing
CDD, City Manager's Office/ Administration	General Fund	5.A.6: Facilitate connections between HIP Housing and local community groups, including the Lions Club, Brisbane Village Helping Hands, Homeowner's Associations, and others to create opportunity to share homesharing program information with homeowners and residents.	Connect HIP Housing staff with local community group leaders	Q1 of 2023, 2025, 2027, 2029, and 2031
CDD, City Manager's Office/ Administration	General Fund	5.A.7: Share anticipated schedule of City-led community events with HIP Housing, Project Sentinel, and other housing assistance organizations to ensure their participation and foster direct connections with community members.	Share community calendar	Q1 annually



Lead Dept	Funding Source	Program	Actions	Implementation Timeline
CDD	General Fund	5.A.8: Collect homesharing program data for Brisbane homeseekers and home providers from HIP Housing.	Current homesharing data	Q4 annually
CDD	General Fund	5.A.9 Establish a stakeholder committee to advise the City on additional methods to engage all segments of the community, especially lower income and special needs households, on housing issues through the plan period.	Identify stakeholders and establish committee  Engage with committee	Q1 2024  Ongoing
<b>Policy 5.B: Promote development of centralized Countywide below market rate for-sale database and application.</b>				
CDD	General Fund	5.B.1: Engage with 21 Elements staff to promote development of a Countywide system that supports the management of for-sale BMR units, including their listing and sale.	Engage with 21 Elements staff	1/31/2024

**Goal 6: Conserve natural resources and reduce greenhouse gas emissions in existing and new residential development.**

Conservation of natural resources and reduction of greenhouse gas emissions continue to be of paramount importance to the City. The policies and programs under this goal are intended to support sustainable development and development patterns, and to reduce long-term costs to residents, as proper design and development will yield financial benefits through the lifecycle of the building.

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
<b>Policy 6.A: Promote sustainable residential development that conserves natural resources and reduces greenhouse gas emissions.</b>				
CDD	General Fund	6.A.1: Periodically review and update the City's building reach code ordinances to exceed the minimum State standards for energy efficiency and on-site renewable energy generation .	Adopt reach codes with California building code updates	Triennially, beginning 1/1/2023
CDD	General Fund, grant funds	6.A.2: Pursue regional, State, and Federal funding for programs to increase the energy efficiency of existing homes, to assist affordable housing developers in incorporating energy efficient designs and features, and to increase the production of renewable energy in residential development.	Evaluate potential funding sources	Annually, Q1
CDD, DPW (Utilities)	General Fund	6.A.3: Develop and implement programs that assist very-low-, low-, and moderate-income households manage their utility costs, such as providing low-flow and other water or energy conserving appliances available to very-low-, low- and moderate-income households, such as BAYREN's Water Upgrade Saves Program, and training and counseling on	Develop programs  Identify funding goals and implement	12/31/2024  12/31/2024

Lead Dept	Funding Source	Program	Actions	Implementation Timeline
		water conservation measures in landscape design.		
CDD, DPW (Storm-water)	General Fund	6.A.4: Consistent with the City's Green Infrastructure Plan and Section C.3 of the Municipal Regional Stormwater Permit (MRP), require new residential development to retain and treat stormwater from the site and adjacent rights-of-way.	Require compliance with Green Infrastructure and MRP	Ongoing
CDD, DPW (Sustainability)	General Fund	6.A.5: Study potential updates to the zoning ordinance to reduce parking requirements for residential developments that provide and/or promote alternative modes of transportation for residents, such as prepaid transit fare cards, rideshare app credits, prepaid memberships to on-demand car rental on-site (e.g., ZipCar), or are in close proximity to high quality transit corridor as defined by Public Resources Code Section 21155.	Study session at the Planning Commission	12/31/2026
<b>Policy 6.B: Participate in regional efforts to reduce greenhouse gas emissions.</b>				
CDD	General Fund	6.B.1: Collaborate with the San Mateo County Congestion Management Agency (C/CAG) to develop a transportation demand management (TDM) policy applicable to new development.	Adopt TDM policy	6/30/2023
CDD	General Fund	6.B.2: Cooperate with the Association of Bay Area Governments and Metropolitan Transportation Commission to implement Plan Bay Area 2050.	Implement Plan Bay Area 2050	Ongoing

## Goal 7: Avoid unreasonable government constraints to the provision of housing.

Brisbane is committed to reducing constraints to the provision of housing, whether new development, added ADUs, additions or remodels. In 2021, the City Council adopted a Technology Master Plan that programs significant funds to upgrading Community Development Department permitting software as well as enhancing the City's Geographic Information Systems (GIS). In 2022, the City launched a process engineering study for planning entitlement and building permit processes to map these processes and identify how upgraded permitting systems and modified City procedures can streamline and expedite project reviews. The City has recently adopted objective design standards for housing development projects and hired contract planning staff to enhance the City's capacity to process planning entitlement applications. The programs below address these significant programs and the City's commitment to streamline permitting to save applicants both time and money.



<b>Lead Dept</b>	<b>Funding Source</b>	<b>Program</b>	<b>Actions</b>	<b>Implementation Timeline</b>
<b>Policy 7.A: Improve the development review and approval process.</b>				
CDD	General Fund	7.A.1: Continue to evaluate and implement changes to the zoning ordinance and permitting process to simplify and streamline approval of projects that meet the City's housing goals. (See Program 7.A.4)	Evaluate zoning ordinance  Evaluate permitting process	Annually, Q4  Annually following implementation of process improvement study
CDD	General Fund	7.A.2: Amend the NCRO-2 district regulations to adopt objective design standards for mixed-use residential development.	Objective design standards for NCRO-2	5/31/2025
CDD	General Fund	7.A.3: Continue to allow ministerial approval by the Community Development Director, subject to a minimal fee, of exceptions to the Zoning Ordinance for reasonable accommodation for housing for persons with disabilities per Government Code Section 65583(c)(3). (Ordinance 558 adopted April 2011)	Process reasonable accommodation requests	Ongoing
CDD	General Fund	7.A.4: Implement the 2022 process improvement study recommendations for citywide permitting improvements to reduce permit processing times and better coordinate interdepartmental review of housing development projects.	Implement permitting process improvements	12/31/2023
CDD	General Fund	7.A.5: Evaluate City staffing levels relative to capacity for processing development applications. Continue to utilize contract planning staff to increase the City's capacity to process planning entitlement applications as needed and as budget allows.	Evaluate Community Development Department staffing levels relative to permit processing capacity	Annually, Q1
CDD	General Fund	7.A.6: Consider joining with other cities in San Mateo County to share housing staff to support management of the City's below market rate housing inventory.	Participate in Countywide discussions convened by 21 Elements	Ongoing
CDD, DPW, PD, NCFA	General Fund	7.A.7: Continue to offer pre-application development consultation with planning, building, public works, police, and fire staff.	Pre-application consultations	Ongoing
CDD	General Fund	7.A.8: Deliver the Housing Element, with a cover letter noting the City's share of the regional housing need, to the San Francisco Public Utilities Commission, the City of Brisbane's water and sewer provider, immediately upon adoption. Send any future Housing Element updates or amendments within 1 month of adoption.	Deliver adopted Housing Element to water/sewer provider	1/31/2023
CDD	General Fund	7.A.9: Provide updated zoning, development standards and fees on the City's website in compliance with all applicable Government Code regulations.	Update website	12/31/2023 and annually thereafter in Q1



# APPENDIX A- Evaluation of 2015-2022 Housing Element

This Appendix contains the following sections and evaluation matrices:

1. Introduction
  2. Achievements
  3. Challenges
  4. Opportunities Ahead
- Table A.1 2015-2022 Quantified Objectives Evaluation
  - Table A.2 2015-2022 Building Permits Issued
  - Table A.3 2015-2022 Goals and Policies Evaluation
  - Table A.4 2015-2022 Programs Evaluation

## 1. Introduction

The update of our housing element provides an opportunity to reflect on past achievements and challenges and identify what is working and what is getting in the way of meeting Brisbane’s housing needs. The following summary highlights key accomplishments and challenges from the previous housing element’s planning period (2015 to 2022). This information will help ensure that the updated 2023-2031 Housing Element builds on success, responds to lessons learned and positions us to better achieve our community’s housing priorities.

An outline of quantified objectives, in terms of housing units preserved, rehabilitated, or developed, and a more detailed program-by-program review of progress and performance is in Tables A.1, A.2, A.3 and A.4 in this Appendix.

## 2. Achievements

Reflecting on implementation of the 2015-2022 Housing Element over the past eight years, the City has made significant achievements:

- **Ballot Measure JJ & General Plan Amendment for the Baylands:** The Baylands subarea consists of the approximately 570 upland acres that makes up most of the northeastern area of the City. It’s generally bordered on the west by Bayshore Boulevard, east by U.S. Hwy. 101, south by the Brisbane Lagoon and north by the City and County of San Francisco. It’s a “brownfields” site that holds the promise of being redeveloped into a new sustainable neighborhood, including up to 2,200 units of housing in its northwest quadrant. The City has designated it as a priority development area (PDA) in Plan Bay Area. The subarea includes Caltrain’s Bayshore Station in its northwest quadrant, and is in immediate proximity to San Francisco’s Third Street Muni Light Rail station located along Bayshore Boulevard at the San Francisco/Brisbane border. The Baylands will serve as both a future employment and residential growth area for Brisbane.

Many years of community input, public hearings, and deliberations by the Planning Commission and City Council ultimately led to a General Plan Amendment being put to the Brisbane voters in the form of Ballot Measure JJ in November 2018. Voters in Brisbane approved Measure JJ, which:

- ✓ Allows for a range of 1,800 – 2,200 residential units in the northwest quadrant of the site.
- ✓ Allows for up to 7 million square feet of new commercial development.
- ✓ Requires the developer to prepare a Specific Plan implementing the land use program and addressing the following policy issues:
  - Ensure the site is remediated to safely accommodate residential uses;
  - Secure an adequate water supply;
  - Ensure that development is revenue-positive for the City;
  - Incorporate sustainability principles including reduction in vehicle miles traveled;
  - Protect/restore habitat and historic resources; and
  - Address long-term sea level rise and flood protection.

Consistent with Measure JJ, in 2018, General Plan Amendment Case No. GPA-1-19 was adopted by City Council. In the Spring of 2022, the property owner submitted a draft Specific Plan calling for development in line with Measure JJ's provisions, including 2,200 housing units. The draft Specific Plan will undergo environmental review under CEQA and will be considered by the Planning Commission and City Council. The Specific Plan, which will provide the zoning to allow for development of residential and commercial land uses on the Baylands, will be adopted during the first three years of the 2023-2031 Housing Element cycle and will accommodate much of the City's RHNA.

- **Parkside Plan Zoning:** The Parkside at Brisbane Village Precise Plan was adopted in 2017, the culmination of a successful community engagement process to envision a new residential neighborhood in Brisbane to accommodate the City's 2007-2014 RHNA shortfall. The Parkside Plan establishes two housing overlay zoning districts on properties within the Crocker Industrial Park conveniently located to community amenities (like the Community Park and Community Garden), downtown shops and restaurants, and existing residential neighborhoods. The overlay zoning allows for a minimum of 240 residential units in properties that are currently privately owned and developed with occupied warehouses, light manufacturing and office uses. The City has discussed redevelopment of these sites under the overlay zones with housing developers and believes that there continues to be strong potential and interest for the current uses to be redeveloped towards residential uses.
- **Adoption of Objective Design Standards:** The City secured a State planning grant under SB 2 to update the City's zoning regulations and procedures relative to the design of residential developments to adopt objective design standards and allow housing by-right in certain mixed-use zoning districts. Objective standards are standards that anyone can read and know how to interpret and apply, and their implementation will eliminate the uncertainty inherent to a subjective design review process. The City Council adopted objective residential design standards in May 2022 via Ordinance 669.
- **Building Rehabilitation:** Brisbane made progress on rehabilitating buildings, an area of emphasis in prior Housing Element cycles that continues to be an important way of maintaining a safe housing stock. For example, at 34 Visitacion Avenue, the City abated building code



violations in an aging building that was not meeting health and safety requirements, facilitating its renovation in the hands of a new owner and retaining 20 housing units.

- **Rental Assistance:** During the COVID-19 pandemic, in 2021 the City launched a rental assistance program for low-income households unable to pay rent due to job loss or health impacts stemming from COVID-19.
- **Accessory Dwelling Units:** The City has made progress in adding accessory dwelling units (ADUs); 29 ADUs were constructed between 2015 and 2022, more than the combined total of primary dwelling units during the same period. This is a direct result of new ADU and junior ADUs regulations adoption in 2019 and 2020, which, among other things, eliminated the parking requirements for these types of units and eliminated minimum lot size requirements to encourage their development.

### 3. Challenges

While much has been accomplished, there is still much to work on. Some of the challenges that have kept the City from achieving all of our housing goals include:

- **Maintaining Community Identity:** We don't always agree on the solutions to our housing needs. We need to find ways to balance maintaining our community's identity with a pressing need for housing. While there has been opposition to developments higher than four stories, these are the kinds of projects that make affordable housing more economically viable.
- **Affordability:** High development costs make building affordable housing difficult. The City is developing a strategy to make the best use of its limited affordable housing funds. We had conversations with non-profit developers to make use of the City's surplus properties. However, the small size or the location and geographical conditions of our properties make development more expensive, and the amount of subsidy required to make this feasible is significant.
- **COVID-19 Impacts:** COVID-19 slowed down housing development and increased housing demand. The uncertainty in the market created by the pandemic hindered the normal construction rates. In addition, it has served to further drive-up housing demand and homeownership costs by focusing those who are able on working from home instead of the office place or job site.
- **New Construction/Production:** 52 new housing units were built between 2015 and the first quarter of 2022, with 58% of the newly constructed units considered below market rate (see table A.4). However, this was short of our housing needs target (RHNA) by 324 units. When excluding the 2007-2014 RHNA carryover, the City was still 31 units short. The shortfall of units, especially in the very low- and low-income category, was due to the limited number of available suitable sites for affordable housing development. While demand for housing was high, rents and sales prices for above market rate units were comparatively more economically viable and more likely to be delivered by the market.

### 4. Opportunities Ahead

The City has already set into motion several strategies to advance the production, preservation, and rehabilitation of housing for all income levels during the 2023-2031 Housing Element cycle, based on existing work efforts development trends, and lessons learned from the 2015-2022 Housing Element:

- **Affordable Housing Strategic Plan:** The City is developing a comprehensive strategy for affordable housing, including programming its approximately \$4 million low and moderate income housing fund balance in programs that will have the maximum impact on affordable housing preservation, rehabilitation and development. The Plan will also evaluate new revenue sources to ensure an ongoing source of revenue for affordable housing in the absence of redevelopment, such as commercial linkage fees. This strategy will engage the community to make sure the Plan reflects community values and goals in providing affordable housing.
- **Continued Emphasis on ADUs:** ADUs are a promising solution for appropriately scaled infill development in Brisbane. With recent changes in State law and our local ordinance, Brisbane expects to see continued and increased interest in creating new ADUs from homeowners. See the discussion of ADUs in the “Encouraging Housing Production” section of Chapter 3 of the 2023-2031 Housing Element.
- **Inclusionary Ordinance Update:** Amendments to the City’s inclusionary ordinance are underway to facilitate development of affordable housing. The Inclusionary Housing Ordinance is being updated to add additional flexibility and alternatives to compliance with the ordinance to achieve the City’s affordable housing goals while allowing developers some flexibility, including adopting in-lieu fees. See the discussion of inclusionary housing in the “Encouraging Housing Production” section of Chapter 3.
- **Key New Housing Sites:** As Brisbane looks to meeting future housing needs and responding to the targets established through the Regional Housing Needs Allocation (RHNA) process, in addition to encouraging infill in Central Brisbane, the City will continue to encourage redevelopment of the Parkside Plan area and facilitate development of the Baylands through timely adoption of the Specific Plan.

## 5. Effectiveness of Past Goals, Policies and Programs for Special Needs Populations

The effectiveness of the 2015-2022 Housing Element goals, policies and programs (or actions) is detailed in Tables A.3 and A.4, which follow in this section. The new goals, policies and programs for the 2023-2031 plan period are provided in Chapter 5 – Housing Plan, Section 5.3. As described below and provided in Chapter 5, the goals have been substantially revised. See also Chapter 2 – Community Characteristics and Housing Needs, specifically Section 2.3 regarding the housing needs assessment.

A couple key goals and the policies and programs that followed in the 2015-2022 Housing Element were aimed at meeting the housing needs for special populations such as the elderly, persons with disabilities, large households, female-headed households, farmworkers, and persons experiencing homelessness. Tables A.3 and A.5 provided below, includes a listing of the goals, policies and programs and the appropriateness or effectiveness of each.

As indicated above in the discussion of achievements and challenges, much has been accomplished, but there are many areas that could be advanced to better meet the needs of these populations.



First a note on the goals, policies and programs structure. While many of the goals and the policies and programs that followed were appropriate, the City's stated goals provide the overarching structure for the policies and programs and this is a first area in need of improvement. First, to more clearly align and focus the City's effort and attention on the state housing element mandates, especially related to housing production, preservation and protection from displacement, especially for special needs populations, but also to remove goals that might be interpreted as being at odds with these core goals. Also, needed was a clearer tie to new state rules of affirmatively furthering fair housing.

An example when it comes to special needs housing is Goal H.A, "Provide housing opportunities for all persons, regardless of age, sex, race, ethnic background, income marital status, disability (including developmental disability), family composition, national origin, or sexual orientation" and Goal H.B "Maintain a diverse population by responding to the housing needs of all individuals and households, especially seniors and those with income constraints or special needs". These are consistent with providing for housing, especially for those with special needs or those who may have experienced systemic discrimination, but have been further refined as provided in Chapter 5.

A couple programs, Program H.B.4.a and H.B.1.b, were effective in preserving rental apartments and the mobile home park units, by requiring a public process for condominium conversions and rezoning to create a mobile home park zoning district (see Table A.1 below). These units, along with accessory dwelling units, would represent the lower cost housing stock in Brisbane.

New housing production occurred as infill and was primarily as market rate single family dwellings and accessory dwelling units and Program H.B.1.e which was to encouraged accessory dwelling units was effective, although additional updates will be required to keep pace with new state laws as these rules evolve. Accessory dwelling units are often utilized for extended family members who are aging or may have other special needs.

Zoning text amendments to facilitate ADU production were adopted in 2018 and 2020, as called for in Program H.B.1.e and production has increased in recent years. Annual surveys also show that these are typically offered for lower income households and they are likely to be used for special needs populations. The City will continue to focus on ADUs for infill production and to meet special needs housing, as well as a number of new programs, which are provided in Chapter 5. Section 5.2 - Goals, Policies and Programs for 2023-2031. Also, see Chapter 2, Section 2.3 - Housing Needs Assessment.

Also, on the production side, the Parkside Plan area was rezoned with two overlay residential zones to allow for housing to minimum densities of 20 or 24 units per acre, depending on the area, and subject to objective design standards via precise plan. This was the culmination of an extensive community visioning process. However, although there was some interest in redevelopment of these sites, no applications were filed during the plan period. While production may have been hampered by the Covid-19 pandemic, further outreach has been identified as being needed, directly to the ownership and other prospective affordable housing developers.

A goal that is being removed with this update is Goal H.H and the policies and programs which followed it. Goal H.H stated, "Ensure that housing development that is not in urbanized areas mitigates the infrastructure cost and of development". Policy H.H.1 stated, "Assure that new development absorbs the cost of mitigating the environmental, social, and service impacts it brings to the community." The California Environmental Quality Act (CEQA) already addresses potential impacts on a community and

the policy goes beyond CEQA requirements and could potentially preclude alternative funding sources for affordable housing, including special needs housing.

A couple of other goals and the programs that followed have been identified as being out of date. The Goal H.C “Preserve Brisbane’s residential character by encouraging the maintenance, improvement, and rehabilitation of existing housing.” and Goal H.D “Ensure that new residential development is compatible with existing development and reflects the diversity of the community” could be interpreted as being at odds with preserving or providing housing for all, but rather, they placed an undue emphasis on retaining the exiting character, perhaps at the expense of encouraging new infill housing.

These community character goals have been rewritten, as provided in Chapter 5, to focus on preserving affordable housing or removed where compatibility with existing development could potentially open the door to “not in my backyard” (“NIMBY”) challenges, along with the policies and programs that followed. Objective design standards have already been adopted in the SCRO-1 and multifamily residential (R-2 and R-3) zoning districts and objective design standards are still needed in the NCRO-2 district, to remove uncertainty for prospective housing developers.

The City continues to see the goals of “avoid unreasonable government constraints to the provision of housing” and “Encourage housing opportunities that reduce vehicle miles traveled and greenhouse gas emissions” as appropriate. However, the VMT reduction goal overlaps with the goal, “Encourage sustainable residential development to conserve resources and improve energy efficiency to reduce housing costs and reduce greenhouse gas emissions” So these have been combined and an emphasis has now been placed on reducing long term costs to residents and providing for accessibility.

The effectiveness of individual policies and programs is further provided in Tables A.3 and A.4, below.



Table A.1 2015-2022 Quantified Objectives, Housing Units Preserved and Built

<i>Conservation/ Preservation</i>	<i>Site/Area</i>	<i>Extremely Low Income</i>	<i>Very Low Income</i>	<i>Low Income</i>	<i>Moderate Income</i>	<i>Above Moderate Income</i>	<i>Total</i>
“Encourage retention of at least 200 rental units in the R-2, R-3 and NCRO-2 Districts by requiring a public process for condominium conversions. [H.B.4.a]”	Central Brisbane (NCRO-2/R-2/R-3)			200			200
“Encourage the retention of affordable units by amending the Zoning Ordinance to designate the mobilehome park in the Southwest Bayshore subarea for mobilehome uses only. [H.B.1.b]”	Southwest Bayshore (R-MHP)		62				62
	<b>Subtotal</b>			<b>262</b>			<b>262</b>
<i>New Construction</i>	<i>Site/Area</i>	<i>Extremely Low Income</i>	<i>Very Low Income</i>	<i>Low Income</i>	<i>Moderate Income</i>	<i>Above Moderate Income</i>	<i>Total</i>
	Central Brisbane (R-1/R-2/R-3/NCRO-2)				26	22	48
	Brisbane Acres (R-BA)				3	1	4
	<b>Subtotal</b>				<b>29</b>	<b>23</b>	<b>52</b>
	<b>Grand Total</b>			<b>291</b>		<b>23</b>	<b>314</b>

Table A.2 2015-2022\* Building Permits Issued

<i>Year</i>	<i>APN</i>	<i>Address</i>	<i>Zoning</i>	<i>Very Low Income</i>	<i>Low Income</i>	<i>Moderate Income</i>	<i>Above moderate Income</i>
<b>2015</b>							
	007350340	8 Thomas Ave	R-BA				1
	007441250	875 Humboldt Rd	R-1			1	1
				0	0	1	2
<b>2016</b>							
	007233210	100 Santa Clara St	R-1				1
	007341080	212 Santa Clara St	R-1			1	1
	007301160	316 Humboldt Rd	R-1			1	1
	007511210	879 Humboldt Rd	R-1			1	1
				0	0	3	4
<b>2017</b>							
	117560010	124 San Bruno Ave	R-3				3
	007313150	305 Humboldt Rd	R-1			1	
	007301150	326 Humboldt Rd	R-1				1
	007431140	500 Sierra Point Rd	R-1			1	
	007442230	822 Humboldt Rd	R-1			1	
				0	0	3	4
<b>2018</b>							
	007452030	220A Glen Park Way	R-1			1	
	007482010	41 Margaret Ave	R-BA			1	
	007262110	481 Mendocino St	R-1			1	
	007262130	564 Klamath St	R-1			1	
	007441020	670 Sierra Point Rd	R-1				1
	007350370	88 Thomas Ave	R-BA			1	
				0	0	5	1





Year	APN	Address	Zoning	Very Low Income	Low Income	Moderate Income	Above moderate Income
<b>2019</b>							
	007291050	133 Monterey St	R-1			1	
	007313200	357 Humboldt Rd	R-1			1	
	007292120	401 San Bruno Ave	R-3			1	
	007211030	44 Inyo St	R-2			1	
	007271140	450 Monterey St	R-1			1	
	007363060	573 San Bruno Ave	R-3				1
	007362090	661 San Bruno Ave	R-3				4
	007441020	670 Sierra Point Rd	R-1			1	
	007350170	99 Thomas Ave	R-1				1
				0	0	6	6
<b>2020</b>							
	007361210	219 Tulare St	R-3				1
	007302040	420 Humboldt Rd	R-1			1	
	007302040	485 Monterey St	R-1			1	
				0	0	2	1
<b>2021</b>							
	007221190	18 Visitacion Ave	NCRO-2				2
	007342230	148 Tulare Rd	R-1			1	1
	007342220	154 Tulare Rd	R-1			1	1
	007281130	300 Monterey St	R-2			1	
	007313150	303 Humboldt Rd	R-1			1	1
	007511200	887 Humboldt Rd	R-1			1	
	007302010	95 Kings Rd	R-1			1	
	007350170	99 Thomas Rd	R-BA			1	
				0	0	7	5
<b>2022 (Q1)</b>							
	007382170	245 San Benito Rd	R-1			1	

APPENDIX A

<i>Year</i>	<i>APN</i>	<i>Address</i>	<i>Zoning</i>	<i>Very Low Income</i>	<i>Low Income</i>	<i>Moderate Income</i>	<i>Above moderate Income</i>
	007321150	360 Klamath St	R-1			1	
				0	0	2	0
<b>Net Total</b>				0	0	29	23
<b>2015-2022 RHNA</b>				25	13	15	30
<b>2015-2022 RHNA (+ 2007-14 carry-over)</b>				114	67	82	30

*\*BUILDING PERMITS ISSUED 1/1/2015 – 3/31/2022*



Table A.3 2015-2022 Goals and Policies Evaluation

<i>Goal/Policy No.</i>	<i>Text</i>	<i>Appropriateness</i>
Goal H.A	Provide housing opportunities for all persons, regardless of age, sex, race, ethnic background, income marital status, disability (including developmental disability), family composition, national origin, or sexual orientation.	Appropriate, but restructured for 2022-2031 to add a goal specific to AFFH and another for housing production (See new Goals 1 and 2).
Policy H.A.1	Promote equal housing opportunities.	Appropriate, expanded to include fair housing information distribution (See Policy 1.A, 5.A)
Goal H.B	Maintain a diverse population by responding to the housing needs of all individuals and households, especially seniors and those with income constraints or special needs.	Appropriate, but for clarity this has been restructured for 2022-2031 to add a goal specific to AFFH and to separate preservation of affordable housing, protection from displacement and housing production as separate goals (see new goals 1, 2, 3 and 4)
Policy H.B.1	Require a balance of housing types, sizes (bedrooms), tenure and the inclusion of affordable, senior, and special needs dwelling units in multi-family developments.	Not feasible as written. Replaced with Policy 2.A. This will then be addressed through multiple programs that follow that program. Most significantly through the adoption of the Baylands specific plan and associated development agreement.
Policy H.B.2	Retain existing affordable (“at risk”) housing units.	Appropriate. See now under Policy 3.A and list of affordable units in Chapter 5, The Housing Plan, Section 5.3.
Policy H.B.3	Encourage development of affordable housing specifically designed for seniors and persons with disabilities (including the developmentally disabled) or other special needs.	Appropriate See now under Policy 2.B.
Policy H.B.4	Discourage the conversion of existing apartment buildings to condominiums or cooperatives unless it is demonstrated that such conversion would not adversely affect the rental market or that the conversion would provide unique housing opportunities for very-low-, low- and/or moderate-income households, and minimize constraints on construction of new multi-family rental housing.	Appropriate, but revised to reflect that the City has zoning in place already to discourage such conversions (see Policy 4.C).
Policy H.B.5	Encourage utilization of the density bonus program to provide housing affordable to extremely-low, very-low- and/or low-income households, including supportive housing for extremely-low income families and larger households.	Appropriate (see Policy 2.C)

<i>Goal/Policy No.</i>	<i>Text</i>	<i>Appropriateness</i>
Policy H.B.6	Examine ways in which housing construction costs may be reduced.	Updated to be specific to affordable or special needs housing (See Policy 2.D). Market rate housing costs are addressed separately under Goal 7 and the policy and programs that follow it.
Policy H.B.7	Seek private and public funding sources for affordable housing construction.	Appropriate (See Policy 2.E)
Policy H.B.8	Encourage owners of rental housing to participate in the Section 8 rent subsidy program and other rental assistance programs as they become available.	Replace with new Policies 3.B and 5.A, to launch a campaign to increase landlord participation in the housing choice voucher program and engage the community and provide public information on housing issues and resources and Program 5.A.1 which follows it.
Policy H.B.9	Study alternatives to replace the City's Redevelopment Low and Moderate Income Housing Fund, such as dedicating a portion of the ongoing year-over-year bump to property taxes that will come back to the City from the County equivalent to the 20% tax increment set-aside that had been generated through redevelopment, to provide affordable housing for extremely-low-, very-low-, low- and moderate-income households, including supportive housing for extremely-low income families and larger households, and support affordable housing proposals as opportunities arise and funds become available. Consider potential roles for the City Housing Authority in administering such funds.	No longer needed. Replaced with Policy 2.F, to facilitate the development of affordable housing and programs that follow it. Additional programs may also come through the City's Affordable Housing Strategic Plan.
Goal H.C	Preserve Brisbane's residential character by encouraging the maintenance, improvement, and rehabilitation of existing housing.	Goal has been narrowed in scope to preservation of existing affordable housing (see new Goal 3)
Policy H.C.1	Promote rehabilitation of substandard residential structures while maintaining their affordability to very-low-, low- and moderate- income households	Retain- see policy 4.B. See also new Policy 4.A, protect existing residents from displacement and the programs that follow it.
Goal H.D	Ensure that new residential development is compatible with existing development and reflects the diversity of the community.	Delete. Goal would encourage subjective design review, versus objective design standards which were adopted in 2022 to be consistent with new state laws to encourage housing development.



Goal/Policy No.	Text	Appropriateness
Policy H.D.1	Retain the small-town character of existing residential neighborhoods, while allowing for increased housing density appropriate to the multi-family residential districts.	Delete. Addressed through objective design standards.
Policy H.D.2	Use zoning as appropriate to establish suitable residential environments while maintaining the long-term viability of surrounding commercial and industrial uses.	Delete. Program was completed as part of the Parkside zoning.
Goal H.E	Encourage compact, in-fill, mixed-use and transit-oriented development to reduce vehicle miles traveled and greenhouse gas emissions.	Appropriate, but redundant with Goals H.F and H.G (see new Goal 6).
Policy H.E.1	Encourage housing that supports transit-oriented development (TOD), smart growth to minimize automobile trips, and reduce greenhouse gases.	Appropriate and being implemented through the Baylands Specific Plan. Update for 2023-2031 to be more generalized (See Policy 6.A and Program 6.A.5, also Program 2.A.2)
Goal H.F	Encourage sustainable residential development to conserve resources and improve energy efficiency to reduce housing costs and reduce greenhouse gas emissions.	Same comment as Goal H.E. (See new Goal 6)
Policy H.F.1	Continue to implement the green building program.	Change to program (see Program 6.A.1)
Policy H.F.2	Assist in publicizing energy conservation programs and weatherization services that provide low or no cost energy conservation inspections and assistance	Change to program (see Program 6.A.3)
Policy H.F.3	Publicize water conservation programs and develop local measures to assist very-low-, low- and moderate-income households manage their utility costs	Change to program (see Program 6.A.3)
Policy H.F.4	Promote sustainable development that addresses affordability through the use of solar sensitive design in new housing development projects	Retain as Policy 6.A (see Programs 6.A.1 and 6.A.2)
Goal H.G	Encourage housing opportunities that reduce vehicle miles traveled and greenhouse gas emissions.	Same comment as Goal H.E. (See new Goal 6)
Policy H.G.1	Participate in regional efforts to reduce greenhouse gas emissions.	Retain as Policy 6.B

<i>Goal/Policy No.</i>	<i>Text</i>	<i>Appropriateness</i>
Goal H.H	Ensure that housing development that is not in urbanized areas mitigates the infrastructure cost and of development.	Delete. Policies found under this goal are addressed through required CEQA compliance
Policy H.H.1	Assure that new development absorbs the cost of mitigating the environmental, social, and service impacts it brings to the community	Delete. Addressed through CEQA compliance. Would preclude alternative funding sources for affordable housing.
Policy H.H.2	Regulate the development of environmentally sensitive and hazardous lands to assure the mitigation of significant impacts.	Delete. Addressed through CEQA compliance.
Goal H.I	Avoid unreasonable government constraints to the provision of housing.	Retain as Goal 7.
Policy H.I.1	Seek to reduce regulatory constraints on the development of new housing, especially infill housing and housing that adds to the mix of types, size, tenure, and affordability.	Repeats the goal text. Replace with Policy 7.A to be more specific to improving the development review and approval process.
Policy H.I.2	Identify and seek to remove unnecessary constraints on the provision of housing resulting from the authority of County, Regional, State and Federal agencies.	Delete. The City does not have the authority to eliminate constraints on housing resulting from outside agency policies.
Policy H.I.3	Work with County, Regional, State and Federal agencies to mitigate social equity issues that result in low incomes, another important dimension to the housing affordability problem	Delete. Underlying social equity issues resulting in low income are beyond the scope of the housing element.



**Table A.4. 2015-2022 Programs Evaluation**

(2015-2022 Policies provided for context; see Table A.3 above for Policies evaluation)

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
<b>Policy H.A.1: Promote equal housing opportunities.</b>				
<b>H.A.1.a Fair housing information</b>	Inform public through website and other means	Continue to inform the public of its fair housing rights and responsibilities through the City’s website and other means. Provide referral services to appropriate agencies.	Timeframe: Ongoing. Fair housing information and resources available on dedicated webpage. Housing Element available on City website, <a href="http://www.brisbaneca.org">www.brisbaneca.org</a> .	Retain (See Program 5.A.1)
<b>H.A.1.b Other housing information</b>	Inform public on housing policies and opportunities	Continue to inform Brisbane residents and businesses, developers, non-profit housing development organizations and other groups about housing policies and opportunities in Brisbane. Use local publications such as the Brisbane Star and the Chamber of Commerce newsletter, bulk mailing, flyers, the City’s website and other means of distributing information on City housing policies, the City’s inventory of potential housing development sites, local achievements, programs of other agencies, housing information and counseling programs, and State housing laws.	Timeframe: Ongoing. Housing opportunities and resources in the City and County and Housing Element containing City housing policies are posted on dedicated webpages on City website, <a href="http://www.brisbaneca.org">www.brisbaneca.org</a> . Complete a countywide community meeting on housing policy and goals.	Retain (See Program 5.A.2)
<b>Policy H.B.1: Require a balance of housing types, sizes (bedrooms), tenure and the inclusion of affordable, senior, and special needs dwelling units in multi-family developments.</b>				
<b>H.B.1.a Rezoning</b>	Accommodate RHNA shortfall	Complete necessary zoning amendments to provide adequate sites to accommodate the 2007-	Timeframe: 1/31/2016. Overlay zoning completed as part of Parkside Precise Plan adopted	Completed 2/1/2018 (Ordinance 624)

Housing Element Program Name/Number	Program Description and Objective	Program Text	Timeframe, Achievements, and Evaluation	Program Status 2023-2031
		<p>2014 Regional Housing Needs Allocation shortfall, as referenced in Chapter III, no later than 1 year from the statutory deadline for adoption of the Housing Element [per Government Code Section 65584.09(a)]. Also see Program H.D.1.c.</p>	<p>10/30/2017. Overlay zoning districts (PAOZ-1 and PAOZ-2) adopted via Ordinance 624 on 2/1/2018. Reference: <a href="#">Chapter 17.27 of the Brisbane Municipal Code</a> (hyperlink)</p> <p>Availability and suitability of sites analysis provided in Chapter 3, Section 3.1.2, and Appendix B, Table B.7.4 (GC 65583.2(g)(1))</p> <p><u>PAOZ-1 District (3.89 ac total size):</u>  <i>Permitted uses by-right:</i> Single-family dwellings, multiple family dwellings, dwelling groups, accessory dwelling units, junior accessory dwelling units.  <i>Minimum density:</i> 20 du/ac (GC 65583.2( c) (3)(B))  <i>Maximum density</i> 28 du/ac  Min. yield based on 3.89 ac district size = 79 units (see Appendix B, Sites Inventory, Table B.7.2); &gt; 16 du/site accommodated by the min. density (GC 65583.2(h)).  Water, sewer, utility access: Yes (See Appendix B, Table B.7.2) – GC 65583.2(h)</p> <p><u>PAOZ-2 District (6.87 ac total size):</u>  <i>Permitted uses by-right:</i> Multiple-family dwellings, dwelling groups, accessory dwelling units  <i>Minimum density:</i> 24 du/ac (GC 65583.2( c) (3)(B))  <i>Maximum density:</i> 28 du/ac</p>	





Housing Element Program Name/Number	Program Description and Objective	Program Text	Timeframe, Achievements, and Evaluation	Program Status 2023-2031
			<p>Min. yield based on 6.87 ac district size =167 units (see Appendix B, Sites Inventory, Table B.7.2); &gt; 16 du/site accommodated by the min. density (GC 65583.2(h))</p> <p>Water, sewer, utility access: Yes (See Appendix B, Table B.7.2) – GC 65583.2(h)</p> <p><i>Ministerial Design Review:</i> Nondiscretionary design review completed by the Zoning Administrator to determine conformance with established objective design criteria established in the Parkside Precise Plan. Reference: BMC Chapter 17.27, <a href="#">Section 17.27.060</a> and <a href="#">Chapters 4 and 5, Parkside Precise Plan</a> - GC 65583.2(i)</p>	
<b>H.B.1.b Zoning for current RHNA</b>	Accommodate RHNA	Maintain existing zoning and complete necessary zoning amendments to provide adequate sites to accommodate the 2015-2022 Regional Housing Needs Allocation, as referenced in Chapter III, no later than 3 years and 120 days from the statutory deadline for adoption of the Housing Element [per Government Code Section 65583(c)(1)(A)]. Also see Program H.D.1.c.	Timeframe: 5/31/2018. Overlay zoning for shortfall accommodated in implementation of H.B.1.a (above). Existing zoning regulations will accommodate remainder of 2015-20232 RHNA.	Completed/Retained for 2023-2031 cycle (See Program 2.A.1)
<b>H.B.1.c General Plan revisions</b>	Land Use Element consistency	Revise the General Plan’s applicable land use designations to reflect the net acre density (excluding land area	Timeframe: 1/31/2016. General Plan amendments to implement rezoning	Completed/Retained for 2023-2031

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		devoted to public rights-of-way for streets and utilities) to be consistent with all zoning districts to be revised per the Housing Element. Revise the Land Use Element's policies and programs so as to be consistent with Government Code Section 65583.2 regarding affordable housing.	pursuant to H.B.1.a adopted via Ordinance 624, on 2/1/18.	Element (Program 2.A.2)
<b>H.B.1.d Second Units</b>	Monitor ADU affordability	Monitor market-rate rents for secondary dwelling units to determine whether they remain affordable; if not, consider what actions may be legally taken to make the primary or secondary unit affordable for occupancy by a low- or moderate-income household. For example, consider reducing or eliminating the administrative Secondary Dwelling Permit fee in exchange for rent restrictions.	Timeframe: Ongoing, annually. ADU rent survey conducted in March 2020. Survey respondents reported occupied units rented at BMR rent or no rent at all.	Retain (See Program 3.A.3)
<b>H.B.1.e Second Units</b>	Encourage ADUs	To encourage development of secondary dwelling units: (a) Reduce the administrative Secondary Dwelling Permit fees for units created within the building envelope of existing single-family residences, reflecting the reduced staff time required to process permits for such units; (b) Explore the potential to implement a loan program for secondary dwelling unit construction; © Provide technical assistance to streamline the secondary dwelling approval process for owners and	Timeframe: 5/31/2018. City Council adopted zoning text amendments to streamline ADU regulations via Ordinance 626 on 5/17/18. City Council adopted Ordinance 653 on 10/15/2020 to allow ADUs in all residential zoning districts.	Completed (See Programs 2.E.2 and 2.E.3 for additional measures)



Housing Element Program Name/Number	Program Description and Objective	Program Text	Timeframe, Achievements, and Evaluation	Program Status 2023-2031
		<p>encourage well-designed secondary units that meet the City’s standards;</p> <p>(d) Explore the potential of reducing or eliminating the lot size minimum for development of secondary dwelling units;</p> <p>(e) As these programs are implemented, publicize the changes to encourage the development of applicable secondary dwelling units. Also see Program H.I.1.c.</p>		
<b>H.B.1.f Definitions</b>	<p>Update definition of single-family dwelling to comply with CHSC Sec. 17021.5</p>	<p>Amend the definition of “dwelling” in Brisbane Municipal Code Section 17.02.235 to specifically include employee housing for six or fewer persons, consistent with Health and Safety Code Section 17021.5. Continue to treat “transitional housing,” “supportive housing” and “manufactured housing and mobilehomes” no differently from other “dwellings” under the Zoning Ordinance per BMC Section 17.02.235.</p>	<p>Timeframe: 1/1/2016. Ordinance 606 adopted by City Council on 4/21/2016</p>	<p>Completed</p>
<b>H.B.1.g SRO's</b>	<p>Amend SCRO-1 District to permit Single Room Occupancy units as conditional use.</p>	<p>In addition to allowing “supportive housing single-room occupancy units” by definition as “multi-family dwellings,” specifically amend the zoning regulations to permit them as a conditional use in the SCRO-1 District (per AB 2634).</p>	<p>Timeframe: 12/1/2018. Ordinance 622 adopted by City Council on 11/2/2017</p>	<p>Completed</p>
<b>H.B.1.h Encourage development</b>	<p>Outreach to encourage private redevelopment in new affordable</p>	<p>Develop an outreach program to encourage private redevelopment of existing developed sites in the new affordable housing overlays and the SCRO-1 District.</p>	<p>Timeframe: As new zoning regulations are adopted. City engaged with property owners consistently throughout Parkside Precise Plan process. City maintains informational</p>	<p>Retain (See Program 2.F.1)</p>

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
	housing overlays and SCRO-1 district.		webpages and handouts on PAOZ overlay districts and SCRO-1 district.	
<b>H.B.1.i Mobile Homes</b>	Rezone Mobile Home Park to R-MHP District for Mobile Homes only	Rezone the mobilehome park in the SCRO-1 District as the R-MHP District to designate it for mobilehome uses only.	Timeframe: 12/31/18. City Council adopted zoning map and text amendments to rezone mobile home park R-MHP via Ordinance 630 adopted 12/6/18.	Completed (See Program 4.C.2 to maintain zoning)
<b>Policy H.B.2: Retain existing affordable ("at risk") housing units.</b>				
<b>H.B.2.a "At risk" affordable units</b>	Preserve affordable units.	Preserve affordable units that are at risk of being converted to market rate by: Establishing an early warning/monitoring system; Allocation of potential funding sources; Providing for tenant education and assistance	Timeframe: Ongoing. None at risk within planning period.	Update and Expand. (See Program 3.A.1)
<b>Policy H.B.3: Encourage development of affordable housing specifically designed for seniors and persons with disabilities (including the developmentally disabled) or other special needs.</b>				
<b>H.B.3.a Special needs housing</b>	Identify suitable sites	Identify suitable sites for housing for seniors and persons with disabilities or other special needs.	Timeframe: Ongoing. Opportunities considered on a case-by-case basis but constrained by limited funding opportunities and limited land/site availability. City held exploratory discussions with school district in 2018 regarding potential teacher/district employee housing on city-owned site. Entitlement approved for 16-unit senior housing at 36-50 San Bruno in 2018 and extended in 2020; no building permit submitted to date.	Update to be more specific, referencing the Baylands. (See Program 2.B.1)
<b>H.B.3.b Parking for senior housing</b>	Reduce parking requirement	To encourage housing for seniors, reduce the parking requirements for	Timeframe: 12/1/2015. Ordinance 576 adopted May 19, 2016.	Completed



<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		units designed and dedicated for use by elderly persons.		
<b>H.B.3.c Parking for accessible units</b>	Reduce parking requirement	Encourage housing units designed for persons with disabilities by reducing parking requirements for those units.	Timeframe: 12/1/2015. Ordinance 576 adopted May 19, 2016.	Completed
<b>H.B.3.d Reasonable accommodation</b>	Minimize constraints	Continue to allow ministerial approval by the Community Development Director, subject to a minimal fee, of exceptions to the Zoning Ordinance for reasonable accommodation for housing for persons with disabilities per Government Code Section 65583(c)(3).	Timeframe: Ongoing. Ordinance 558 adopted April 2011.	Retain (See Program 7.A.3)
<b>H.B.3.e Convalescent homes</b>	Permit as conditional use in SCRO-1 district	Continue to permit convalescent homes as a conditional use in the SCRO-1 District.	Timeframe: 12/31/2018. Convalescent homes are conditionally permitted in SCRO-1 district.	Completed (See Program 2.A.1 regarding maintenance of existing zoning to accommodate the RHNA and 2.B.2 to allow as permitted use in SCRO-1 district)
<b>H.B.3.f HIP Housing</b>	Support Human Investment Program (HIP) shared housing program.	Encourage participation in the Human Investment Program (HIP)'s shared housing program which helps find suitable housing for the elderly, single-parent families and persons with special needs, through financial support, publicity and referrals.	Timeframe: Ongoing. Updated information and rental listings posted regularly on City website <a href="http://www.brisbaneca.org">www.brisbaneca.org</a> .	Retain (See Programs 4.A.9, 5.A.5, 5.A.6, 5.A.7 and 5.A.8)
<b>H.B.3.g Density bonus</b>	Encourage special needs housing	Encourage developers to provide housing units designed and dedicated for use by large families with low- and very-low incomes and	Timeframe: Ongoing. Coordinating with H.B.5.a. No density bonuses requested during reporting period.	Retain (See Program 2.C.1)

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		other households with special needs when they request density bonuses.		
<b>H.B.3.h Continuum of Care/HEART</b>	Shelter and serve the homeless	Cooperate with the County of San Mateo in developing programs to provide shelter and services to the homeless by participating in the San Mateo County Continuum of Care and the Housing Endowment and Regional Trust.	Timeframe: Ongoing. City is a member agency of HEART and information is linked on <a href="http://www.brisbaneca.org">www.brisbaneca.org</a> .	Retain (See Programs 2.B.3, 2.B.4, 2.B.5, 2.E.6, and 4.A.8)
<b>H.B.3.i Emergency Shelters</b>	Allow in SCRO-1 district	Continue to allow emergency shelters as a permitted use in the SCRO-1 District, not subject to discretionary action or to any development or management standards that would not apply to other allowed uses within the zone, except as provided by Government Code Section 65583(a)(4)(A).	Timeframe: Ongoing. Ordinance 443 adopted in 2000 allows emergency shelters as permitted use in the SCRO-1 district. Currently there is no shelter despite permitted use.	Completed / Retain (See Program 2.B.4)
<b>H.B.3.j Water and sewer service</b>	Adopt policies to prioritize affordable units	Adopt written policies and procedures with specific objective standards to grant priority water and sewer service to housing with units affordable to lower-income households in accordance with State law [Government Code Section 65589.7 and Water Code Section 10631.17(a)70]. Continue to monitor water and sewer service supply and demand. Consider adopting regulations to assure that sufficient capacity is maintained to meet commitments to housing units affordable to lower-income households in accordance with State law.	Timeframe: 12/1/2017. Department of Public Works adopted administrative policies consistent with program requirements 12/28/2017	Completed. Retain for ongoing compliance (2.B.6)



<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
<b>Policy H.B.4: Discourage the conversion of existing apartment buildings to condominiums or cooperatives unless it is demonstrated that such conversion would not adversely affect the rental market or that the conversion would provide unique housing opportunities for very-low-, low- and/or moderate-income households, and minimize constraints on construction of new multi-family rental housing.</b>				
<b>H.B.4.a Condominium conversions</b>	Maintain affordable rental units	Maintain Zoning Ordinance standards for condominium conversions of existing rental units so as to remain consistent with current law and City policy.	Timeframe: Ongoing. Ordinance 566 adopted October 2013 requires Use Permit for condominium conversions.	Retain (See Program 4.C.1)
<b>H.B.4.b Inclusionary Housing</b>	Update Inclusionary Housing Ordinance	Update the inclusionary housing ordinance so as to comply with California Civil Code Sections 1954.51-535.	Timeframe: 12/31/2016. Planning Commission public hearing on 4/25/2019 recommended City Council approval of revisions to inclusionary housing and density bonus ordinance (file RZ-5-18). City engaged consultant in December 2019 to update feasibility study for inclusionary in-lieu fee. City Council will consider revisions and in-lieu fee adoption in 2021. Combined with H.B.5.a below	Retain with modifications (See Program 2.E.4 and 2.F.4)
<b>Policy H.B.5: Encourage utilization of the density bonus program to provide housing affordable to extremely-low, very-low- and/or low-income households, including supportive housing for extremely-low income families and larger households.</b>				
<b>H.B.5.a Density bonus</b>	Expand program per AB 2280	Amend the Affordable Housing Ordinance (BMC Chapter 17.31) to permit the City to grant a proportionately lower density bonus and/or incentives for affordable housing projects that do not qualify under Government Code Section 65915 due to their small size or other limitations, as well as to grant a density bonus and/or other incentives greater than required for projects that meet or exceed the qualifications for a density bonus (as provided by AB 2280), such as those that include units for extremely-low-	Timeframe: 12/31/2016. See program H.B.4.b above.	Retain (See Program 2.C.1)

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		income families and larger households. Once the amendment is adopted, develop an outreach program to ensure its successful implementation.		
<b>Policy H.B.6: Examine ways in which housing construction costs may be reduced.</b>				
<b>H.B.6.a Hillside development</b>	Reduce development costs	Study hillside development to see if housing development costs can be reduced on hillside lots through the use of innovative design and grading practices.	Timeframe: Ongoing. City received SB2 Planning Grants Program approval to conduct district-wide biological assessment for hillside lots in SCRO-1 zoning district to streamline housing development application processing. Work program will extend from 2020-2022.	Retain with new work program and focus on affordable housing specifically. (See Program 2.D.1)
<b>Policy H.B.7: Seek private and public funding sources for affordable housing construction.</b>				
<b>H.B.7.a Affordable housing information</b>	Encourage affordable housing	Through public information efforts (see Program H.A.1.b), encourage housing developers to participate in available affordable housing programs sponsored by governmental agencies, such as: <ul style="list-style-type: none"> <li>• Mortgage Credit Certificate Programs;</li> <li>• State and Federal Homeownership Assistance Programs;</li> <li>• State Multifamily Housing Program;</li> <li>• Other programs as they become available</li> </ul>	Timeframe: Ongoing. Housing Element available on <a href="http://www.brisbaneca.org">www.brisbaneca.org</a> . Housing Element progress webpage contains opportunity site information and handouts	Retain (See Program 5.A.1)
<b>H.B.7.b Private/non-profit partnerships</b>	Encourage affordable housing	Through public information efforts (see Program H.A.1.b), encourage housing developers to work in concert with nonprofit housing development organizations and	Timeframe: Ongoing. Housing Element available on <a href="http://www.brisbaneca.org">www.brisbaneca.org</a> . City held exploratory discussions with HEART and school district in 2018 regarding	Retain (See Programs 5.A.2 to 5.A.8)





<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		lending institutions to incorporate affordable housing units in development projects.	potential teacher/district employee housing on city-owned site.	
<b>H.B.7.c Project Sentinel</b>	Housing counseling and budget training for seniors and low/mod income households	Support Project Sentinel’s program to provide counseling to older homeowners on home equity conversion opportunities.	Timeframe: Ongoing. Information on Project Sentinel's programs is available on <a href="http://www.brisbaneca.org">www.brisbaneca.org</a> .	Retain (See Program 4.A.2, 5.A.1, 5.A.2 and 5.A.7)
<b>Policy H.B.8: Encourage owners of rental housing to participate in the Section 8 rent subsidy program and other rental assistance programs as they become available.</b>				
<b>H.B.8.a Section 8 rent subsidies</b>	Keep informed of opportunities from County	Remain in close communication with the County Housing Department and the County Housing Authority to be informed about the availability of rent subsidies and to inform them of the availability of units for rental assistance programs.	Timeframe: Ongoing. Continuing communication and coordination with County Housing Department and Housing Authority as opportunities arise. City will invest additional resources in 2023-2031 to increase landlord participation in program.	Retain with modifications (See Program 3.B.1)
<b>Policy H.B.9: Study alternatives to replace the City’s Redevelopment Low and Moderate Income Housing Fund, such as dedicating a portion of the ongoing year-over-year bump to property taxes that will come back to the City from the County equivalent to the 20% tax increment set-aside that had been generated through redevelopment, to provide affordable housing for extremely-low-, very-low-, low- and moderate-income households, including supportive housing for extremely-low income families and larger households, and support affordable housing proposals as opportunities arise and funds become available. Consider potential roles for the City Housing Authority in administering such funds.</b>				
<b>H.B.9.a City/non-profit partnerships</b>	Develop relationships with nonprofit housing organizations	Develop an ongoing relationship with nonprofit housing development corporations in order to take advantage of opportunities to create affordable housing.	Timeframe: Ongoing, annually. Housing Element available on <a href="http://www.brisbaneca.org">www.brisbaneca.org</a> . City held exploratory discussions with HEART and school district in 2018 regarding potential teacher/district employee housing on city-owned site.	Retain (See Program 2.F.2)
<b>H.B.9.b Land banking</b>	Acquire sites for affordable housing	Purchase appropriate vacant sites and small underdeveloped properties in order to assemble standard building sites to land bank for future affordable housing projects.	Timeframe: Ongoing. On hold pending establishment of ongoing funding source.	Retain (See Program 2.F.3)

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
<b>H.B.9.c Public parks and facilities</b>	Reserve surplus lands for housing development	Implement the public facilities and parks (PFP) land use designation in the General Plan so that the City has the first opportunity to consider surplus lands owned by public agencies as potential housing sites	Timeframe: 12/1/2017. Program not completed as it is inconsistent with and superseded by recent updates to the Surplus Land Act.	Delete.
<b>H.B.9.d Rehab housing</b>	Preserve/provide affordable units	Acquire and rehabilitate vacant/abandoned/deteriorated residences and make them available as affordable housing, supportive housing and other forms of housing to help address unmet needs in the community.	Timeframe: Ongoing. Opportunities considered on a case-by-case basis but constrained by limited funding. Lost some BMR housing through rehab of one building.	Replaced (See Program 3.A.1)
<b>H.B.9.e Affordable housing subsidies</b>	Investigate subsidies for mixed use or residential projects	Examine how City funds and municipal and assessment bonds could be used to subsidize development costs in privately financed residential and mixed-use projects.	Timeframe: Ongoing, annually, as part of the budget process. None identified in 2020. City Council to consider affordable housing master plan in 2021 to determine strategies to program affordable housing funds.	Retain (See Program 2.F.4)
<b>H.B.9.f HEART</b>	Subsidize mortgage costs for first-time homebuyers	Continue to support the Housing Endowment and Regional Trust of San Mateo County (HEART) Opening Doors Program to provide assistance to the City's first-time homebuyers.	Timeframe: Ongoing. City is a current member of HEART.	Retain (See Programs 4.A.8 and 3.A.1)
<b>H.B.9.g County rehab programs</b>	Preserve affordable housing	Collaborate with the County of San Mateo and other agencies with very-low-, low- and moderate-income rehabilitation programs to expand the scope and eligibility for assistance.	Timeframe: Ongoing, annually. Ongoing coordination with County Housing Department as opportunities arise.	Retain (See Program 4.B.1, 5.A.4, also 3.A.1 and 5.A.1)
<b>H.B.9.h Self-help/sweat equity programs</b>	Preserve and provide affordable units	Assist self-help and sweat equity construction and rehabilitation projects.	Timeframe: Ongoing. Opportunities considered on a case-by-case basis but constrained by limited funding.	Replaced (See Programs 4.B.1 and 4.B.2)



<b>Housing Element Program Name/Number</b>	<b>Program Description and Objective</b>	<b>Program Text</b>	<b>Timeframe, Achievements, and Evaluation</b>	<b>Program Status 2023-2031</b>
<b>H.B.9.i Leveraging low/mod funds</b>	Match state/federal programs	Use City funds, if available, to provide leverage for state and federal programs for affordable housing that require a local match.	Timeframe: Ongoing. Opportunities considered on a case-by-case basis but constrained by limited funding.	Replaced (See Programs 4.B.1 and 4.B.2)
<b>H.B.9.j Special needs loans/grants</b>	Retrofit existing units	Provide financial assistance in the form of loans or grants to retrofit existing units for special needs households.	Timeframe: Ongoing. Opportunities considered on a case-by-case basis but constrained by limited funding.	Retain with modifications (See Programs 3.A.4, 4.B.1 and 4.B.2)
<b>H.B.9.k Fee schedule</b>	Subsidize affordable housing	Evaluate City fee schedules for processing development applications and consider reducing or waiving application development fees for projects providing affordable housing for extremely-low-, very-low- and low-income households, including supportive housing for extremely-low-income families and larger households.	Timeframe: Ongoing, annually, as part of the budget process. Development fee waiver requests are considered as projects are submitted. No fee waiver requests were received in 2020.	Replaced (See Program 2.D.1 and 2.F.5,)
<b>H.B.9.l State and Federal programs</b>	Encourage affordable housing	Encourage the State of California and the Federal Government to restore and enhance subsidy programs for affordable housing similar to those that have proven successful in the past in assisting low- and very-low- income households and households with special needs, such as Section 202, Section 8 New Construction, Section 8 Moderate Rehabilitation and Rental Rehabilitation Programs.	Timeframe: Ongoing. City evaluates projects for eligibility for State/Federal funding programs and potential matches as projects arise. No such projects were eligible in 2020. Continue to evaluate low- and moderate-income resources, w.r.t City, State, and Federal funds.	Replaced (See Program 2.E.1)
<b>Policy H.C.1: Promote rehabilitation of substandard residential structures while maintaining their affordability to very-low-, low- and moderate- income households</b>				
<b>H.C.1.a Voluntary code inspection program</b>	Identify basic life safety problems	Through the City's website and other appropriate means, assist the public in identifying basic safety and sanitation problems and	Timeframe: Ongoing. Ongoing coordination with North County Fire Authority.	Replaced (See Program 4.B.2)

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		disseminate information about basic safety improvements, such as fire extinguishers and smoke detectors.		
<b>H.C.1.b Low-interest rehab loan program</b>	Publicize and encourage use.	Actively publicize and encourage the use of County, State and Federal programs for low-interest rehabilitation loans by owners of older residential units. Work with the San Mateo County Housing Rehabilitation Program to develop a promotional strategy. Seek available State and Federal funds.	Timeframe: Ongoing. Brochures available at Building and Planning Counter and information available on <a href="http://www.brisbaneca.org">www.brisbaneca.org</a>	Replaced (See Program 4.B.2. Also see programs under Policy 5.A regarding engaging and educating the public)
<b>H.C.1.c Nonconforming provisions</b>	Encourage maintenance of nonconforming units	Re-examine the zoning ordinance regulations pertaining to nonconforming residential uses and structures to determine if further amendments to the regulations could facilitate private sector maintenance and improvement of these properties. Also see Program H.I.1.e.	Timeframe: Ongoing. Ordinance 576 adopted May 19, 2016 made an incremental change to the Nonconforming Uses and Structures ordinance. Need to shift to focus on preservation of at risk affordable units. Certain single family homes in the NCRO district that are nonconforming may be better redeveloped to multifamily.	Deleted. (Replaced with Program 3.A.1, 3.A.4, 4.B.1, 4.B.2, and 7.A.2)
<b>H.C.1.d NCRO-2 district rehab</b>	Encourage maintenance of units	Encourage maintenance of existing units in the NCRO-2 Downtown Brisbane Neighborhood Commercial District through the use of County, State and Federal rehabilitation funds.	Timeframe: Ongoing. Ongoing coordination with County Housing Department. Focus should be made clearer to address maintenance of affordable units and not limited to the NCRO district.	Revised. (See Program 3.A.4, under the policy of preserving affordable units, and 3.A.1 and 7.A.2)
<b>Policy H.D.1: Retain the small-town character of existing residential neighborhoods, while allowing for increased housing density appropriate to the multi-family residential districts.</b>				
<b>H.D.1.a Infrastructure Master Plans</b>	Update residential infrastructure	Continue to develop master plans to maintain and upgrade public infrastructure in residential neighborhoods. Seek grants and other special funds to supplement	Timeframe: Ongoing. Ongoing coordination with Public Works Department. Water main replacement project initiated in Sept 2018 was completed in 2020.	Retain (See Program 4.A.14)



Housing Element Program Name/Number	Program Description and Objective	Program Text	Timeframe, Achievements, and Evaluation	Program Status 2023-2031
		utility and gas tax funds to implement improvement projects.		
<b>H.D.1.b Dwelling Groups</b>	Allow in R-2, R-3, SCRO-1, and new affordable housing overlays	Continue to allow dwelling groups (as defined by Brisbane Municipal Code Section 17.02.240) as a permitted use (instead of a conditional use) in the R-2 and R-3 Districts, and also allow them in the new affordable housing overlays. Also allow dwelling groups as a conditional use in the SCRO-1 District (see Program H.B.1.i).	Timeframe: 12/31/2018. Parkside Plan adopted 10/30/2017. Implementing housing overlay zones allow dwelling groups, Ordinance 624 adopted 2/1/2018. R-2, R-3, and SCRO-1 currently allow dwelling groups.	Completed (See Program 2.A.1 regarding maintenance of existing zoning to accommodate the RHNA)
<b>H.D.1.c Affordable Housing Overlays (allowing increased density)</b>	Guidelines for affordable housing overlay zoning.	For the new affordable housing overlays intended to accommodate affordable housing, adopt appropriate zoning regulations consistent with Government Code Section 65583.2(i) that allow at least three-story development and provide objective, quantifiable development standards including, but not limited to, building form, architecture, public space and landscaping in the applicable districts to non-subjectively address concerns that would otherwise be taken care of through discretionary design review approval in compliance with Government Code Sections 65589.5(d), (i) & (j). To encourage connectivity between sites and neighboring districts, require shared public access easements (such as walkways and fire lanes) as appropriate. Incorporate design components	Timeframe: 1/31/2016. Parkside Plan adopted 10/30/2017, contains housing overlay development regulations and design guidelines. Implementing zoning Ordinance 624 adopted 2/1/2018.	Completed (See Program 2.A.1 regarding maintenance of existing zoning to accommodate the RHNA)

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		which promote compatibility with existing adjacent non-residentially zoned and developed properties. Include appropriate measures to mitigate any potentially significant environmental impacts.		
<b>Policy H.D.2: Use zoning as appropriate to establish suitable residential environments while maintaining the long-term viability of surrounding commercial and industrial uses.</b>				
<b>H.D.2.a Affordable Housing Overlays (establishing residential areas)</b>	Consider amendments to non-residential zoning districts adjacent to affordable housing overlays.	Review the zoning ordinance regulations for the TC-1, NCRO-1 and NCRO-2 Districts to determine if amendments are necessary to establish suitable residential environments under the new Park Place Mixed Use Affordable Housing Overlay and Park Lane Residential Affordable Housing Overlay while maintaining the long-term viability of existing and permitted uses at nearby pre-existing commercial and industrial properties.	Timeframe: 12/31/2018. No revisions to adjacent districts to PAOZ-1 and PAOZ-2 housing overlays identified as being warranted.	Completed. Program deleted.
<b>Policy H.E.1: Encourage housing that supports transit-oriented development (TOD), smart growth to minimize automobile trips, and reduce greenhouse gases.</b>				
<b>H.E.1.a Mixed-use and live/work housing</b>	Encourage mixed use	Consider revisions to the Zoning regulations to include mixed-use and live-work housing where appropriate.	Timeframe: Ongoing. See H.B.1.a & b. Mixed-use and live-work permitted in most commercial districts. City successfully applied for SB 2 Planning Grants Program funds to create and adopt zoning amendments in the NCRO-2 and SCRO-1 districts to adopt objective design guidelines and development standards and allow residential and mixed-use development by-right. Work program will extend from 2020-2022.	Completed for SCRO-1 district. See Program 7.A.2 for the NCRO-2 district. (See also Program 2.A.1 regarding maintenance of existing zoning to accommodate the RHNA)



<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
<b>H.E.1.b Mixed-use development</b>	Encourage mixed use	Continue to allow residential uses above or behind storefront uses in the NCRO-2 Downtown Brisbane Neighborhood Commercial District and encourage residential uses in new mixed-use developments in designated zoning districts.	Timeframe: Ongoing. Mixed use is permitted in NCRO-2 district. Zoning amendment to adopt objective design standards in the NCRO-2 district is still needed. See also, the notes for program H.E.1.a above.	Replaced. (See Program 7.A.2)
<b>H.E.1.c General Plan revisions</b>	Land Use Element consistency for Mobile Home park zoning	Update the General Plan’s Subregional/ Commercial/ Retail/ Office land use designation for the central portion of the Southwest Bayshore subarea that covers the mobilehome park, as necessary to maintain consistency with any rezoning.	Timeframe: 12/31/2018. See H.B.1.i. No General Plan amendments identified; zoning amendments consistent with existing general plan land use designation.	Replaced. (See Program 4.A.13)
<b>H.E.1.d Transit-oriented development</b>	Encourage smart growth	Consider changes to the zoning ordinance for multifamily housing as part of transit oriented development (within ¼ mile of a transit stop), such as: <ul style="list-style-type: none"> <li>• Reduce parking minimums and establish parking caps</li> <li>• Set building height limits to allow at least three-story development</li> <li>• Provide for flexible setbacks and increased lot coverage</li> <li>• Promote adaptive reuse of existing buildings</li> <li>• Allow TOD housing that meets the requirements of the zoning ordinance</li> </ul>	Timeframe: Ongoing, in accordance with General Plan Updates. City Council amended General Plan to allow up to 2,200 residential units within 1/2 mile of Bayshore Caltrain Station (GPA-1-18), approximately 26 times the City's current RHNA of 83 units. Also see program H.E.1.a above.	Replaced. (See Programs 2.A.2 and 6.A.5)

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		without the requirement of a use permit.		
<b>Policy H.F.1: Continue to implement the green building program.</b>				
<b>H.F.1.a Green building ordinance</b>	Update as needed	Periodically review and update the green building ordinance as new information becomes available. Also see Program H.F.3.c.	Timeframe: Ongoing. City Council adopted Ordinance 643 12/12/2019 to adopt 2019 CBC with local reach provisions including limitations on natural gas in new development. City Council adopted Ordinance 644 on 12/12/2019 to adopt building energy efficiency benchmarking ordinance applicable to commercial and multi-family structures meeting certain size thresholds. Staff annually evaluates CBC and best practices in green building as applicable to local ordinances.	Retain (See Program 6.A.1)
<b>Policy H.F.2: Assist in publicizing energy conservation programs and weatherization services that provide low or no cost energy conservation inspections and assistance</b>				
<b>H.F.2.a Energy conservation</b>	Inform public via various means	Provide information about home energy conservation programs and the financial benefits of energy conservation through the City's website, articles in the Brisbane Star, water bill inserts, flyers, bulk mailing or other local sources of public information.	Timeframe: Ongoing. Resources regularly published on City website, City STAR newsletter, social media pages, and Housing Element is published on <a href="http://www.brisbaneca.org">www.brisbaneca.org</a>	Replaced. (See Program 5.A.1)
<b>H.F.2.b Energy conservation retrofitting</b>	Inform public via various means	Encourage energy conservation retrofitting of existing homes in conjunction with home repairs and renovation by providing accessible public information on code requirements and recommended improvements	Timeframe: Ongoing. Information and Housing Element linked to <a href="http://www.brisbaneca.org">www.brisbaneca.org</a> .	Replaced. (See Program 5.A.1 and 6.A.2)





<b>Housing Element Program Name/Number</b>	<b>Program Description and Objective</b>	<b>Program Text</b>	<b>Timeframe, Achievements, and Evaluation</b>	<b>Program Status 2023-2031</b>
<b>H.F.2.c Renewable energy</b>	Inform public via various means	Pursue funding opportunities and provide public information on programs to increase the energy efficiency of existing homes, to assist affordable housing developers in incorporating energy efficient designs and features, and to increase the production of renewable energy. Also see Programs H.B.9.e, H.B.9.j & H.B.9.k.	Timeframe: Ongoing. City joined Peninsula Clean Energy in 2016. Information available on <a href="http://www.brisbaneca.org">www.brisbaneca.org</a>	Replaced. (See Program 5.A.1)
<b>Policy H.F.3: Publicize water conservation programs and develop local measures to assist very-low-, low- and moderate-income households manage their utility costs</b>				
<b>H.F.3.a Water conservation</b>	Inform the public via various means	Provide information about water conservation programs and the financial benefits of water conservation through the City's website, articles in the Brisbane Star, water bill inserts, flyers, bulk mailing or other local sources of public information	Timeframe: Ongoing. Ordinance 607 adopted by the City Council on April 7, 2016 updating the City's water conservation in landscaping ordinance. Water conservation information provided on the City's website and advertised in City newsletters and social media accounts.	Replaced. (See Program 5.A.1)
<b>H.F.3.b Make low-flow and other conservation devices available to very-low-, low- and moderate-income households</b>	Provide counseling to the public on conservation measures for landscape irrigation with a focus on very-low, low-, and moderate-income households	Consider opportunities to make low-flow and other conservation devices available to very-low-, low- and moderate-income households and provide available counseling on conservation measures for landscape irrigation	Timeframe: Ongoing. Continuing to use City funds through the City Manager's Office and Dept of Public Works for various conservation/cost savings programs.	Replaced. (See Program 5.A.1)
<b>H.F.3.c Water conservation in multi-family development</b>	Encourage water conservation in landscaping and appliances in multi-family and mixed-use housing	Require water conserving measures, such as multi-family unit sub-metering, dedicated landscape water meters for outdoor irrigation, water-efficient clothes washers, high efficiency toilets and/or	In coordination with program H.F.1.a Ordinance 607 adopted April 7, 2016 updating City's water conservation in landscaping ordinance. Planning staff advises all applicants of conservation opportunities and requirements in	Replaced. (See Program 5.A.1)

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		automatic faucets, for new multi-family and/or mixed-use development.	new and re-landscaping projects. Projects that meet ordinance thresholds must include such things as submetering.	
<b>Policy H.F.4: Promote sustainable development that addresses affordability through the use of solar sensitive design in new housing development projects</b>				
<b>H.F.4.a Natural heating/cooling</b>	Encourage energy conservation	Enforce Title 24 energy conservation requirements and require project design to take advantage of natural heating and cooling and the benefits of solar access to the extent possible given site constraints.	Energy Reach Code Ordinances 643 and 644 adopted 12/12/2019. See Program H.F.1.a above. Per state law and City Building Code, Title 24 compliance is enforced and required for all eligible building permit applications without it being a separate program.. Taking advantage of natural cooling and heating may be subjective, except where addressed through the district's objective design standards.	Removed. Addressed through objective design standards and Building Reach Codes (See Program 6.A.1)
<b>Policy H.G.1: Participate in regional efforts to reduce greenhouse gas emissions.</b>				
<b>H.G.1.a Regional Planning</b>	Cooperate in Plan Bay Area process	Cooperate with the Metropolitan Transportation Commission and the Association of Bay Area Governments in implementing Plan Bay Area, including the Sustainable Communities Strategy and 2040 Regional Transportation Plan.	City actively participated in Plan Bay Area 2050 update in 2020	Ongoing (See Programs 6.B.1 and 6.B.2)
<b>H.G.1.b Congestion management</b>	Cooperate in implementation of C/CAG Congestion Management Program	Cooperate with the City/County Association of Governments of San Mateo County in implementing C/CAG's Congestion Management Program.	Ongoing as development projects are considered.	Ongoing (See Program 6.B.1)
<b>Policy H.H.1: Assure that new development absorbs the cost of mitigating the environmental, social, and service impacts it brings to the community</b>				
<b>H.H.1.a Development costs</b>	Minimize costs of development	For new development applications, condition approvals so that proper fees and charges are levied to cover	City Council is considering recommendations regarding funding sources and fees through the	Replaced (See Programs 2.D.1, 2.E.1 and 2.E.5)



<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		the costs of the development to the community. Consider subsidizing fees for projects which provide a significant proportion of housing units affordable to very-low- and/or low-income households. Consider adopting requirements to collect housing impact fees from new market-rate housing developments and commercial linkage fees from new non-residential developments.	Affordable Housing Strategic Plan, scheduled for adoption by 6/30/23.	Note that all projects must comply with CEQA and costs for certain affordable projects may be subsidized.
<b>H.H.1.b Fiscal impact studies</b>	Study impact of large residential projects on city services	Require fiscal impact studies for residential projects that could have a significant effect on the City's ability to provide services	Implemented as new residential projects with potential significant impacts are considered.	Replaced (See Programs 2.E.1 and 2.E.5) All projects must comply with CEQA and costs for certain affordable projects may be subsidized.
<b>Policy H.H.2: Regulate the development of environmentally sensitive and hazardous lands to assure the mitigation of significant impacts.</b>				
<b>H.H.2.a Sensitive/hazardous lands</b>	Identify/mitigate impacts	Work with responsible agencies to protect identified environmentally sensitive areas, including, but not limited to, wetlands, riparian habitat and critical wildlife habitat. Deal responsibly with geologically hazardous areas, contaminated lands, areas subject to flooding and sea level rise, and electric transmission line corridors.	Ordinance 562 adopted October 2011 for density transfer and clustered development, to preserve potentially sensitive lands.	Replaced (See Program 2.G.1__ regarding potential expansion of density transfer provisions) Ongoing protection required through HCP and CEQA compliance.
<b>H.H.2.b Clustered development</b>	Promote clustered development in areas near sensitive habitat	Continue to permit clustered development in the Brisbane Acres subarea, consistent with the San Bruno Mountain Area Habitat Conservation Plan, to place housing	Ordinance 562 adopted October 2011 to relax certain development standards if clustered development is pursued.	Replaced (See Program 2.A.1 regarding maintaining existing zoning to

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		development where it can be best served by infrastructure and public safety services.		accommodate the RHNA and Program _2.G.1_ regarding potential expansion of density transfer provisions) Ongoing protection of the HCP area is required through the HCP and CEQA compliance.
<b>H.H.2.c Flood hazard management</b>	Comply with CGC Sec. 65302	Amend the Safety and Conservation Elements of the General Plan to include analysis and policies regarding flood hazard and management information per Government Code Section 65302.	Timeframe: 2021, in accordance with General Plan update. Incorporate into General Plan Update in 2021.	Completed. (See Program 4.A.13 for future update)
<b>Policy H.I.1: Seek to reduce regulatory constraints on the development of new housing, especially infill housing and housing that adds to the mix of types, size, tenure, and affordability.</b>				
<b>H.I.1.a Regulatory constraints</b>	Streamline permit processing	Continue to evaluate and implement changes to the zoning ordinance and permitting process to simplify and streamline approval of projects that meet the City's housing goals.	Timeframe: Ongoing. Ord. 669 adopted in May 2022 established objective design standards for new residential development (2+ units) and allow residential uses by right in the SCRO-1 district. City initiated multi-parcel biological assessment of SCRO-1 district to streamline Habitat Conservation Plan conformance for development proposals. Ordinance 612 adopted December 8, 2016, streamlining application process for new condominium developments. City Council adopted streamlining for accessory dwelling units via Ordinance 615 adopted 2/2/2017 and Ordinance 626 adopted 5/17/2018.	Replaced. See Programs 7.A.1, 7.A.2, 7.A.4, and 7.A.5



<b>Housing Element Program Name/Number</b>	<b>Program Description and Objective</b>	<b>Program Text</b>	<b>Timeframe, Achievements, and Evaluation</b>	<b>Program Status 2023-2031</b>
<b>H.I.1.b Parking requirements</b>	Revise parking standards	Consider revision of the residential parking requirements so as to be based upon floor area and/or number of bedrooms, consistent for single-family dwellings, secondary dwelling units, duplexes and multi-family dwelling units.	Timeframe: 12/1/2015. Ordinance 576 adopted on May 19, 2016 reduced parking requirements for smaller homes and minor additions.	Completed. (See Program 6.A.5 for further measures)
<b>H.I.1.c Second Unit Parking</b>	Revise second unit parking requirements	Consider revision of the parking requirements for secondary dwelling units to encourage smaller, more affordable units. Once the revision is adopted, develop an outreach program to publicize the changes.	Timeframe: 12/1/2015. Ordinance 576 adopted by City Council May 19, 2016 to reduce accessory dwelling unit parking requirements. Ordinance 615 adopted 2/2/2017 eliminated accessory dwelling unit parking requirements on most sites, consistent with state provisions.	Completed.
<b>H.I.1.d Design Permits</b>	Reduce unnecessary constraints	Continue to refine the Design Permit findings to address any unnecessary constraints.	Timeframe: Ongoing. See Program H.I.1.a above regarding SB 2 Planning Grant work program. Ongoing as development projects are submitted for review. Design Permit for 16-unit senior housing/commercial development approved in October 2017.	Retain. (See Program 7.A.2 for further measures)
<b>H.I.1.e Non-conforming structures</b>	Preserve housing units	Continue to study ways in which constraints upon nonconforming residential structures may be reduced. Also see Program H.C.1.c.	Timeframe: Ongoing. See notes under Program H.C.1.c., provided above	Eliminated. (Replaced with Program 3.A.1, 3.A.4 and 7.A.2)
<b>H.I.1.f City staffing</b>	Efficient permit processing procedures	Evaluate City staffing requirements with regard to improving procedures for processing development applications.	Timeframe: Ongoing, annually, as part of budget process. No need for additional staffing identified in 2020 budget process. Reevaluate as part of 2021 budget process.	Retain (See Program 7.A.5)
<b>H.I.1.g Inform water/sewer provider</b>	Deliver Housing Element to water and sewer providers	Deliver the Housing Element, with a cover letter noting the City's share of the regional housing need, to the	Timeframe: April 2015. Done with adoption of new housing element. Completed.	Retain. (See Program 7.A.8).

<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
		San Francisco Public Utilities Commission, the City of Brisbane's water and sewer provider, immediately upon adoption. Send any future Housing Element updates or amendments within 1 month of adoption.		
<b>H.I.1.h Annual Report</b>	Prepare annual progress report	Prepare an annual report to the City Council and California Department of Housing and Community Development on progress made in implementing the General Plan and Housing Element policies and programs per Government Code Section 65400. Include a review for internal consistency and compliance with Government Code Sections 65302(d)(3) and 65302(g)(2) as amended by Chapter 369, Statutes 207 [AB 162]. Monitor to ensure adequate development capacity will be maintained throughout the planning period to accommodate past and current Regional Housing Need Allocations.	Timeframe: Ongoing, annually. Annual Report for 2020 calendar year delivered to California Department of Housing and Community Development and Governor's Office of Planning and Research prior to April 1, 2021 deadline.	Retain (See Program 2.A.3)
<b>Policy H.I.2: Identify and seek to remove unnecessary constraints on the provision of housing resulting from the authority of County, Regional, State and Federal agencies.</b>				
<b>H.I.2.a Housing constraints</b>	Advise outside agencies regarding unnecessary constraints	As issues arise regarding constraints on affordable housing posed by the authority of other agencies, act to make the agencies aware of the constraints and encourage them take appropriate action.	Timeframe: Ongoing. Applies as development projects are submitted for consideration.	Delete. The City does not have the authority to eliminate constraints on housing production imposed by other agencies at the



<i>Housing Element Program Name/Number</i>	<i>Program Description and Objective</i>	<i>Program Text</i>	<i>Timeframe, Achievements, and Evaluation</i>	<i>Program Status 2023-2031</i>
				County, State, or Federal level.
<b>H.1.2.b League of Cities</b>	Work with League of Cities to identify and address housing constraints due to preemption of outside agencies	Work with the League of California Cities to identify and address constraints on housing due to the preemption of other agencies.	Timeframe: Ongoing. Continue advocacy through membership in League of Cities.	Delete. The City does not have the authority to eliminate constraints on housing production imposed by other agencies at the County, State, or Federal level.

# APPENDIX B 2023-2031 Sites Inventory & Methodology

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## 1. Introduction

A site-by-site review of all potential housing development sites was conducted citywide in accordance with Govt Code Sections 65583 and 65583.2 for this 6th RHNA Cycle. This appendix describes the methodology used in establishing Brisbane's sites inventory and provides the detailed sites inventory tables and maps.

As demonstrated below, the RHNA, plus a buffer of 39% over the RHNA, can be accommodated within the existing zoned housing districts plus the Baylands subarea. The Baylands is the one new area identified in this Housing Element for rezoning to permit development of housing, while housing in the other areas was based on a combination of current zoning district standards, capacity and trends, as further described in this appendix.

Vacant and nonvacant, underutilized parcels in Brisbane were inventoried to determine what land is available for development at various levels of density per Government Code section 65583.2(a). Types of sites and the corresponding districts included:

- Vacant sites zoned for residential use (R-1, R-2, R-3, & R-BA residential zoning districts).
- Vacant sites zoned for nonresidential uses that allow residential development (SCRO-1 & NCRO-2 mixed-use zoning districts).
- Residentially zoned sites, including non-vacant sites, underutilized sites, and non-residentially zoned sites with a residential overlay, that are capable of being developed at a higher density (PAOZ-1 & PAOZ-2 residential overlay districts).
- Sites zoned for nonresidential use that can be redeveloped for residential use and for which a program is included in Chapter 5 to rezone the site to permit residential use (C-1 mixed-use district to be rezoned per the Baylands Specific Plan).

The number of units that might be able to be developed at various affordability levels was then estimated.

This appendix details the following:

- Regional Housing Needs Allocation (RHNA)
- General Considerations in Identification of Sites
- Development Potential
- Commitment to Fair Housing
- Distribution of Units by Affordability and "No Net Loss"
- Sites Inventory



## 2. Regional Housing Needs Allocation

State Housing Element law requires that a local jurisdiction accommodate its share of the region’s projected housing needs for the planning period. This share is called the RHNA and is provided for each jurisdiction and is specific to economic segments of the community. Compliance with this requirement is measured by the jurisdiction’s ability to identify adequate sites to accommodate the RHNA. The Association of Bay Area Governments (ABAG) is the Bay Area’s regional planning agency and is responsible for allocating the RHNA to individual jurisdictions within the region.

Brisbane’s RHNA for this sixth cycle Housing Element update is 1,588 housing units and is allocated by income category as a percentage of area mean income (AMI) as follows:

**Table B.2.1  
Brisbane’s Regional Housing Needs Allocation**

	<i>Very Low Income</i>	<i>Low Income</i>	<i>Moderate Income</i>	<i>Above-Moderate Income</i>	<i>Total</i>
<b>Percentage of Area Mean Income</b>	<50%	51-80%	81-120%	>120%	-
<b>2023-2031 RHNA (Cycle 6)</b>	317	183	303	785	1,588

Where a jurisdiction does not have adequate sites to meet the RHNA with existing zoned sites, the jurisdiction must include a program to rezone adequate sites within 3 years of the statutory deadline, per Gov’t Code Section 65583(c)(1)(A). Brisbane does not have adequate sites to meet the RHNA and a program is included for rezoning on the Baylands, via adoption of a specific plan.

### 3. General Considerations in Identification of Sites

As indicated in the RHNA table provided above and per Gov't Code Section 65583.2(a), sites in the Inventory must also be classified as suitable for various income levels including very low, low, moderate and above moderate. Several housing laws impact how sites are selected for inclusion in the inventory and especially how they may be selected by income category.

#### **3.1 Site Size:**

Per Gov't Code Section 65583.2(c)(2)(A), sites less than 0.5 acres generally cannot be considered as available for lower income development unless the jurisdiction demonstrates that it has a track record of affordable developments at this size of lot. For Brisbane's inventory, no individual site less than 0.5 acres is allocated toward lower income units; however, as per State guidance, such small sites can be considered either for moderate income, above moderate income, or both.

Sites larger than 10 acres are generally not to be considered available for affordable housing, unless the Housing Element can demonstrate a track record for developing such sites of this size, or the city can demonstrate it is otherwise feasible to develop affordable housing.

In Brisbane's inventory, there is only one (aggregated) site larger than 10 acres. The Baylands Specific Plan area is approximately 642 acres in total, of which about 52.8 acres are included in the housing inventory. The other areas of the Baylands would be developed with commercial uses, parks, etc. The property owner, Baylands Development Inc. (BDI), is actively engaged in redeveloping the entire area to repurpose the former railyard, already investing significant time and monies into remediation efforts to correct the decades of industrial uses of the land, and to establish a vibrant and connected community of housing, commercial, and parks and open spaces. The 52.8 acres of residential is planned to be subdivided to smaller blocks of less than 10 acres each, divided by a street network, as shown in the Baylands draft Specific Map provided in Appendix B.2

#### **3.2 Housing Unit Density:**

Per Gov't Code Sections 65583.2(f) and 65583.2(h), Brisbane is classified as a "suburban jurisdiction" which assumes that land zoned at densities higher than 20 units to the acre on sites that can accommodate at least 16 units per site can facilitate affordable housing development.

The draft Specific Plan for the Baylands calls for approximately 42 du/ac, the minimum allowed would be 34 du/ac, but the City is conservatively projecting 516 below market units on the Baylands subarea, or 29% of the minimum number of housing units allowed (23% of the maximum allowed and currently proposed).

The Parkside PAOZ-1 and PAOZ-2 districts are already zone to 20 and 24 du/ac.



### **3.3 Zoned Density versus Realistic Capacity:**

When establishing the sites inventory, if sites do not meet the size and density considerations outlined above, then in determining the realistic unit capacity calculations, jurisdictions must consider current development trends of existing or approved residential developments at a similar affordability level in that jurisdiction, as well as the cumulative impact of standards such as maximum lot coverage, height, open space, parking, and floor area ratios. The capacity methodology must be adjusted to account for any limitation as a result of availability and accessibility of sufficient water, sewer, and dry utilities.

For nonvacant and non-residential zoned sites, the capacity methodology must account for the likelihood of residential development on these sites. For example, while a site may be zoned to accommodate 100 units, site constraints or other development standards may preclude development to the full 100 units.

### **3.4 AFFH Considerations:**

New requirements to Affirmatively Further Fair Housing (AFFH; AB 686) dictate that the city avoid, to the extent possible, the location of potential affordable housing in the inventory in a manner that would exacerbate existing concentrations of poverty, as well as contribute to increasing the number of lower-income households in lower-income neighborhoods. The city must also consider locating housing away from environmental constraints such as sea level rise, and near areas of higher or highest opportunities, including quality schools, parks, and educational opportunities. The State indicates that jurisdictions consider the following factors when determining the best locations for affordable housing:

- Proximity to transit.
- Access to high performing schools and jobs.
- Access to amenities, such as parks and services.
- Access to health care facilities and grocery stores.
- Locational scoring criteria for Low-income Housing Tax Credit (TCAC) Program funding.
- Proximity to available infrastructure and utilities.
- Sites that do not require environmental mitigation.
- Presence of development streamlining processes, environmental exemptions, and other development incentives.

One measurement tool to evaluate neighborhood amenities and resources is the Tax Credit Allocation Committee (TCAC) Opportunity Area Map. The entirety of Brisbane is listed as a Moderate Resource area per the mapping tool. Accordingly, the Sites Inventory, which includes properties citywide complies with these requirements as the sites identified as suitable for lower income housing in Brisbane are located in a moderate resource area.

## 4. Development Potential

Each site or aggregation of sites was analyzed to determine the likelihood and feasibility of development during the period 2023-2031. Factors such as underperforming or vacant uses, owner or developer interest, age and size of current improvements, site size, and site constraints were taken into account in determining realistic development capacity.

Most of the City's inventory for meeting the RHNA falls within a large, multi-parceled site in the Baylands subarea with a single landowner/developer who is actively pursuing development of the site with housing via a Specific Plan currently under review by the City. It is a vacant site that requires environmental remediation, but provides extraordinary potential for development. While the City General Plan allows for 1800-2200 housing units within the Baylands, it is currently zoned commercial C-1, which does not allow for housing. However, a specific plan is in process which will rezone the site for housing consistent with the adopted general plan. This is further described in Section 4.5 below.

The next largest group of sites for housing development potential are those within the Crocker Park Parkside overlay district. This is a group of sites with existing uses that could be redeveloped along with adjacent parcels, and certain office and warehouse developments that were determined to be underperforming and have a high potential for redevelopment to housing.

There are a number of infill sites in greater Central Brisbane area, including Brisbane Acres and Southwest Bayshore, that are generally smaller. Some of these have little or no opportunity for aggregation and/or are heavily constrained sites and were considered, but not identified to accommodate significant capacity.

While the City has seen an increase in the production of Accessory Dwelling Units (ADUs) in recent years due a number of state laws and local ordinances that have made these more feasible, they still make up the smallest group.

The development potential provided for this 6<sup>th</sup> Cycle RHNA was determined to total 2,220 housing units, as detailed by subarea and income category in following Table B.4.1, which provides a high-level summary of the sites listed on the Sites Inventory broken down by income. Figure B.7.1 shows a map of where each site is located within the City and the housing opportunity areas.

**TABLE B.4.1**  
**Sites Inventory by Subarea Affordability Breakdown**

<i>Subareas</i>	<i>Total Units</i>	<i>Very Low</i>	<i>Low</i>	<i>Moderate</i>	<i>Above Moderate</i>	<i>Pipeline</i>
<b>Baylands</b>	1,800	145	82	287	1,286	-
<b>Parkside</b>	246	159	87	0	0	-
<b>Central Brisbane</b>	134	1	2	4	127	39
<b>ADUs</b>	40	12	12	12	4	-
<b>Totals</b>	2,220	317	183	303	1,419	-

*Table Source: Housing Resources Sites Inventory*



In summary, the Sites Inventory was developed to meet all applicable statutory requirements and provide a realistic and achievable roadmap for the city to meet and exceed its RHNA. The Sites Inventory is summarized as follows:

- The housing sites are spread throughout the city, with all located in a moderate resource area, to meet AFFH requirements.
- The housing projections utilize existing land use and zoning densities.
- It includes conservative production and density assumptions for the identified housing sites.
- The city has a significant rezoning program that is anticipated to be completed by the end of this housing cycle to adopt zoning via Specific Plan for 1,800 – 2,200 housing units in the Baylands subarea.
- The housing projections do not rely on new units developed under SB9.
- The housing projections have a low reliance on new ADU production.
- Less than 50% of the low income RHNA is accommodated on nonvacant sites.

The analytical process that went into creating the Sites Inventory and the justification for commercial site redevelopment are fully detailed in the Sites Inventory Approach and Methodology sections above. The full list of sites adequate for housing development identified by the city is included in Table B.7.2.

For reference, Table B.4.2 provides an outline of the zoning district standards for all of the districts where housing is currently permitted either by-right or as a conditional use. Note that the Northeast Ridge PD district is a completed planned development district comprised of 499 housing units. As a PD district, no zoning standards are provided, but development of ADUs may occur within the existing development. The Baylands is not included in this table, since the zoning has not yet been adopted. Also, the Parkside PAOZ-1 and PAOZ-2 districts are the only districts where the existing zoning requires that new housing development be to a minimum density to 20 units per acre or more.

**Table B.4.2  
Current Land Use and Development Standards  
for Residential and Mixed-Use Zoning Districts**

<i>Permitted Uses</i>	<i>R-1</i>	<i>R-2</i>	<i>R-3</i>	<i>R-BA</i>	<i>NCRO-2</i>	<i>SCRO-1</i>	<i>R-MHP</i>	<i>PAOZ-1</i>	<i>PAOZ-2</i>	<i>NER-PD</i>
<b>Single-Family Unit</b>	Yes	Yes	Yes	Yes	No	No	No	Yes	No	F
<b>Accessory Dwelling Unit</b>	Yes	No	No	Yes	No	Yes	Yes	Yes	Yes	Yes
<b>Mobile Homes/Mobile Home Park</b>	No	No	No	No	No	No	Yes	No	No	F
<b>Duplex</b>	No	Yes	Yes	No	No	Yes	No	No	No	F
<b>Multi-Family Units</b>	No	Yes	Yes	No	No	Yes	No	Yes	Yes	F
<b>Emergency Shelter</b>	No	No	No	No	No	Yes	No	No	No	F
<b>Mixed Use</b>	No	No	No	No	No	Yes <sup>H</sup>	No	No	No	F
<b>Dwelling Group</b>	No	Yes	Yes	No	No	Yes	No	Yes	Yes	F
<i>Conditional Uses</i>	<i>R-1</i>	<i>R-2</i>	<i>R-3</i>	<i>R-BA</i>	<i>NCRO-2</i>	<i>SCRO-1</i>	<i>R-MHP</i>	<i>PAOZ-1</i>	<i>PAOZ-2</i>	<i>NER-PD</i>
<b>Single-Family Unit</b>	No	No	No	No	Yes <sup>C</sup>	Yes	No	No	No	F
<b>Duplex</b>	No	No	No	No	Yes <sup>C</sup>	No	No	No	No	F
<b>Multi-Family Units</b>	No	Yes	Yes	No	Yes <sup>C</sup>	No	No	No	No	F
<b>Dwelling Group</b>	No	No	No	No	Yes <sup>C</sup>	No	No	No	No	F
<b>Mobile Home Park</b>	Yes	Yes	Yes	No	No	Yes	No	No	No	F

Mixed-Use	No	No	No	No	Yes	No	No	No	No	F
Live/Work Units	No	No	No	No	Yes	Yes	No	No	No	F
Group Care Home	Yes	Yes	Yes	Yes	Yes <sup>C</sup>	Yes	No	No	No	F
Convalescent Home	No	No	No	No	No	Yes	No	No	No	F
<b>Development Standards</b>	<b>R-1</b>	<b>R-2</b>	<b>R-3</b>	<b>R-BA</b>	<b>NCRO-2</b>	<b>SCRO-1</b>	<b>R-MHP</b>	<b>PAOZ-1</b>	<b>PAOZ-2</b>	<b>NER-PD</b>
Density Transfer	No	No	No	Yes	No	No	No	No	No	No
Minimum Lot Size (Sq. Ft.)	5,000 <sup>A</sup>	5,000 <sup>A</sup>	5,000 <sup>A</sup>	20,000 <sup>B</sup>	2,500	7,500	None	NA	NA	F
Minimum Density (units/acre)	NA	NA	NA	NA	NA	NA	NA	20	24	F
Maximum Dwelling Unit Density (Unit/Sq. Ft.)	1/5,000	1/2,500	1/1,500	1/20,000	D	E	1/1,500	28	28	F
Lot Coverage	40%	50%	60%	25%	90%	70%	NA	NA	60%	F
Floor Area Ratio	0.72	0.72	0.72	0.72 <sup>G</sup>	NA	NA	NA	NA	NA	F
Height Limit (Ft.)	28-30	28-30	28-30	35	28-35	35	20	38	40	F
Front Setback (Ft.)	≤15	≤15	≤15	10	0	0	NA	5 – 15	5 – 20	F
Side Setbacks (Ft.)	3-5	3-5	3-5	5-15	0-10	0-10	NA	5-10	5-10	F
Rear Setback (Ft.)	10	10	10	10	10	10	NA	10	15	F

Notes:

A: With exceptions for substandard lots per Brisbane Municipal Code Sections 17.32.055.A, 17.08.040.B & 17.10.040.B

B: No less than a 5,000 sq. ft. lot is possible in the R-BA under Use Permit for Density Transfer or Clustered Development.

C: Residential uses are as part of a mixed-use project in the NCRO-2.

D: Densities established in conjunction with Use Permit and/or Design Permit approval.

E: Densities in the SCRO-1 are Single-Family Unit: 1/7,500; Duplex: 1/3,750; Multi-Family Units: 1/1,500; Mixed-Use & Live/Work

F: PD is subject to Specific Plan and PD Permit approval. The Northeast Ridge is a PD district and has been developed with 499 housing units.

G: 0.72 FAR up to a maximum floor area of 5,500 sq ft for SFR. Exception allowed for ADUs.

H: Mixed use in the SCRO-1 district must meet the definition of Housing Development Project or a Streamlined Housing Development Project, defined in BMC Section 17.02.

General Notes: Transitional housing, supportive housing and factory-built/manufactured housing (including mobilehomes) are treated as “dwellings” by definition per Brisbane Municipal Code Section 17.02.235; single-room-occupancy units are categorized as multiple-family dwellings per BMC Section 17.02.235.C.

The following subsections provide a discussion of how sites were identified in the categories of:

- Vacant and non-vacant sites
- Mixed Use Sites
- Residential Zones without a minimum density
- Sites Already Zoned for Housing Development with Minimum Density
- Sites to be Zoned for Housing Development with Minimum Density
- Pipeline Projects
- Accessory Dwelling Units

#### **4.1 Vacant and Nonvacant Sites:**

The City of Brisbane’s Sites Inventory for future housing development includes properties zoned for development of single and multi-family housing that are vacant, non-vacant land that is otherwise underutilized and is zoned at least 20 du/ac (see Section 4.4), and/or land that is non-residentially zoned and vacant that is identified for rezoning (see Section 4.5). [Both vacant and nonvacant](#) sites that are zoned mixed-use were included. As shown in Table B.7.1 below, the Housing Sites Inventory demonstrates that there is enough capacity in the sites inventory to meet the City’s RHNA.



All of City's affordable housing would be developed on land that is either underutilized or vacant. As shown in Table B.4.3, and per Government Code Section 65583.2(g)(2), the City does not rely on nonvacant sites to accommodate more than 50 percent of RHNA for lower income households; 51% of the City's below market rate affordable housing would be developed on vacant land while nonvacant land would accommodate 49%.

The analysis of capacity for affordable housing units (extremely low-, very low-, and low-income households) utilizes the minimum density of at least 20 units to the acre, deemed to facilitate affordable housing development given Brisbane is considered a "suburban jurisdiction" based on its population being under 20,000<sup>1</sup>.

**TABLE B.4.3**  
**Percentage of Lower Income RHNA on Nonvacant Sites**

<b><i>Brisbane's Lower Income RHNA</i></b>	<b>500</b>
<b>Units in Pipeline Projects</b>	2
<b>ADUs</b>	24
<b>Capacity on Vacant Sites</b>	227
<b>Total Capacity of Lower Income RHNA (not related to nonvacant sites)</b>	<b>253</b>
<b>Capacity on Nonvacant Sites to be Rezoned</b>	247
<b>Percentage of Lower Income RHNA Capacity on Nonvacant Sites</b>	<b>49%</b>

For reference, a table of current zoning district standards is provided as Table B.4.2 above.

**4.2 Mixed-Use Sites.**

Brisbane has two mixed-use zones that also allow residential development, the NCRO-2 Downtown Brisbane Neighborhood Commercial and SCRO-1 Southwest Bayshore Commercial districts. In the last five years, most projects located in the City's mixed-use zones have included a residential component. Table B.4.4 shows the dwelling units per acres of approved projects on sites in mixed-use zones from 2017-2021.

Although the percentage of residential uses in these projects varied widely, the average density was 42 units to the acre. State guidance is to extrapolate the trend by multiplying the probability times the 42 du/ac average. Since 100% of the mixed-use zoned sites historically included housing, the result remains 42 du/ac. For those sites that assume mixed use with residential components in the sites inventory, potential density is assumed more conservatively at 23 du/ac in the NCRO-2 Zoning District, except for one site, due to small lot sizes and 8 du/ac in the SCRO-1 Zoning District due to environmental constraints. The one exception applies to a site that was entitled for a mixed-use development at 73 du/ac prior to 2020 but was not developed, likely due in part to the COVID-19 pandemic and subsequent economic impacts depressing development rates across the country. For this site alone, the potential capacity utilized 42 du/ac (see Table B.7.2).

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<sup>1</sup> 65583.2(e)



**TABLE B.4.4**  
**Planning Approvals du/ac in NCRO-2/SCRO-1 2018-2022**

<i>Address Development Type</i>	<i>Description</i>	<i>No. of Dwelling Units</i>	<i>% of Project Residential (approx.)</i>	<i>Base Zone</i>	<i>Lot Size (Acres)</i>	<i>Dwelling Units per Acre (du/ac)</i>
<b>213 Visitacion Ave Mixed Use</b>	Demo existing structure and construct new 3-story building	4	94%	NCRO-2	.06	64
<b>18 Visitacion Ave Mixed Use</b>	Construct new 3-story building on vacant lot	2	95%	NCRO-2	.06	35
<b>36-50 San Bruno Ave Mixed Use</b>	Demo existing parking lot and construct 3-story senior housing building	16	93%	NCRO-2	.22	73
<b>23 San Bruno Ave Mixed Use</b>	Demo existing structure and construct new 3-story building	4	90%	NCRO-2	.11	35
<b>3998 Bayshore Blvd Single-Family</b>	Construct new single-family home on vacant lot	1	100%	SCRO-1	.21	5

<b>Total Projects</b>	5
<b>Total with Residential</b>	5 (100%)
<b>Average Dwelling Units per Acre for Projects with Residential</b>	42

#### **4.3 Residential Zones without a Minimum Density.**

Only two of Brisbane's residential zoning districts requires a minimum density. These are the Parkside PAOZ-1 and PAOZ-2 districts, discussed below. In these other zoning districts without a minimum unit density requirement, the Housing Element must demonstrate how the number of units determined for each site will be accommodated, taking land use controls and site improvement requirements (setbacks, building height, parking, etc.) into account. Housing development already exists within subareas that have residential zoning but no minimum densities established, including the Central Brisbane, Brisbane Acres and Southwest Bayshore subareas.

Of the 82 residential sites without a minimum density included on the inventory, just two sites are projected to contain more than one residential unit, both pipeline projects. Most of these sites, a total of 78, are located within a zoning district that only permits one single-family dwelling per lot. Of those 78 single-family lots, another 38 are further restricted by environmental, access and infrastructure constraints and have a realistic capacity of zero.

The land use and development standards for all of the current residential districts are provided in Table B.4.2.



**4.4 Sites Already Zoned for Housing Development with Minimum Density.**

The sites inventory includes nonvacant sites that are zoned for by-right housing development at minimum densities of 20-24 du/ac with no discretionary design review in the Parkside Residential Overlay PAOZ-1 and PAOZ-2 zoning districts. These zoning districts were established in 2018 as part of the City’s 5<sup>th</sup> cycle rezoning program to accommodate a 4<sup>th</sup> cycle shortfall of sites (see Appendix A, Evaluation of the 2015-2022 Housing Element, for additional discussion of the rezoning program). With minimum densities of at least 20 du/ac (PAOZ-1) and 24 du/ac (PAOZ-2), these districts will accommodate housing units affordable for lower income households per Government Code Section 65583.2(c)(3)(B)(iii). . Because the sites are currently nonvacant, the City conducted the following analysis to evaluate the sites’ potential for development in the 2023-2031 cycle:

- Existing uses: Sites in the PAOZ-1 and PAOZ-2 districts are developed with exclusively concrete tilt-up warehouses built between 1966-1969 and at nearly 60 years old are approaching the end of their functional lifespan. These single-story structures are developed at significantly lower heights (14-25 feet) than the district maximum (38-40 feet for residential structures) and less overall intensity (0.19-0.47 FAR) compared to the district maximum (2.0 FAR for commercial development, no maximum for residential development). These characteristics indicate that residential redevelopment would maximize development potential of these sites compared to existing conditions.
- Trends: In the past fifteen years, the City has approved entitlements for five residential projects on nonvacant sites that included demolition of existing structures and redevelopment with higher density residential uses, summarized below:

Site Address	Zoning District	Existing Use	Entitled Use
1 San Bruno Avenue	NCRO-2	Gasoline service station	3-story mixed use (15 units above commercial)
23 San Bruno Avenue	NCRO-2	Single-story warehouse	3-story mixed-use (4 units above commercial)
124 San Bruno Avenue	R-3	Single-family dwelling	Triplex
661 San Bruno	R-3	Single-family dwelling	Fourplex
213 Visitacion Avenue	NCRO-2	Single-family dwelling	3-story mixed use (4 units above commercial)

- Current market demand: The Parkside at Brisbane Village Precise Plan (adopted 2017) contains the design objectives for the PAOZ-1 and PAOZ-2 overlay districts informed by an economic feasibility study.<sup>2</sup> This study found that the housing types permitted by the PAOZ-1 and PAOZ-2 districts to be economically feasible at the densities permitted. In 2020, the City had discussions with a national housing development firm with interest in developing sites in the PAOZ-2 district. The COVID-19 pandemic and subsequent economic impacts depressing development rates across the country, fueled by supply chain disruptions, labor costs, inflation and high interest rates, has likely dampened developer interest, but over the course of the eight year planning period it is likely these short-term economic impacts will shift.
- Existing tenancies: The properties are currently 100% occupied and current lease information is not publicly available with the exception of 25 Park Place, for which a 10-year lease exceeding

<sup>2</sup> Strategic Economics, 2016. Reference: [Parkside Plan Documents | City of Brisbane, CA \(brisbaneca.org\)](#)

the current planning cycle was recently signed by the City of Brisbane (this property's development capacity has been adjusted to zero to reflect this lease term). However, given the existing use characteristics, development trends and market analysis, existing tenancies are not sufficient to eliminate the development potential of these districts.

- Additional standards to encourage residential development: To facilitate development of sites within these districts, the Parkside at Brisbane Village Precise Plan and PAOZ-1 and PAOZ-2 district standards provide a streamlined, ministerial design review process for projects that comply with the objective zoning and design standards established in the Precise Plan and district regulations. This review process would expedite project review substantially, eliminating from six months to one year of processing time to similar development proposals in other zoning districts. This is in addition to permitting residential development by-right at minimum densities of 20 and 24 du/ac, which no other zoning districts currently permit (note the rezoning of the Baylands subarea via adoption of a Specific Plan will allow minimum densities of at least 20 du/ac, but this zoning has not yet been adopted).

In summary, while there are warehouses on these properties, they were developed in the 1960's and are considered to be near the end of their functional lifespan. Housing would represent a higher and better use, and there was interest by potential developers in 2019, prior to the Covid-19 pandemic. While construction slow-downs due to Covid-19 may have delayed development, the sites remain viable for redevelopment to housing, and per Government Code Section 65583.2(c)(1) jurisdictions can utilize that minimum density to determine the capacity of a site.

Housing development of affordable units in the Parkside areas meets the requirements of AFFH, in that the area was identified for housing given its various qualities of being an extension of the existing Central Brisbane residential areas, having existing infrastructure, and having walkable access to various amenities, including:

- Schools (Silverspot Nursery School, Brisbane Elementary School and Lipman Middle School)
- Public Transportation (SamTrans Route 292 and shuttle services)
- Central Brisbane Shops and Restaurants
- Community Park and other parks and walking trails
- Senior Center
- City Hall

#### **4.5 Sites to be Zoned for Housing Development with Minimum Density.**

The above outlined zoning provides existing residential zoned sites for a total of 426 housing units. Since this is short of Brisbane's RHNA of 1,588, including 803 in the moderate- and lower-income categories, Government Code Section 65583(c)(1)(A) calls for a program to provide zoning within 3 years of the statutory deadline to establish zoning by right. The zoning is also to be by-right to a minimum of 20 units per acre on sites that can accommodate at least 16 units, with not more than 50 percent of the requirement in mixed use.

In 2006, the landowner for the Baylands subarea filed a draft Specific Plan with the City for development of the largely vacant, approximately 642-acre brownfields site. After many years of community input



and deliberations by the Planning Commission and City Council, the City crossed the milestone in 2018 of approving ballot Measure JJ, which allowed for development of 1,800 to 2,200 housing units on the vacant lands in the northwest quadrant of the Baylands. Measure JJ also allowed for up to 7 million square feet of new commercial development, plus parklands and infrastructure. In 2019, a general plan amendment was adopted by City Council as the first implementation task of Measure JJ. Measure JJ also requires the developer to prepare a Specific Plan implementing the land use program to address the following:

- Ensure that the site is remediated to safely accommodate residential uses
- Secure an adequate water supply
- Ensure that development is revenue-positive for the City
- Incorporate sustainability principles including reduction in vehicle miles traveled
- Protect/restore habitat and historic resources
- Address long-term sea level rise and flood protection

On April 18, 2022, the developer submitted an updated draft Specific Plan. That specific plan is in process, with adoption by Brisbane’s City Council anticipated within the first 3 years of the housing element, to establish the zoning consistent with Measure JJ and the General Plan amendment. As indicated in Program 2.A.2 (see Chapter 5 – Housing Plan) the zoning will be completed by the statutory deadline. Sites that are within the boundaries of the draft Specific Plan are included in the Sites Inventory (Table B.7.2) and identified as a “Rezoning Project.”

The draft Specific Plan calls for 2,200 housing units but the City is conservatively calculating the realistic capacity of the Baylands utilizing the minimum number of housing units designated in Measure JJ and the General Plan (1,800 housing units), or approximately 34 du/ac, exceeding the minimum 20 du/ac required to facilitate affordable housing development.

Finally, [this](#) vacant site requires site remediation (environmental clean-up), [as indicated above. Remedial Action Plans have been approved by both the State Department of Toxic Substances Control and the Regional Water Quality Control Board](#) and there are no known environmental conditions that would preclude residential development as provided for in this Housing Element cycle. This is further discussed, with links to the remedial action plans provided in Chapter 3 – Resources, Section 3.1.2 - Site Inventory. Environmental clean-up under the approved Remedial Action Plans is estimated between three to four years to complete.

#### **4.6 Pipeline Projects:**

In addition to the sites potentially available for development or redevelopment, projects that have been approved, permitted, or received a certificate of occupancy since the beginning of the RHNA projected period may be credited toward meeting the RHNA allocation based on the affordability and unit count of the development. For these projects, affordability is based on the actual or projected sale prices, rent levels, or other mechanisms establishing affordability in the planning period of the units within the project. As noted in Table B.4.1, there are currently 39 units that have been entitled since the beginning of the RHNA projected period and these sites are included in the Sites Inventory (Table B.7.2), as each is presumed to receive its Certificate of Occupancy (C of O) after June 30, 2022. If any of these sites receive their C of O before this date, or the project does not continue, the spreadsheet will be modified accordingly.

#### **4.7 Accessory Dwelling Units:**

The State now allows jurisdictions to count projected development of accessory dwelling units (ADUs) based on prior years' production averages. Substantial changes in State law pertaining to ADUs in the last several years have made it much easier for homeowners to create ADUs within Brisbane. According to City records, 7 ADUs were permitted in 2021, demonstrating an increase in development over the prior years, where 2 permits were issued in 2020 and 6 in 2019. This inventory includes a projection of 5 ADUs annually over the eight-year Housing Element period, resulting in 40 new ADUs.

A study conducted by the Association of Bay Area Governments (ABAG) from September 2021 found that ADUs are rented at a variety of rates and often meet lower income affordability requirements based on the incomes of the occupants and/or their rental rates. Based on these findings, local jurisdictions are justified in using certain percentages to meet their affordable housing allocations. Although the State has not yet officially approved the conclusions of the study, it has agreed that jurisdictions can allocate ADUs towards a range of income levels.

The study's recommended affordability breakdown that a Bay Area jurisdiction can use for ADUs, which is as noted as being conservative, is 30% very low, 30% low, 30% moderate and 10% above moderate. Thus, the Sites Inventory will be using this affordability mix (12/12/12/4) to estimate ADU affordability in Brisbane.

## **5. Commitment to Fair Housing.**

State Assembly Bill 686 requires an analysis of sites identified to meet RHNA obligations for their ability to affirmatively further fair housing. The data below provides a summary of the information available through ABAG's HESS mapping tool for evaluating the fair housing impacts of the RHNA sites chosen.

The City of Brisbane consists of one Census tract made up of 5 block groups. Per ABAG's HESS mapping tool, Brisbane has no substandard housing, no racially or ethnically concentrated areas of poverty or affluence, and the displacement risk is "stable moderate/mixed income." Furthermore, 37% of households earn less than 80% AMI, 9% of households have a disability, 29% of households are cost burdened, and 1% of households are over-crowded (Table B.7.4).


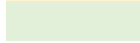
Figure B.5.1 shows Brisbane's capacity by block group and shows eight AFFH indicators for each block group, further identifying which block group rate or median that is either 25% higher or lower than the overall city rate. The greatest share of units falls within Block Group 2, an area that encompasses the residences on the Northeast Ridge, but also the Baylands and Parkside Subareas, which has a 25% higher rate of families with children, overcrowded housing units, non-white population, and median household income than the citywide average. The remaining AFFH indicators – disability, poverty rate, and owner and renter cost burden are lower than city averages. Generally, the City's projected low-income housing capacity are in areas with equal access to existing resources in the City, and greater access to planned improvements and resources in the Baylands subarea (e.g., enhanced public open spaces, high quality transit access, and new residential neighborhoods) than the remainder of Central Brisbane.

Additional information about AFFH requirements for the Sites Inventory and 2020 Census Block Group Analysis is included in Appendix C.



**FIGURE B.5.1**  
**RHNA Capacity by Block Group and AFFH Indicators**

	<i>Capacity (units)</i>	<i>Disability</i>	<i>Families with Children</i>	<i>Overcrowded Housing Units</i>	<i>Below Poverty Rate</i>	<i>Renter Cost Burden</i>	<i>Owner Cost Burden</i>	<i>Non-White Population</i>	<i>Median Household Income</i>
<b>Block Group 1</b>	<b>11</b>	10.6%	9.2%	0.0%	9.1%	73.8%	39.4%	28.5%	\$103,150
<b>Block Group 2</b>	<b>2,046</b>	8.6%	33.0%	8.6%	2.9%	34.6%	27.4%	82.7%	\$163,516
<b>Block Group 3</b>	<b>48</b>	3.6%	13.0%	8.5%	2.9%	30.2%	37.4%	79.9%	\$135,724
<b>Block Group 4</b>	<b>25</b>	3.1%	14.3%	5.0%	0.0%	37.5%	36.9%	56.8%	n/a
<b>Block Group 5</b>	<b>44</b>	6.6%	22.0%	0.0%	2.8%	28.6%	35.1%	49.2%	\$108,583
<b>City of Brisbane</b>		9.0%	19.4%	4.2%	3.4%	44.7%	35.9%	57.8%	\$114,583
<b>San Mateo County</b>		4.9%	29%	7%	6%	46%	30%	61%	\$128,091

 25% above City average  
 25% below City average

## 6. Distribution of Units by Affordability and “No Net Loss”

Consistent with State guidance, individual sites less than 0.5 acres were assumed to be developed with above-moderate income, unless the site was in the pipeline, then the actual proposed distribution of units by affordability was included.

For the sites larger than 0.5 acres, the distribution of units by income category fell into two types:

1. For sites already zoned for housing development with a minimum density, Parkside PAOZ-1 and PAOZ-2 zoning districts, 100% of the units are in the lower income category per Government Code Section 65583.2(c)(3)(B)(iii).
2. For sites to be zoned for housing development with a minimum density, the northwest quadrant of the Baylands, the distribution of units by affordability is 8% very low-income, 5% low-income, 16% moderate-income, and 71% above moderate.

Because of new rules in the Housing Accountability Act's "No Net Loss" provisions (SB 166 of 2017), the land inventory and site identification programs in the Housing Element must always include sufficient sites to accommodate the unmet RHNA, in terms of the number of housing units, as well as the level of affordability. When a site identified in the Element as available for the development of housing to accommodate the lower-income portion of the RHNA is developed at a higher income level, the locality must either:

- ✓ Identify and rezone, if necessary, an adequate substitute site, or
- ✓ Demonstrate that the land inventory already contains an adequate substitute site.

Brisbane's Sites Inventory includes capacity for 2,220 units, for an excess capacity of 632 units, or a buffer of 40% over the City's RHNA to accommodate unmet RHNA throughout the planning period. The Sites Inventory also included the minimum number of 1,800 units allowed on the Baylands, consistent with Measure JJ.

This provides a secondary buffer of 400 units, since a total of 2,200 units could be permitted in the Baylands subarea and is currently proposed by the developer. If 2,200 units are ultimately approved with the Specific Plan adoption, a buffer of 65% would be provided, well beyond HCD's recommended 15 to 30%.



## 7. Site Inventory

Government Code Section 65583(a)(3) requires local governments to prepare an inventory of land suitable for residential development, including vacant sites and sites having the potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites. The inventory of land suitable for residential development shall be used to identify sites that can be developed for housing within the planning period (Section 65583.2). To create this list, vacant and underutilized parcels in Brisbane were inventoried to determine what land is available for development at various levels of density per Government Code section 65583.2(a). Types of sites included:

- Vacant sites zoned for residential use.
- Vacant sites zoned for nonresidential uses that allow residential development.
- Residentially zoned sites, including non-vacant sites, underutilized sites, and non-residentially zoned sites with a residential overlay, that are capable of being developed at a higher density.
- Sites zoned for nonresidential use that can be redeveloped for residential use and a program is included to rezone the site to permit residential use.

Beginning in March 2021, City staff began a series of citizen outreach workshops on the 2023-2030 Housing Element update, which included the utilization of an online community engagement tool called, “Balance Brisbane”. This tool was used to gather input on potential housing sites from the community. Based in part on the results of Balance Brisbane (summary report in Appendix E) and the expertise of staff, consultants, and developers, the City identified the Baylands subarea as the most logical site to be put forward as meeting the RHNA plus the buffer, given a range of 1,800 to 2,200 housing units is permitted per a General Plan Amendment completed in 2019, a single landowner/developer owns the multi-parceled site and is actively pursuing development of the site with housing, and it is vacant.

The next largest group of sites for housing development potential are those within the Parkside overlay district. This is a group of sites with existing uses that could be redeveloped along with adjacent parcels, and certain office and warehouse developments that were determined to be underperforming and have a high potential for redevelopment to housing. There are a number of infill sites in Central Brisbane, including Brisbane Acres and Southwest Bayshore, that are generally smaller. Some of these have little or no opportunity for aggregation and/or are heavily constrained sites and were considered, but not identified to accommodate significant capacity. Lastly, while the City has seen an increase in the production of Accessory Dwelling Units (ADUs) in recent years due to a number of recent ordinances that have made development of these units more feasible, they make up the smallest group.

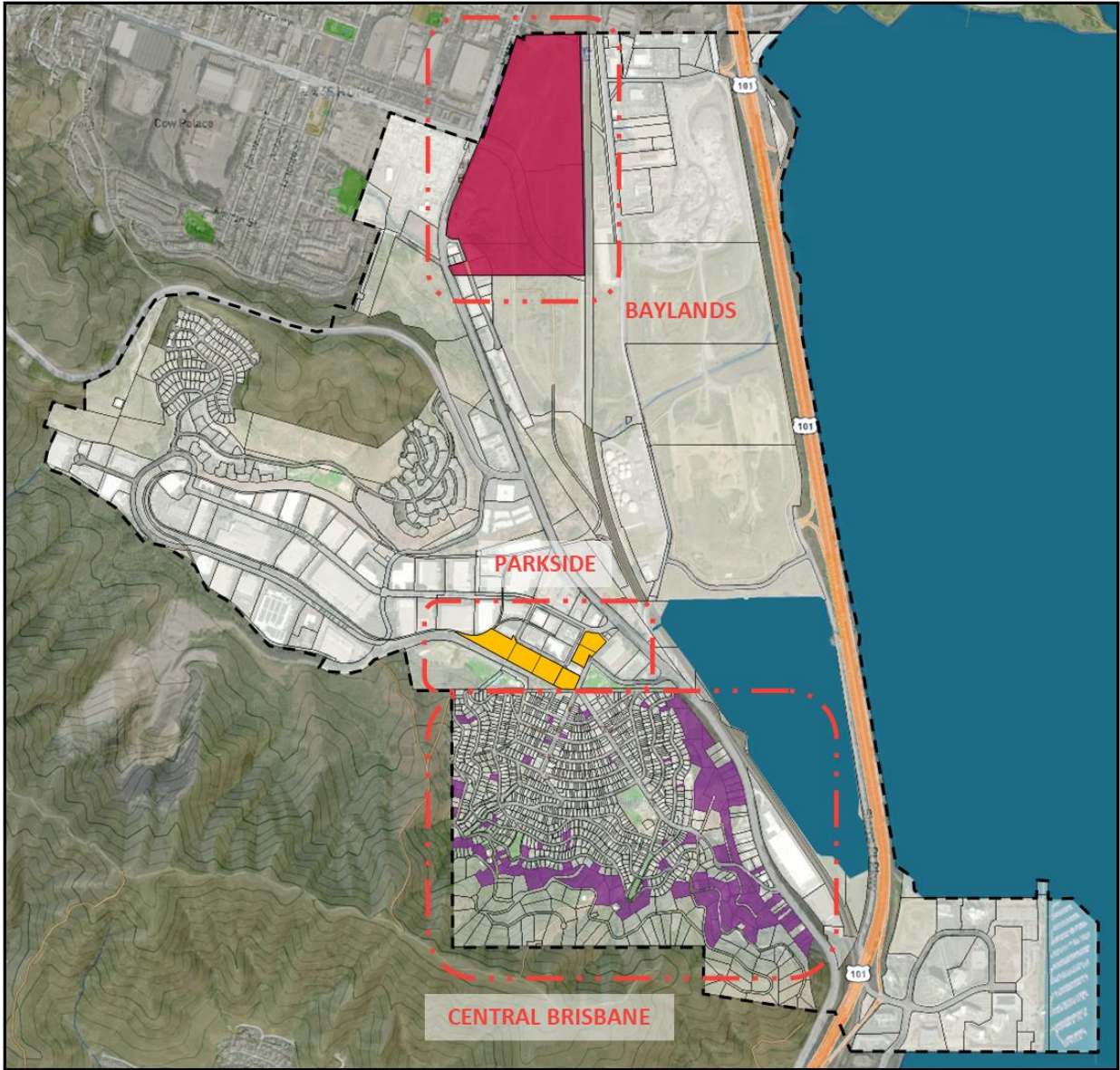
The development potential provided for this 6th Cycle RHNA was determined to total 2,220 housing units, with more than 50% of the City’s capacity located on sites that are vacant. The affordability breakdown of these sites is 317 Very Low- Income units, 183 Low-Income units, 303 Moderate-Income units, and 1,419 Above Moderate-Income units (Table B.7.1). As detailed in Chapter 3, the sites for affordable developments are all located in a moderate resource area and not located in any Racially/Ethnically Concentrated Areas of Poverty (RECAP) or Racially/Ethnically Concentrated Areas of Wealth.



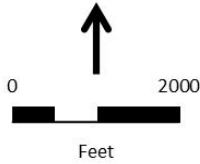
**Figure B.7.1: Housing Sites Inventory Map**

*Universe: Sites Inventory - see Appendix B for complete Sites Inventory*

*Notes: Refer to Inset Maps B.7.2 for the zoning designations for the Parkside and Central Brisbane sites and B.7.3 for the proposed land uses of the Baylands Sites. See Table B.4.1 for high level summary and affordability breakdown by groupings shown here.*



- Central Brisbane Sites identified for housing*
- Parkside Sites identified for housing*
- Baylands Sites identified for housing*
- City Boundary*





**Figure B.7.2: Parkside and Central Brisbane Housing Sites Inventory Inset Map**

Universe: Sites Inventory - see Table B.7.2 for complete Sites Inventory

Notes: Refer to Table B.4.1 for high level summary and affordability breakdown for Parkside and Central Brisbane



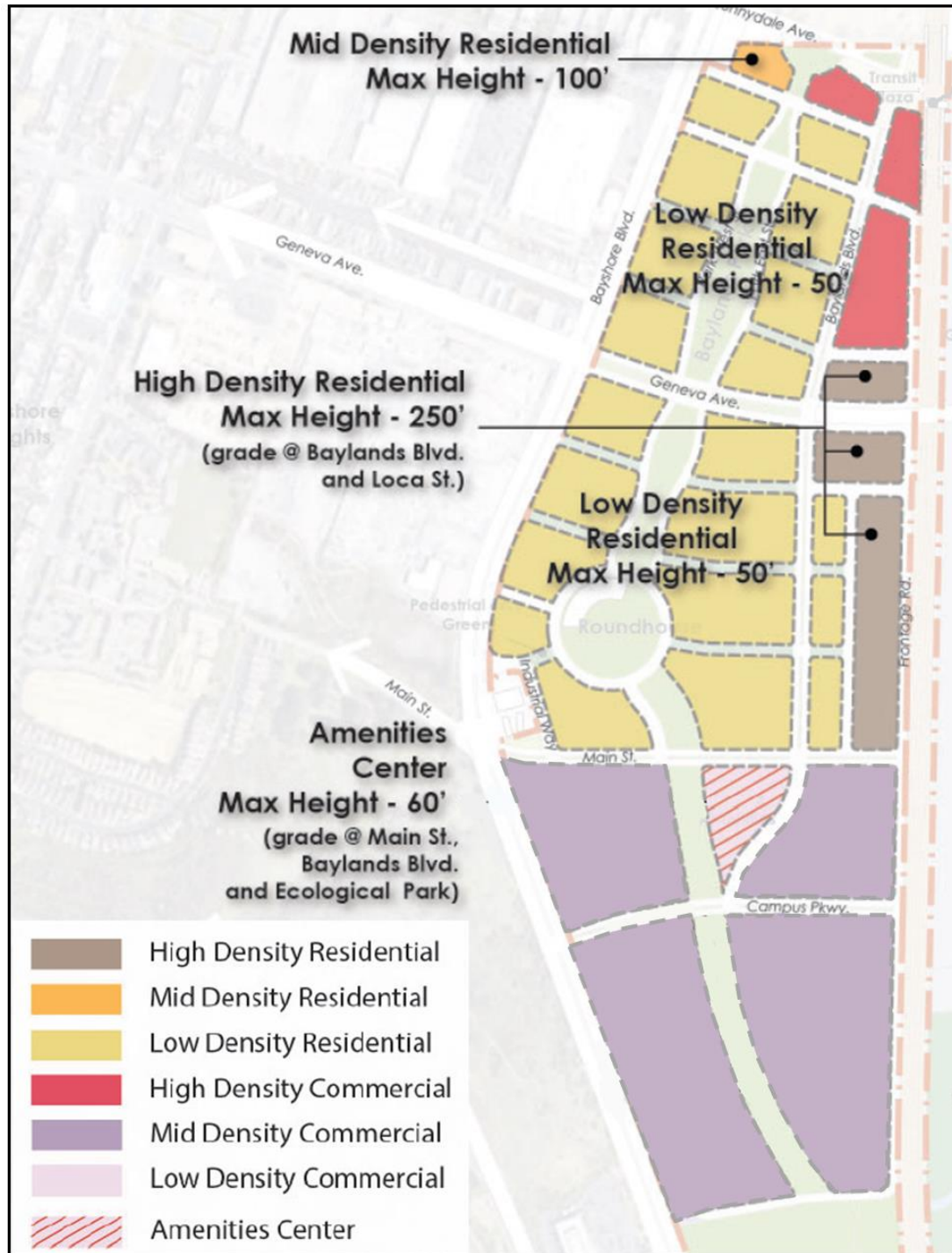
*Zoning District*



**Figure B.7.3: Baylands Housing Sites Inventory Inset Map**

Universe: Sites Inventory - see Table B.7.2 for complete Sites Inventory

Notes: Refer to Table B.4.1 for high level summary and affordability breakdown for the Baylands



Source: The Baylands Draft Specific Plan

High Density : 8 acres; max dwelling units is 1,085

Mid Density: 0.9 acres; max dwelling units is 170

Low Density: 43.9 acres; max dwelling units is 945



**TABLE B.7.1**  
**Brisbane’s RHNA Capacity and Affordability Breakdown by Subarea**

<i>Subareas</i>	<i>Pipeline</i>	<i>Very Low</i>	<i>Low</i>	<i>Moderate</i>	<i>Above Moderate</i>	<i>Total Units</i>
<b>Baylands</b>		145	82	287	1,286	1,800
<b>Parkside</b>		159	87	0	0	246
<b>Central Brisbane</b>	39	1	2	4	131	134
<b>ADUs</b>		12	12	12	4	40
<b>Totals</b>		317	183	303	1,419	2,220
<b>RHNA</b>		317	183	303	785	1,588
<b>Buffer</b>	632-1,032* (40-65%)					

**Table Source: Housing Resources Sites Inventory, 2022**

*\* The Baylands allows for 1,800-2,200 dwelling units; the developer is currently proposing 2,200 while the Housing Element is using 1,800 for its capacity analysis*

To see the full list of adequate housing development identified by the City, see Table B.7.2

# APPENDIX B: Table B.7.2 - Housing Sites Inventory

Jurisdiction Name	Site Address/Intersection	5 Digit ZIP Code	Assessor Parcel Number	Consolidated Sites	General Plan Designation (Current)	Zoning Designation (Current)	Minimum Density Allowed (units/acre)	Max Density Allowed (units/acre)	Parcel Size (Gross Acres)	Existing Use/Vacancy	Infrastructure	Publicly-Owned	Identified in Last/Last Two Planning Cycle(s)	Site Status	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity	Optional Information 1	Optional Information 2	Optional Information 3
Brisbane	Citywide- ADUs	94005	NA		NA	NA	NA	NA	NA	NA	YES-Current	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Available	24	12	4	40	Program to update ADU ordinance to comply with State law		
Brisbane	50 San Bruno Ave, Brisbane Ca 94005	94005	007-222-020	A	N C/R/O	NCRO-2	0	73	0.12	Parking Lot	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available	1		9	10	Underutilized lot with no structures in Downtown; previous entitlement to allow 73 du/ac expired	No maximum residential density; recent projects developed at 42 du/ac	
Brisbane	36 San Bruno Ave, Brisbane Ca 94005	94005	007-222-030	A	N C/R/O	NCRO-2	0	73	0.1	Parking Lot	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available							
Brisbane	Baylands	94005	005-340-060	B	PD - RP	C-1	0	41.7	41.46**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program	227	287	1,286	1,800	Interest from property owner to develop with 2,200 residential units	Needs consolidation; 52.8 acres would be residential	Specific Plan application submitted; clean-up needed; process currently underway
Brisbane	Baylands	94005	005-340-080	B	PD - RP	C-1	0	41.7	20.41**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program							
Brisbane	Baylands	94005	005-340-090	B	PD - RP	C-1	0	41.7	18.25**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program							
Brisbane	Baylands	94005	005-340-100	B	PD - RP	C-1	0	41.7	10.45**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program							
Brisbane	2635 Bayshore Blvd, Brisbane Ca 94005	94005	005-340-120	B	PD - RP	C-1	0	41.7	0.12**	Warehouse (Industrial)	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program							
Brisbane	Baylands	94005	005-340-998	B	PD - RP	C-1	0	41.7	0.4**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program							
Brisbane	Baylands	94005	005-350-070	B	PD - NR	C-1	0	41.7	51.39**	Vacant	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program							
Brisbane	100 Industrial Way, Brisbane Ca 94005	94005	005-311-070	B	PD - NR	M-1	0	41.7	1.72**	Warehouse (Industrial)	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program							
Brisbane	55 Industrial Way, Brisbane Ca 94005	94005	005-312-070	B	PD - NR	M-1	0	41.7	2.11**	Warehouse (Industrial)	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program							
Brisbane	21 Industrial Way, Brisbane Ca 94005	94005	005-312-120	B	PD - RP	M-1	0	41.7	1.03**	Warehouse (Industrial)	YES-Planned	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Rezoning Program							
Brisbane	96 Paul Ave, Brisbane Ca 94005	94005	007-410-270	C	R	R-1	0	8.7	0.07	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1	Needs consolidation; no public roadway; utilities available		
Brisbane	96 Paul Ave, Brisbane Ca 94005	94005	007-410-280	C	R	R-1	0	8.7	0.08	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available							
Brisbane	600 Humboldt Rd, Brisbane Ca 94005	94005	007-402-040	D	R	R-1	0	8.7	0.06	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1	Needs consolidation; 1 owned in common	Vacant, underutilized lots	
Brisbane	600 Humboldt Rd, Brisbane Ca 94005	94005	007-402-050	D	R	R-1	0	8.7	0.11	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available							
Brisbane	1100 San Bruno Ave, Brisbane Ca 94005	94005	007-556-010	E	R	R-BA	0	2.2	1.21	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available		1	5	6	Interest from property owner to develop with 6 residential	Preliminary development plans reviewed by City with intent to apply in 2023	Vacant site; environmentally sensitive site
Brisbane	1100 San Bruno Ave, Brisbane Ca 94005	94005	007-560-120	E	R	R-BA	0	2.2	0.29	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available							
Brisbane	1100 San Bruno Ave, Brisbane Ca 94005	94005	007-560-130	E	R	R-BA	0	2.2	1.39	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available							
Brisbane	1100 San Bruno Ave, Brisbane Ca 94005	94005	007-560-140	E	R	R-BA	0	2.2	1.33	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available							
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-040	F	S C/R/O	SCRO-1	0	29	0.53	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project	2	3	25	30	Interest from property owner to develop with 30 residential	Project entitled under DP/UP-1-02; development rights vested	Needs consolidation; vacant lots; consolidated lot larger than .5 acres
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-050	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project							
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-060	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project							
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-070	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project							
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-080	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project							
Brisbane	3750-3780 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-090	F	S C/R/O	SCRO-1	0	29	0.48	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Pipeline Project							
Brisbane	3700 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-130	G	S C/R/O	SCRO-1	0	29	0.65	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***			5	5	Needs consolidation; underutilized lots; larger than .5 acres	District recently changed to allow residential by right; allows up to 30 du/ac	Housing development projects not subject to discretionary design standards
Brisbane	3700 Bayshore Blvd, Brisbane Ca 94005	94005	007-350-140	G	S C/R/O	SCRO-1	0	29	0.05	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***							
Brisbane	248 Visitacion Ave, Brisbane Ca 94005	94005	007-272-030		N C/R/O	NCRO-2	0	73	0.1	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			2	2	Nonconforming single-family home in Downtown district; underutilized lot	No maximum residential density; recent projects developed at 42 du/ac	
Brisbane	213 Visitacion Ave, Brisbane Ca 94005	94005	007-283-080		N C/R/O	NCRO-2	0	73	0.06	Single Family Residential	YES-Current	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Pipeline Project			4	4	Interest from property owner to redevelop; one-4 story single-family home	Entitled under DP-2-20 and UP-4-20; extension granted until December 2025	
Brisbane	185 Visitacion Ave, Brisbane Ca 94005	94005	007-281-090		N C/R/O	NCRO-2	0	73	0.11	Retail Stores ( Personal Services, Photography, Travel)	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			3	3	Older, one-story underutilized lot; adjacent to newly constructed public library	No maximum residential density; recent projects developed at 42 du/ac	
Brisbane	18 Visitacion Ave, Brisbane Ca 94005	94005	007-221-190		N C/R/O	NCRO-2	0	73	0.06	Vacant	YES-Current	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Pipeline Project	23		2	2	Entitled under DP-3-20 & UP-5-20; active building permit issued 2021		
Brisbane	43 Park Pl, Brisbane Ca 94005	94005	005-202-160		PR -TC	PAOZ-1	20	28		Warehouse (Industrial)	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available			23	23	One-story, 60 year old building; larger than .5 acres; underutilized use	Adjacent to Downtown, minimum residential density 20 du/ac; economic feasibility study found density viable	Current height 14-25 ft whereas 38-40 ft allowed; current FAR less than 0.49 whereas no max for residential
Brisbane	280 Old County Rd, Brisbane Ca 94005	94005	005-202-210		PR -TC	PAOZ-1	20	28	1.5	Post Office	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available	30		30	30			
Brisbane	25 Park Ln, Brisbane Ca 94005	94005	005-212-100		PR -TC	PAOZ-1	20	28	1.27	Warehouse (Industrial)	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available	26		26	26			
Brisbane	145 Park Ln, Brisbane Ca 94005	94005	005-190-100		PR -TC	PAOZ-2	24	28		Warehouse (Industrial)	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available			70	70		Adjacent to Downtown, minimum residential density 24 du/ac; economic feasibility study found density viable	
Brisbane	105 Park Ln, Brisbane Ca 94005	94005	005-202-150		PR -TC	PAOZ-2	24	28	2.13	Warehouse (Industrial)	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available	52		52	52			
Brisbane	91-99 Park Ln, Brisbane Ca 94005	94005	005-202-200		PR -TC	PAOZ-2	24	28	1.86	Warehouse (Industrial)	YES-Current	NO - Privately-Owned	Used 5th RHNA Cycles	Available	45		45	45			
Brisbane	258 Humboldt Rd, Brisbane Ca 94005	94005	007-202-020		R	R-1	0	8.7	0.13	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1	Conforming, vacant lot in single-family district	No discretionary review required for single-family homes	
Brisbane	114 Santa Clara St, Brisbane Ca 94005	94005	007-233-200		R	R-1	0	8.7	0.13	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	90 Kings Rd, Brisbane Ca 94005	94005	007-303-120		R	R-1	0	8.7	0.16	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	250 Sierra Point Rd, Brisbane Ca 94005	94005	007-313-230		R	R-1	0	8.7	0.18	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	221 Mendocino St, Brisbane Ca 94005	94005	007-332-080		R	R-1	0	8.7	0.06	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	231 Santa Clara St, Brisbane Ca 94005	94005	007-342-170		R	R-1	0	8.7	0.06	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	625 Humboldt Rd, Brisbane Ca 94005	94005	007-401-070		R	R-1	0	8.7	0.11	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	20 Margaret Ave, Brisbane Ca 94005	94005	007-410-010		R	R-1	0	8.7	0.1	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	180 Kings Rd, Brisbane Ca 94005	94005	007-410-090		R	R-1	0	8.7	0.18	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	160 Kings Rd, Brisbane Ca 94005	94005	007-410-100		R	R-1	0	8.7	0.22	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	20 Tulare St, Brisbane Ca 94005	94005	007-242-090		R	R-1	0	8.7	0.13	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	94 Paul Ave, Brisbane Ca 94005	94005	007-410-200		R	R-1	0	8.7	0.18	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	92 Paul Ave, Brisbane Ca 94005	94005	007-410-210		R	R-1	0	8.7	0.1	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	50 Paul Ave, Brisbane Ca 94005	94005	007-410-300		R	R-1	0	8.7	0.12	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	298 Kings Rd, Brisbane Ca 94005	94005	007-423-010		R	R-1	0	8.7	0.12	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	262 Kings Rd, Brisbane Ca 94005	94005	007-423-050		R	R-1	0	8.7	0.12	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	11 Margaret Ave, Brisbane Ca 94005	94005	007-423-120		R	R-1	0	8.7	0.12	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			
Brisbane	779 Humboldt Rd, Brisbane Ca 94005	94005	007-431-230		R	R-1	0	8.7	0.08	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			1	1			

Jurisdiction Name	Site Address/Intersection	5 Digit ZIP Code	Assessor Parcel Number	Consolidated Sites	General Plan Designation (Current)	Zoning Designation (Current)	Minimum Allowed (units/acre)	Max Density Allowed (units/acre)	Parcel Size (Gross Acres)	Existing Use/Vacancy	Infrastructure	Publicly-Owned	Identified in Last/Last Two Planning Cycle(s)	Site Status	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity	Optional Information 1	Optional Information 2	Optional Information 3	
Brisbane	788 Humboldt Rd, Brisbane Ca 94005	94005	007-432-380	R	R-1	R-1	0	8.7	0.09	Vacant	YES-Current	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Available				1	1	***	***	
Brisbane	462 Kings Rd, Brisbane Ca 94005	94005	007-443-110	R	R-1	R-1	0	8.7	0.13	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	466 Kings Rd, Brisbane Ca 94005	94005	007-443-120	R	R-1	R-1	0	8.7	0.13	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	150 Lake St, Brisbane Ca 94005	94005	007-461-010	R	R-1	R-1	0	8.7	0.07	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	808 Sierra Point Rd, Brisbane Ca 94005	94005	007-521-090	R	R-1	R-1	0	8.7	0.14	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	855 Sierra Point Rd, Brisbane Ca 94005	94005	007-522-140	R	R-1	R-1	0	8.7	0.16	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	865 Sierra Point Rd, Brisbane Ca 94005	94005	007-522-150	R	R-1	R-1	0	8.7	0.15	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	850 San Bruno Ave, Brisbane Ca 94005	94005	007-551-030	R	R-1	R-1	0	8.7	0.44	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				2	2	***	***	
Brisbane	240 Trinity Rd, Brisbane Ca 94005	94005	007-202-060	R	R-1	R-1	0	8.7	0.29	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	Large lot with single-family home that could be split into 2 conforming lots	2 projects within last 5 years demolished existing home, split lot, and developed 2 new homes each with an ADU	
Brisbane	460 Klamath St, Brisbane Ca 94005	94005	007-262-190	R	R-1	R-1	0	8.7	0.23	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	50 Kings Rd, Brisbane Ca 94005	94005	007-303-060	R	R-1	R-1	0	8.7	0.3	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	24 Kings Rd, Brisbane Ca 94005	94005	007-303-070	R	R-1	R-1	0	8.7	0.39	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	150 Kings Rd, Brisbane Ca 94005	94005	007-410-110	R	R-1	R-1	0	8.7	0.33	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	280 Kings Rd, Brisbane Ca 94005	94005	007-423-030	R	R-1	R-1	0	8.7	0.27	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	303 Kings Rd, Brisbane Ca 94005	94005	007-432-140	R	R-1	R-1	0	8.7	0.3	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	372 Kings Rd, Brisbane Ca 94005	94005	007-471-020	R	R-1	R-1	0	8.7	0.27	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	335 Mariposa St, Brisbane Ca 94005	94005	007-271-060	R	R-2	R-2	0	17.6	0.05	Parking	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	Conforming, under-utilized lot in multi-family district	No discretionary review required for single-family homes	Preliminary discussion with owner to consolidate and develop with 4 units
Brisbane	335 Mariposa St, Brisbane Ca 94005	94005	007-271-070	R	R-2	R-2	0	17.6	0.05	Parking	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	***	***	
Brisbane	219 Tulare St, Brisbane Ca 94005	94005	007-361-210	R	R-3	R-3	0	29	0.06	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				1	1	Conforming, vacant lot in single-family district	No discretionary review required for single-family homes	***
Brisbane	221 Tulare St, Brisbane Ca 94005	94005	007-361-220	R	R-3	R-3	0	29	0.15	Single Family Residential	YES-Current	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Pipeline Project				3	3	Interest from property owner to redevelop; one-story single-family home	Entitled under DP/EX-2-18; extension granted until June 2023	***
Brisbane	Bayshore Blvd, Tulare St, Santa Clara St, Brisbane Ca 94005 (Nijem)	94005	007-250-010	R	R-BA	R-BA	0	2.2	2.28	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	Environmental, access, and infrastructure constraints	***	
Brisbane	Bayshore Blvd, Tulare St, Santa Clara St, Brisbane Ca 94005 (Nijem)	94005	007-250-120	R	R-BA	R-BA	0	2.2	0.75	Vacant	YES-Current	NO - Privately-Owned	Not Used in Previous RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Bayshore Blvd, Tulare St, Brisbane Ca 94005 (Nijem, Lot 106)	94005	007-350-160	R	R-BA	R-BA	0	2.2	1.24	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Bayshore Blvd, Tulare St, Brisbane Ca 94005 (Sabharwal, Lots 3 & 4)	94005	007-350-190	R	R-BA	R-BA	0	2.2	2.35	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Bayshore Blvd, Tulare St, Brisbane Ca 94005 (Sabharwal, Lots 6 & 7)	94005	007-350-220	R	R-BA	R-BA	0	2.2	2.19	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	8 Joy Ave, Brisbane Ca 94005	94005	007-350-240	R	R-BA	R-BA	0	2.2	0.93	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Bayshore Blvd, Tulare St, Brisbane Ca 94005 (Peters Lot, 107)	94005	007-350-350	R	R-BA	R-BA	0	2.2	0.79	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	81 Paul Ave, Brisbane Ca 94005	94005	007-481-090	R	R-BA	R-BA	0	2.2	0.92	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	41 Margaret Ave, Brisbane Ca 94005	94005	007-482-010	R	R-BA	R-BA	0	2.2	0.46	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Margaret Ave, Beatrice Rd, Kings Rd, Brisbane Ca 94005 (Lavasan, Lot 84A)	94005	007-482-070	R	R-BA	R-BA	0	2.2	0.39	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Beatrice Rd, Margaret Ave, Brisbane Ca 94005 (Kelly, Lot 87)	94005	007-482-080	R	R-BA	R-BA	0	2.2	1.2	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	88 Beatrice Rd, Brisbane Ca 94005	94005	007-501-010	R	R-BA	R-BA	0	2.2	1.27	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Beatrice Rd, Margaret Ave, Brisbane Ca 94005 (Bednar, Lot 89)	94005	007-502-010	R	R-BA	R-BA	0	2.2	1.05	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Beatrice Rd, Margaret Ave, Brisbane Ca 94005 (Ibrahim, Lot 90)	94005	007-502-020	R	R-BA	R-BA	0	2.2	1.1	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	490 Kings Rd, Brisbane Ca 94005	94005	007-502-040	R	R-BA	R-BA	0	2.2	0.73	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Beatrice Rd, Margaret Ave, Brisbane Ca 94005 (Li Lot 90)	94005	007-502-050	R	R-BA	R-BA	0	2.2	1.09	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	1020 Humboldt Rd, Brisbane Ca 94005	94005	007-502-120	R	R-BA	R-BA	0	2.2	1.14	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	950 Humboldt Rd, Brisbane Ca 94005	94005	007-502-130	R	R-BA	R-BA	0	2.2	0.8	Residential-Vacant Land	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	930 Humboldt Rd, Brisbane Ca 94005	94005	007-502-150	R	R-BA	R-BA	0	2.2	0.88	Single Family Residential	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Humboldt Rd, Annis Rd, Brisbane Ca 94005 (Trinh, Lot 35)	94005	007-541-010	R	R-BA	R-BA	0	2.2	1.04	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	100 Harold Rd, Brisbane Ca 94005	94005	007-542-010	R	R-BA	R-BA	0	2.2	1.28	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	301 Harold Rd, Brisbane Ca 94005	94005	007-542-020	R	R-BA	R-BA	0	2.2	1.5	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	401 Harold Rd, Brisbane Ca 94005	94005	007-542-030	R	R-BA	R-BA	0	2.2	0.65	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	San Bruno Ave, Joy Ave, Brisbane Ca 94005 (Dharma, Lot 10)	94005	007-552-030	R	R-BA	R-BA	0	2.2	0.86	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	San Bruno Ave, Joy Ave, Brisbane Ca 94005 (Wong, Lot 9)	94005	007-553-170	R	R-BA	R-BA	0	2.2	0.79	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Harold Rd, Brisbane Ca 94005 (Gonzales, Lot 16)	94005	007-555-060	R	R-BA	R-BA	0	2.2	0.55	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	200 Harold Rd, Brisbane Ca 94005	94005	007-555-070	R	R-BA	R-BA	0	2.2	0.5	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Annis Rd, Brisbane Ca 94005 (Kelly, Lot 15 ptn)	94005	007-555-160	R	R-BA	R-BA	0	2.2	0.46	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	260 Annis Rd, Brisbane Ca 94005	94005	007-555-170	R	R-BA	R-BA	0	2.2	0.52	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	45 Gladys Ave, Brisbane Ca 94005	94005	007-555-180	R	R-BA	R-BA	0	2.2	0.62	Single Family Residential	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Gladys Ave, Brisbane Ca 94005 (Lau, Lot 22)	94005	007-560-150	R	R-BA	R-BA	0	2.2	1.06	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Gladys Ave, Brisbane Ca 94005 (Cheung, Lot 19)	94005	007-560-160	R	R-BA	R-BA	0	2.2	0.45	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Harold Rd, Brisbane Ca 94005 (Cheung, Lot 20)	94005	007-560-170	R	R-BA	R-BA	0	2.2	1.21	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	Harold Rd, Brisbane Ca 94005 (Jurkota, Lot 21)	94005	007-560-190	R	R-BA	R-BA	0	2.2	1.19	Vacant	Yes-Potential	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available			*See cmt	0	0	***	***	
Brisbane	3852 Bayshore Blvd, Brisbane Ca 94005	94005	007-553-060	S C/R/O	SCRO-1	SCRO-1	0	29	0.21	Storage Yard, Open Storage (Light Equipment, Material)	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				2	2	Underutilized, contractor's storage yard; less than .5 acres	District recently changed to allow residential by right; allows up to 30 du/ac	Housing development projects not subject to discretionary design standards
Brisbane	4090 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-010	S C/R/O	SCRO-1	SCRO-1	0	29	0.29	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				1	1	Vacant lot; less than .5 acres	***	***
Brisbane	4070 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-020	S C/R/O	SCRO-1	SCRO-1	0	29	0.36	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				4	4	Vacant lot; larger than .5 acres; owned in common and could be consolidated	***	***
Brisbane	4070 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-030	S C/R/O	SCRO-1	SCRO-1	0	29	0.52	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				5	5	Vacant lot; larger than .5 acres; owned in common and could be consolidated	***	***
Brisbane	4010-30 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-060	S C/R/O	SCRO-1	SCRO-1	0	29	0.26	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				2	2	Vacant lot; larger than .5 acres; owned in common and could be consolidated	***	***
Brisbane	3998 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-080	S C/R/O	SCRO-1	SCRO-1	0	29	0.26	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				2	2	Vacant lot; less than .5 acres	***	***
Brisbane	3900 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-210	S C/R/O	SCRO-1	SCRO-1	0	29	0.56	Vacant	YES-Current	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available***				2	2	Vacant lot; larger than .5 acres	***	***
Brisbane	4010-30 Bayshore Blvd, Brisbane Ca 94005	94005	007-560-240	S C/R/O	SCRO-1	SCRO-1	0	29	0.23	Vacant												

**APPENDIX B: Table B.7.3 – R-BA Density Sending Sites**

Jurisdiction Name	Site Address/Lot Number	5 Digit ZIP Code	Assessor Parcel Number	General Plan Designation (Current)	Zoning Designation (Current)	Minimum Density Allowed (units/acre)	Max Density Allowed (units/acre)	Parcel Size (Gross Acres)	Existing Use/Vacancy	Infrastructure	Publicly-Owned	Identified in Last/Last Two Planning Cycle(s)	Site Status	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
Brisbane	Lot 26 (SFPUC)	94005	007-254-010	R	R-BA	0	0.5	1.22	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 79 (Wang)	94005	007-481-040	R	R-BA	0	0.5	1.03	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 86 (Kelly)	94005	007-482-100	R	R-BA	0	0.5	1.02	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Beatrice Rd. PS (Nijem)	94005	007-483-080	R	R-BA	0	0.5	0.23	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Beatrice Rd. PS (Nijem)	94005	007-483-090	R	R-BA	0	0.5	0.34	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 70 (Kiser)	94005	007-490-030	R	R-BA	0	0.5	1.83	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 96 (Dayal)	94005	007-502-090	R	R-BA	0	0.5	1.01	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 98 (Tostanoski)	94005	007-502-110	R	R-BA	0	0.5	1.01	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Alpine Terr. PS (Nijem)	94005	007-502-170	R	R-BA	0	0.5	1.1	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 58 (Ouano)	94005	007-530-040	R	R-BA	0	0.5	1.02	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 59 (Ouano)	94005	007-503-050	R	R-BA	0	0.5	1.08	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 36 (Shehadeh)	94005	007-541-020	R	R-BA	0	0.5	1.03	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Alpine Terr. PS (Nijem)	94005	007-542-070	R	R-BA	0	0.5	0.53	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 25 (Lau)	94005	007-560-200	R	R-BA	0	0.5	1.25	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 105 (Fung)	94005	007-570-010	R	R-BA	0	0.5	1.07	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 104 (Fung)	94005	007-570-020	R	R-BA	0	0.5	0.95	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 103 ptn. (Fung)	94005	007-570-030	R	R-BA	0	0.5	0.49	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 103 ptn. (Fung)	94005	007-570-040	R	R-BA	0	0.5	0.52	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 102 (Fung)	94005	007-570-050	R	R-BA	0	0.5	1.09	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 101 (Fung)	94005	007-570-060	R	R-BA	0	0.5	1.24	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 27 (Vu)	94005	007-570-070	R	R-BA	0	0.5	1.14	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 41 (Fung)	94005	007-570-120	R	R-BA	0	0.5	0.94	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 42 (Fisher)	94005	007-570-130	R	R-BA	0	0.5	1.01	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 48 (Fung)	94005	007-570-200	R	R-BA	0	0.5	1.09	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 47 (Eng)	94005	007-570-210	R	R-BA	0	0.5	1.01	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 29 (Cooper Pugged)	94005	007-570-220	R	R-BA	0	0.5	0.58	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Lot 28 (Leung)	94005	007-570-240	R	R-BA	0	0.5	0.55	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0
Brisbane	Annis Rd. PS (Nijem)	94005	007-570-280	R	R-BA	0	0.5	0.32	Vacant	NO	NO - Privately-Owned	Used in 4th and 5th RHNA Cycles	Available				0

Note: The realistic capacity of all sites within the R-BA is 2 above moderate units, including any units sent from density sending sites identified in this table.



### APPENDIX B: Table B.7.4 - AFFH Housing Sites Inventory

Site Address/Intersection	Assessor Parcel Number	Consolidated Sites	Zoning Designation (Current)	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity	0-50% AMI (%)	50%-80% AMI (%)	80%-100% AMI (%)	> 100% AMI (%)	Non-Hispanic Black (%)	Non-Hispanic White (%)	Non-Hispanic API (%)	Non-Hispanic Other (%)	Hispanic/Latin (%)	Disability Status (%)	Family Households (%)	Non-Family Households (%)	Single-person Households (%)	Households with Children (%)	Cost-burdened Households (%)	Over-crowded Households (%)	Substandard Housing (%)	Displacement Risk	Racially/ Ethnically Concentrated Area of Poverty	Racially Concentrated Area of Affluence
Citywide - ADUs				NA	12	4	40	24	13	10	53	NA	NA	NA	NA	NA	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
50 San Bruno Ave, Brisbane Ca 94005	007-222-020	A	NCRO-2				0	24	13	10	53	0	48	22	6	23	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
36 San Bruno Ave, Brisbane Ca 94005	007-222-030	A	NCRO-2	1		9	10	24	13	10	53	0	48	22	6	23	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
100 Industrial Way, Brisbane Ca 94005	005-311-070	B	M-1				24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
55 Industrial Way, Brisbane Ca 94005	005-312-070	B	M-1				24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
21 Industrial Way, Brisbane Ca 94005	005-312-120	B	M-1				24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
Baylands	005-340-060	B	C-1	227	287	1,287	1,800	24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
Baylands	005-340-080	B	C-1					24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
Baylands	005-340-090	B	C-1					24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
Baylands	005-340-100	B	C-1					24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
2635 Bayshore Blvd, Brisbane Ca 94005	005-340-120	B	C-1					24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
Baylands	005-340-998	B	C-1					24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
Baylands	005-350-070	B	C-1					24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
96 Paul Ave, Brisbane Ca 94005	007-410-270	C	R-1					24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
96 Paul Ave, Brisbane Ca 94005	007-410-280	C	R-1			1	1	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
600 Humboldt Rd, Brisbane Ca 94005	007-402-040	D	R-1					24	13	10	53	2	52	18	11	17	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
600 Humboldt Rd, Brisbane Ca 94005	007-402-050	D	R-1			1	1	24	13	10	53	2	52	18	11	17	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
1100 San Bruno Ave, Brisbane Ca 94005	007-556-010	E	R-BA		1	5	6	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
1100 San Bruno Ave, Brisbane Ca 94005	007-560-120	E	R-BA			0	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
1100 San Bruno Ave, Brisbane Ca 94005	007-560-130	E	R-BA			0	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
1100 San Bruno Ave, Brisbane Ca 94005	007-560-140	E	R-BA			0	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
3750-3780 Bayshore Blvd, Brisbane Ca 94005	007-350-040	F	SCRO-1	2	3	25	30	24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
3750-3780 Bayshore Blvd, Brisbane Ca 94005	007-350-050	F	SCRO-1					24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
3750-3780 Bayshore Blvd, Brisbane Ca 94005	007-350-060	F	SCRO-1					24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
3750-3780 Bayshore Blvd, Brisbane Ca 94005	007-350-070	F	SCRO-1					24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
3750-3780 Bayshore Blvd, Brisbane Ca 94005	007-350-080	F	SCRO-1					24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
3750-3780 Bayshore Blvd, Brisbane Ca 94005	007-350-090	F	SCRO-1					24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
3700 Bayshore Blvd, Brisbane Ca 94005	007-350-130	G	SCRO-1			5	5	24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
3700 Bayshore Blvd, Brisbane Ca 94005	007-350-140	G	SCRO-1					24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
145 Park Ln, Brisbane Ca 94005	005-190-100		PAOZ-2	70			70	24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
105 Park Ln, Brisbane Ca 94005	005-202-150		PAOZ-2	52			52	24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
43 Park Pl, Brisbane Ca 94005	005-202-160		PAOZ-1	23			23	24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
91-99 Park Ln, Brisbane Ca 94005	005-202-200		PAOZ-2	45			45	24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
280 Old County Rd, Brisbane Ca 94005	005-202-210		PAOZ-1	30			30	24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
25 Park Ln, Brisbane Ca 94005	005-212-100		PAOZ-1	26			26	24	13	10	53	3	25	58	7	8	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
258 Humboldt Rd, Brisbane Ca 94005	007-202-020		R-1			1	1	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
240 Trinity Rd, Brisbane Ca 94005	007-202-060		R-1			1	1	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
114 Santa Clara St, Brisbane Ca 94005	007-233-200		R-1			1	1	24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
20 Tulare St, Brisbane Ca 94005	007-242-090		R-1			1	1	24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
Bayshore Blvd, Tulare St, Santa Clara St, Brisbane Ca 94005 (Nijem)	007-250-010		R-BA			*See cmt	0	24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
Bayshore Blvd, Tulare St, Santa Clara St, Brisbane Ca 94005 (Nijem)	007-250-120		R-BA			*See cmt	0	24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
460 Klamath St, Brisbane Ca 94005	007-262-190		R-1			1	1	24	13	10	53	2	52	18	11	17	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
335 Mariposa St, Brisbane Ca 94005	007-271-060		R-2			1	1	24	13	10	53	2	52	18	11	17	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
335 Mariposa St, Brisbane Ca 94005	007-271-070		R-2			1	1	24	13	10	53	2	52	18	11	17	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
248 Visitacion Ave, Brisbane Ca 94005	007-272-030		NCRO-2			2	2	24	13	10	53	2	52	18	11	17	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
213 Visitacion Ave, Brisbane Ca 94005	007-283-080		NCRO-2			4	4	24	13	10	53	0	48	22	6	23	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
185 Visitacion Ave, Brisbane Ca 94005	007-281-090		NCRO-2			3	3	24	13	10	53	0	48	22	6	23	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
18 Visitacion Ave, Brisbane Ca 94005	007-221-190		NCRO-2			2	2	24	13	10	53	2	52	18	11	17	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
50 Kings Rd, Brisbane Ca 94005	007-303-060		R-1			1	1	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
24 Kings Rd, Brisbane Ca 94005	007-303-070		R-1			1	1	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0			



Site Address/Intersection	Assessor Parcel Number	Consolidated Sites	Zoning Designation (Current)	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity	0-50% AMI (%)	50%-80% AMI (%)	80%-100% AMI (%)	> 100% AMI (%)	Non-Hispanic Black (%)	Non-Hispanic White (%)	Non-Hispanic API (%)	Non-Hispanic Other (%)	Hispanic/Latin (%)	Disability Status (%)	Family Households (%)	Non-Family Households (%)	Single-person Households (%)	Households with Children (%)	Cost-burdened Households (%)	Over-crowded Households (%)	Substandard Housing (%)	Displacement Risk	Racially/ Ethnically Concentrated Area of Poverty	Racially Concentrated Area of Affluence	
950 Humboldt Rd, Brisbane Ca 94005	007-502-130		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
930 Humboldt Rd, Brisbane Ca 94005	007-502-150		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
808 Sierra Point Rd, Brisbane Ca 94005	007-521-090		R-1				1	1	24	13	10	53	0	48	22	6	23	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
855 Sierra Point Rd, Brisbane Ca 94005	007-522-140		R-1				1	1	24	13	10	53	0	48	22	6	23	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
865 Sierra Point Rd, Brisbane Ca 94005	007-522-150		R-1				1	1	24	13	10	53	0	48	22	6	23	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
Humboldt Rd, Annis Rd, Brisbane Ca 94005 (Trinh, Lot 35)	007-541-010		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
100 Harold Rd, Brisbane Ca 94005	007-542-010		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
301 Harold Rd, Brisbane Ca 94005	007-542-020		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
401 Harold Rd, Brisbane Ca 94005	007-542-030		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
850 San Bruno Ave, Brisbane Ca 94005	007-551-030		R-1				2	2	24	13	10	53	0	48	22	6	23	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
San Bruno Ave, Joy Ave, Brisbane Ca 94005 (Dharma, Lot 10)	007-552-030		R-BA			*See cmt	0	24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
3852 Bayshore Blvd, Brisbane Ca 94005	007-553-060		SCRO-1				2	2	24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
San Bruno Ave, Joy Ave, Brisbane Ca 94005 (Wong, Lot 9)	007-553-170		R-BA			*See cmt	0	24	13	10	53	2	38	23	9	27	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
Harold Rd, Brisbane Ca 94005 (Gonzales, Lot 16)	007-555-060		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
200 Harold Rd, Brisbane Ca 94005	007-555-070		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
Annis Rd, Brisbane Ca 94005 (Kelly, Lot 15 ptn)	007-555-160		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
260 Annis Rd, Brisbane Ca 94005	007-555-170		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
45 Gladys Ave, Brisbane Ca 94005	007-555-180		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
4090 Bayshore Blvd, Brisbane Ca 94005	007-560-010		SCRO-1				1	1	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
4070 Bayshore Blvd, Brisbane Ca 94005	007-560-020		SCRO-1				4	4	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
4070 Bayshore Blvd, Brisbane Ca 94005	007-560-030		SCRO-1				5	5	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
4010-30 Bayshore Blvd, Brisbane Ca 94005	007-560-060		SCRO-1				2	2	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
3998 Bayshore Blvd, Brisbane Ca 94005	007-560-080		SCRO-1				2	2	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
Gladys Ave, Brisbane Ca 94005 (Lau, Lot 22)	007-560-150		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
Gladys Ave, Brisbane Ca 94005 (Cheung, Lot 19)	007-560-160		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
Harold Rd, Brisbane Ca 94005 (Cheung, Lot 20)	007-560-170		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
Harold Rd, Brisbane Ca 94005 (Jurkota, Lot 21)	007-560-190		R-BA			*See cmt	0	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO	
3900 Bayshore Blvd, Brisbane Ca 94005	007-560-210		SCRO-1				2	2	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
4010-30 Bayshore Blvd, Brisbane Ca 94005	007-560-240		SCRO-1				2	2	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO
4010-30 Bayshore Blvd, Brisbane Ca 94005	007-560-250		SCRO-1				5	5	24	13	10	53	1	26	47	5	20	8	61	39	31	24	29	1	0	Stable Moderate/Mixed Income	NO	NO

Note: The City of Brisbane is comprised of one Tract; for more analysis at the Block Group Level, please refer to Appendix C  
 \* The realistic capacity for parcels in the R-BA Zoning District is 2 above moderate units, including any potential units from density sending sites (Table B.7.3)

# Appendix C: Brisbane Fair Housing Assessment

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C.1: Maps and Data Tables.....	
C.2: Access to education supplement.....	
C.3: Resident survey results .....	
C.4: AFFH Segregation Report.....	



# Executive Summary

## What is AFFH?

The State of California's 2018 Assembly Bill (AB 686) requires that all public agencies in the state take deliberate actions to affirmatively further fair housing (AFFH). AB 686 requires all public agencies to "administer programs and activities relating to housing and community development in a manner that affirmatively furthers fair housing, and take no action inconsistent with this obligation."<sup>1</sup>

AB 686 also requires cities to incorporate requirements to AFFH into the housing element and general plan, including an analysis of fair housing outreach and capacity, integration and segregation, access to opportunity, disparate housing needs, and the city's current fair housing practices.

### Affirmatively Furthering Fair Housing

"Affirmatively furthering fair housing" means **taking meaningful actions**, in addition to combating discrimination, that overcome **patterns of segregation** and foster **inclusive communities** free from barriers that restrict access to opportunity based on protected characteristics. Specifically, affirmatively furthering fair housing means taking meaningful actions that, taken together, address significant **disparities in housing needs and in access to opportunity**, replacing segregated living patterns with truly **integrated and balanced** living patterns, transforming racially and ethnically concentrated areas of poverty into **areas of opportunity**, and fostering and maintaining compliance with civil rights and fair housing laws. The duty to affirmatively further fair housing extends to all of a public agency's activities and programs relating to housing and community development. (Gov. Code, § 8899.50, subd. (a)(1).)"

Source: California Department of Housing and Community Development Guidance, 2021, page 14.

**History of segregation in the Bay Area and Brisbane.** The United States' oldest cities have a history of mandating segregated living patterns—and Bay Area cities are no exception. ABAG, in its recent Fair Housing Equity Assessment, attributes segregation in the Bay Area to historically discriminatory practices—highlighting redlining and discriminatory mortgage approvals—as well as "structural inequities" in society, and "self-segregation" (i.e., preferences to live near similar people).

According to the San Mateo County Historical Association, expansion of jobs, particularly related to shipbuilding during and after World War II, attracted many new residents into the County, including the first sizable migration of African Americans. African American residents worked in a variety of industries, from logging, to agriculture, to restaurants and entertainment.

In his 2017 book *The Color of Law: A Forgotten History of How Our Government Segregated America*, researcher Richard Rothstein highlights several significant developments in the Bay Area that limited where the region's non-White residents settled<sup>2</sup>. Rothstein found that pre-civil rights (ca. 1968 and earlier) San Mateo County faced resistance to racial integration, in the form of "blockbusting," actions

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<sup>1</sup> California Department of Housing and Community Development Guidance, 2021, page 9.

<sup>2</sup> Unless otherwise noted, all information in the "History of segregation in the region and Brisbane" is taken from Richard Rothstein's *A Color of Law: A Forgotten History of How Our Government Segregated America*.

taken to discourage neighborhood integration and recordation of racial covenants attached to property deeds that outright prohibited sale of property to non-white buyers, and exclusionary zoning.

In blockbusting, residents of color were denied homeownership except in cases where prices had been artificially raised. The segregating effect of blockbusting activities is illustrated in an East Palo Alto example. In 1954, after a White family in East Palo Alto sold their home to an African American family, the then-president of the California Real Estate Association set up an office in East Palo Alto to scare White families into selling their homes (“for fear of declining property values”) to agents and speculators. These agents then sold these homes at over-inflated prices to African American buyers, some of whom had trouble making their payments. Within six years, East Palo Alto—initially established with “whites only” neighborhoods—became 82% African American. The FHA prevented re-integration by refusing to insure mortgages held by White buyers residing in East Palo Alto.

**This history of segregation in the Bay Area is important not only to understand how residential settlement patterns came about—but, more importantly, to explain differences in housing opportunity among residents today. In sum, not all residents had the ability to build housing wealth or achieve economic opportunity. This historically unequal playing field in part determines why residents have different housing needs today.**

Enforcement of racial covenants after the Second World War forced the County’s African American residents into housing segregated in less desirable areas, next to highways, and concentrated in public housing and urban renewal developments. “White only” covenants were common in homeownership developments in San Mateo County, as were large lot and exclusive zoning practices. David Bohannon, a prominent developer whose deeds specified that only “members of the Caucasian or White race shall be permitted” to occupy sold homes—the exception being “domestics in the employ[ment] on the premises”<sup>3</sup>—went on to develop many race-restricted neighborhoods in the Bay Area, became president of the National Association of Home Builders (NAHB), became national president of the Urban Land Institute (ULI), and was inducted into California’s Homebuilding Foundation Hall of Fame. Throughout the county, neighborhood associations and city leaders attempted to thwart integration of communities. Although some residents supported integration, most did not, and it was not unusual for neighborhood associations to require approval of all new buyers. Builders with intentions to develop for all types of

buyers (regardless of race) found that their development sites were rezoned by planning councils, required very large minimum lot sizes, and/or were denied public infrastructure to support their developments or charged prohibitively high amounts for infrastructure.

*Redlining in Brisbane.* In Brisbane, examples of racial covenants and redlining appear in nearly every deed recorded in the City prior to the passage of the Federal Civil Rights Act of 1964, an example of which is shown below in an excerpt from a deed recorded in 1940 for sale of a property on Bayshore Boulevard. Such covenants became unenforceable following civil rights legislation at the Federal and State levels beginning in the 1960’s, but they still appear in title searches as reminders of institutionalized racial and ethnic discrimination.

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<sup>3</sup> <https://www.nytimes.com/2020/08/14/opinion/sunday/blm-residential-segregation.html>



Figure C.1: Example of Racial Covenant from 1940 Deed for Bayshore Boulevard Property

SUBJECT TO—

1. All taxes and assessments levied or assessed against the said property subsequent to the date hereof.
2. Conditions, restrictions, reservations, easements and rights of way of record.
3. No part of said property shall be sold, conveyed, rented, or leased, in whole or in part, to any person not of the white or Caucasian race.
4. No part of said property shall be used or occupied or be permitted to be used or occupied in whole or in part by any person not of the white or Caucasian race, except as are employed thereon as domestic servants or employed by the actual occupant of said premises.

In addition to historical discriminatory practices that embedded segregation into living patterns throughout the Bay Area, the City of Brisbane also recognizes the historical impacts of colonization and genocide on Indigenous populations and how the effects of those atrocities are still being felt today by Indigenous residents. The original inhabitants of present-day San Mateo County are the Ramaytush Ohlone, who have “...lived on the San Francisco Peninsula for thousands of years and continue to live here as respectful stewards of the land.”<sup>4</sup> However, “[d]ue to the devastating policies and practices of a succession of explorers, missionaries, settlers, and various levels of government over the centuries since European expansion, the Ramaytush Ohlone lost the vast majority of their population as well as their land.”<sup>5</sup> The lasting influence of these policies and practices have contributed directly to the disparate housing and economic outcomes collectively experienced by Native populations today.<sup>6</sup> As shown in Chapter 2 of the Housing Element, today households identifying as Native American/Indigenous represent approximately 1 percent of the City’s population.

**Fair Housing Law Evolution**

As shown in the timeline of major federal statutes and court decisions related to fair housing choice and zoning and land use below, exclusive zoning practices were common in the early 1900s. Courts struck down only the most discriminatory zoning, and allowed those that would be considered today to have a “disparate impact” on classes protected by the Fair Housing Act. For example, the 1926 case *Village of Euclid v. Amber Realty Co.* (272 U.S. 365) supported the segregation of residential, business, and industrial uses, justifying separation by characterizing apartment buildings as “mere parasite(s)” with the potential to “utterly destroy” the character and desirability of neighborhoods. At that time, multifamily apartments were the only housing options for people of color, including immigrants. The Federal Fair Housing Act was not enacted until nearly 60 years after the first racial zoning ordinances appeared in U.S. cities. This coincided with a shift away from federal control over low income housing toward locally-tailored approaches (block grants) and market-oriented choice (Housing Choice Voucher/Section 8 subsidies)—the latter of which is only effective when adequate affordable rental units are available and landlords abide by their legal obligation not to discriminate on the basis of source of income.

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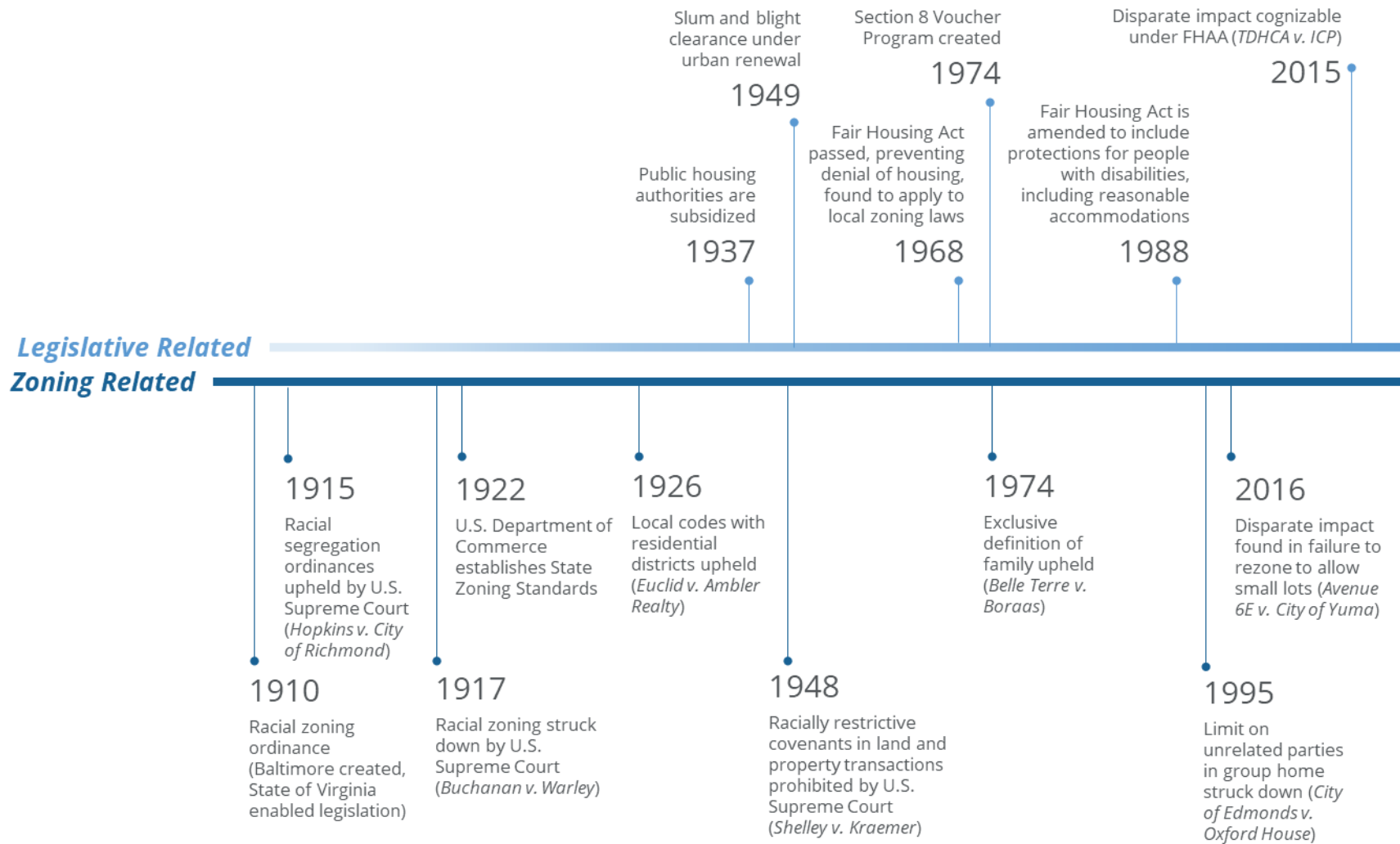
<sup>4</sup> <https://www.smcoe.org/for-communities/indigenous-people-of-san-mateo-county.html>

<sup>5</sup> <https://www.smcoe.org/for-communities/indigenous-people-of-san-mateo-county.html>

<sup>6</sup> <https://www.americanprogress.org/article/systemic-inequality-displacement-exclusion-segregation/>

### Fair Housing Action Plan

Figure C.2: Major Public and Legal Actions that Influence Fair Access to Housing





**Maps and data referenced in this section.** Throughout this section, there are references to maps and data tables created by HCD, the Association of Bay Area Governments (ABAG), and the consultant team. Those maps and tables appear in Section V of this Appendix and follow the organization of the preceding sections, consistent with the state’s guidance. The maps, in particular, are useful in demonstrating how Brisbane compares with surrounding jurisdictions and the county overall in offering housing choices and access to opportunity.

**Report content and organization.** This Fair Housing Assessment follows the April 2021 State of California State Guidance for AFFH. The study was conducted as part of the 21 Elements process, which facilitates the completion of Housing Elements for all San Mateo County jurisdictions.

**Primary Findings, Contributing Factors, and Fair Housing Action Plan** identifies the primary factors contributing to fair housing challenges and the City’s Fair Housing Action Plan for taking meaningful actions to improve access to housing and economic opportunity.

**Section I. Fair Housing Enforcement and Outreach Capacity** reviews lawsuits/enforcement actions/complaints against the jurisdiction (none in Brisbane); compliance with state fair housing laws and regulations; and Brisbane’s jurisdictional capacity to conduct fair housing outreach and education.

**Section II. Integration and Segregation** identifies areas of concentrated segregation (there are none) degrees of segregation, and the groups that experience the highest levels of segregation.

**Section III. Access to Opportunity** examines differences in access to education, transportation, economic development, and healthy environments.

**Section IV. Disparate Housing Needs** identifies which groups have disproportionate housing needs, including displacement risk.

**Section V. Sites Inventory Analysis evaluates the City’s RHNA capacity for the 2023-2031 Housing Element** cycle against AFFH indicators.

### Attachments

- C.1: Maps and Data Tables containing the data cited throughout this Appendix to support the City’s fair housing assessment and fair housing action plan, including Fair Housing Organizations in San Mateo County and their mission, services, and contact information.
- C.2: Access to education supplement—findings from a countywide analysis of access to education and educational outcomes by protected class.
- C.3: Resident survey results—findings from a survey of Brisbane residents on their experience finding and remaining in housing, with comparisons to the experience of county residents overall.
- C.4: AFFH Segregation Report: Brisbane; prepared by UC Merced Urban Policy Lab and ABAG/MTC Staff



## Primary Findings

- **No fair housing complaints were filed** in the City of Brisbane from 2017 to 2021<sup>7</sup>.
- Some racial and ethnic minority populations are **disproportionately impacted by low household incomes, overcrowding, and are more likely to be denied for a home mortgage loan** compared to the non-Hispanic White population in the City of Brisbane. Specifically,
  - Black/African American and Other/Multiple race households have lower incomes than non-Hispanic White households (Figure II-4). However, the non-Hispanic White population has the highest rate of poverty in Brisbane in 2019 (Figure II-5).
  - Asian and Hispanic households are more likely than non-Hispanic White households to experience overcrowding (Figure IV-17).<sup>8</sup> Low and moderate income households are also more likely to be overcrowded (Figure IV-18).
  - People who identify as American Indian or Alaskan Native, Black/African American, White, and Hispanic are overrepresented in the homeless population compared to their share of the general population countywide (Figure IV-22).
  - Black/African American and Hispanic households, who make up a relatively small proportion of the City's overall population, experienced disproportionately high denial rates for mortgage loan applications in 2018 and 2019 (Figure IV-33).
- Geospatially, **downtown Brisbane has a slight concentration of residents with median household incomes lower than the state average.**

While the City of Brisbane is impacted by low to moderate educational opportunity, low environmental scores, concentration of cost burdened households and is vulnerable to displacement, it does boast **high economic opportunity, moderate resource area scores, and low social vulnerability**. The city has:

- An education opportunity score between 0.25 and 0.5, meaning relatively lower access to education compared to the rest of the county (Figure III-1).
- Low environmental scores, which account for PM2.5, diesel PM, drinking water, pesticides, toxic release, traffic, cleanup sites, groundwater threats, hazardous waste, impaired water bodies, and solid waste sites (Figure III-9). Specifically, the City of Brisbane's score is most impacted by hazardous waste, cleanup sites, and groundwater threats.
- A moderately-high proportion (40% to 60% of households) of cost burdened households (Figure IV-13).

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<sup>7</sup> For complaint data prior to 2017, refer to the San Mateo Assessment of Fair Housing report produced in 2017: <https://smcd92021.prod.acquia-sites.com/housing/assessment-fair-housing>

<sup>8</sup> Although it is customary for Hispanic and Asian households to live in multigenerational settings, which may account for higher rates of perceived overcrowding, overcrowding is also an indicator of lack of access to affordable and right-sized housing.



- According to the Urban Displacement Project, the City of Brisbane is vulnerable to displacement. (Figure IV-28).
  - Small segments of the city are within designated Special Flood Hazard Areas (Figure IV-31).
  - The Social Vulnerability Index (SVI) provided by the CDC ranks the City of Brisbane is less vulnerable compared with surrounding cities.
  - While some racial and ethnic populations and renters are disproportionately impacted by overcrowding, collectively, **the City of Brisbane has a lower concentration of overcrowded households than the state average.**
- Compared to adjacent jurisdictions, the City of Brisbane has high economic opportunity scores (>0.75) (Figure III-7). **The City of Brisbane is considered a moderate resource area.**
  - The City of Brisbane has the **same concentration of residents with a disability (8%) as the county** (Figure III-17). Residents living with a disability in the city are slightly more likely to be employed than residents not living with a disability (Figure III-20).
  - Hispanic and Pacific Islander students — served by the Jefferson Union High School District, Bayshore Elementary School District, and Brisbane School District — **experience poor educational outcomes compared to other students.** Many high schoolers in the county met admission standards for a University of California (UC) or California State University (CSU) school (Figure V-22). **Black and Hispanic students in Jefferson Union High School District were less likely to meet the admission standards with rates of 23% and 32% respectively.**
  - Three percent of students at Bayshore Elementary School District (which will serve future Brisbane students living in the Baylands subarea) are White, one of the lowest rates in the county, and 46% of White students were chronically absent compared to just 12% of the total student population. **While Jefferson Union has the lowest dropout rates in the county – just 3% of students – the highest dropout rates were found among Black (7%) and Hispanic students (6%).**
  - **Brisbane has a comparatively high proportion of renters who are cost burdened: More than 60% of all renter households in the city spend** more than 30% of their gross income on housing costs, and nearly one in three are extremely cost burdened (spending more than 50% of their gross income on housing costs) (Figure IV-9). There are **disparities in housing cost burden in the City of Brisbane by race and ethnicity and family size** (Figure IV-11 and Figure IV-12).

### Resident needs collected through local survey.

A survey administered to capture residents' needs and support the AFFH was completed by 79 Brisbane residents. Findings are included throughout this report.

### Contributing factors and Fair Housing Action Plan.

The disparities in housing choice and access to opportunity discussed above stem from historical actions, socioeconomic factors that limit employment and income growth, the inability of the broader region to respond to housing demand, regional barriers to open housing choice, and, until recently, very limited resources to respond to vulnerable households' needs. Specifically:

**Fair housing issue: No residents responding to the survey filed fair housing complaints. However, 9% of Brisbane survey respondents reported being discriminated against or knowing someone who had been discriminated against in the last five years. This discrepancy between official data and stakeholder input indicates a potential lack of awareness about fair housing rights.**

*Contributing factors:*

- Lack of access to information about fair housing rights.
- Limited knowledge of fair housing by residents.

**Fair housing issue: Households of Color have disproportionate housing needs. These needs are evident for Black/African American and Hispanic households in mortgage denial gaps, housing cost burden, and homelessness rates. Hispanic and Asian households also face high rates of overcrowding, while Other Race/Multiple Race households are disproportionately cost burdened.**

*Contributing factors:*

- While Black (3%) and Hispanic residents (17%) only make up a fifth of Brisbane's total population, they face disproportionately high mortgage denial rates. This stems from decades of discrimination in housing markets and challenges building wealth through economic mobility and homeownership.
- As addressed previously in this analysis, until the late 1960's persons of color in San Mateo County — particularly African Americans — were denied loans to purchase homes, were not allowed to buy in many neighborhoods because of restrictive covenants, and were harassed if they managed to purchase a home in a predominantly White neighborhood. These historical actions have led to a significant homeownership gap among racial and ethnic minorities, except for Asian households.

Aside from Asian residents, residents of color are more likely than others to work low wage jobs that do not support the city's housing prices, resulting in cost burden and overcrowding. Their future employment opportunities are further constrained by K-12 achievement gaps and being less likely to meet university admission standards.

The Fair Housing Action Plan (FHAP) below details how the City of Brisbane proposes to respond to the factors contributing to the fair housing challenges identified in this analysis.



Fair Housing Action Plan

Fair Housing Category	Fair Housing Issue	Contributing Factors	Priority (Low-Medium-High)	Meaningful Actions
Disparities in access to opportunities	Households of color have disproportionate housing needs	<p>Historic discrimination and continued mortgage denials</p> <p>High housing costs and low wages</p>	Medium	<p>Enhance housing mobility by removing barriers to housing and strategically enhance access via the following Housing Element programs:</p> <ul style="list-style-type: none"> <li>• Program 1.A.1 (Information and referrals to fair housing agencies)</li> <li>• Program 1.A.2 (Landlord fair housing trainings)</li> <li>• Program 2.E.2 (Regional ADU loan program)</li> <li>• Program 2.E.3 (City ADU loan program)</li> <li>• Program 3.B.1 (Housing choice voucher outreach campaign)</li> <li>• Program 4.A.1 (Anti-displacement policies in Affordable Housing Strategic Plan)</li> <li>• Program 4.A.3 (Landlord fair housing trainings)</li> <li>• Program 4.A.8 (Regional downpayment assistance program)</li> <li>• Program 5.A.1 (Information on housing resources)</li> <li>• Program 5.A.3 (Translation of housing resources)</li> </ul>
Disproportionate housing need for low income households and protected classes		<p>Historic discrimination and continued mortgage denials</p> <p>High housing costs and low wages</p>	High	<p>Improve place-based strategies to encourage community conservation and revitalization including preservation of existing affordable housing via the following Housing Element programs:</p> <ul style="list-style-type: none"> <li>• Program 3.A.1 (Preservation policies in Affordable Housing Strategic Plan)</li> <li>• Program 3.A.2 (Extend Visitacion Gardens senior housing groundlease)</li> <li>• Program 3.A.3 (ADU rent survey)</li> <li>• Program 4.A.5 (Convene discussions with households of color and identify solutions)</li> <li>• Program 4.A.7 (Study rent control strategies)</li> <li>• Program 4.A.11 (Expand standard affordability covenants)</li> </ul> <p>Encourage new housing choices and affordability in high resource areas by increasing housing supply, choices and affordability in areas of high opportunity and outside of areas of concentrated poverty via the following Housing Element programs:</p> <ul style="list-style-type: none"> <li>• Program 1.A.3 (Outreach to residents when affordable units are available)</li> <li>• Program 2.A.2 (Adopt Baylands Specific Plan to construct new housing in an area with enhanced resources)</li> </ul>

Fair Housing Category	Fair Housing Issue	Contributing Factors	Priority (Low-Medium-High)	Meaningful Actions
		Lower wage jobs that cannot support housing costs		<ul style="list-style-type: none"> <li>• Program 2.A.5 and 2.A.6 (Incentivize housing development in high resource areas through small-lot subdivision regulations)</li> <li>• Program 2.B.1 (Adopt Baylands Specific Plan)</li> <li>• Program 2.C.1 (Amend density bonus to incentivize deeply affordable housing)</li> <li>• Program 2.D.2 (Incentivize ADU development)</li> <li>• Program 2.E.1 (Adopt Affordable Housing Strategic Plan)</li> <li>• Program 2.E.5 (Adopt affordable housing nexus fee for new commercial development to fund new affordable housing)</li> <li>• Program 2.E.6 (Study potential to develop vacant/underutilized City-owned sites for affordable housing)</li> </ul>
Outreach capacity and enforcement	Discrepancy between officially reported complaint data and resident survey findings	Lack of access to information about fair housing rights;  Limited knowledge of fair housing by residents	High	Protect existing residents from displacement through strategies that preserve housing choices and affordability via the following Housing Element programs: <ul style="list-style-type: none"> <li>• Program 1.A.2 (Resident outreach regarding fair housing protections)</li> <li>• Program 1.A.3 (Targeted outreach regarding affordable housing availability)</li> <li>• Program 2.E.1 (Adopt Affordable Housing Strategic Plan)</li> <li>• Program 3.A.1 (Implement Affordable Housing Strategic Plan)</li> <li>• Program 3.B.1 (Increase participation in Housing Choice Voucher program)</li> <li>• Program 4.A.1 (Implement Affordable Housing Strategic Plan)</li> <li>• Program 4.A.3 (Resident and landlord fair housing training)</li> <li>• Program 4.A.4 (Fair housing complaint referrals)</li> <li>• Program 4.A.5 (Targeted outreach to impacted residents)</li> <li>• Program 4.A.9 (Promote homesharing)</li> <li>• Program 4.A.12 (Regulate short term rentals)</li> <li>• Program 4.C.1 (Regulate condominium conversions)</li> </ul>



## SECTION I. Fair Housing Enforcement and Outreach Capacity

This section discusses fair housing legal cases and inquiries, fair housing protections and enforcement, and outreach capacity in the City of Brisbane.

### Fair housing legal cases and inquiries.

California fair housing law extends beyond the protections in the Federal Fair Housing Act (FHA). In addition to the FHA protected classes—race, color, ancestry/national origin, religion, disability, sex, and familial status—**California law offers protections for age, sexual orientation, gender identity or expression, genetic information, marital status, military or veteran status, and source of income** (including federal housing assistance vouchers).

The California Department of Fair Employment and Housing (DFEH) was established in 1980 and is now the **largest civil rights agency in the United States**. According to their website, the DFEH’s mission is, “to protect the people of California from unlawful discrimination in employment, housing and public accommodations (businesses) and from hate violence and human trafficking in accordance with the Fair Employment and Housing Act (FEHA), Unruh Civil Rights Act, Disabled Persons Act, and Ralph Civil Rights Act”.<sup>9</sup>

DFEH receives, evaluates, and investigates fair housing complaints. DFEH plays a particularly significant role in investigating fair housing complaints against protected classes that are not included in federal legislation and therefore not investigated by HUD. DFEH’s website provides detailed instructions for filing a complaint, the complaint process, appealing a decision, and other frequently asked questions.<sup>10</sup> Fair housing complaints can also be submitted to HUD for investigation.

Additionally, San Mateo County has a number of **local enforcement organizations** including Project Sentinel, the Legal Aid Society of San Mateo County, and Community Legal Services of East Palo Alto. These organizations receive funding from the County and participating jurisdictions to support fair housing enforcement and outreach and education in the County (Figure I-1).

From 2017 to 2021, **57 fair housing complaints in San Mateo County were filed with the U.S. Department of Housing and Urban Development (HUD) (Figure I-2)—no complaints were filed in the City of Brisbane (Figure I-3)**. Most complaints submitted to HUD cited disability status as the bias (56%) followed by race (19%), and familial status (14%).

Countywide, no cause determination was found in 27 complaints followed by successful conciliation or settlement with 22 complaints. Fair housing inquiries in 2020 were primarily submitted from the City of San Mateo, Redwood City, Daly City, and Menlo Park (Figure I-3, Figure I-4, and Figure I-5).

Of the 79 City of Brisbane respondents to the resident survey, 38 residents have looked for housing seriously. Of those 38 respondents, nine (24%) indicated that *“I was told the unit was available over the phone, but when I showed up in person, the landlord told me it was no longer available”*, and 13 (37%) indicated they have been denied housing to rent or buy in the past 5 years. The main reason for denial (31%) was *“income too low”*.

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<sup>9</sup> <https://www.dfeh.ca.gov/aboutdfeh/>

<sup>10</sup> <https://www.dfeh.ca.gov/complaintprocess/>

Similarly, of the 12 housing choice voucher holders responding to the survey, the majority (67%) of respondents indicated that finding an affordable unit is somewhat difficult. The main reasons for denial were *“Not enough time to find a place to live before the voucher expires”*, *“Landlords have policies of not renting to voucher holders”*, and *“Voucher is not enough to cover the rent for places that I want to live.”*

Fair housing complaints filed with HUD by San Mateo County residents have been on a declining trend since 2018, when 18 complaints were filed. In 2019, complaints dropped to 5, increased to 11 in 2020, and had reached 6 by mid-2021.

Nationally, the National Fair Housing Alliance (NFHA) reported a “negligible” decrease in the number of complaints filed between 2019 and 2020. The primary basis for complaints nationally were nearly identical to San Mateo County’s: disability (55%) and race (17%). Familial status represented 8% of complaints nationally, whereas this basis comprised 14% of cases in the county.

NFHA identifies three significant trends in 2020 that are relevant for San Mateo County:

- First, fair lending cases referred to the Department of Justice from federal banking regulators has been declining, indicating that state and local government entities may want to play a larger role in examining fair lending barriers to homeownership.
- Second, NFHA identified a significant increase in the number of complaints of harassment—1,071 complaints in 2020 compared to 761 in 2019.
- Finally, NFHA found that 73% of all fair housing complaints in 2020 were processed by private fair housing organizations, rather than state, local, and federal government agencies—reinforcing the need for local, active fair housing organizations and increased funding for such organizations.<sup>11</sup>

### **Outreach and capacity.**

As a municipality without authority to enforce State and Federal fair housing laws, the City of Brisbane still plays a vital role in advancing fair housing protections within the city by providing resources for property owners and residents on fair housing laws and enforcement. While the City of Brisbane currently provides housing resources and other relevant information on its website, we have committed to improve the accessibility of fair housing information and resources for residents experiencing housing discrimination in Chapter 5 of the 2023-2031 Housing Element and in the Fair Housing Action Plan contained in this Assessment. Currently, the city’s website provides a link to the California Landlord and Tenants Guide, which contains information related to legal protections and obligations for both renters and landlords in California. Additionally, the city lists Project Sentinel, a HUD-approved Housing Counseling Agency that provides counseling on housing discrimination, among its nonprofits and public agencies.

While no fair housing complaints have been filed in Brisbane over the last five years, based on the anecdotal responses in the fair housing resident survey there is a clear need for landlord and tenant education on fair housing laws and resources. Per the policies and programs under Goal 3 of Chapter 5 of the Housing Element, and the Fair Housing Action Plan included in this assessment, the City will update its digital and physical resources to include more robust information on fair housing resources for residents and landlords.<sup>12</sup>

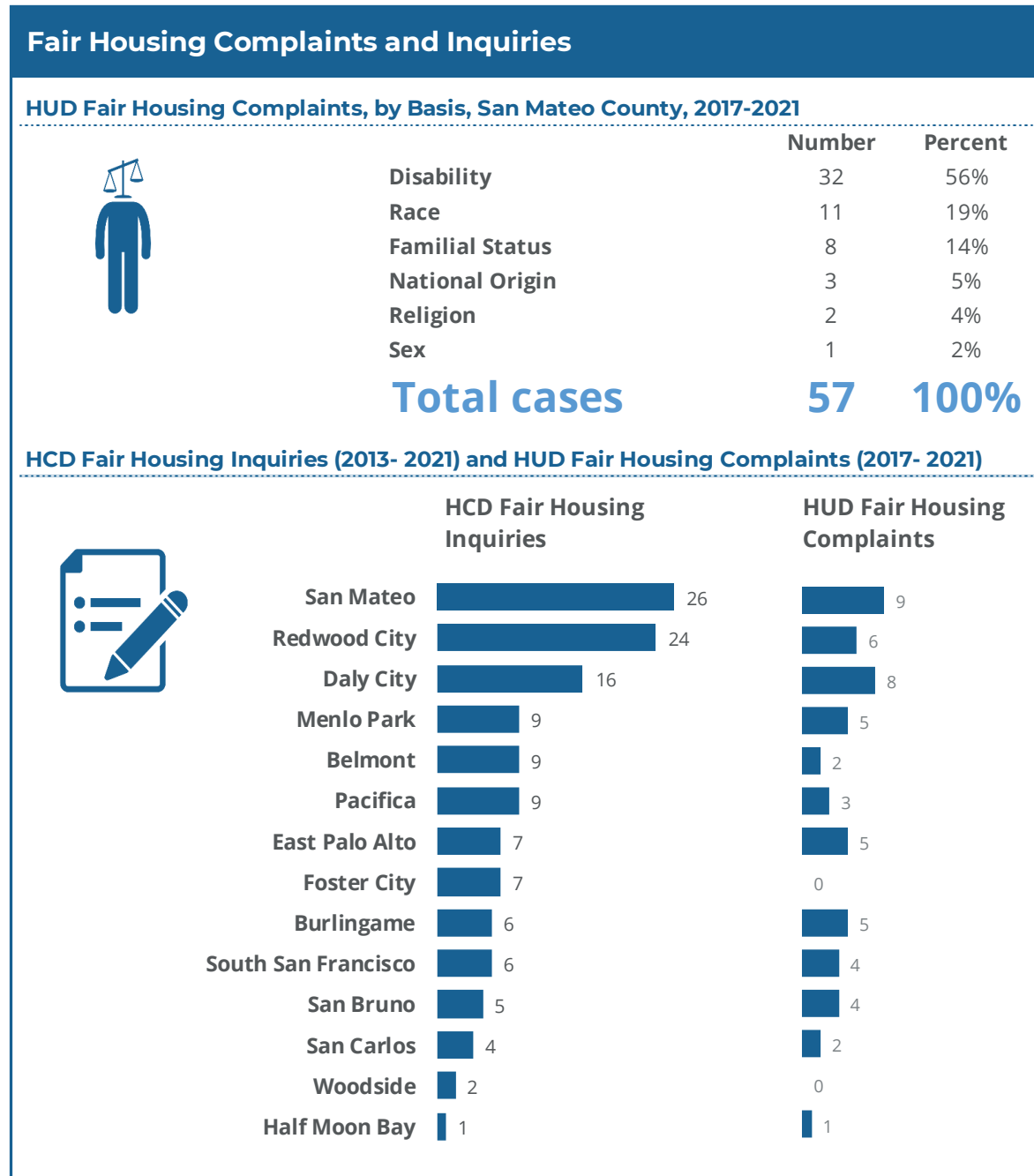
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<sup>11</sup> <https://nationalfairhousing.org/2021/07/29/annual-fair-housing-report-shows-increase-in-housing-harassment/>

<sup>12</sup> <https://www.brisbaneca.org/cd/page/housing-information-resources>



Figure C.3:



**Compliance with state law.**

The City of Brisbane complies with the following state laws that promote fair and affordable housing:

- Housing Accountability Act (Gov Code Section 65589.5) requiring adoption of objective design standards for housing development projects, as well as adoption of a Housing Element and compliance with RHNA;



- No Net Loss Law (Gov Code Section 65863) requiring that adequate sites be maintained to accommodate unmet RHNA allocations, including among income levels, throughout the term of the Housing Element planning period;
- Least Cost Zoning Law (Gov Code Section 65913.1);
- Excessive Subdivision Standards Law (Gov Code Section 65913.2);

The City is currently considering updates to its ordinance implementing the State Density Bonuses and Other Incentives Law (Gov. Code. Title 7. Division 1. Chapter 4.3 Density Bonuses and Other Incentives, amended and effective January 1, 2021) to conform to current State law requirements.

### **Housing policies enacted locally.**

The City of Brisbane identified the following local policies that contribute to the regulatory environment for affordable housing development in the city. As indicated in Chapter 5 of the Housing Element, the City has committed to implementing many additional housing policies that could encourage more affordable housing and reduce housing barriers.

#### ***Local policies in place to encourage housing development.***

- Housing overlay zone in transitional commercial district
- Reduced parking requirements for low income, senior, and special needs housing
- Streamlined permitting process
- Graduated density bonus
- Form-based codes in housing overlay zones
- Mixed-use zoning
- Inclusionary housing ordinance
- Condominium conversion ordinance
- Mobile home preservation through implementation of R-MHP zone
- Homeowner rehabilitation programs
- Reduced fees or waivers for affordable housing development
- General Fund Allocation incl. former RDA “Boomerang” Funds
- City funded homebuyer assistance programs
- Home sharing programs

#### ***Local barriers to affordable housing development.***

- Height limits on multifamily developments
- Minimum lot sizes
- Parking requirement reductions for low income, senior, and special needs housing could be reduced further
- Extensive time period/requirements to develop multi-family properties due to governmental and non-governmental constraints (e.g., topography and infrastructure)
- No policies to mitigate displacement of low income households
- Conditional use permits for large group homes of seven or more residents



- Reasonable accommodation procedure for persons with disabilities

***Local policies that are NOT in place but would provide the best outcomes in addressing housing shortages.***

- Acquisition of affordable units with expiring subsidies or subject to resale provisions under the City’s First Time Homebuyer program and inclusionary housing ordinance.
- Under consideration by the City of Brisbane in Chapter 5 of the 2023-2031 Housing Element

***Local policies that are NOT in place, but have potential Council interest for further exploration in the 2023-2031 Housing Element.***

- Rent stabilization/rent control
- Mobile home rent control/relocation and displacement prevention
- Foreclosure assistance
- Affordable housing impact/linkage fee on new residential and commercial development
- Community land trusts
- First source hiring ordinances
- Living wage employment ordinances
- Eviction protection ordinances
- Acquisition of unsubsidized properties with affordable rents
- Dedicating surplus land for affordable housing

***Local policies in place to mitigate or prevent displacement of low income households.***

- Short term rental ordinance prohibiting vacation rentals, requiring homeowner occupancy for short term rentals, and prohibiting short term rentals in ADUs or on properties with ADUs constructed under new streamlined ADU permit regulations
- Member of San Mateo County Housing Endowment and Regional Trust, providing regional downpayment home loans to moderate and low income households
- Condominium conversion regulations
- Inclusionary zoning ordinance
- Streamlined and ministerial ADUs permit processing
- Facilitate homesharing through partnership with HIP Housing to publicize homeseekers and home providers
- Provide information and connect interested residents with fair housing legal services through partnership with Project Sentinel
- Provide information and connect interested residents with housing counseling services provided through partnership with Project Sentinel

According to the California Department of Housing and Community Development AFFH Data Viewer (HCD data viewer), the City of Brisbane does not have any public housing buildings (Figure I-6). Additionally, the

city has a smaller share of households utilizing housing choice vouchers (5% or less) compared with neighboring municipalities (Figure I-7).

While the presence of housing voucher users in Brisbane indicates available rental supply to house these residents and a lack of exclusionary behavior from landlords in the city, compared to nearby Colma, Daly City, and South San Francisco, the **City of Brisbane** the city has a smaller share of voucher holders. The City thus **appears less accommodating to renters with housing vouchers** in comparison to the surrounding communities (Figure I-7). The City has committed to an outreach program (see Fair Housing Action Plan in this Appendix; also see policies under Goal Chapter 5 of the 2023-2031 Housing Element) to outreach to local residents and landlords regarding the program and protections under Fair Housing law regarding source of income discrimination.



## SECTION II. Integration and Segregation

This section discusses integration and segregation of the population by protected classes including race and ethnicity, disability status, familial status, and income status. The section concludes with an analysis of racially and ethnically concentrated areas of poverty and affluence.

### Integration and Segregation

“**Integration** generally means a condition in which there is not a high concentration of persons of a particular race, color, religion, sex, familial status, national origin, or having a disability or a particular type of disability when compared to a broader geographic area.

**Segregation** generally means a condition in which there is a high concentration of persons of a particular race, color, religion, sex, familial status, national origin, or having a disability or a type of disability in a particular geographic area when compared to a broader geographic area.”

Source: California Department of Housing and Community Development Guidance, 2021, page 31.

### Race and ethnicity.

Generally, the demographic characteristics of the City of Brisbane are relatively consistent with the overall characteristics of San Mateo County. The population **distribution by race and ethnicity is similar to the county** with the largest proportion of the population being non-Hispanic White (44%) followed by Asian (32%), Hispanic (17%), other or multiple races (4%), and Black (3%) (Figure II-1).<sup>13</sup>

However, over the last two decades, the proportion of non-Hispanic White residents in the City of Brisbane has continued to dramatically decrease (67% in 2000). **Older residents are less diverse** with 63% of the population older than 65 years identifying as White compared to only 51% of the population for children less than 18 years old (Figure II-3). Geospatially, the City of Brisbane’s lone census tract has a sizable White majority.<sup>14</sup>

**Racial and ethnic minority populations generally have lower household incomes compared to the non-Hispanic White population in the City of Brisbane** (Figure II-4 and Figure II-5). However, the non-Hispanic White population has the highest rate of poverty in the City at 10.3%, followed by Other Race or Multiple Races (8.7%), White (8.5%), and Hispanic/Latinx (6.1%).

<sup>13</sup> There are no Brisbane residents who identify as American Indian or Alaska Native according to US Census data.

<sup>14</sup> Majority census tracts show the predominant racial or ethnic group by tract compared to the next most populous.

## Segregation in City of Brisbane

ABAG and UC Merced completed an analysis of segregation in Brisbane.<sup>15</sup> Several indices were used to assess segregation in the city and determine how the city differs from patterns of segregation and integration in the region overall. The primary findings from that analysis included:

- The isolation index measures the segregation of a single group, and the dissimilarity index measures segregation between two different groups. The Theil's H-Index can be used to measure segregation between all racial or income groups across the city at once.
- As of 2020, **white residents are the most segregated compared to other racial groups in Brisbane**, as measured by the isolation index. White residents live in neighborhoods where they are less likely to come into contact with other racial groups.
- Among all racial groups, **the Asian population's isolation index value has changed the most over time, becoming more segregated** from other racial groups between 2000 and 2020.
- According to the dissimilarity index, within Brisbane **the highest level of racial segregation is between Asian and white residents.**<sup>16</sup>
- According to the Theil's H-Index, **neighborhood racial segregation in Brisbane increased between 2010 and 2020**. Neighborhood income segregation declined between 2010 and 2015.
- **Very Low-income residents are the most segregated** compared to other income groups in Brisbane. Very Low-income residents live in neighborhoods where they are less likely to encounter residents of other income groups.
- Among all income groups, **the Very Low-income population's segregation measure has changed the most over time**, becoming more segregated from other income groups between 2010 and 2015.
- According to the dissimilarity index, **segregation between lower-income residents and residents who are not lower-income has decreased between 2010 and 2015**. In 2015, the income segregation in Brisbane between lower-income residents and other residents was lower than the average value for Bay Area jurisdictions.

### Segregation Between City of Brisbane and Other jurisdictions in the Bay Area Region

- Brisbane has a higher share of white residents than other jurisdictions in the Bay Area as a whole, a lower share of Latinx residents, a lower share of Black residents, and a higher share of Asian/Pacific Islander residents.
- Regarding income groups, Brisbane has a higher share of very low-income residents than other jurisdictions in the Bay Area as a whole, a higher share of low-income residents, a higher share of moderate-income residents, and a lower share of above moderate-income residents.

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<sup>15</sup> AFFH SEGREGATION REPORT: BRISBANE; UC Merced Urban Policy Lab and ABAG/MTC Staff; Version of Record: March 06, 15:53:00

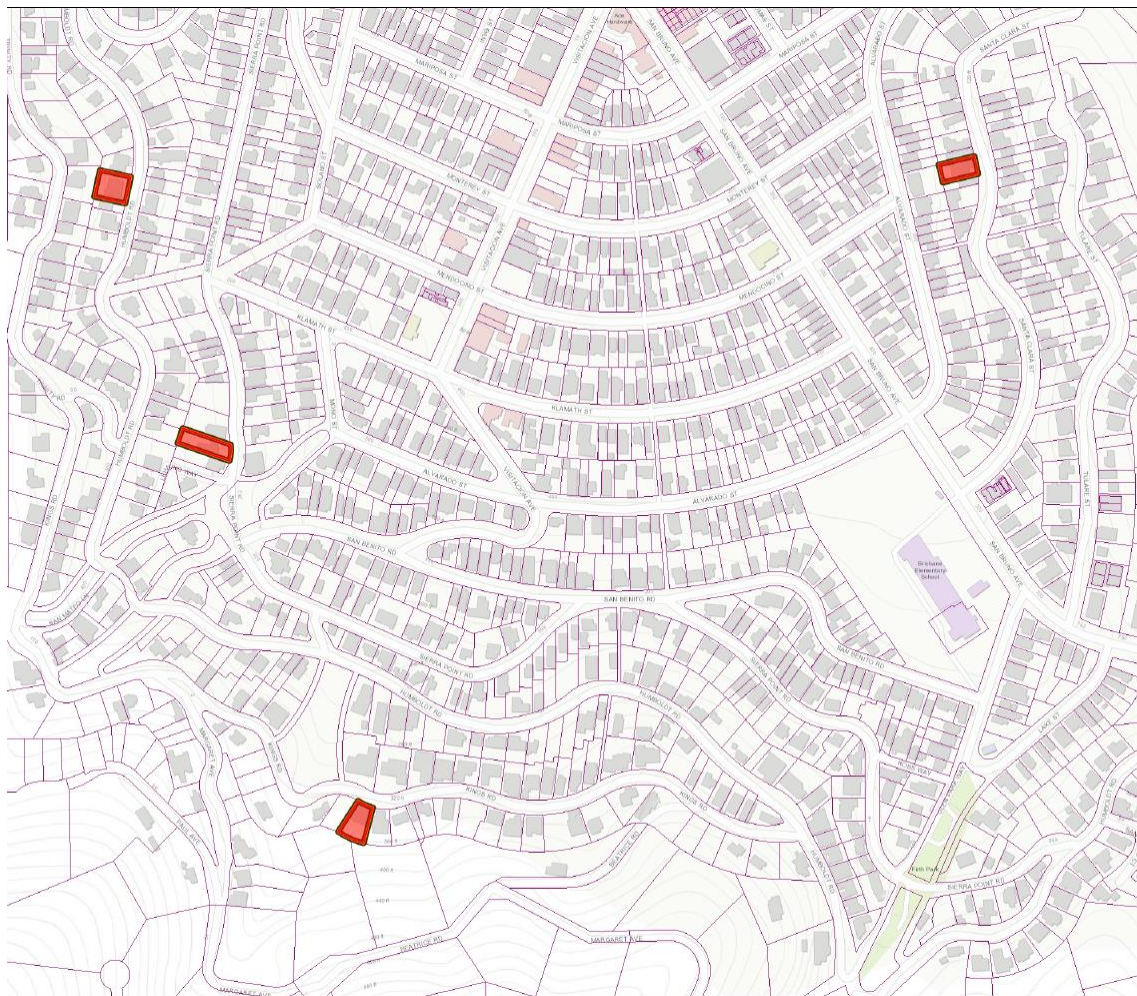
<sup>16</sup> The analysis conducted for this report suggests that dissimilarity index values are unreliable for a population group if that group represents approximately less than 5% of the jurisdiction's total population. ABAG/MTC recommends that when cities have population groups that are less than 5% of the jurisdiction's population (see Table 15 in Appendix 2), jurisdiction staff could focus on the isolation index or Thiel's H-Index to gain a more accurate understanding of neighborhood-level racial segregation in their jurisdiction.



**Disability status.**

The **share of the population living with at least one disability is 8% in the City of Brisbane**, the same rate as San Mateo County (Figure II-13). Geographic concentrations of people living with a disability may indicate **increased access to services, amenities, and transportation that support this population**. Mapping of reasonable accommodation requests and permits for entry ramps/elevators over the past 15 years do not show a discernable concentration of disabled households in Brisbane; rather, such requests are distributed evenly throughout the City’s residential neighborhoods (see Figure C.4). Requests for reasonable accommodation or permits for ramp/elevator alterations are typically made by single-family homeowners who occupy the dwelling, on sites located on the City’s steeper streets featuring grades of over 15%. While multi-story single-family homes are common throughout Brisbane, single-story homes that may be more accommodating in their existing state to persons with physical disabilities are typically limited to the City’s flatter sites, generally located north of Klamath Street, east of Alvarado Street, and west of Solano Street. This likely accounts for the lack of reasonable accommodation requests and building permits for accessibility improvements in those relatively flat microneighborhoods. The lack of permit data therefore does not correspond to an absence of disabled residents in these flatter neighborhoods.

**Figure C.4: Geographic Distribution of Reasonable Accommodation Requests and Elevator/Ramp Permits, 2005-2022**



Rectangle = AIP Circle = Building Permit

### Familial Status.

Familial status can indicate specific housing needs and preferences. A larger number of nonfamily or single person households indicates a higher share of seniors living alone, young adults living alone or with roommates, and unmarried partners. Higher shares of nonfamily households indicate an increased need for one and two bedroom units.

The City of Brisbane is home to **more single-person households** than the county with 32% of households compared to only 22% in the County (Figure II-16). Additionally, there are **fewer married-couple families and families with children in the city (25%)** when compared to the county (33%) (Figure II-17 and Figure II-18).

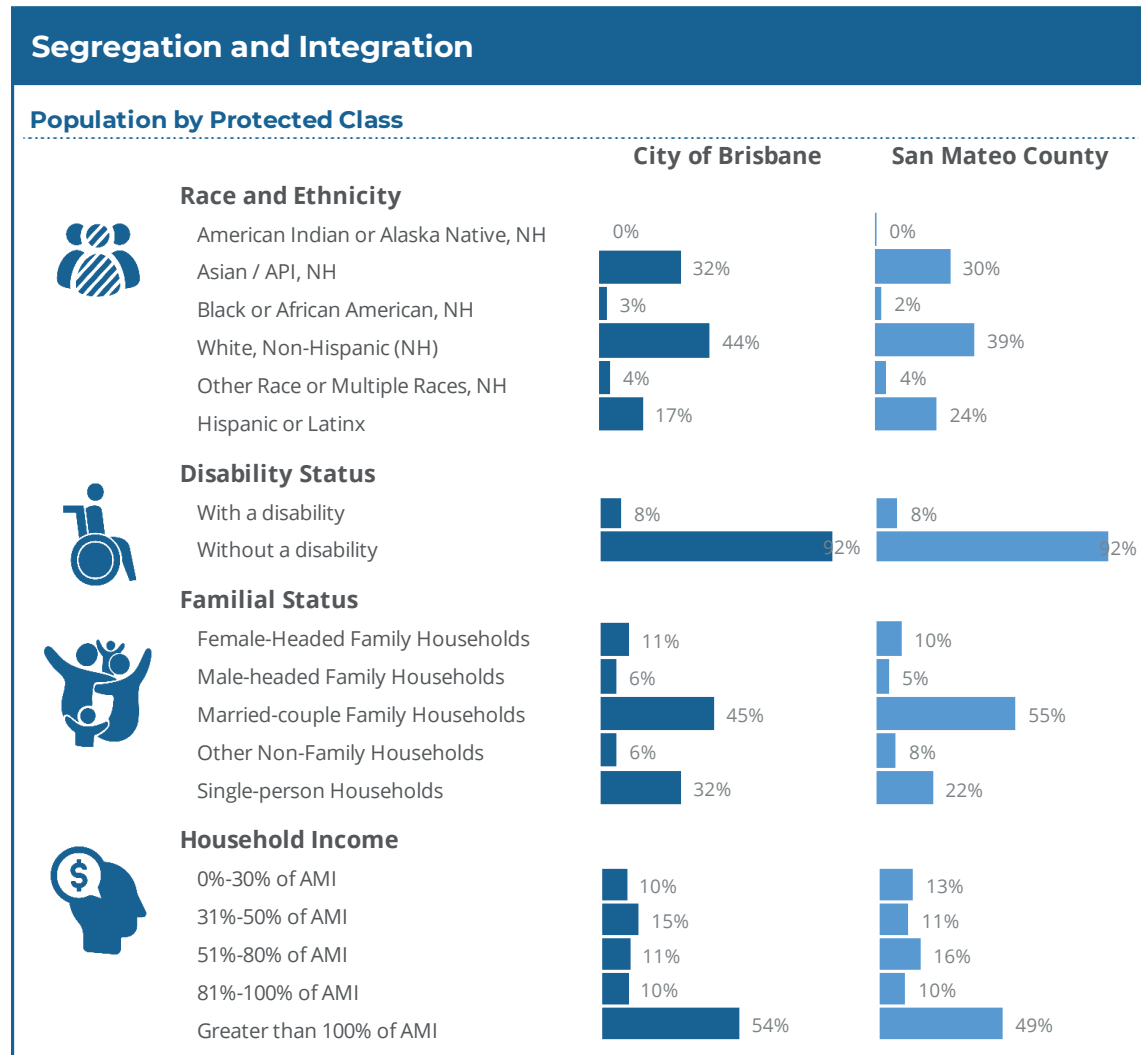
Over 90% of married-couple families, along with a majority of residents living alone, live in owner occupied housing (Figure II-19). **The number of housing units available by number of bedrooms and tenure is generally consistent with the familial status of the households that live in the City of Brisbane** (Figure II-16 and Figure II-20). Compared to the county, the City of Brisbane has a smaller proportion of family households and greater proportion of single person households—which is reflected in the number of bedrooms and tenure of the housing in the city (Figure II-19 and Figure II-20).

### Household income.

Overall, the household income distribution by percent of area median income (AMI) in the City of Brisbane is similar to the county (Figure II-25). Of the three block groups in the city, only one block group, located west of downtown Brisbane, has a median income below the 2020 state median income of \$87,100 (Figure II-26 and Figure II-27). This block group contains most of the City's multi-family dwellings in the R-3 zoning district, as well as the mobile home park on Bayshore Boulevard. Because of the preponderance of rental housing, older age of housing units that typically would demand relatively lower rents than newer housing units, it is likely that households living in poverty in Brisbane are located in this census block group. The census block group with the highest household incomes (above \$125,000) are located in the Northeast Ridge planned development (499 single-family dwellings, condominiums, and townhomes) and Brisbane Acres residential neighborhoods. The Northeast Ridge is the City's newest neighborhood, with housing constructed as recently as 2016. The Brisbane Acres neighborhood features large lots and views of San Bruno Mountain and San Francisco Bay. These features together drive relatively higher median sales prices of homes in these neighborhoods, likely contributing to the higher household incomes featured. The census block group with the next highest household incomes (between \$87,100 and \$125,000, representing low and moderate income households) is located in the western side of Central Brisbane, which is predominantly single-family homes that are typically older than those in the Northeast Ridge and on smaller lots than those in the Brisbane Acres. (Figure II-27). Similar to adjacent census tracts, the **poverty rate in Brisbane is less than 10%** (Figure II-28).



Figure C.5:



### Racially or ethnically concentrated areas of poverty and affluence.

Racially Concentrated Area of Poverty or an Ethnically Concentrated Area of Poverty (R/ECAP) and Racially Concentrated Areas of Affluence (RCAAs) represent opposing ends of the segregation spectrum from racially or ethnically segregated areas with high poverty rates to affluent predominantly White neighborhoods. Historically, HUD has paid particular attention to R/ECAPs as a focus of policy and obligations to AFFH. Recent research out of the University of Minnesota Humphrey School of Public Affairs argues for the inclusion of RCAAs to acknowledge current and past policies that created and perpetuate these areas of high opportunity and exclusion.<sup>17</sup>

<sup>17</sup> Goetz, E. G., Damiano, A., & Williams, R. A. (2019). Racially Concentrated Areas of Affluence: A Preliminary Investigation. *Cityscape: A Journal of Policy Development and Research*, 21(1), 99-124



It is important to note that R/ECAPs and RCAAs are not areas of focus because of racial and ethnic concentrations alone. The University of Minnesota study recognizes that racial and ethnic clusters can be a part of fair housing choice if they occur in a non-discriminatory market. Rather, R/ECAPs are meant to identify areas where residents may have historically faced discrimination and continue to be challenged by limited economic opportunity, and conversely, RCAAs are meant to identify areas of particular advantage and exclusion.

### R/ECAPs

HCD and HUD's definition of a Racially/Ethnically Concentrated Area of Poverty is:

- A census tract that has a non-White population of 50 percent or more (majority-minority) or, for non-urban areas, 20 percent, AND a poverty rate of 40 percent or more; OR
- A census tract that has a non-white population of 50 percent or more (majority-minority) AND the poverty rate is three times the average tract poverty rate for the County, whichever is lower.

Source: California Department of Housing and Community Development Guidance, 2021.

For this study, the poverty threshold used was three times the average tract poverty rate for the County—or 19.1%. In addition to R/ECAPs that meet the HUD threshold, this study includes edge or emerging R/ECAPs which hit two thirds of the HUD defined threshold for poverty—emerging R/ECAPs in San Mateo County have 2 times the average tract poverty rate for the county (12.8%).

In 2010 there were three Census tracts that qualify as R/ECAPs (19.4% poverty rate) in the county and 11 that qualify as edge R/ECAPs (13% poverty rate). None of the R/ECAPs were located in the City of Brisbane in 2010 (Figure II-29). However, there was an edge R/ECAP just north of Brisbane in Daly City.

In 2019 there were two Census tracts that qualify as R/ECAPs (19.1% poverty rate) in the county and 14 that qualify as edge R/ECAPs (12.8% poverty rate). None of the R/ECAPs were located in the City of Brisbane in 2019 (Figure II-30). However, there was an edge R/ECAP just south of the city in South San Francisco.

**RCAAs.** ABAG mapping of RCAAs was not available at the time this report was prepared. HCD's definition of a Racially Concentrated Area of Affluence is:

- A census tract<sup>18</sup> that has a percentage of total white population that is 1.25 times higher than the average percentage of total white population in the given COG region, and a median income that was 2 times higher than the COG AMI.

<sup>18</sup> Brisbane is comprised of one census tract.



At 44%, the City's population of white residents is 1.23 times higher than the Bay Area average of 35.8%, falling just below HCD's defined threshold. However, because Brisbane is comprised of one census tract, this calculation method may not recognize block-level disparities in household income by racial identity. Please refer to the key findings in "Segregation in City of Brisbane" in this appendix regarding dissimilarity and isolation indices by racial identity and household income level, both within the City and between the City and the Bay Area averages.

## SECTION III. Access to Opportunity

This section discusses disparities in access to opportunity among protected classes including access to quality education, employment, transportation, and environment.

### Access to Opportunity

"**Access to opportunity** is a concept to approximate place-based characteristics linked to critical life outcomes. Access to opportunity oftentimes means both improving the quality of life for residents of low-income communities, as well as supporting mobility and access to 'high resource' neighborhoods. This encompasses education, employment, economic development, safe and decent housing, low rates of violent crime, transportation, and other opportunities, including recreation, food and healthy environment (air, water, safe neighborhood, safety from environmental hazards, social services, and cultural institutions)."

Source: California Department of Housing and Community Development Guidance, 2021, page 34.

### Local knowledge: resident survey questions about access to opportunity.

Residents were asked about several resources that would improve their living situation in the survey conducted to support this AFH. When asked what type of help they need to improve their housing security, top answers were:

- Help me get a loan to buy a house (15%);
- Help me with a down payment/purchase (15%); and
- Help me with my housing search (13%).

When asked what type of help they need to **improve their neighborhood**, top answers were:

- More stores to meet my needs (grocery, pharmacy, etc.) (40%);
- Build more sidewalks (30%); and
- Bike lanes and public transit (25%).

When asked what type of help they need to **improve their health**, top answers were:

- More healthy food (33%);
- Make it easier to exercise (23%); and
- Make it easier to get to health clinics (15%).

When asked what type of help they need to **improve their job situation**, top answers were:

- Increase wages (24%);
- Find a job near my apartment/house (14%);
- Help paying for college (12%); and
- Access consistent childcare (12%).

When asked what type of help they need to **improve children’s education**, top answers were:

- Make school more challenging (19%);
- Stop bullying/crime/drug use at school (17%); and
- Make it easier to choose a different school (17%).

## TCAC Access to Opportunity Maps

The California Tax Credit Allocation Committee (TCAC), in collaboration with HCD, developed a series of opportunity maps that help to identify areas of the community with good or poor access to opportunity for residents. These maps were developed to align funding allocations with the goal of improving outcomes for low income residents—particularly children.

The opportunity maps highlight areas of highest resource, high resource, moderate resource, moderate resource (rapidly changing), low resource and high segregation and poverty. TCAC provides opportunity maps for access to opportunity in quality education, employment, transportation, and environment. Opportunity scores are presented on a scale from zero to one; the higher the number, the more positive the outcomes. Before diving into the TCAC Opportunity Mapping and scores, it is important to understand the local context of historic civic investment patterns.

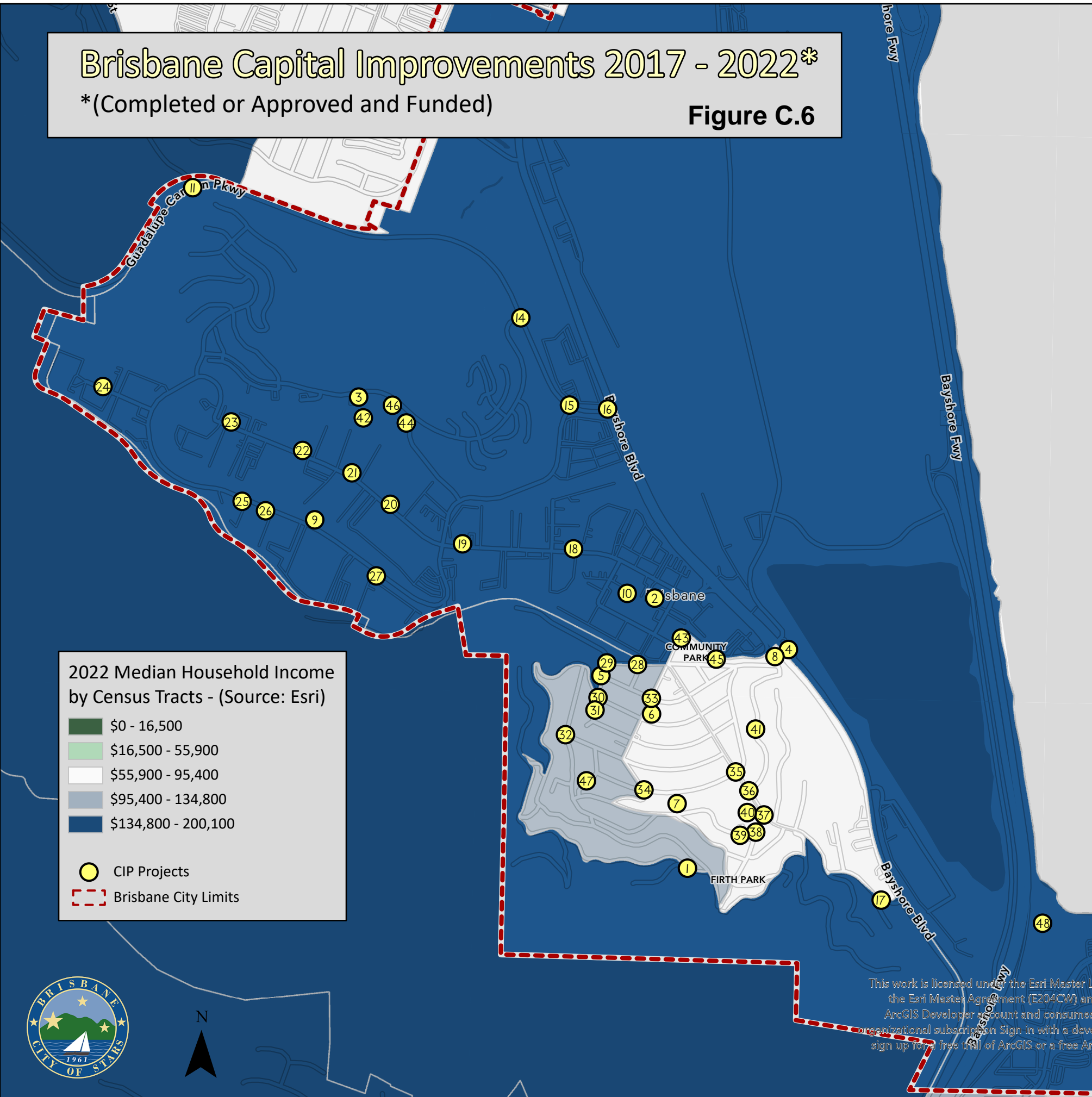
## Historic Investment Patterns

Historic and ongoing investment in projects that enhance access to opportunity for low income and special needs residents occurs biennially through the City’s Capital Improvement Plan adoption, which sets funding aside for projects such as sidewalk improvements and extensions, parks, trails, and public facilities. The City’s Capital Improvement Plan projects over the past five years are mapped in Figure C.6. Generally, the City’s Capital Improvement projects are focused in its more densely populated neighborhoods in the Northeast Ridge and Central Brisbane, but significant projects are identified in the Southwest Bayshore neighborhood.

# Brisbane Capital Improvements 2017 - 2022\*

\*(Completed or Approved and Funded)

Figure C.6



2022 Median Household Income by Census Tracts - (Source: Esri)

- \$0 - 16,500
- \$16,500 - 55,900
- \$55,900 - 95,400
- \$95,400 - 134,800
- \$134,800 - 200,100

- CIP Projects
- Brisbane City Limits

1. Kings Road Retaining Wall
2. EV Charging Station
3. EV Charging Station
4. EV Charging Station
5. Solano St Retaining Wall
6. Brisbane Community Library
7. San Benito to Alvarado Pedestrian Improvements
8. Bayshore/Old County Pedestrian Improvements
9. Crocker Recreational Trail Resurfacing
10. Dog Park Renovation
11. Guadalupe Canyon Safety Improvements
12. Guadalupe Canyon Safety Improvements
13. Guadalupe Canyon Safety Improvements
14. Guadalupe Canyon Safety Improvements
15. Guadalupe Canyon Safety Improvements
16. Guadalupe Canyon Safety Improvements
17. San Bruno Ave Roadway Protection Project
18. Shuttle Stop Improvements
19. Shuttle Stop Improvements
20. Shuttle Stop Improvements
21. Shuttle Stop Improvements
22. Shuttle Stop Improvements
23. Shuttle Stop Improvements
24. Shuttle Stop Improvements
25. Shuttle Stop Improvements
26. Shuttle Stop Improvements
27. Shuttle Stop Improvements
28. Safe Routes to Schools / Green Infrastructure
29. Safe Routes to Schools / Green Infrastructure
30. Safe Routes to Schools / Green Infrastructure
31. Safe Routes to Schools / Green Infrastructure
32. Safe Routes to Schools / Green Infrastructure
33. Safe Routes to Schools / Green Infrastructure
34. Safe Routes to Schools / Green Infrastructure
35. Safe Routes to Schools / Green Infrastructure
36. Safe Routes to Schools / Green Infrastructure
37. Safe Routes to Schools / Green Infrastructure
38. Safe Routes to Schools / Green Infrastructure
39. Safe Routes to Schools / Green Infrastructure
40. BES Childcare Modular
41. Stairway between Santa Clara and Tulare
42. Crocker Trail Master Plan
43. New Traffic Signal
44. Pedestrian Path Humboldt to Kings Rd
45. Bus Stop Improvements
46. Walkway Improvements San Francisco Ave to Old County Rd
47. Railing for Walkway Mono St to Sierra Point Rd
48. Sierra Point Master Plan



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Prior to the dissolution of Redevelopment Agencies in California in 2012, the City of Brisbane's Redevelopment Agency partnered with non-profit housing developers to develop three affordable housing projects in the City for a total of 21 units (14 rental 55+, 7 for-sale) affordable to low income households. Redevelopment Agency investment included pre-development loan financing, construction loan financing, and land donation. These developments are located in Central Brisbane (as opposed to the Northeast Ridge or Brisbane Acres, which are located in block group 1, median income over \$160,000). Specifically, Brisbane RDA funded 14 low income, rental, senior housing units in block group 3 (median income \$106,985) and 7 low income, for-sale homes in block group 2 (median income \$59,643). While household incomes are relatively lower in these two block groups than in block group 3, most community amenities (schools, parks, community garden, pool, library, restaurants, grocery store, transit) are located within less than ½ mile walking distance from all three project sites, and they represented strategic investment to allow residents of the developments access to high quality, newly constructed housing in the heart of downtown Brisbane. These projects demonstrate the City's historic commitment to furthering equal and fair housing access for low income households and special needs households with available resources. The dissolution of the RDA in 2012 and elimination of tax increment financing for affordable and special needs housing development crippled the City's ability to generate significant funds toward additional projects beyond these historic investments. The City embarked upon an Affordable Housing Strategic Plan in 2022 to help identify new potential funding sources to subsidize affordable and special needs housing development, mitigate displacement of vulnerable households, and preserve existing affordable housing. The Affordable Housing Strategic Plan is slated for adoption in spring 2023 and will ensure the City's historic investment in furthering fair housing continues long into the future.

Based on both past and projected City investment in fair housing, local investment is not considered a contributing factor to fair housing issues in the city.

## Education.

TCAC's education score for Brisbane of 34 is based on math proficiency, reading proficiency, high school graduation rates, and the student poverty rate. According to TCAC's educational opportunity map, the census tract in the City of Brisbane scores between 0.25 and 0.5 (Figure III-1). Generally in the northern part of San Mateo County, almost all Census tracts east of Highway 280 **have lower education scores (Less than 0.25 and between 0.25 and .5)** compared to those Census tracts west of Highway 280 (between 0.5 and 0.75).

According to the Disparate Access to Educational Opportunities Appendix, the City of Brisbane is served by Jefferson Union High School District, Bayshore Elementary School District, and Brisbane Elementary School District.<sup>19</sup> All three school districts saw decreases in enrollment between 2010 and 2020, with Bayshore Elementary School District with the most substantial decrease during the time period (30%). **Accordingly, all three districts lost students during the COVID pandemic.**

Jefferson Union High School District enrollment by race and ethnicity is relatively similar to the countywide distribution. However, there is a higher proportion of Filipino students in Jefferson Union (29% compared to

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<sup>19</sup> While the Bayshore Elementary School District boundaries fall within the boundaries of the City of Brisbane, no students living in Brisbane currently attend any school in the Bayshore Elementary School District. The Bayshore Elementary School District boundaries cover the Baylands subarea of the City, which is slated for future development of 1,800-2,200 new homes during the 2023-2031 Housing Element planning cycle. Future residents would therefore attend Bayshore Elementary School District, and the analysis in this document has been adjusted to reflect that situation.



8% countywide) and a smaller proportion of Hispanic (31% compared to 38% countywide) and White students (14% compared to 26% countywide). In all three school districts, there is a higher proportion of Filipino students and a smaller proportion of White students when compared to the county.

Jefferson Union High School District enrollment is overrepresented compared to the county for English learners (36% compared to 20% countywide) and students who qualify for reduced lunch (44% compared to 29%). Data from the California Department of Education shows that between 2020-2021, all three school districts do not have students who are foster children, experiencing homelessness, or migrants (Figure V-10). More than a third of students at Jefferson Union High School are English learners. Overall, Brisbane Elementary students met or exceeded testing standards for English Language Arts/Literacy and Mathematics when compared to the county overall (Figure V-14). However, English learning students at Brisbane Elementary met or exceeded mathematics testing standards at a rate at least 50 percentage points below the overall test rate in the district (4% for English Learners, 54% overall for Brisbane Elementary) (Figure V-20). Additionally, Jefferson Union High School District did not meet or exceed testing standards for either subject when compared to the county overall.

Many high schoolers in the county met admission standards for a University of California (UC) or California State University (CSU) school (Figure V-22). While Jefferson Union had one of the lower rates of graduates who met such admission standards (48%) among high school districts in San Mateo County, the school has seen a significant increase in the percentage of students who meet these benchmarks over the last five years (21% in 2016-17). **Black and Hispanic students in Jefferson Union High School District were less likely to meet the admission standards with rates of 23% and 32% respectively.**

Although only 3% of students at Bayshore Elementary School District are White, one of the lowest rates in the county, 46% of White students were chronically absent when compared to just 12% of the total student population. Both Jefferson Union and Brisbane Elementary have higher rates of chronically absent students when compared to the county (Jefferson Union at 15%; Brisbane Elementary at 12% compared to 10% countywide). **While Jefferson Union has the lowest dropout rates in the county – just 3% of students – the highest dropout rates were still found among Black (7%) and Hispanic students (6%).**

## Employment.

The top three industries by number of jobs in the City of Brisbane include **manufacturing and wholesale, professional and managerial services, and transportation and utilities** (Figure III-2 and Figure III-3). The City of Brisbane has a much higher job to household ratio when compared to the county at 3.55 and 1.59 respectively—which means there are more employment opportunities per household in the City of Brisbane (Figure III-4 and Figure III-5). As of January 2021, the city also has a lower unemployment rate of 4.6% compared to the county at 5.9% (Figure III-6).

TCAC's economic opportunity score is comprised of poverty, adult educational attainment, employment, job proximity, and median home value. **The City of Brisbane has a score of more than 0.75 for economic opportunity, which means it experiences more positive economic outcomes (Figure III-7).** Compared with neighboring jurisdictions, **the City of Brisbane has the highest economic opportunity score in the northern part of San Mateo County.**

HUD's job proximity index shows **the City of Brisbane is within average proximity to jobs** (Figure III-8), with two block groups scoring between 60-80 and the rest of the city scoring between 40-60—on a scale from zero to 100 where 100 is the closest proximity to jobs. Comparatively, the City of Brisbane is in closer proximity to jobs than cities to its west, including Colma and Daly City.

## Transportation.

TCAC's transportation opportunity score and maps were not available at the time of this report.

SamTrans provides bus services in Brisbane including Redi-Wheels paratransit service. The San Mateo County Transit District acts as the administrative body for transit and transportation programs in the county including SamTrans and the Caltrain commuter rail.

In 2018, the Metropolitan Transportation Commission (MTC), which covers the entire Bay Area, adopted a coordinated public transit and human services transportation plan. While developing the coordinated plan, the MTC conducted extensive community outreach about transportation within the area. That plan—which was developed by assessing the effectiveness of how well seniors, persons with disabilities, veterans, and people with low incomes are served—was reviewed to determine gaps in services in Brisbane and the county overall. Below is a summary of comments relevant to San Mateo County.

*“San Mateo’s PCC [Paratransit Coordinating Council] and County Health System, as well as the Peninsula Family Service Agency provided feedback. The most common themes expressed had to do with pedestrian and bicycle needs at specific locations throughout the county, though some covered more general comments such as parked cars blocking sidewalk right-of-way and a desire for bike lanes to accommodate motorized scooters and wheelchairs. Transportation information, emerging mobility providers, and transit fares were other common themes.*

*While some comments related to the use of car share, transportation network companies (TNCs), or autonomous vehicles as potential solutions, other comments called for the increased accessibility and affordability of these services in the meantime.”<sup>20</sup>*

A partnership between the World Institute on Disability and the MTC created the research and community engagement project TRACS (Transportation Resilience, Accessibility & Climate Sustainability). The project's overall goal is to, “stimulate connection and communication between the community of seniors and people with disabilities together with the transportation system— the agencies in the region local to the San Francisco Bay, served by MTC.”<sup>21</sup> TRACS highlights that improving accessibility requires engagement for the community because there are no “watch-dog” systems in place to hold agencies accountable.

As part of the TRACS outreach process, respondents were asked to share their compliments or good experiences with MTC transit. One respondent who had used multiple services said **“it is my sense that SamTrans is the best Bay Area transit provider in terms of overall disability accommodation.”**

The San Mateo County Transit District updated their Mobility Plan for Older Adults and People with Disabilities in 2018. According to the district, the **county’s senior population is expected to grow more than 70% over the next 20 years and the district is experiencing unprecedented increases in paratransit**

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<sup>20</sup> [https://mtc.ca.gov/sites/default/files/MTC\\_Coordinated\\_Plan.pdf](https://mtc.ca.gov/sites/default/files/MTC_Coordinated_Plan.pdf)

<sup>21</sup> <https://wid.org/transportation-accessibility/>



**ridership.** The plan is targeted at developing effective mobility programs for residents with disabilities and older adults including viable alternatives to paratransit, partnerships, and leveraging funding sources.<sup>22</sup>

MTC also launched Clipper START—an 18 month pilot project— in 2020 which provides fare discounts on single transit rides for riders whose household income is no more than double the federal poverty level.<sup>23</sup>

As shown in Appendix C3, Figure 6c, Brisbane resident survey respondents indicated higher than average challenges accessing public transportation and having transportation options aligned with their destination or timing needs compared to other County residents.

## Environment.

TCAC's opportunity areas environmental scores are based on the CalEnviroScreen 3.0 indicators which include ozone, PM2.5, diesel PM, drinking water, pesticides, toxic release, traffic, cleanup sites, groundwater threats, hazardous waste, impaired water bodies, and solid waste sites.

According to the TCAC Opportunity Areas Index, the City of Brisbane **scores relatively poorly on environmental outcomes** (Figure III-9 and Figure III-10). According to the CalEnviroScreen indicators, the City scored in the highest percentiles for hazardous waste (93%), cleanups (90%), and groundwater threats (88%). In other words, the number and type of hazardous waste generators and sites is higher than 93% of the census tracts in California.<sup>24</sup>

The majority of hazardous waste and groundwater threat sites are located within the boundaries of Brisbane Baylands, a former landfill and railyard located in the eastern part of the city. In 2018, Brisbane voters approved Measure JJ, which allows for residential and commercial development of Brisbane Baylands. Additionally, it requires the developer to remediate the site, provide an adequate water supply, and address other environmental concerns.<sup>25</sup> It would be expected that after the remediation and redevelopment of Brisbane Baylands, Brisbane's environmental outcome scores would greatly improve.

However, the **city scores moderately high on the California Healthy Places Index (HPI)** developed by the Public Health Alliance of Southern California (PHASC) (Figure III-11). The HPI includes 25 community characteristics in eight categories including economic, social, education, transportation, neighborhood, housing, clean environment, and healthcare (Figure III-11).<sup>26</sup>

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[https://www.samtrans.com/Planning/Planning\\_and\\_Research/Mobility\\_Plan\\_for\\_Older\\_Adults\\_and\\_People\\_with\\_Disabilities.html](https://www.samtrans.com/Planning/Planning_and_Research/Mobility_Plan_for_Older_Adults_and_People_with_Disabilities.html)

23 <https://mtc.ca.gov/planning/transportation/access-equity-mobility/clipperr-startsm>

24 <https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-40>

25 <https://www.brisbaneca.org/sites/default/files/fileattachments/baylands/page/14221/aboutthebrisbanebaylands.pdf>

26 <https://healthyplacesindex.org/about/>



### Disparities in access to opportunity.

TCAC's composite opportunity score for the City of Brisbane designates it as a moderate resource area – there are no designated high resource or low resource areas in Brisbane (Figure III-12 and Figure III-14). The share of the population with Limited English Proficiency is 3% compared to 7% in the county (Figure III-13).

The Social Vulnerability Index (SVI) provided by the CDC— which ranks census tracts based on their ability to respond to a disaster—includes four themes of socioeconomic status, household composition, race or ethnicity, and housing and transportation. Overall, **the city is less vulnerable than neighboring cities according to the SVI** (Figure III-15).

The City of Brisbane does not have any disadvantaged communities as defined under SB 535 as, “the top 25% scoring areas from CalEnviroScreen along with other areas with high amounts of pollution and low populations (Figure III-16).”<sup>27</sup>

### Disparities specific to the population living with a disability.

Eight percent of the population in the City of Brisbane are living with at least one disability, same as the county rate (Figure III-17). The most common disabilities in the city are ambulatory (5.1%), independent living (2.6%), and cognitive (2.6%) (Figure III-18).

Of residents with a disability or living with a household member experiencing a disability responding to the resident survey, 29% said that their home does not meet their needs or their household member's needs.

#### Disability

“**Disability types** include hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and independent living difficulty.”

Source: California Department of Housing and Community Development Guidance, 2021, page 36.

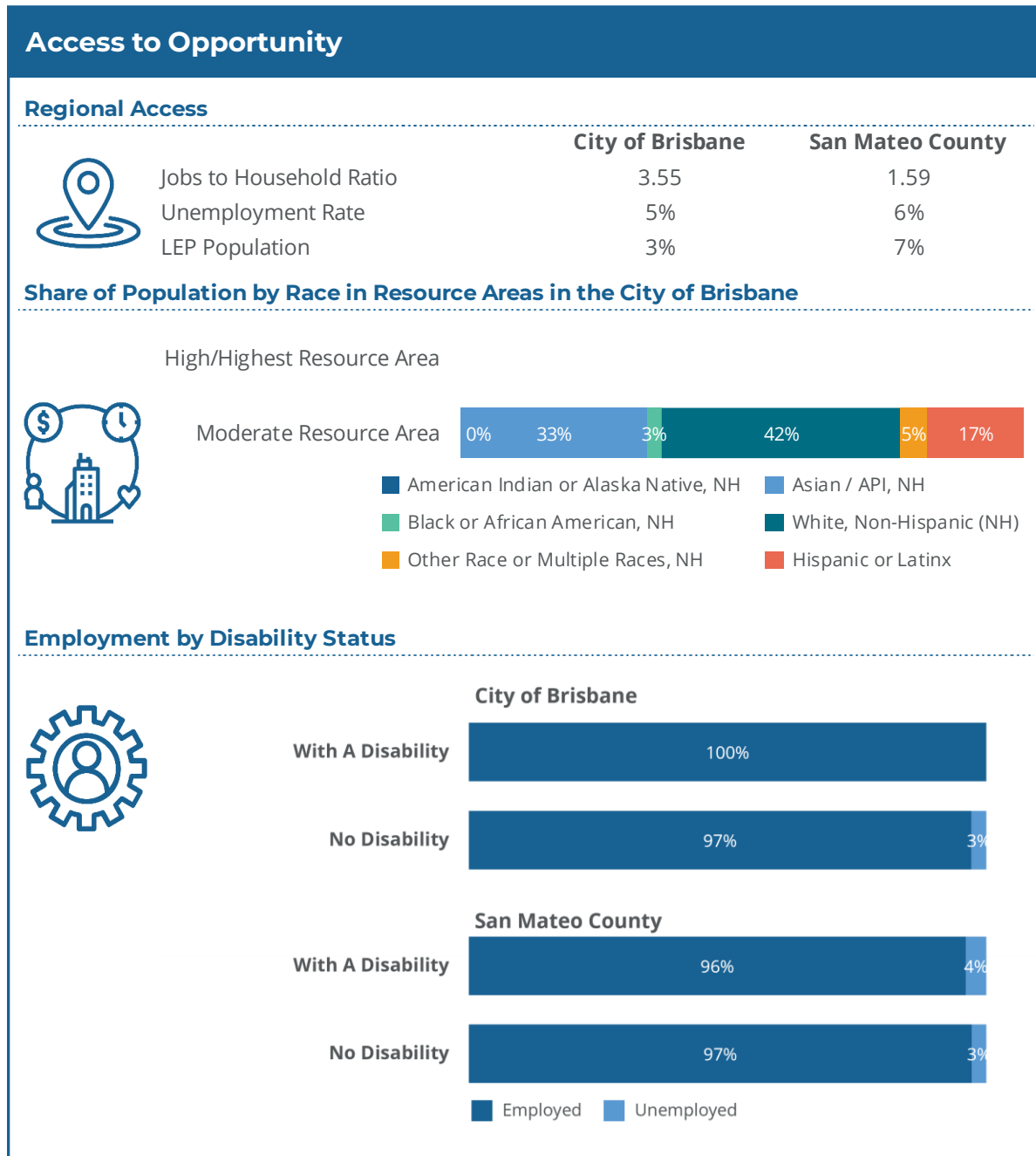
**For the population 65 and over, the share of the population with an ambulatory or independent living difficulty increases** (Figure III-19). As mentioned above under Transportation, San Mateo County is rapidly aging; therefore the disabled population is likely to increase as residents age.

**All residents living with a disability in the City of Brisbane are employed, while the unemployment rate for residents not living with a disability is significantly low (3%)** (Figure III-20).

<sup>27</sup> <https://oehha.ca.gov/calenviroscreen/sb535>



Figure C.7:



## SECTION IV. Disparate Housing Needs

This section discusses disparate housing needs for protected classes including cost burden and severe cost burden, overcrowding, substandard housing conditions, homelessness, displacement, and other considerations.

### Disproportionate Housing Needs

“**Disproportionate housing needs** generally refers to a condition in which there are significant disparities in the proportion of members of a protected class experiencing a category of housing need when compared to the proportion of members of any other relevant groups, or the total population experiencing that category of housing need in the applicable geographic area. For purposes of this definition, categories of housing need are based on such factors as cost burden and severe cost burden, overcrowding, homelessness, and substandard housing conditions.”

Source: California Department of Housing and Community Development Guidance, 2021, page 39.

### Housing needs.

Since 2000, population growth in the City of Brisbane has increased at a faster rate compared with the county and Bay Area as a whole (Figure IV-1) due to the buildout of the Northeast Ridge subarea, which caused the number of homes in Brisbane to increase by 5.2% between 2010 and 2020.

Since 2015, the **amount of new housing permitted to accommodate growth has largely been priced for above moderate income households** with 55 units permitted compared to 19 units permitted for households with moderate income. Over the last five years, the city has not issued any permits for low income or very low income housing developments (Figure IV-2). The Housing Needs Data Report for the City of Brisbane indicates new construction has not kept pace with demand throughout the Bay Area, “resulting in longer commutes, increasing prices, and exacerbating issues of displacement and homelessness.”<sup>28</sup>

The variety of housing types available in the city in 2020 are predominantly single family (58%) and medium or large scale multifamily (16%). From 2010 to 2020, the single family inventory increased more than multifamily due to the buildout of the last phase of the Northeast Ridge subdivision. The city has a greater share of single-family housing compared to other communities in the region.

Fifty percent of the housing inventory in the City of Brisbane was built before 1980 (Figure IV-3). As such, half of the city’s units are older, lack energy efficiency, could be costly to adapt for disability accessibility, and may have deferred maintenance if households cannot afford to make improvements.

Compared to San Mateo County, the city’s owner occupied housing market has a smaller share of units priced between \$1 and \$1.5 million—19% of units in the city fall within this price range compared to 23% in the

<sup>28</sup> Housing Needs Data Report: Brisbane, ABAG/MTC Staff and Baird + Driskell Community Planning, 2021.



county (Figure IV-4). Additionally, **units priced above \$2 million make up a much smaller proportion of the city's housing stock compared to the county** with 2% and 19% respectively. According to the Zillow home value index<sup>29</sup>, home prices have experienced remarkable growth in both the city and county (Figure IV-5). However, the county has seen a greater increase in home value overall; the city's home value growth is more aligned with the Bay Area.

Rents have increased at a slower pace compared to the for-sale market—however, median rents increased more rapidly from 2017 to 2019 (Figure IV-7). Rent increases have likely been dampened by the COVID-19 pandemic. Compared to the county, the **City of Brisbane has fewer rental units that rent for more than \$3,000 (“luxury” units)**—19% of units in the city compared to 22% in the county (Figure IV-6).

### Cost burden and severe cost burden.

**Approximately 60% of renter households in the City of Brisbane are cost burdened**—spending more than 30% of their gross income on housing costs—and nearly one in three are extremely cost burdened—spending more than 50% of their gross income on housing costs (Figure IV-9). Cost burdened households have less money to spend on other essentials like groceries, transportation, education, healthcare, and childcare. Extremely cost burdened households are considered at risk for homelessness.

A greater portion of households in the City of Brisbane (41%) struggle with cost burden compared to the county (37%) (Figure IV-8). Lower income households are more likely to experience housing cost burden. Nearly 80% of households earning less than 30% AMI—considered extremely low income households—are severely cost burdened, compared to only 7% of households earning more than 100% of AMI (Figure IV-10).

There are **disparities in housing cost burden in the City of Brisbane by race and ethnicity and family size**. Black or African American (85%) and non-Hispanic other race (71%) households experience the highest rates of cost burden in the city. Non-Hispanic White households (30% cost burdened) and Asian households (47%) experience the lowest cost burden (Figure IV-11).

Large family households—considered households with five or more persons—do not experience cost burden in Brisbane. However, 42% of all other household types face housing cost burden (Figure IV-12).

### Overcrowding.

The vast majority of households (91%) in the City of Brisbane are not overcrowded—indicated by more than one occupant per room (Figure IV-15). However, renter households are more likely to be overcrowded with 16% of households with more than one occupant per room compared to 7% of owner households (Figure IV-16).

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<sup>29</sup> The Zillow Home Value Index (ZHVI) reflects the typical value for owner-occupied homes between the 35<sup>th</sup> to 65<sup>th</sup> percentile range. In December 2010, the ZHVI for the City of Brisbane was \$528,672. In December 2020, the ZHVI was \$1,076,919.

In the resident survey, 11% of Brisbane respondents said that their house or apartment isn't big enough for their family members.

**Racial and ethnic minorities are more likely than non-Hispanic White households to experience overcrowding.** Twenty-nine percent of Asian households and 15% of Hispanic households experience the highest rates of overcrowding in the city (Figure IV-17). Low and moderate income households are also more likely to be overcrowded (Figure IV-18).

### Substandard housing.

In the City of Brisbane, there are no renter or owner households that lack complete kitchen or plumbing facilities according to the ACS. The City conducted a survey of housing conditions that found very few homes with visible substandard exterior conditions (reference: Chapter 2, Community Characteristics).

As shown in Appendix C3, Figure 6a, Brisbane resident survey respondents reported higher rates of substandard living conditions compared to other County residents (14% of Brisbane respondents; 29% above County average). Additionally, survey respondents reported that landlords refused to make repairs despite requests to do so (14% of Brisbane respondents; 29% above County average).

### Homelessness.

In 2019, 1,512 people were experiencing homelessness in the county during the One-Day Count, with 40% of people in emergency or transitional shelter while the remaining 60% were unsheltered. The majority of unsheltered people experiencing homelessness were in households without children. The majority of people in transitional housing were in households with children (Figure IV-21).

**In San Mateo County, people who identify as American Indian or Alaskan Native (6% homeless, less than 1% general population), Black (13%, 2%), White (67%, 51%), and Hispanic (38%, 28%) are overrepresented in the homeless population** compared to their share of the general population (Figure IV-22 and Figure IV-23). People struggling with chronic substance abuse (112 people), severe mental illness (305), and domestic violence (127) represent a substantial share of the County's homeless population in 2019 (Figure IV-24). Data on unhoused Brisbane residents is not available.

### Displacement.

Seventy five percent of households in Brisbane are owner-occupied, which is a higher proportion compared to the county (60%) and the Bay Area (56%).<sup>30</sup> Owner households generally enjoy a greater amount of housing stability whereas renter households are more mobile (i.e., move more frequently). Households in the county were more likely to have moved in the past year compared to the households in the city (12% in the county compared to 5% in the city) (Figure IV-25 and Figure IV-26).

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<sup>30</sup> U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003



While the **City of Brisbane has no income assisted or deed-restricted housing units<sup>31</sup> at risk of conversion to market rate in its housing stock**, San Mateo County has 417 units at risk of conversion—8% of the total assisted housing units in the county (Figure IV-27).

**Displacement Sensitive Communities**

“According to the Urban Displacement Project, communities were designated sensitive if they met the following criteria:

- They currently have populations vulnerable to displacement in the event of increased redevelopment and drastic shifts in housing cost. Vulnerability is defined as:
    - Share of very low income residents is above 20%, 2017
    - AND
    - The tract meets two of the following criteria:
      - Share of renters is above 40%, 2017
      - Share of people of color is above 50%, 2017
      - Share of very low-income households (50% AMI or below) that are severely rent burdened households is above the county median, 2017
      - They or areas in close proximity have been experiencing displacement pressures. Displacement pressure is defined as:
        - Percent change in rent above county median for rent increases, 2012-2017
- OR
- Difference between tract median rent and median rent for surrounding tracts above median for all tracts in county (rent gap), 2017”

**The resident survey conducted for this study found that 22% of respondents in the City of Brisbane have been displaced in the past five years. The top reason for displacement was “Landlord wanted to move back in/move in family” (29%).**

According to the Urban Displacement Project, the City of Brisbane is vulnerable to displacement (Figure IV-28). Areas within the City included in the Special Flood Hazard Areas determined by the Federal Emergency Management Agency (FEMA) as having a 1% chance of flooding annually are limited to several properties within the Crocker Industrial Park, including one lot zoned for residential development (25 Park Place; Parkside Overlay PAOZ-1 district), and the Brisbane lagoon (zoned as open space/not developable)(Figure IV-31). Other than the one lot zoned for residential development at 25 Park Place, **no residential sites or sites planned to be rezoned for residential uses in the City’s 2023-2031 Housing Element sites inventory are**

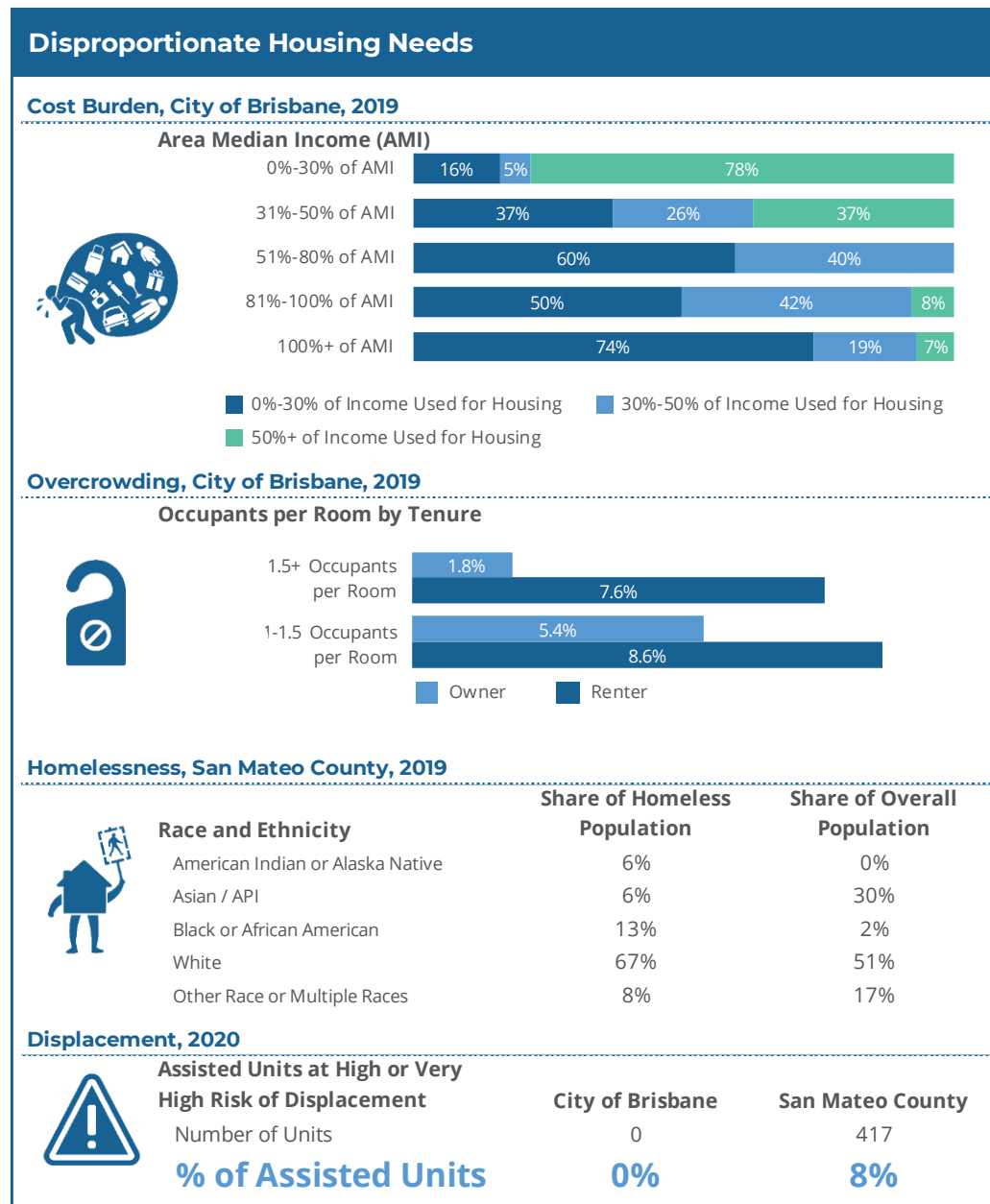
<sup>31</sup> Income assisted housing units refer to HUD, Low-Income Housing Tax Credit, USDA, and CalHFA projects. Subsidized or assisted developments that do not have one of the aforementioned financing sources are not included in the data.

located in a mapped flood hazard area. 25 Park Place does not have realistic development potential during the current Housing Element cycle and is not identified on the City’s quantified objectives for the planning period (reference: Chapter 5, Housing Plan).

**Access to mortgage loans.**

Disparities by race and ethnicity are also prevalent for home mortgage applications for people who apply for mortgages to purchase a home in the City of Brisbane, particularly in denial rates (Figure IV-32). **Black or African American (33% denial rate) and Hispanic (27%) households had the highest denial rates for mortgage loan** applications in 2018 and 2019. Conversely, non-Hispanic Asian (19%) and White households (21%) have the lowest denial rates during the same time.

Figure C.8:





### Disabled household housing needs.

While new mixed-use and multi-family developments in Brisbane must meet accessibility standards set out in the Americans with Disability Act (adopted in 1990), the City’s stock of 18 multi-family housing structures were not built with elevators or other accessible features, and the City has not processed permits in the past 15 years for accessibility improvements to these older multi-family structures. This aligns with the findings of the community survey (see Appendix C3, Survey, for relevant survey responses), that for the 37% of respondents living in Brisbane who had a disability, 18% reported their housing situation did not meet their accessibility needs (see Table C.1 below, and Appendix C3, Table 17). The City will address this via enhanced outreach to disabled residents and landlords regarding available grant funding to rehabilitate and retrofit existing structures for ADA compliance (see Fair Housing Action Plan).

**Table C.1: Disabled Residents Top Three Accessibility Improvements Needed**

Percent of Respondents with a Disability	Housing Situation Does Not Meet Needs	Grab Bars in Bedroom or Bench in Shower	Supportive Services to Maintain Housing	Wider Doorways	Reserved Accessible Parking by Entrance
37%	18%	29%	29%	29%	29%

Reference: Appendix C 3, Figure 17



## Section V. Site Inventory Analysis

AB 686 requires an analysis of sites identified to meet RHNA obligations for their ability to affirmatively further fair housing. The City's sites inventory and map for the 2023-2031 RHNA is provided in Chapter 3 of the Housing Element and in Appendix B. The sites inventory table calls out realistic development capacity by income level for each site included in the inventory and AFFH considerations for each site in the inventory.

The City as a whole is considered a moderate resource area. As shown on the TCAC opportunity maps in Section III of this appendix, both existing residentially zoned sites and sites identified to be rezoned for residential in the 2023-2031 sites inventory are in close proximity to:

- High proficiency K-12 education institutions;
- High-resourced areas/positive economic outcome areas;
- Low social vulnerability;
- Good jobs proximity;
- Access to transportation; and
- Healthy places.

The City has a relatively small inventory of deed-restricted below market rate housing (25 units; see Chapter 3 of the Housing Element for more detail) located exclusively in Central Brisbane. These sites are not mapped due to their small number.

Fair housing impacts are typically analyzed at a Census tract level. The Association of Bay Area Governments (ABAG) HESS mapping tool provided to Bay Area cities and counties for the purposes of evaluating fair housing considerations in evaluating housing sites, as well as opportunity mapping provided by the State of California is provided at the tract level. However, Brisbane contains only one census tract, which makes comparison between individual sites more fine-grained.

The following analyses are conducted at the Census block level. As shown in Table C.2, the majority of RHNA capacity (94%) is projected in Block Group 2, where the Baylands subarea of the City is located. Accordingly, the block group analysis provides a general overview of comparative AFFH indicators between block groups, while a standalone evaluation of the Baylands site is provided following the block-level analysis.

### Block group analysis.

Table C.2 shows the estimated number of RHNA units on sites identified in the sites inventory based on which Census block group the site is located in, along with corresponding AFFH indicators. Block groups are shown in the map in Figure C.7. In this analysis, "above the city"—shaded in light yellow—shows block groups with a rate or median that is 25% higher than the city's rate for the corresponding characteristic. "Below the city"—shown in light green—occurs when the rate or median is 25% lower than the overall city rate for that characteristic.

**Block Group 1.** Block group 1 is located in western Central Brisbane and has the smallest share of RHNA capacity at 11 units (0.5% of the total RHNA capacity). This block group has higher rates of poverty and cost burden than the City average, and lower shares of families with children, overcrowding, and residents of color. Other indicators are in line with the citywide averages.

**Block Group 2.** Block group 2 is the largest geographic block group in the City, spanning the City's newest residential subdivision in the Northeast Ridge subarea, the Baylands subarea, Crocker Industrial Park subarea, the Parkside subarea, and Sierra Point subarea. Existing residential development in this Block group is limited to the Northeast Ridge, so current data is reflective only of the Northeast Ridge development. Block Group 2

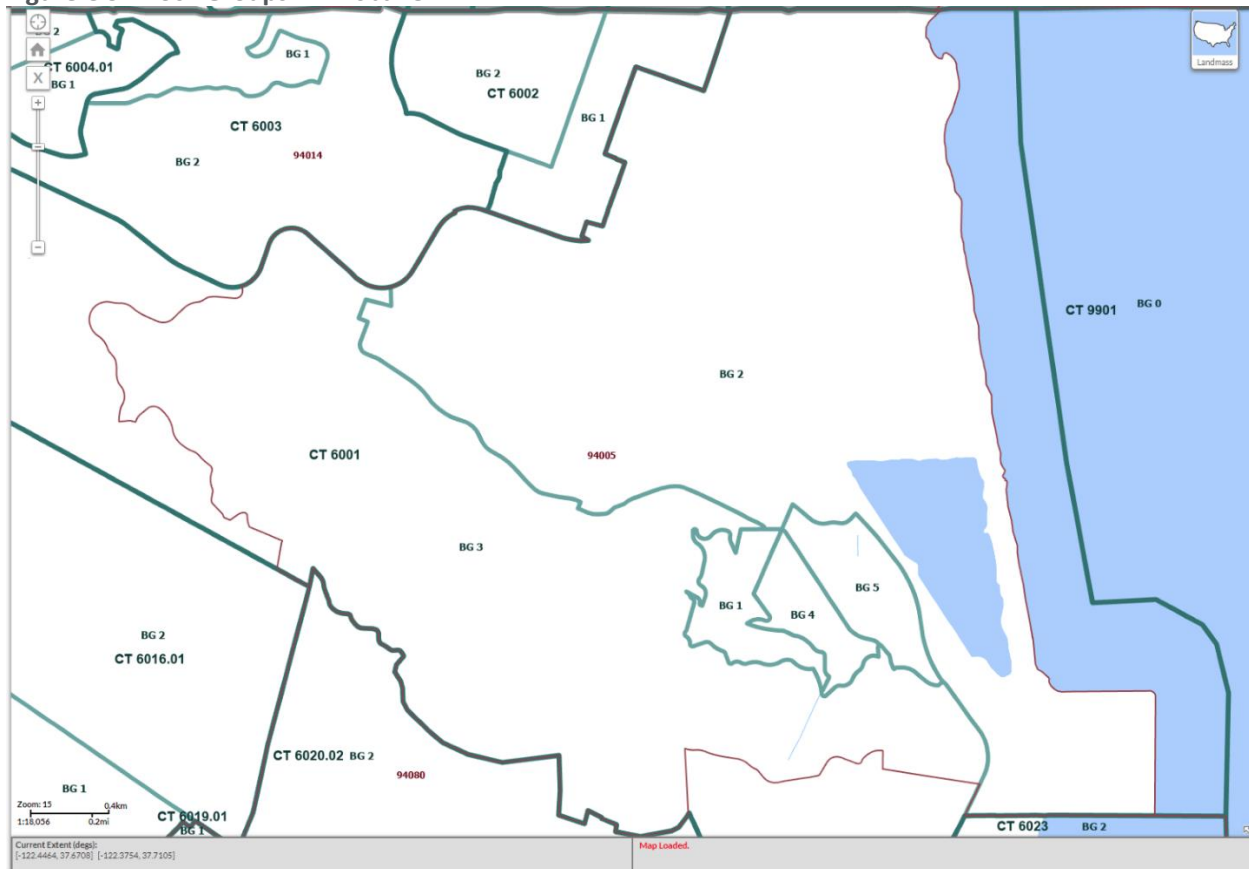


has the highest share of RHNA capacity (94%), with significant residential development expected to occur in the Parkside and Baylands subareas.

This block group has higher rates of families with children (an expected outcome due to the unit size and bedroom mix in the Northeast Ridge subdivision), overcrowding, a higher share of residents of color, and significantly higher median household income than the respective citywide averages. Other indicators are in line with the citywide averages.

**Block Group 3.** Block Group 3 has the second largest share of RHNA units other than Block Group 2, but still a significantly small portion (2%) of the City’s total RHNA capacity. This block group includes parts of Central Brisbane, the Brisbane Acres subarea, the southern portion of the Southwest Bayshore subarea, and unincorporated San Mateo County lands. Block Group 3 features higher rates of overcrowding and residents of color than the citywide averages, and lower rates of disability, families with children, and renter cost burden. Other indicators are in line with the citywide averages.

Figure C.9: Block Groups in Brisbane



Source: US Census; <https://tigerweb.geo.census.gov/tigerweb/>; Accessed 7/8/2022

Table C.2: RHNA Units by Block Group and AFFH Indicators, City of Brisbane

	Capacity (units)	Disability	Families with Children	Overcrowded Housing Units	Below Poverty Rate	Renter Cost Burden	Owner Cost Burden	Non-White Population	Median Household Income
Block Group 1	11	10.6%	9.2%	0.0%	9.1%	73.8%	39.4%	28.5%	\$103,150
Block Group 2	2,046	8.6%	33.0%	8.6%	2.9%	34.6%	27.4%	82.7%	\$163,516
Block Group 3	48	3.6%	13.0%	8.5%	2.9%	30.2%	37.4%	79.9%	\$135,724
Block Group 4	25	3.1%	14.3%	5.0%	0.0%	37.5%	36.9%	56.8%	n/a
Block Group 5	44	6.6%	22.0%	0.0%	2.8%	28.6%	35.1%	49.2%	\$108,583
City of Brisbane*		9.0%	19.4%	4.2%	3.4%	44.7%	35.9%	57.8%	\$114,583
	Below 25%	6.8	14.6	3.2	2.6	33.5	26.9	43.5	85937
	Above 25%	11.3	24.3	5.2	4.3	55.9	44.9	72.4	143229

\* Baseline Citywide data; 2016-2020 ACS

**Block Group 4.** Block Group 4 has the second smallest share of RHNA capacity at 25 units (1% of the total RHNA capacity). This block group geographically encompasses the core of Central Brisbane and features lower rates of disability, families with children, and poverty compared to the citywide averages, while the remaining indicators are in line with citywide averages.

**Block Group 5.** Block Group 5 has the third largest share of RHNA capacity at 44 units (2% of the total RHNA capacity). This block group includes the eastern portion of Central Brisbane and northern portion of the Southwest Bayshore subarea. This block group has lower rates of disability, overcrowding, and renter cost burden compared to the citywide averages, while the remaining indicators are in line with citywide averages.

## Individual indicators.

In addition to the block analysis provided above, the City has analyzed the AFFH indicators relative to the household income levels for each site identified in the sites inventory aggregated by income level.

**Families with children.** Families with children make up 19% of households in Brisbane. All of the City's RHNA capacity for all income categories are located in a block group that features a rate higher than the City's average. Given the variety of housing units projected to be accommodated in the Baylands, it may be expected that the resulting share of households with children following buildout will more closely mirror the City's overall average.



**Table C.3: Share of RHNA Units by Income and Share of Households with Children\***

		% Household with Children	
		Greater than Citywide rate	Less than Citywide Rate
<i>Note:</i> 19.4% of households in the City of Brisbane have children	Total	2,090	84
	Very Low-Income Units (<50% AMI)	304	1
	Low-Income Units (50-80% AMI)	169	2
	Moderate-Income Units (80-120% AMI)	291	0
	Above Moderate-Income Units (>120% AMI)	1,326	81
<i>Source:</i> ABAG HESS Tool and 2016-2020 American Community Survey	Total	96%	4%
	Very Low-Income Units (<50% AMI)	100%	<1%
	Low-Income Units (50-80% AMI)	99%	1%
	Moderate-Income Units (80-120% AMI)	100%	0%
	Above Moderate-Income Units (>120% AMI)	94%	6%

*\* Distribution of ADUs not included; citywide*

**Overcrowded housing units.** Four percent of households in Brisbane experience overcrowding compared to 7% in San Mateo County. Nearly all of the City’s RHNA capacity is located in a block group with overcrowding rates higher than the average citywide rate. However, similarly to the analysis above regarding families with children, the buildout of the Baylands consistent with the pending specific plan application and variety of units contained therein will likely bring more parity between the block groups and the City average.

**Table C.4: Share of RHNA Units by Income and Share of Households with Overcrowding\***

		% Households Overcrowded	
		Greater than Citywide rate	Less than Citywide Rate
<i>Note:</i> 4.2% of households in the City of Brisbane are overcrowded	Total	2,119	55
	Very Low-Income Units (<50% AMI)	305	0
	Low-Income Units (50-80% AMI)	169	2
	Moderate-Income Units (80-120% AMI)	288	3
	Above Moderate-Income Units (>120% AMI)	1,357	50
<i>Source:</i> ABAG HESS Tool and 2016-2020 American Community Survey	Total	97%	3%
	Very Low-Income Units (<50% AMI)	100%	0%
	Low-Income Units (50-80% AMI)	99%	1%
	Moderate-Income Units (80-120% AMI)	99%	1%
	Above Moderate-Income Units (>120% AMI)	96%	4%

*\* Distribution of ADUs not included; citywide*

**Poverty rate.** The overwhelming majority (99%) of RHNA capacity is located in block groups with poverty rates that are less than the citywide rate.

**Table C.5: Share of RHNA Units by Income and Share of People Below the Poverty Line\***

		% People below Poverty Line	
		Greater than Citywide rate	Less than Citywide Rate
<i>Note:</i>			
3.4 % of the population in the City of Brisbane is below the poverty line	Total	11	2,163
	Very Low-Income Units (<50% AMI)	0	305
	Low-Income Units (50-80% AMI)	0	171
	Moderate-Income Units (80-120% AMI)	0	291
	Above Moderate-Income Units (>120% AMI)	11	1,396
<i>Source:</i>	Total	1%	99%
ABAG HESS Tool and 2016-2020 American Community Survey	Very Low-Income Units (<50% AMI)	0%	100%
	Low-Income Units (50-80% AMI)	0%	100%
	Moderate-Income Units (80-120% AMI)	0%	100%
	Above Moderate-Income Units (>120% AMI)	1%	99%

\* Distribution of ADUs not included; citywide

**Renter and owner cost burden.** Renter cost burden is higher than owner cost burden in the City of Brisbane and San Mateo County. The majority (95%) of RHNA capacity at all income levels is located in block groups with renter cost burden that exceeds the citywide rate.

**Table C.6: Share of RHNA Units by Income and Share of Cost Burdened Households (Rent)\***

		% Households Cost Burdened (R)	
		Greater than Citywide rate	Less than Citywide Rate
<i>Note:</i>			
44.7% of households in the City of Brisbane are cost burdened by rental expenses	Total	2,057	117
	Very Low-Income Units (<50% AMI)	304	1
	Low-Income Units (50-80% AMI)	167	4
	Moderate-Income Units (80-120% AMI)	288	3
	Above Moderate-Income Units (>120% AMI)	1,298	109
<i>Source:</i>	Total	95%	5%
ABAG HESS Tool and 2016-2020 American Community Survey	Very Low-Income Units (<50% AMI)	100%	<1%
	Low-Income Units (50-80% AMI)	98%	2%
	Moderate-Income Units (80-120% AMI)	99%	1%
	Above Moderate-Income Units (>120% AMI)	92%	8%

\* Distribution of ADUs not included; citywide



**Table C.7: Share of RHNA Units by Income and Share of Cost Burdened Households (Own)\***

		% Households Cost Burdened (0)	
		Greater than Citywide rate	Less than Citywide Rate
<i>Note:</i> 35.9% of households in the City of Brisbane are cost burdened by ownership expenses	Total	2,082	92
	Very Low-Income Units (<50% AMI)	305	0
	Low-Income Units (50-80% AMI)	171	2
	Moderate-Income Units (80-120% AMI)	288	3
	Above Moderate-Income Units (>120% AMI)	1,298	87
<i>Source:</i> ABAG HESS Tool and 2016-2020 American Community Survey	Total	96%	4%
	Very Low-Income Units (<50% AMI)	100%	0%
	Low-Income Units (50-80% AMI)	99%	1%
	Moderate-Income Units (80-120% AMI)	99%	1%
	Above Moderate-Income Units (>120% AMI)	94%	6%

\* Distribution of ADUs not included; citywide

**Non-White population.** The City of Brisbane has a non-White population of 58% compared to 61% countywide. The majority (96%) of RHNA capacity at all income levels is located in block groups with a higher share of residents of color compared to the Citywide rate.

**Table C.8: Share of RHNA Units by Income and Share of People of Color\***

		% People of Color	
		Greater than Citywide rate	Less than Citywide Rate
<i>Note:</i> 57.8% of the population in the City of Brisbane is a Person of Color	Total	2,094	80
	Very Low-Income Units (<50% AMI)	304	1
	Low-Income Units (50-80% AMI)	167	4
	Moderate-Income Units (80-120% AMI)	288	3
	Above Moderate-Income Units (>120% AMI)	1,335	72
<i>Source:</i> ABAG HESS Tool and 2016-2020 American Community Survey	Total	96%	4%
	Very Low-Income Units (<50% AMI)	100%	<1%
	Low-Income Units (50-80% AMI)	98%	2%
	Moderate-Income Units (80-120% AMI)	99%	1%
	Above Moderate-Income Units (>120% AMI)	95%	5%

\* Distribution of ADUs not included; citywide

**Disability.** The majority of RHNA capacity (99%) is located in block groups with a disability rate that is less than the citywide average.

**Table C.9: Share of RHNA Units by Income and Share of People with a Disability\***

	% People with a Disability		
	Greater than Citywide rate	Less than Citywide Rate	
<i>Note:</i>			
9% of the population in the City of Brisbane has a disability	Total	11	2,163
	Very Low-Income Units (<50% AMI)	0	305
	Low-Income Units (50-80% AMI)	0	171
	Moderate-Income Units (80-120% AMI)	0	291
	Above Moderate-Income Units (>120% AMI)	11	1,396
<i>Source:</i>	Total	1%	99%
ABAG HESS Tool and 2016-2020 American Community Survey	Very Low-Income Units (<50% AMI)	0%	100%
	Low-Income Units (50-80% AMI)	0%	100%
	Moderate-Income Units (80-120% AMI)	0%	100%
	Above Moderate-Income Units (>120% AMI)	1%	99%

\* Distribution of ADUs not included; citywide

## Considerations unique to the Baylands site.

The Baylands site is the largest site, both in terms of land area and realistic development capacity, on the City's sites inventory. The City has analyzed and addressed potential AFFH challenges for the Baylands site, particularly its previous use as a landfill and railyard requiring remediation and the relative academic performance of the three elementary and high school districts serving the City which are analyzed below in more detail.

The Baylands Specific Plan (BSP), currently under review by the City, calls for 2,200 new residential units, 7 million square feet of commercial development, high quality transit access via Caltrain and San Francisco's MUNI light rail, and new passive and active recreation facilities. The City will complete CEQA review and adopt the Specific Plan before January 31, 2026.

The BSP identifies a wide range of housing types, including single-family homes, duplexes, townhomes, low-rise, mid-rise, and high-rise multi-family development that could accommodate a similarly wide-ranging household types and incomes. The BSP also proposes 130 acres of active and passive recreation areas via a combination of parks, plazas, preserves, and pathways, and expansion and improvement of the Bayshore Caltrain station with connections north to San Francisco and south to the Peninsula. The Baylands residential neighborhoods would also be in proximity to Muni light rail service in neighboring San Francisco. Given the scale of development, the Baylands is the best location in the City for affordable and special needs housing, with opportunities for the City to partner with the developer and/or non-profit housing developers to develop high-quality 100% and mixed-income housing and ensure that new housing is accessible to persons with disabilities, particularly in neighborhoods adjacent to the Bayshore Caltrain station.

### Site Remediation

The Baylands site is subject to remediation under auspices of the California Department of Toxic Substances Control (DTSC) and Regional Water Quality Control Board (RWQCB). A Remedial Action Plan (RAP) was approved by DTSC in 2021 for a portion of the residentially designated site known as Operating Unit 1. The RWQCB is currently considering a draft RAP for the other portion of the residentially designated site known as Operating Unit 2. The RAPs outline the various alternative approaches to remediation to ensure the health of all users of the site and the preferred approach. The approved DTSC RAP and draft RWQCB RAP meet the



requirements of the City's voter-approved Measure JJ (approved by the voters in 2018) to require the highest level of remediation possible to allow at-grade residential, educational, and recreational uses. Implementation of the approved RAPs will dramatically increase the City's environmental scores and ensure the long-term health and safety of future Baylands residents and residents in proximity to the Baylands in both Brisbane and the City of San Francisco.

### *Educational Opportunity*

As evaluated in detail in Attachment C.2 to this appendix, despite being located in the Brisbane City limits, the Baylands site is located in the Bayshore Elementary School District rather than the Brisbane School District. The site is also served by the Jefferson Union High School District. The TCAC educational opportunity map shown in Figure III-1 (Attachment C.2) generally ranks educational opportunity in Brisbane toward the middle end of the scale (ranging from 0.25-0.50 on a scale from 0-1).

The Baylands development poses a unique opportunity for the potential construction of new school and community facilities and significant improvement of the City's educational outcomes and opportunity for all three school districts. The City has a strong interest in providing school facilities in the Baylands and hired Capitol PFG and Ryland School Business Consulting to evaluate options to best serve the educational needs of both future and current students. Their findings of a 2020 report<sup>32</sup> indicate that anticipated student generation rates will trigger a need for a new elementary school facility considering the capacity constraints of existing facilities in the Bayshore Elementary School District. While the Jefferson Union High School District technically has adequate capacity for high school student generation, the report finds construction of a new high school in the Baylands site to be feasible.

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<sup>32</sup> [What School Districts are in the Baylands? | City of Brisbane \(brisbaneca.org\)](https://www.brisbaneca.org/what-school-districts-are-in-the-baylands/)



## Appendix C.1: Maps and Data Tables

The maps and data tables contained in this attachment correspond to the sections of Appendix C.

### SECTION I. Fair Housing Enforcement and Outreach Capacity

Figure I-1.

#### Fair Housing Assistance Organizations, San Mateo County

Name	Service Area	Address	Phone	Website
<a href="#">Project Sentinel</a>	Northern California	1490 El Camino Real, Santa Clara, CA 95050	(800) 339-6043	<a href="https://www.housing.org/">https://www.housing.org/</a>
<a href="#">Legal Aid Society of San Mateo County</a>	San Mateo County	330 Twin Dolphin Drive, Suite 123, Redwood City, CA 94065	(650) 558-0915	<a href="https://www.legalaidsmc.org/housing-resources">https://www.legalaidsmc.org/housing-resources</a>
<a href="#">Community Legal Services of East Palo Alto</a>	East Palo Alto, Menlo Park, Burlingame, Mountain View, Redwood City, and San Francisco	1861 Bay Road, East Palo Alto, CA 94303	(650)-326-6440	<a href="https://clsepa.org/services/#housing">https://clsepa.org/services/#housing</a>

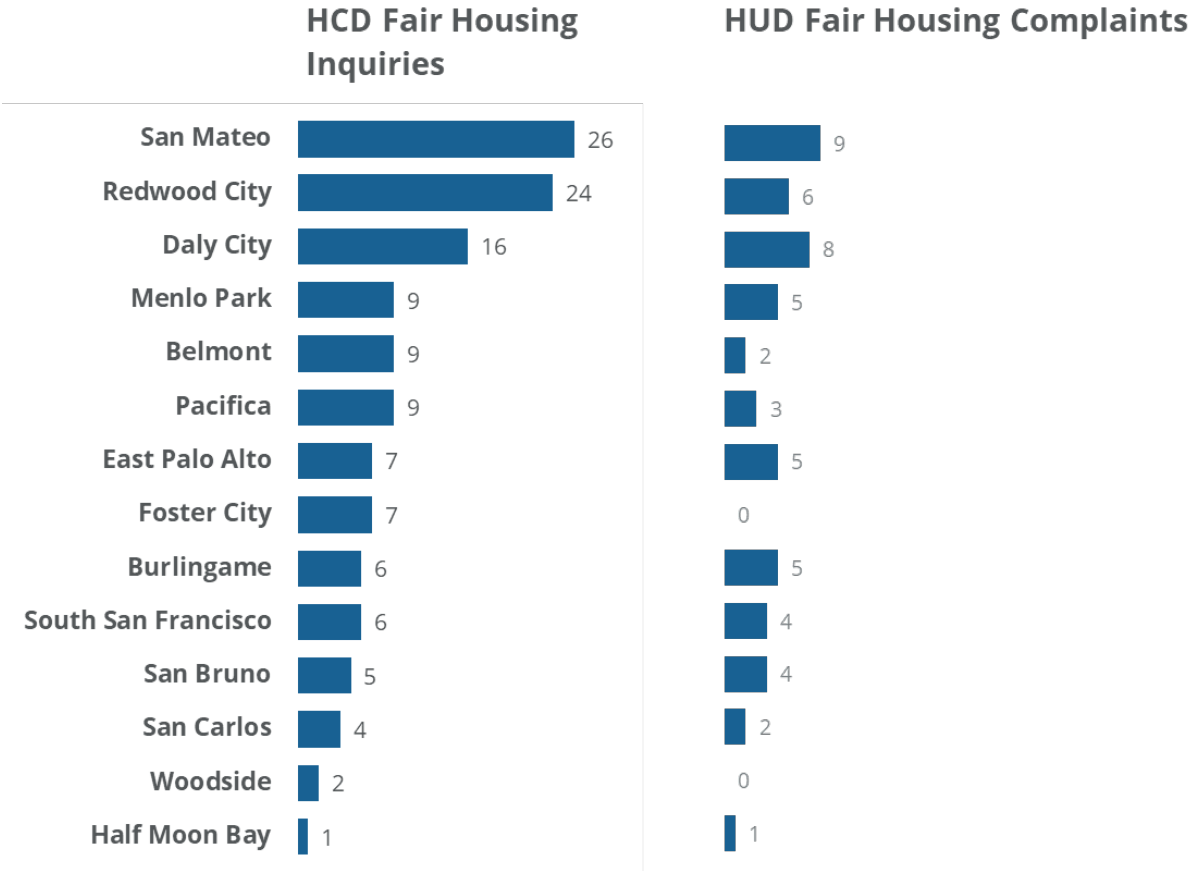
Source: Organization Websites

Figure I-2.  
Fair Housing Complaints Filed with HUD by Basis, San Mateo County, 2017-2021

Source:  
HUD

	2017	2018	2019	2020	2021	2017-2021 Total	
						Cases	% of Total
<b>Disability</b>	8	9	3	9	3	32	56%
<b>Race</b>	3	5	2	1		11	19%
<b>Familial Status</b>	4	3			1	8	14%
<b>National Origin</b>	2				1	3	5%
<b>Religion</b>		1		1		2	4%
<b>Sex</b>					1	1	2%
<b>Total cases</b>	17	18	5	11	6	57	100%

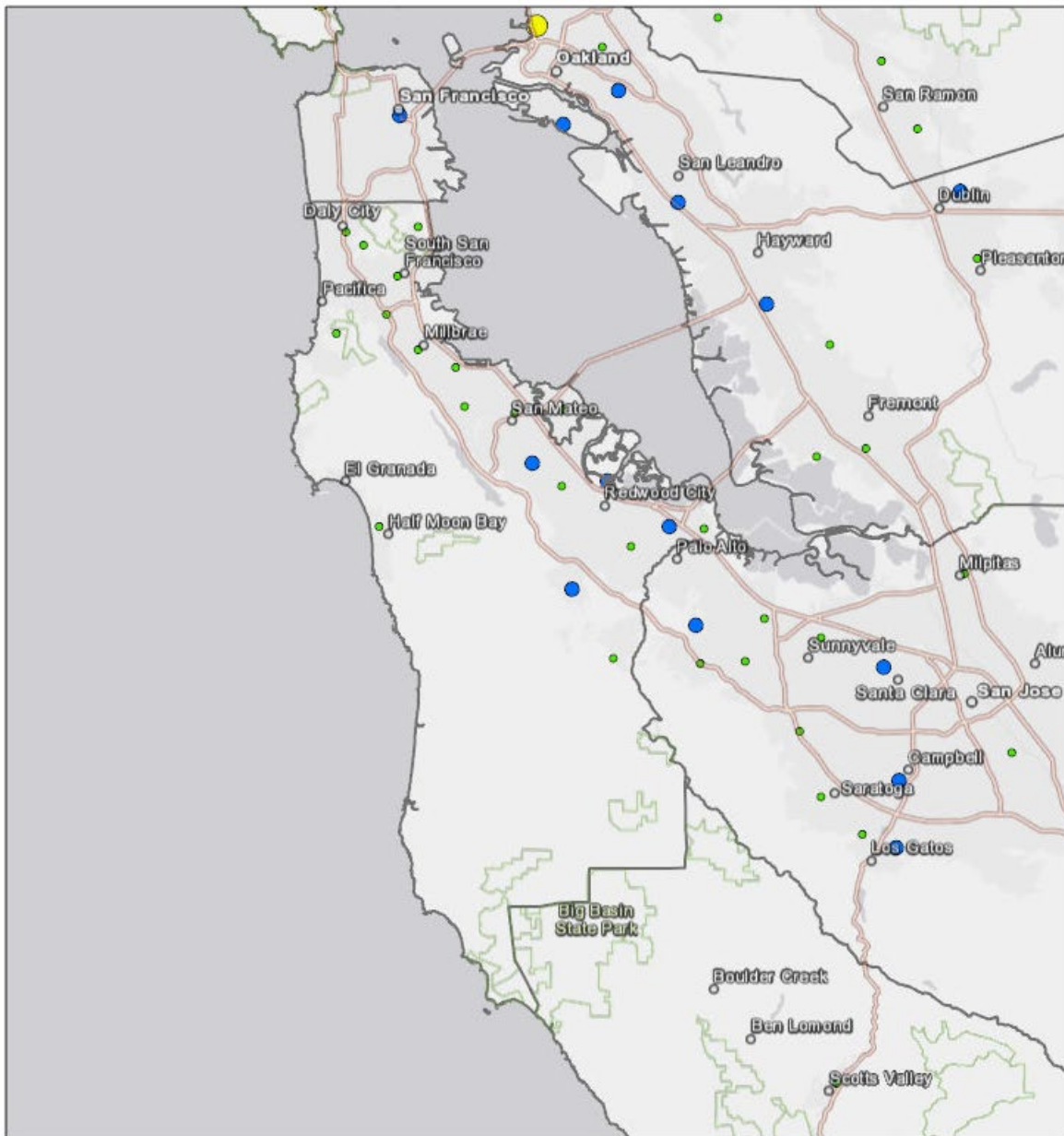
Figure I-3. HCD Fair Housing Inquiries (2013- 2021) and HUD Fair Housing Complaints (2017- 2021)



Source: Organization Websites



Figure I-4.  
FHEO Inquiries by City to HCD, San Mateo County, 2013-2021

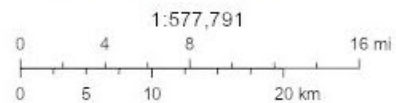


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County Boundaries

(R) FHEO Inquiries by City (HUD, 2013-2021)

- < .25 Inquiries
- < .5 Inquiries
- < 1 Inquiry



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CA HCD  
Esri, HERE, Garmin, USGS, EPA, NPS | PlaceWorks 2021, HUD 2019 | PlaceWorks 2021, ESRI, U.S. Census | PlaceWorks 2021, TCAC 2020 | PlaceWorks 2021, U.S. Department of Housing and

Source: California Department of Housing and Community Development AFFH Data Viewer

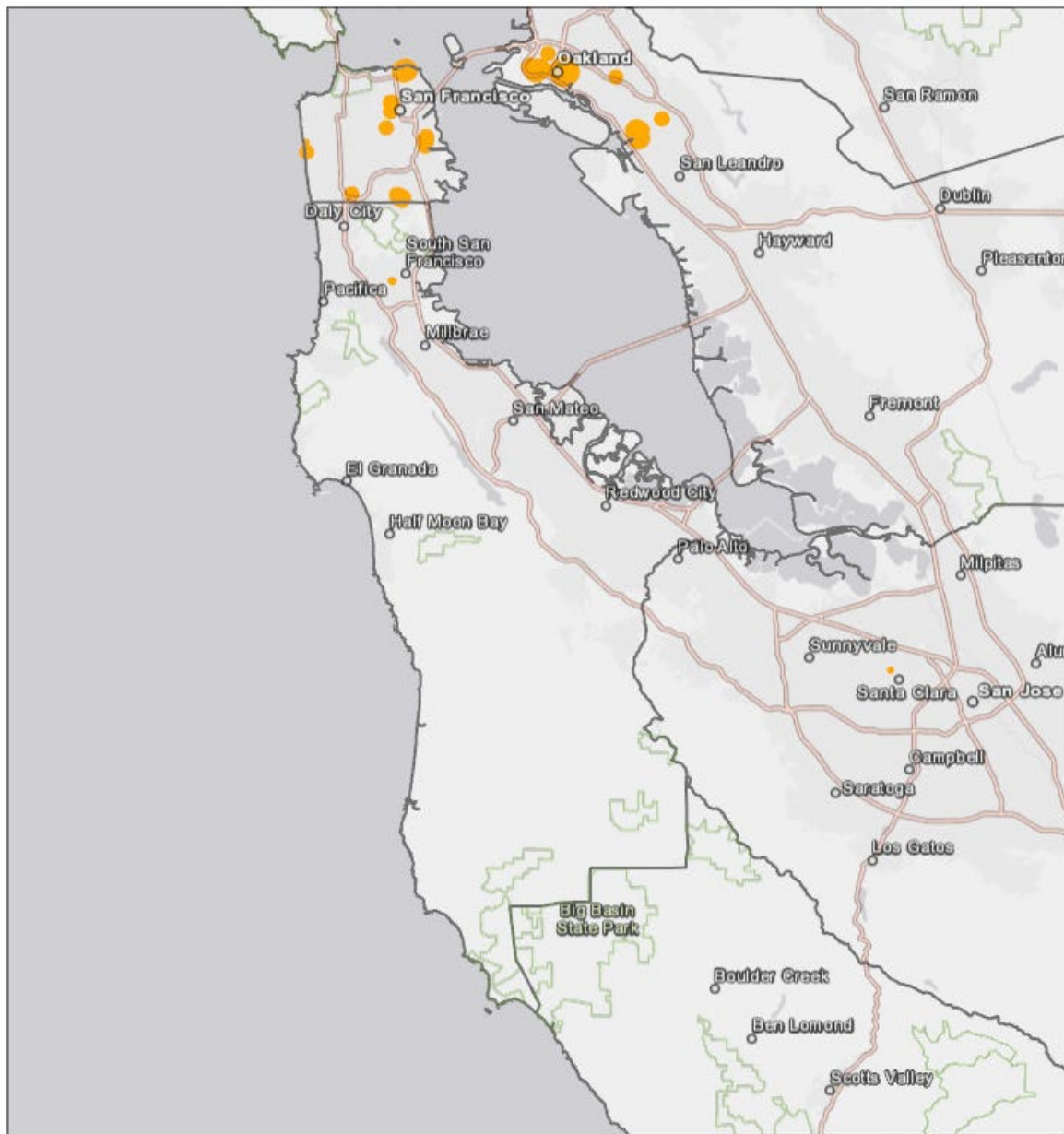
Figure I-5.  
HCD Fair Housing Inquiries by Bias, January 2013-March 2021

Jurisdiction	Disability	Race	Familial Status	National Origin	Religion	Sex	Color	None Cited	Total
Atherton	0	0	0	0	0	0	0	0	0
Belmont	2	0	1	0	0	0	0	6	9
Brisbane	0	0	0	0	0	0	0	0	0
Burlingame	3	0	2	0	0	0	0	1	6
Colma	0	0	0	0	0	0	0	0	0
Daly City	1	2	1	3	0	0	0	9	16
East Palo Alto	1	1	0	0	0	0	0	5	7
Foster City	4	0	0	0	0	0	0	3	7
Half Moon Bay	0	0	0	0	0	0	0	1	1
Hillsborough	0	0	0	0	0	0	0	0	0
Menlo Park	3	0	0	0	0	1	0	5	9
Millbrae	0	0	0	0	0	0	0	0	0
Pacifica	3	0	0	1	0	1	0	4	9
Portola Valley	0	0	0	0	0	0	0	0	0
Redwood City	5	1	1	1	0	1	0	15	24
San Bruno	0	0	0	0	0	0	0	5	5
San Carlos	1	0	1	0	0	0	0	2	4
San Mateo	4	2	2	2	0	0	0	16	26
South San Francisco	0	0	0	1	0	0	0	5	6
Woodside	0	0	0	0	0	0	0	2	2

Source: California Department of Housing and Community Development AFFH Data Viewer

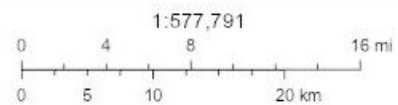


Figure I-6.  
Public Housing Buildings, San Mateo County



9/28/2021, 11:37:11 AM

-  County Boundaries
-  8 - 35 Units
-  36 - 89 Units
-  90 - 160 Units
-  ≤ 7 Units

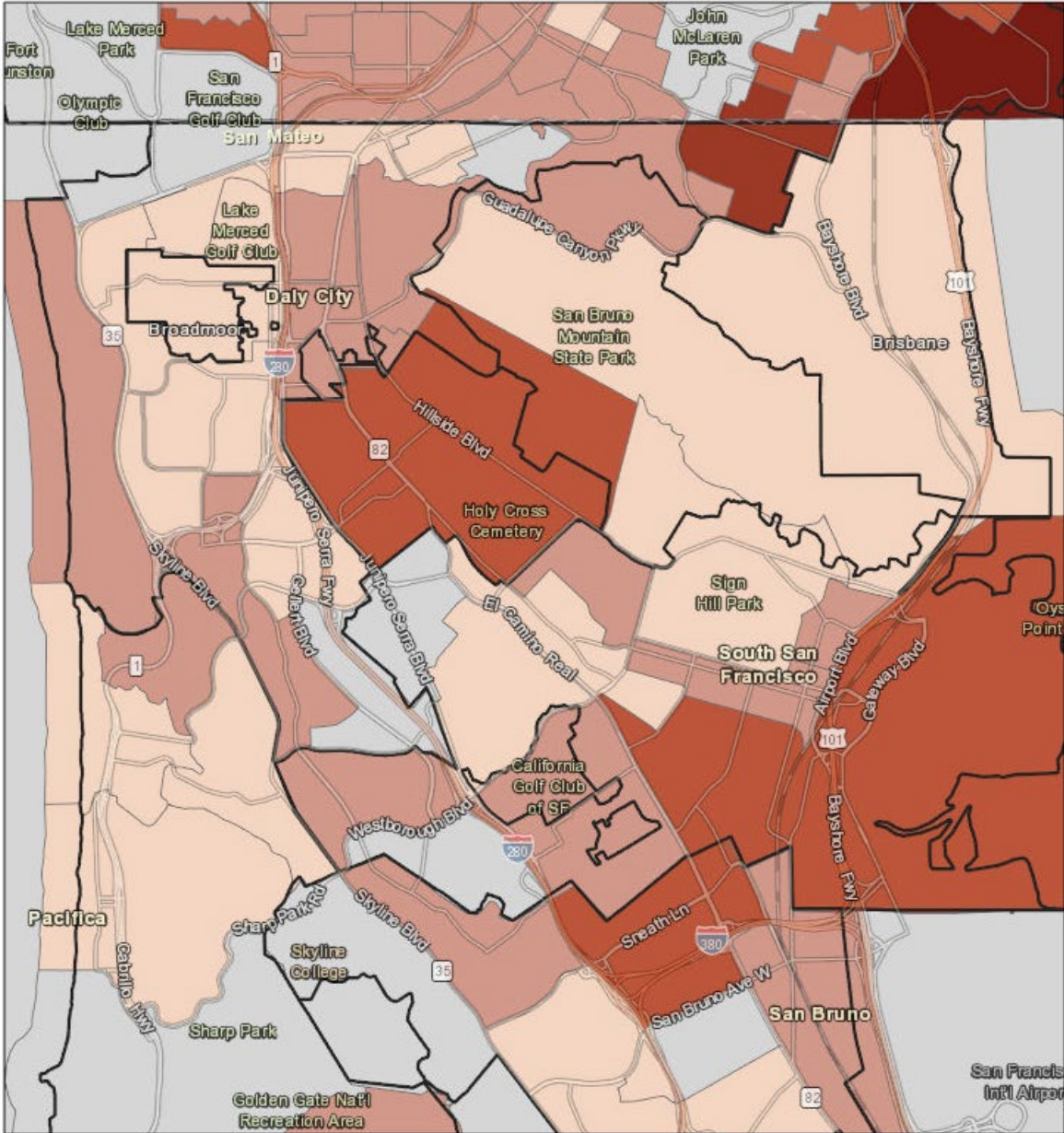


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Esri, HERE, Garmin, USGS, EPA, NPS | PlaceWorks 2021, HUD 2019 | PlaceWorks 2021, ESRI, U.S. Census | PlaceWorks 2021, TCAC 2020 | PlaceWorks 2021, U.S. Department of Housing and

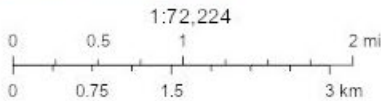
Source: California Department of Housing and Community Development AFFH Data Viewer

Figure I-7. Housing Choice Vouchers by Census Tract



11/17/2021, 8:27:30 AM

City/Town Boundaries	> 0 – 5%
(R) Housing Choice Vouchers - Tract	> 5% – 15%
No Data	> 15% – 30%
	> 30% – 60%
	> 60% – 100%



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Source: California Department of Housing and Community Development AFFH Data Viewer

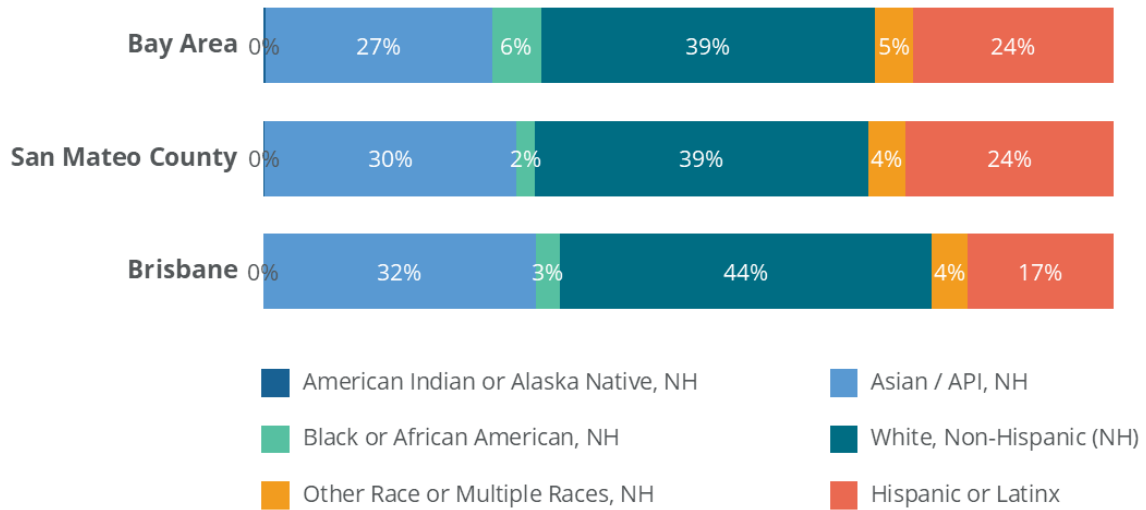


## SECTION II. Integration and Segregation

### Race and ethnicity.

Figure II-1.

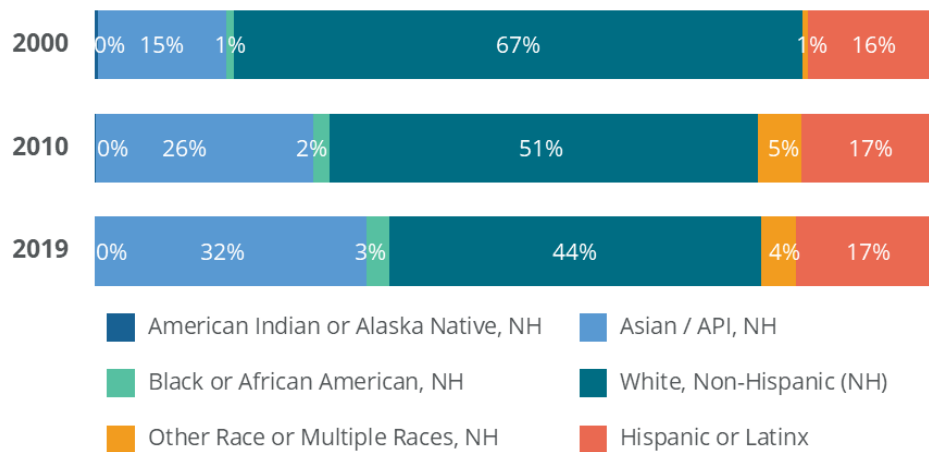
Population by Race and Ethnicity, 2019



Source: ABAG Housing Needs Data Workbook

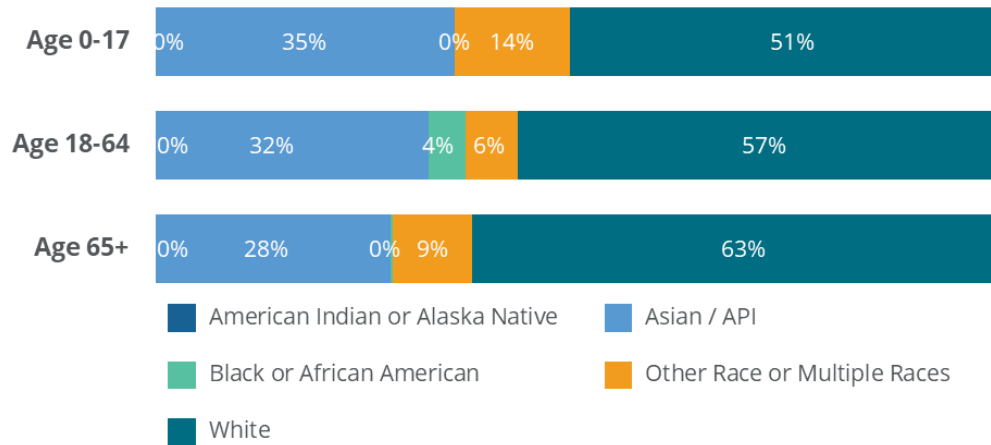
Figure II-2.

Population by Race and Ethnicity, City of Brisbane, 2000-2019



Source: ABAG Housing Needs Data Workbook

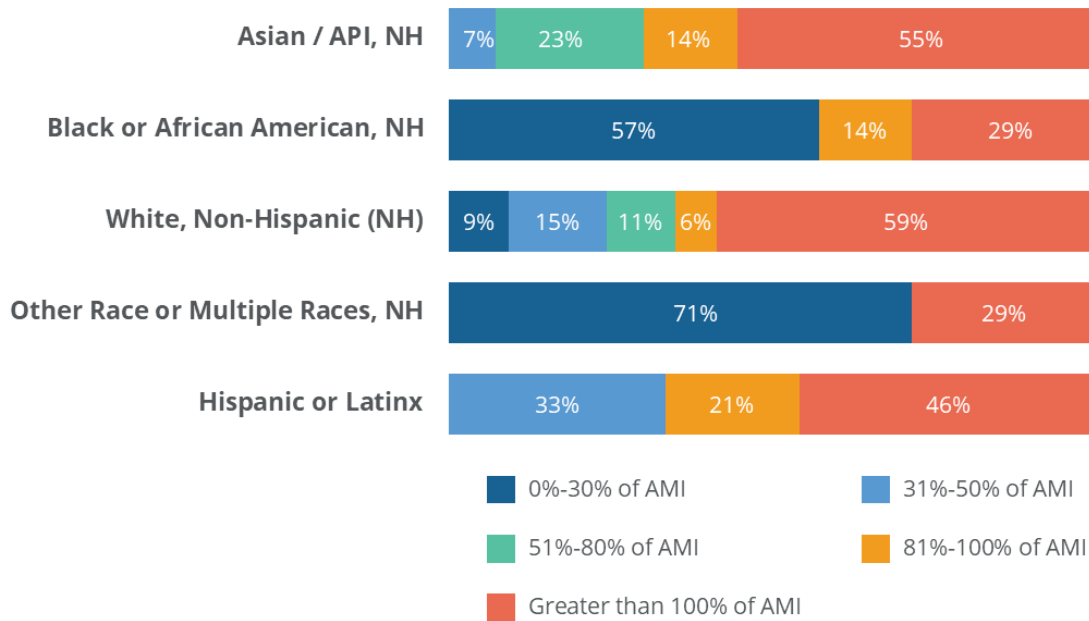
**Figure II-3.**  
**Senior and Youth Population by Race, City of Brisbane, 2000-2019**



Source: ABAG Housing Needs Data Workbook

**Figure II-4.**  
**Area Median Income by Race and Ethnicity, City of Brisbane, 2019**

**American Indian or Alaska Native, NH**

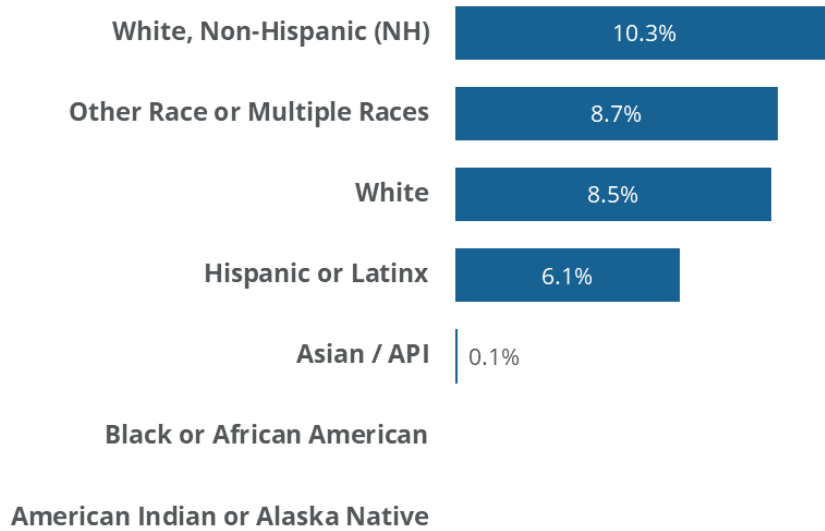


Source: ABAG Housing Needs Data Workbook



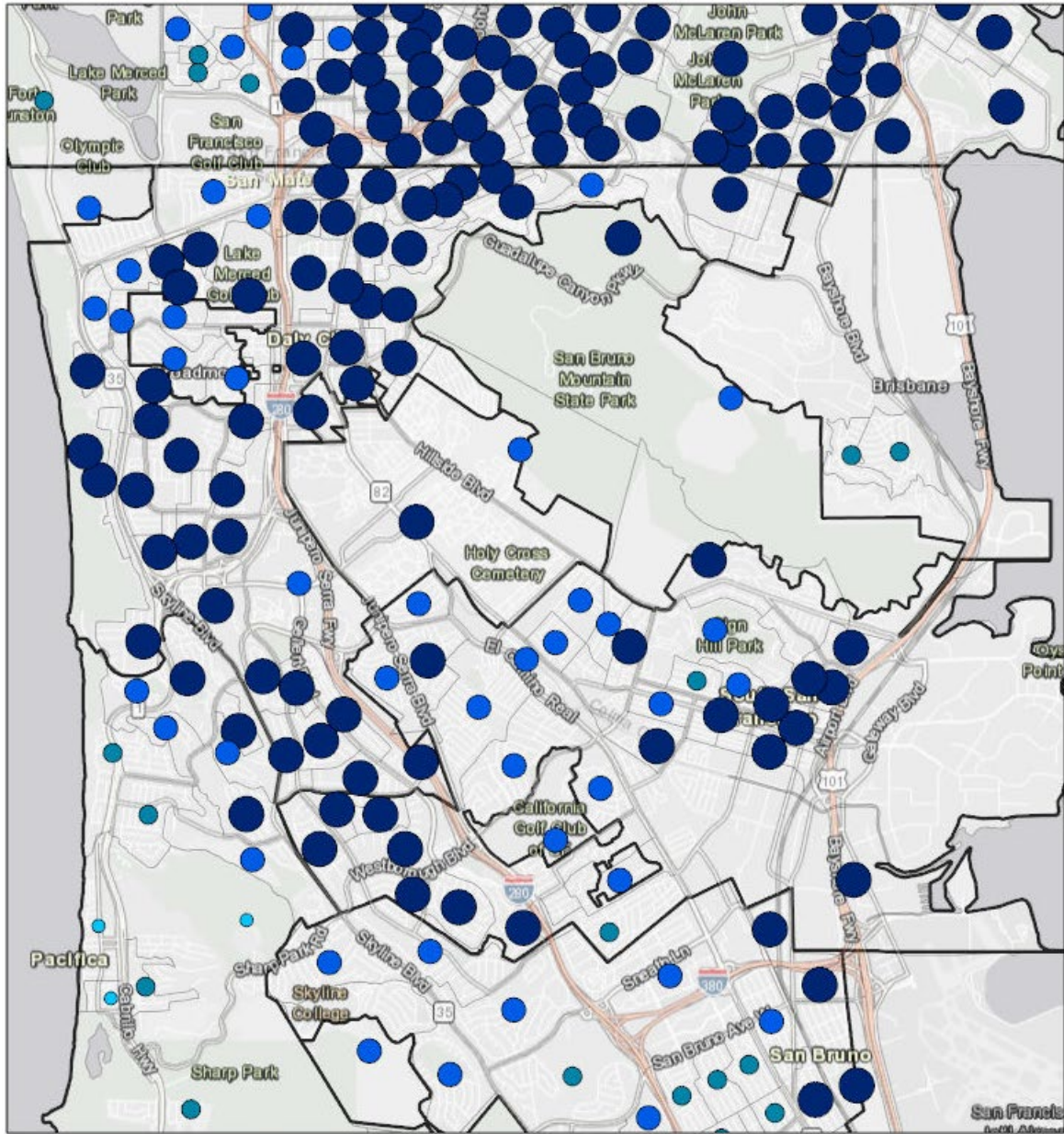


Figure II-5.  
Poverty Rate by Race and Ethnicity, City of Brisbane, 2019



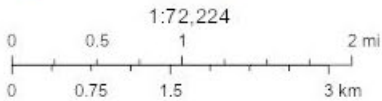
Source: ABAG Housing Needs Data Workbook

Figure II-6. % Non-White Population by Census Block Groups, 2018



11/17/2021, 8:53:44 AM

- City/Town Boundaries
- (R) Racial Demographics (2018) - Block Group - Graduated Dots
  - 20% - 40%
  - 40% - 60%
  - 60% - 80%
  - 80% - 100%



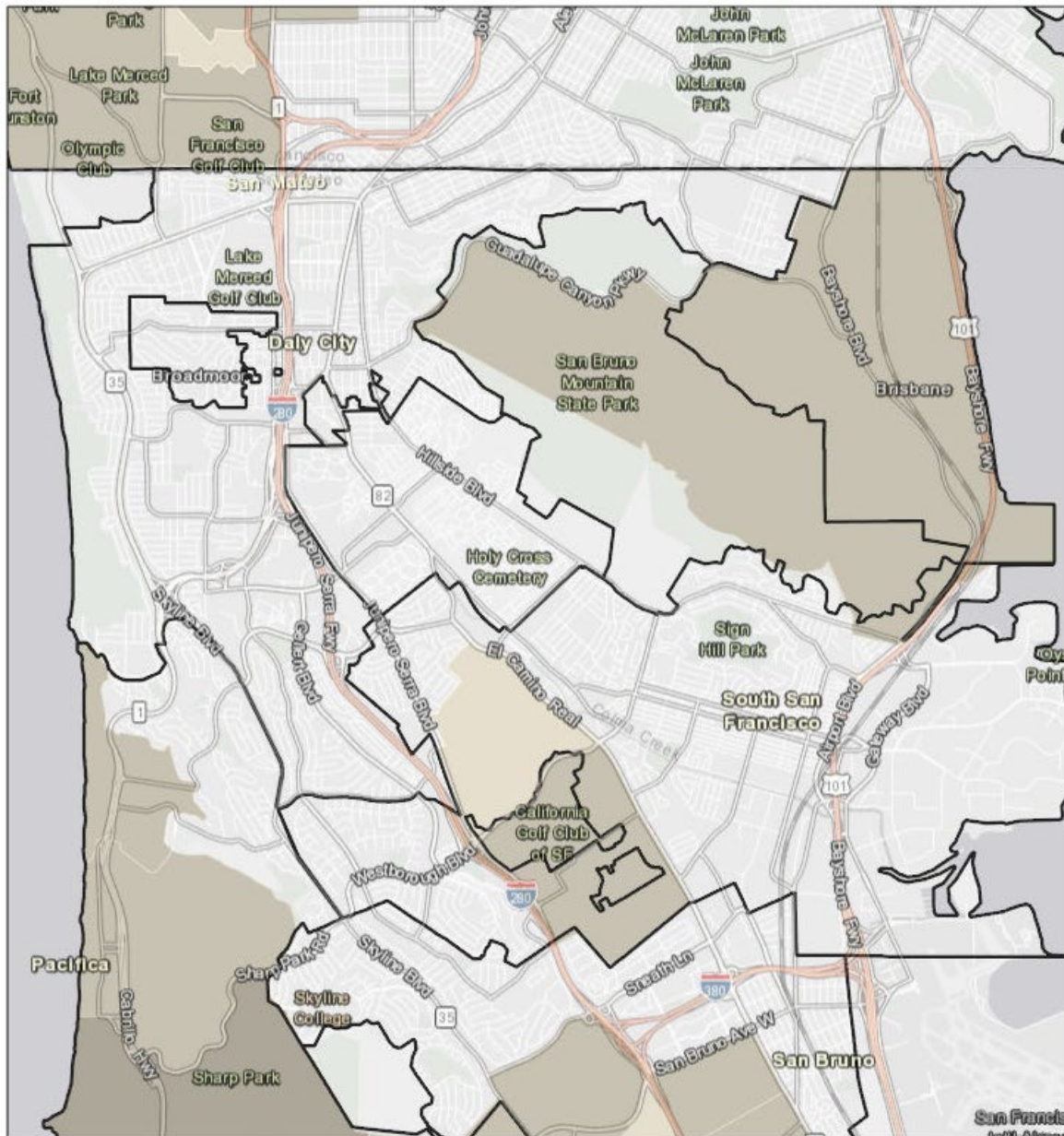
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Source: California Department of Housing and Community Development AFFH Data Viewer



Figure II-7.  
White Majority Census Tracts



11/17/2021, 8:54:28 AM

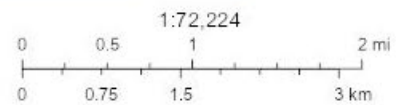
City/Town Boundaries

(R) Predominant Population - White Majority Tracts

Slim (gap < 10%)

Sizeable (gap 10% – 50%)

Predominant (gap > 50%)

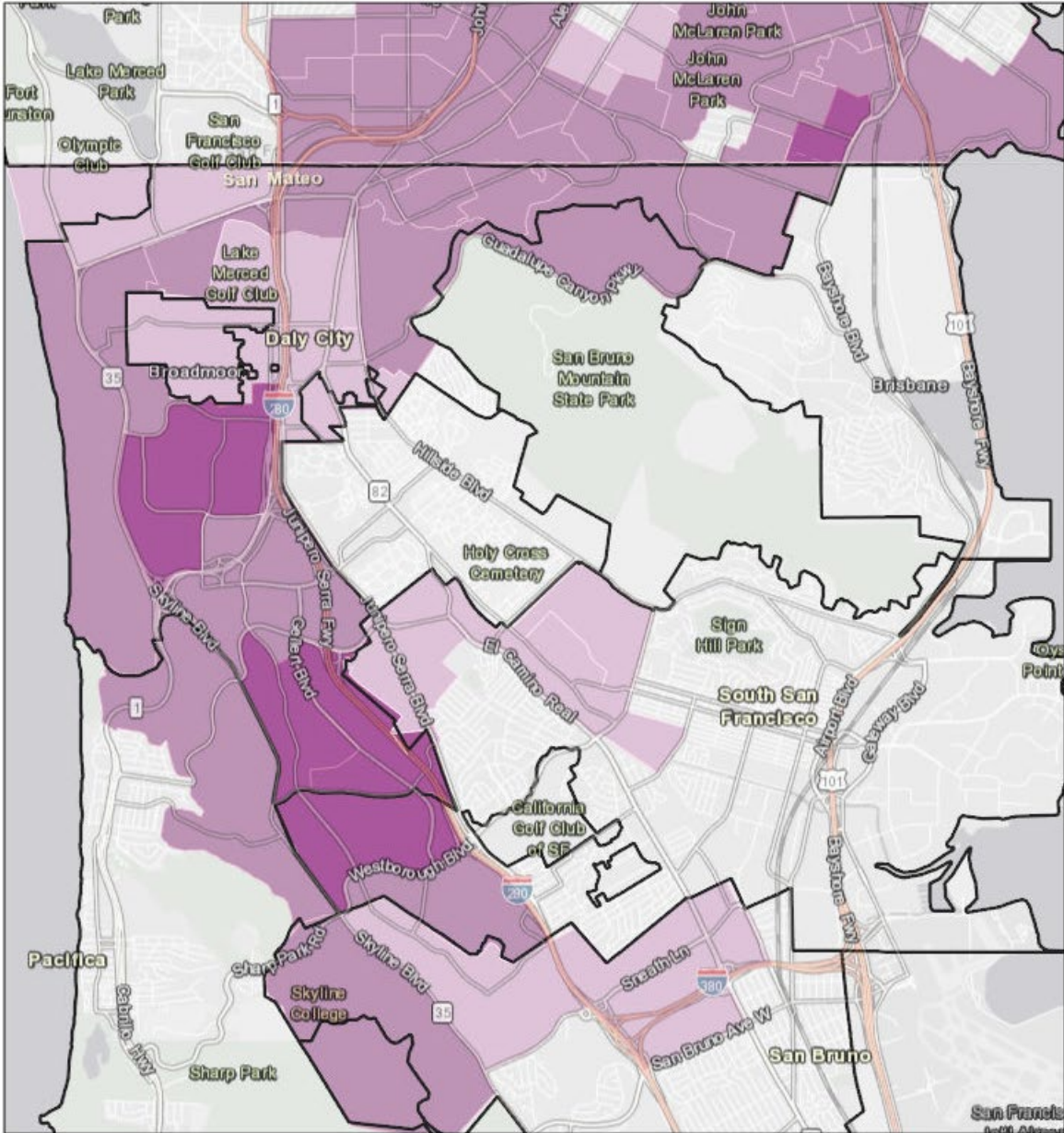


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Source: California Department of Housing and Community Development AFFH Data Viewer

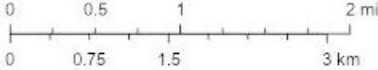
Figure II-8. Asian Majority Census Tracts



11/17/2021, 8:36:39 AM

1:72,224

-  City/Town Boundaries
- (R) Predominant Population - Asian Majority Tracts
  -  Slim (gap < 10%)
  -  Sizeable (gap 10% - 50%)
  -  Predominant (gap > 50%)



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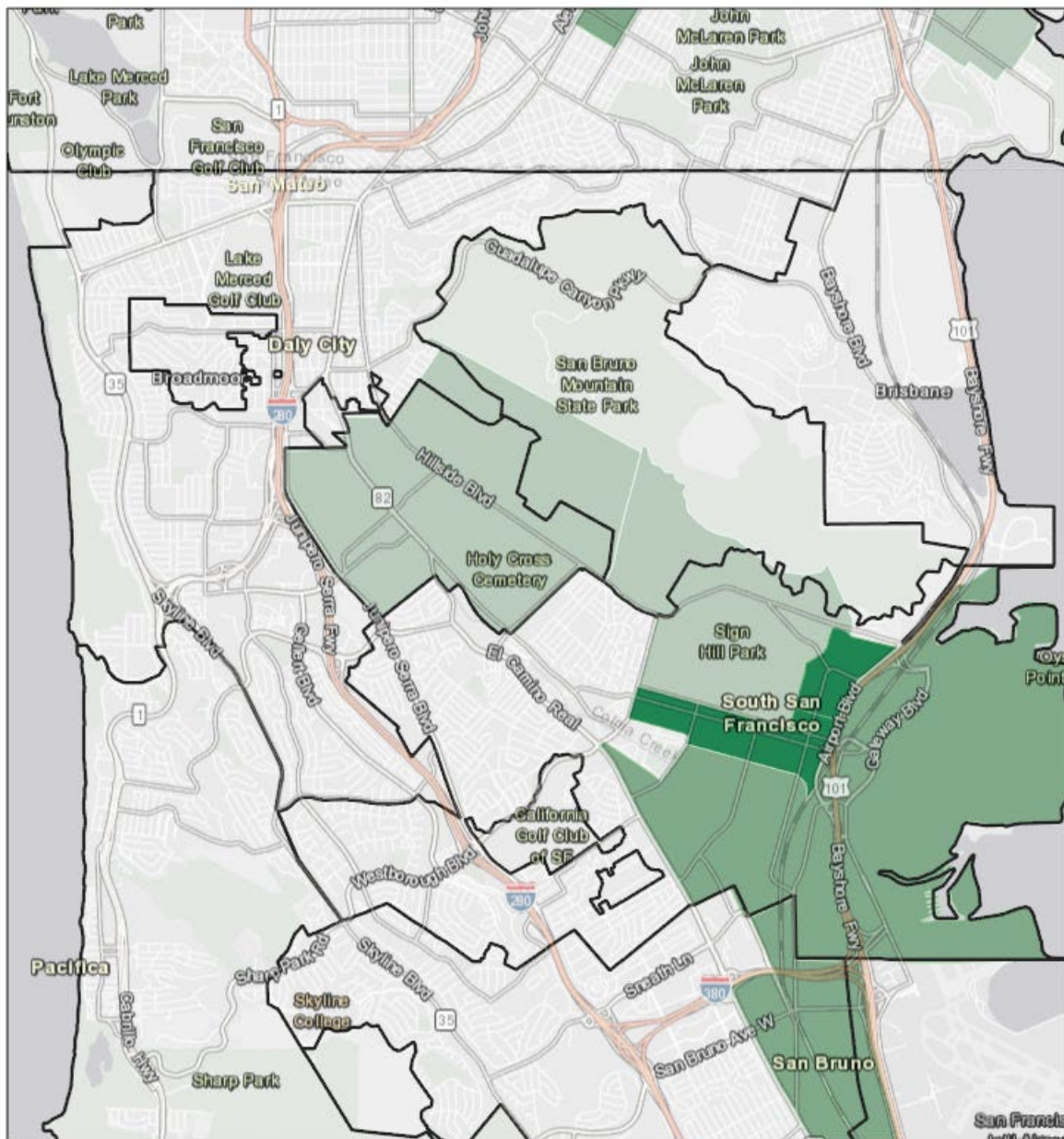
County of San Mateo, California, Bureau of Land Management, Esri, HERE, Garmin, INCREMENT P, USGS, EPA | PlaceWorks 2021, HUD 2019 | PlaceWorks 2021, ESRI, U.S. Census | PlaceWorks

CA HCD

Source: California Department of Housing and Community Development AFFH Data Viewer



Figure II-9.  
Hispanic Majority Census Tracts



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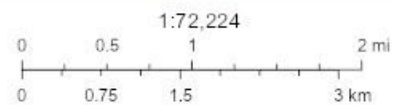
City/Town Boundaries

(R) Predominant Population - Hispanic Majority Tracts

Slim (gap < 10%)

Sizeable (gap 10% - 50%)

Predominant (gap > 50%)

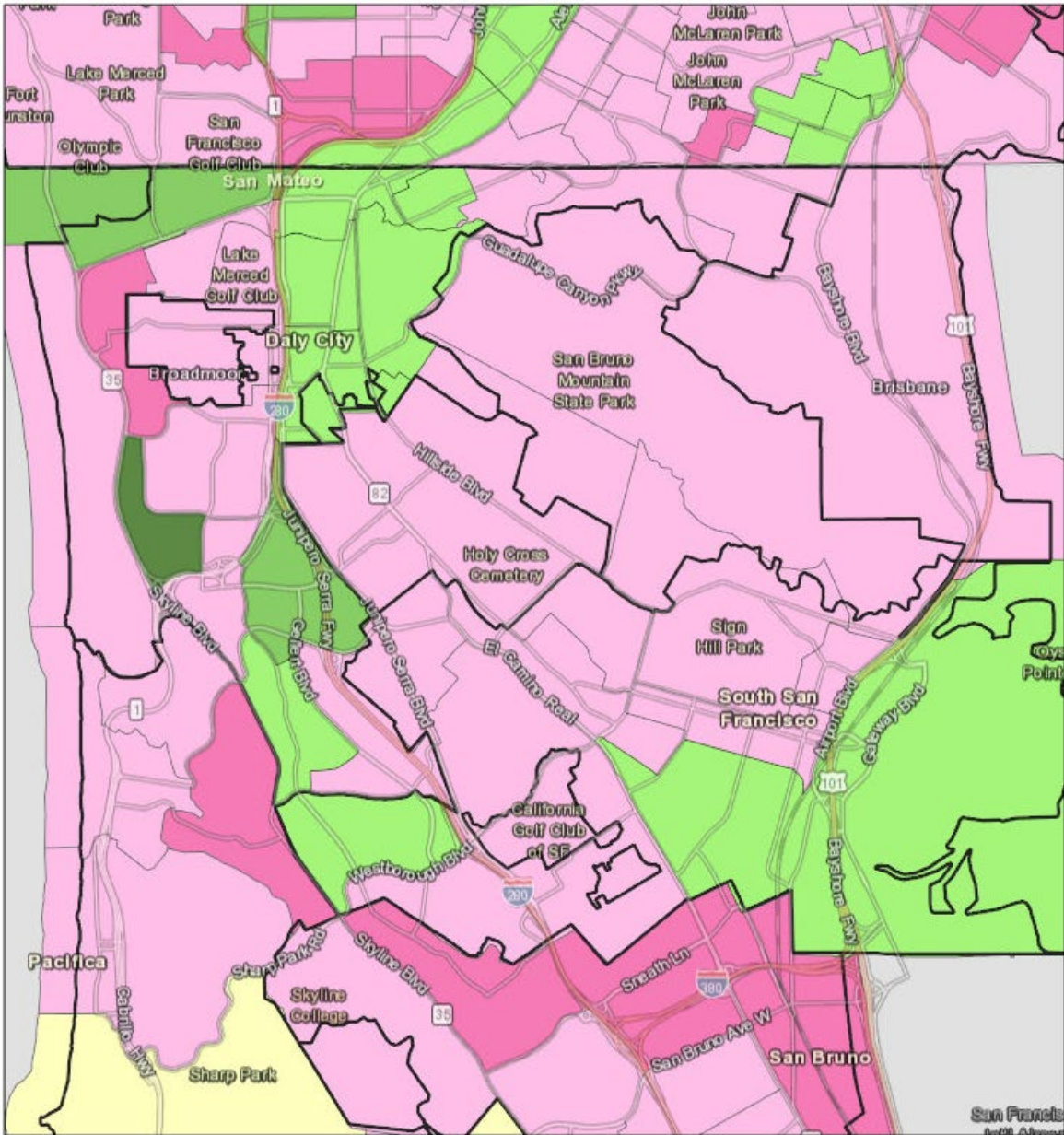


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Source: California Department of Housing and Community Development AFFH Data Viewer

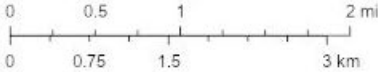
Figure II-10. Neighborhood Segregation by Census Tract, 2019



11/17/2021, 8:50:45 AM

1:72,224

- City/Town Boundaries
- Latinx-White
- (A) Neighborhood Segregation (UC Berkeley, 2019) - Tract
- 3 Group Mix
- Asian-Latinx
- 4 Group Mix
- Asian-White
- Unpopulated Tract
- Mostly Asian



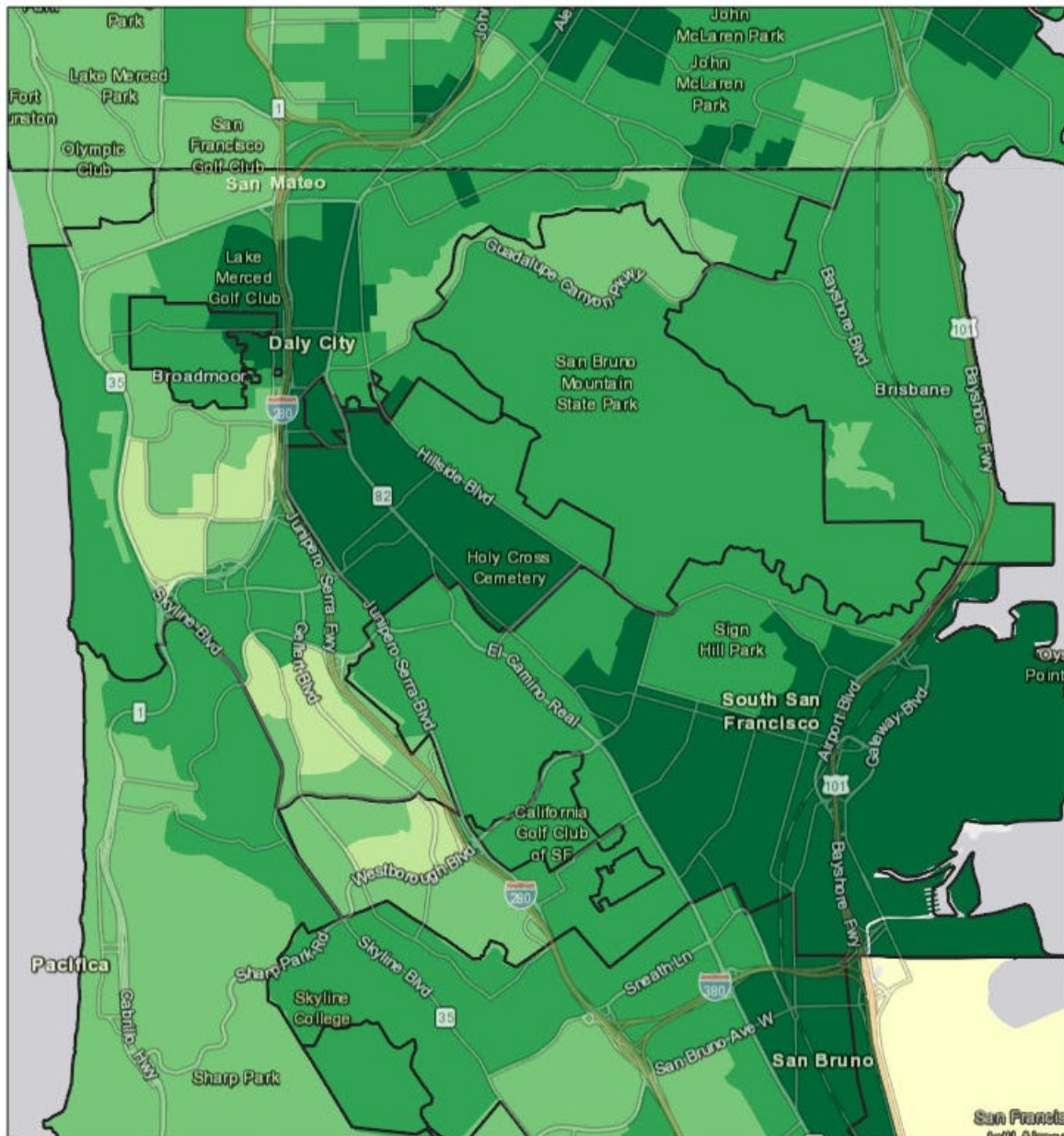
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Source: California Department of Housing and Community Development AFFH Data Viewer



Figure II-11. Diversity Index by Block Group, 2010

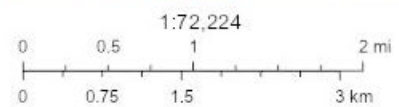


11/17/2021, 8:37:54 AM

City/Town Boundaries

(A) Diversity Index (2010) - Block Group

Lower Diversity

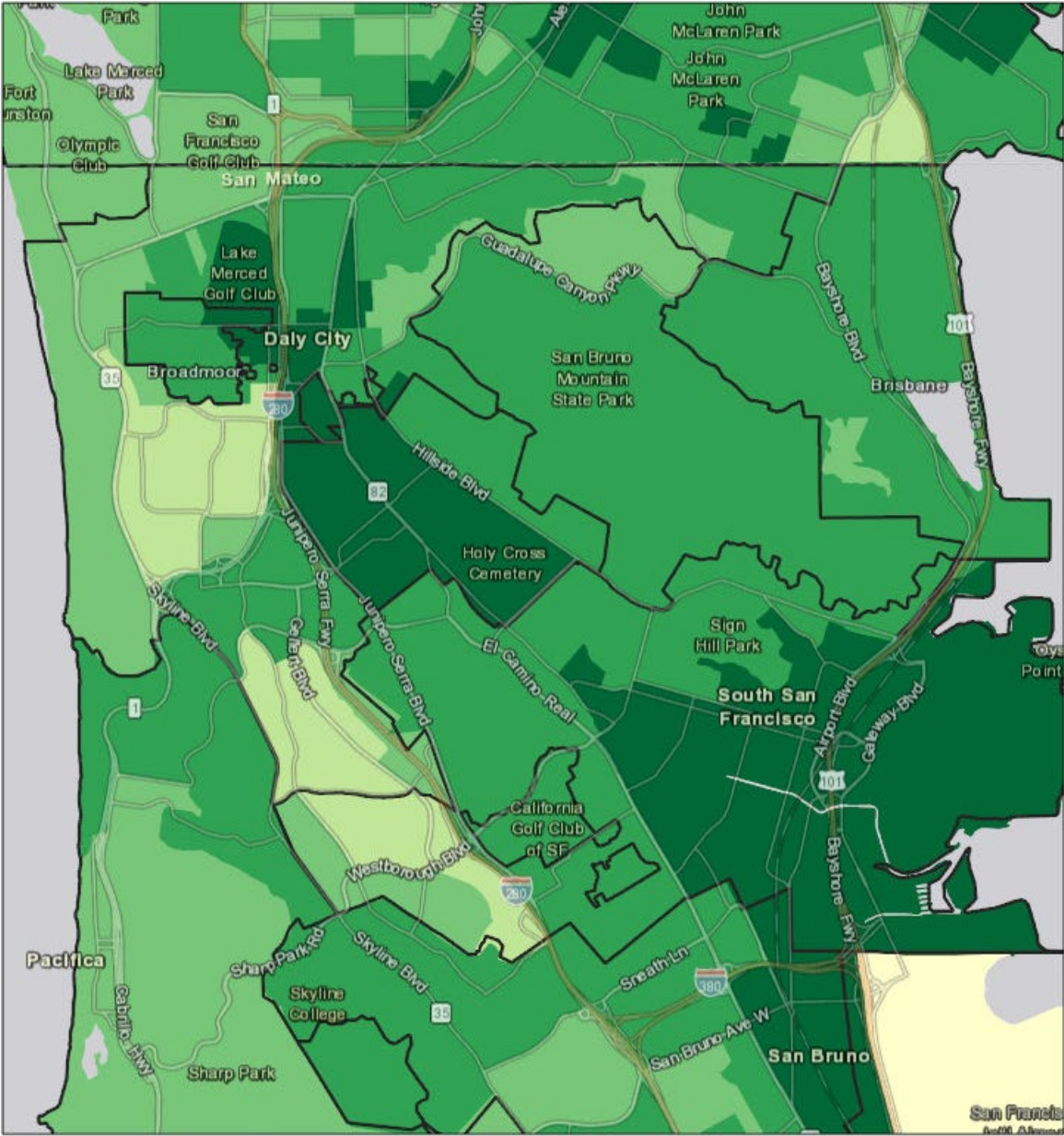


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Source: California Department of Housing and Community Development AFFH Data Viewer

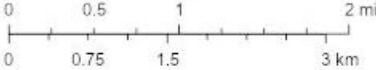
Figure II-12. Diversity Index by Block Group, 2018



11/17/2021, 8:38:34 AM

1:72,224

City/Town Boundaries  
 55 - 70  
 70 - 85  
 Lower Diversity  
 40 - 55  
 Higher Diversity



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Source: California Department of Housing and Community Development AFFH Data Viewer

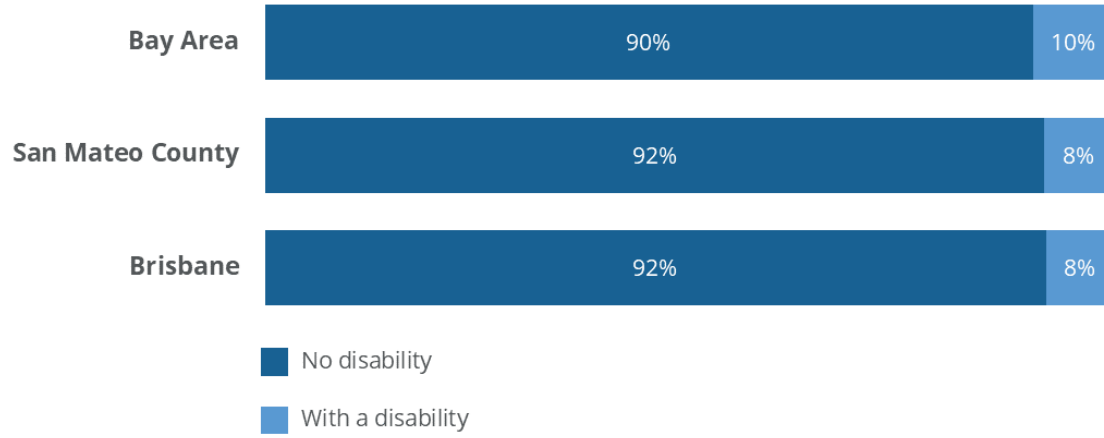




Disability status.

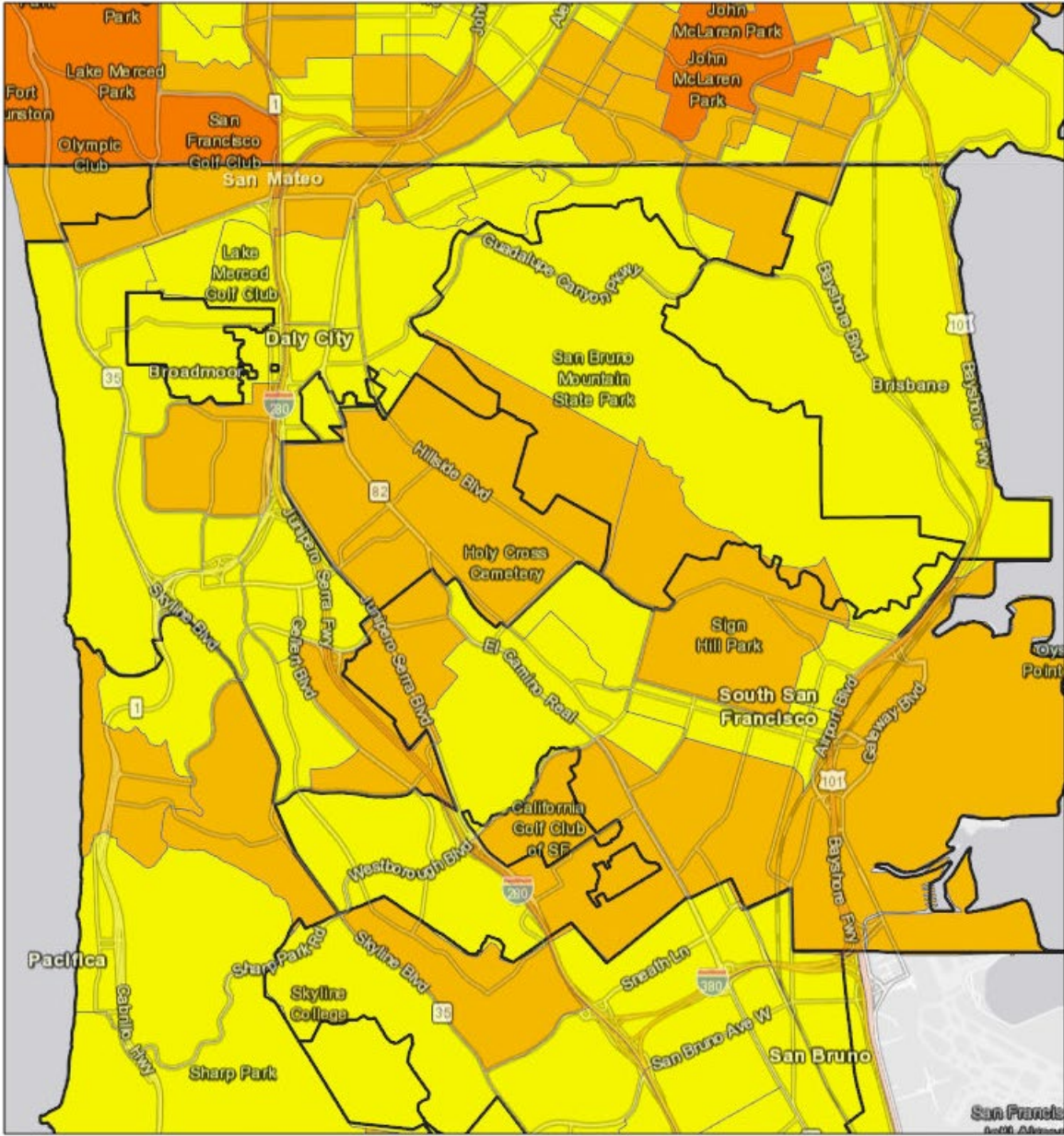
Figure II-13.

Share of Population by Disability Status, 2019



Source: ABAG Housing Needs Data Workbook

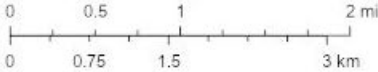
Figure II-14. % of Population with a Disability by Census Tract, 2019



11/17/2021, 8:51:25 AM

1:72,224

City/Town Boundaries



(R) Population with a Disability (ACS, 2015 - 2019) - Tract

- < 10%
- 10% - 20%
- 20% - 30%

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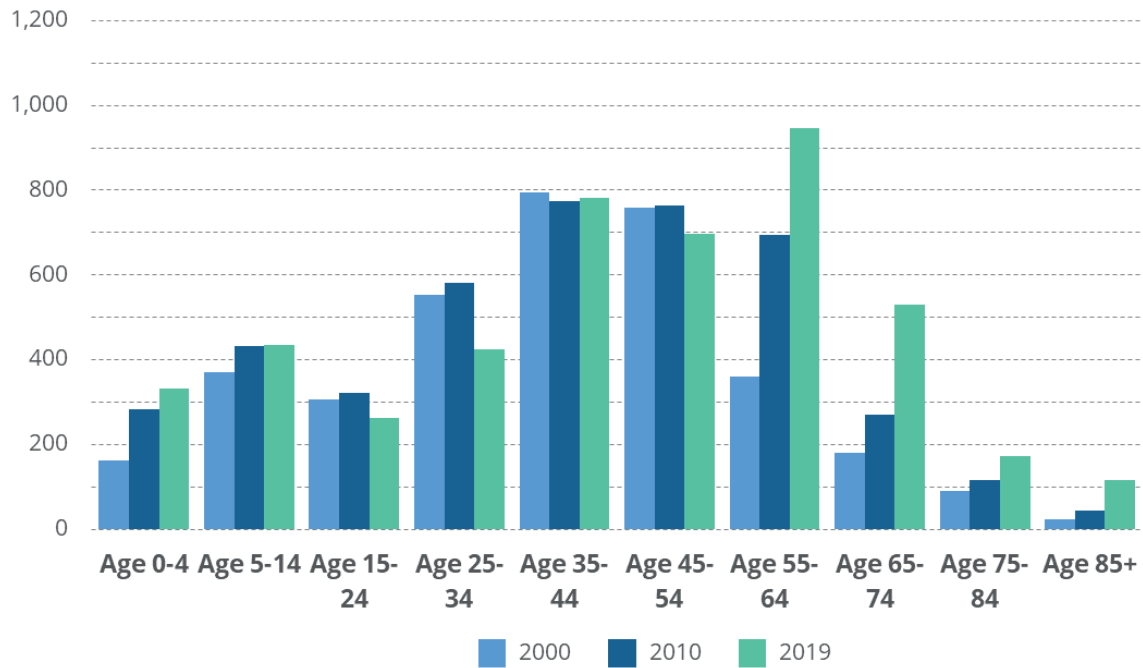
Source: California Department of Housing and Community Development AFFH Data Viewer



Familial status.

Figure II-15.

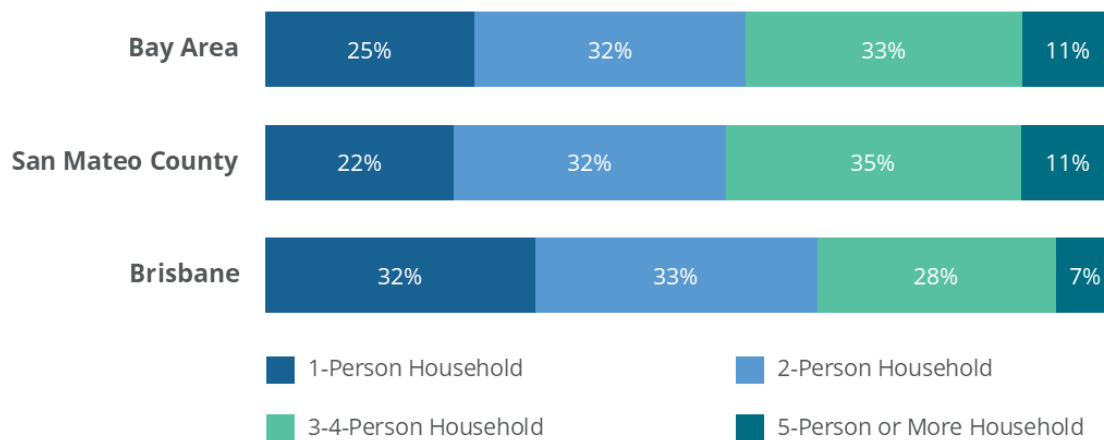
Age Distribution, City of Brisbane, 2000-2019



Source: ABAG Housing Needs Data Workbook

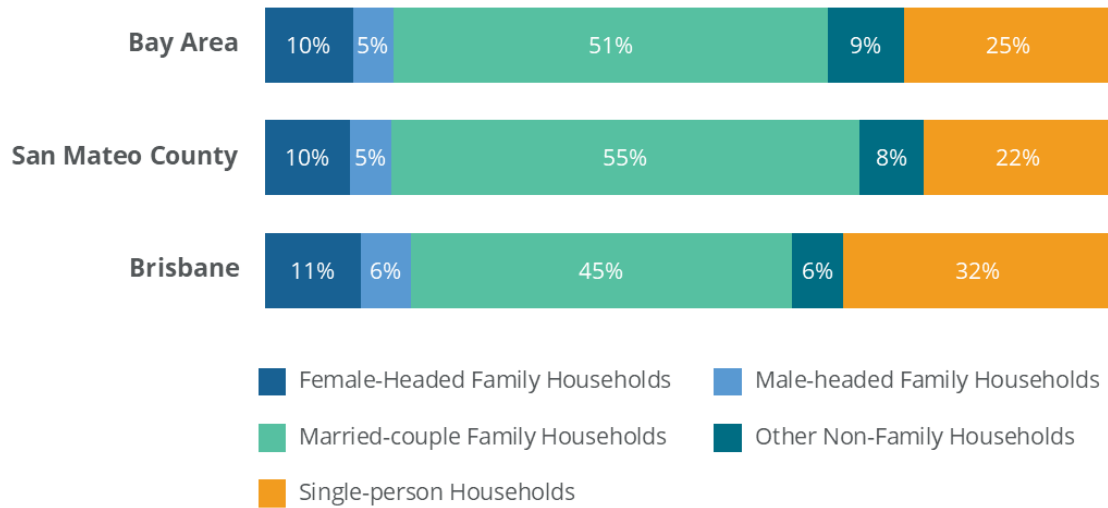
Figure II-16.

Share of Households by Size, 2019



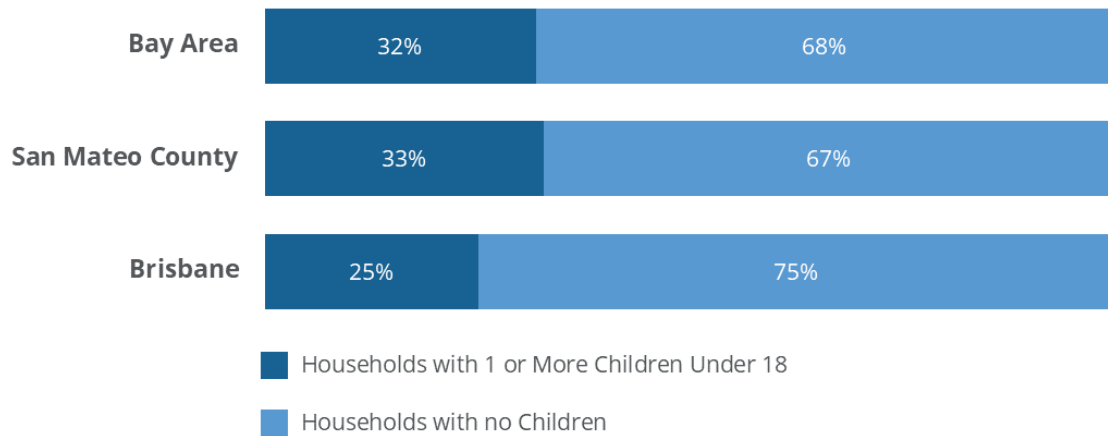
Source: ABAG Housing Needs Data Workbook

**Figure II-17.**  
**Share of Households by Type, 2019**



Source: ABAG Housing Needs Data Workbook

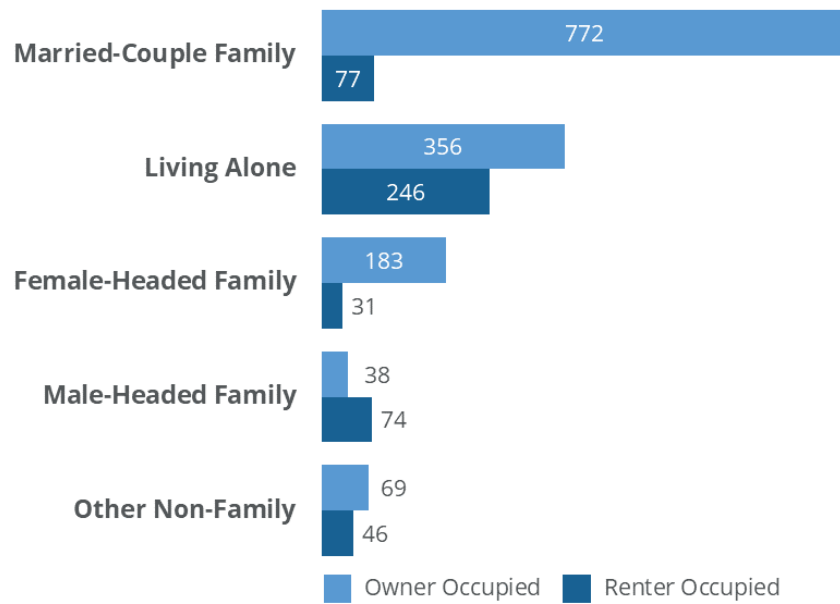
**Figure II-18.**  
**Share of Households by Presence of Children (Less than 18 years old), 2019**



Source: ABAG Housing Needs Data Workbook

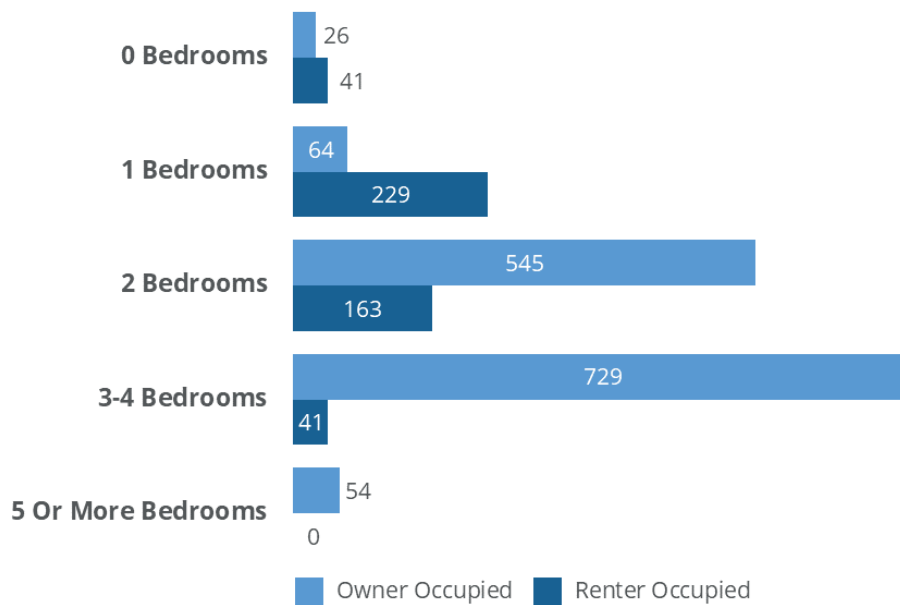


Figure II-19.  
Housing Type by Tenure, City of Brisbane, 2019



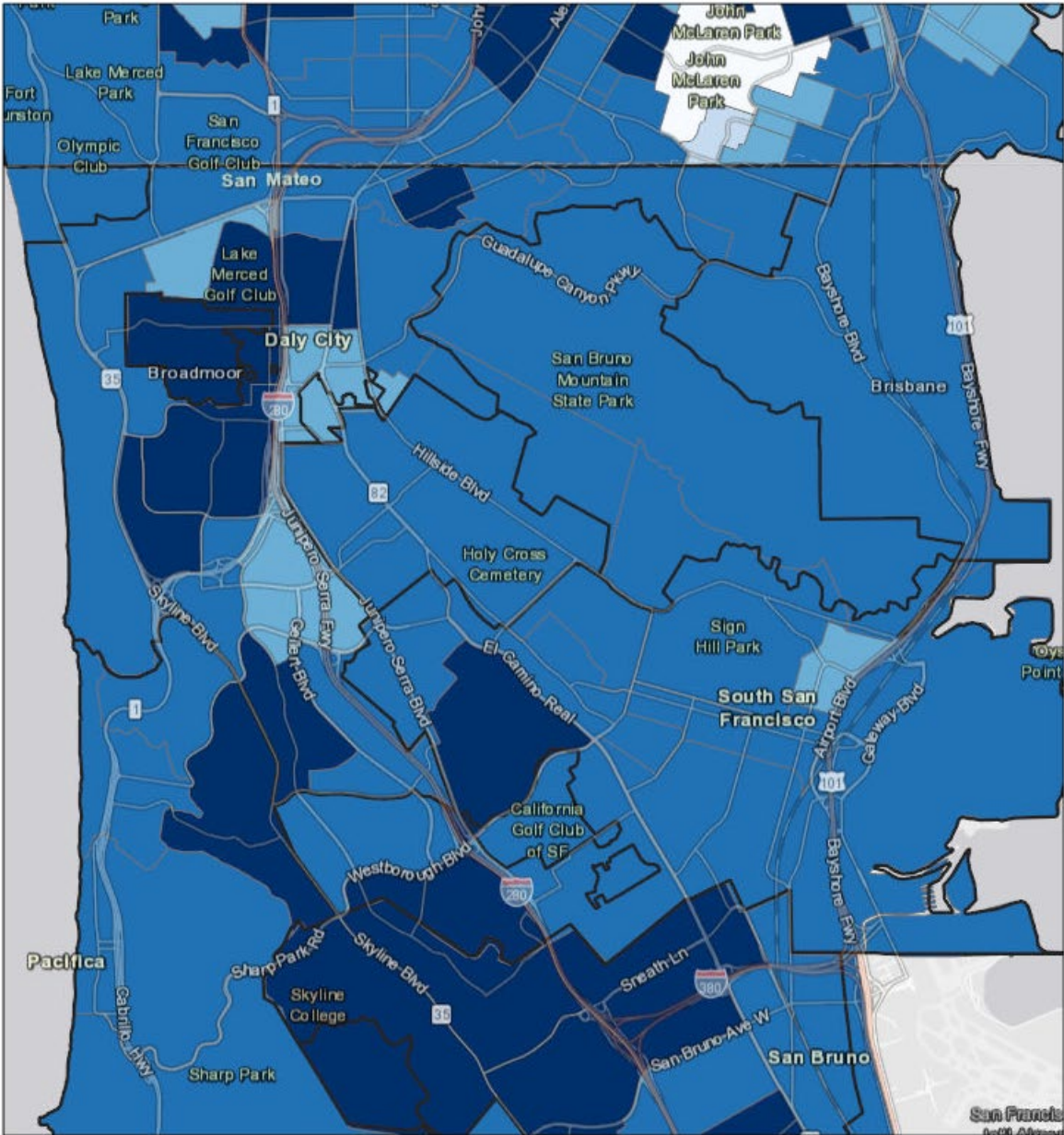
Source: ABAG Housing Needs Data Workbook

Figure II-20.  
Housing Units by Number of Bedrooms and Tenure, City of Brisbane, 2019



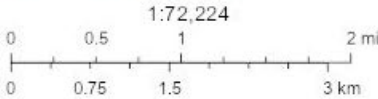
Source: ABAG Housing Needs Data Workbook

Figure II-21. % of Children in Married Couple Households by Census Tract, 2019



11/17/2021, 8:37:21 AM

- City/Town Boundaries
- (R) Percent of Children in Married - Couple Households (ACS, 2015-2019) - Tract
- < 20%
- 20% - 40%
- 40% - 60%
- 60% - 80%
- > 80%



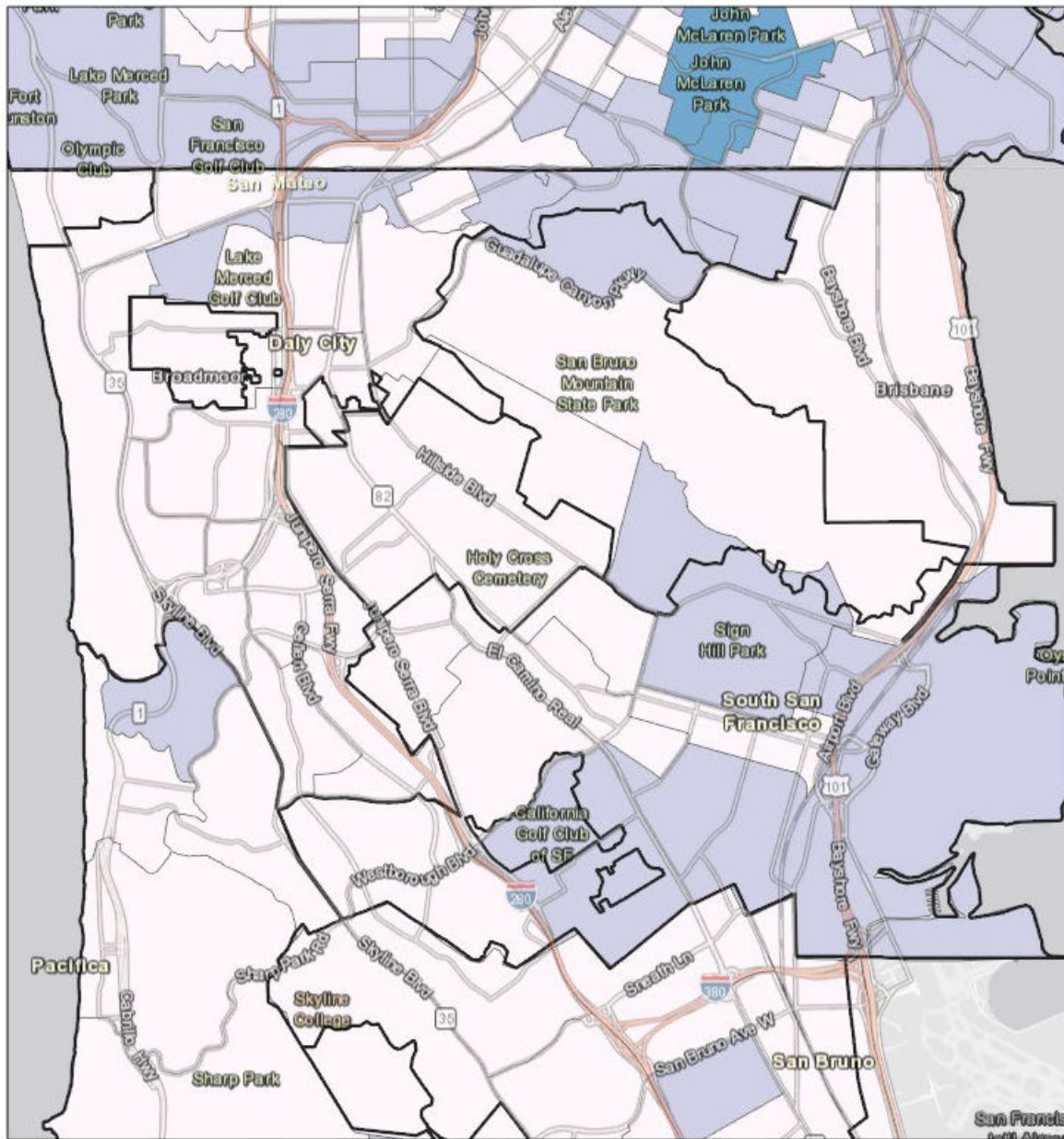
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Source: California Department of Housing and Community Development AFFH Data Viewer

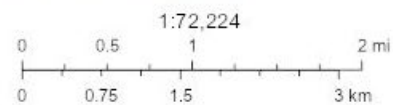


Figure II-22. [legend missing in HCD provided map]  
% Households with Single Female with Children by Census Tract, 2019



11/17/2021, 8:33:11 AM

City/Town Boundaries

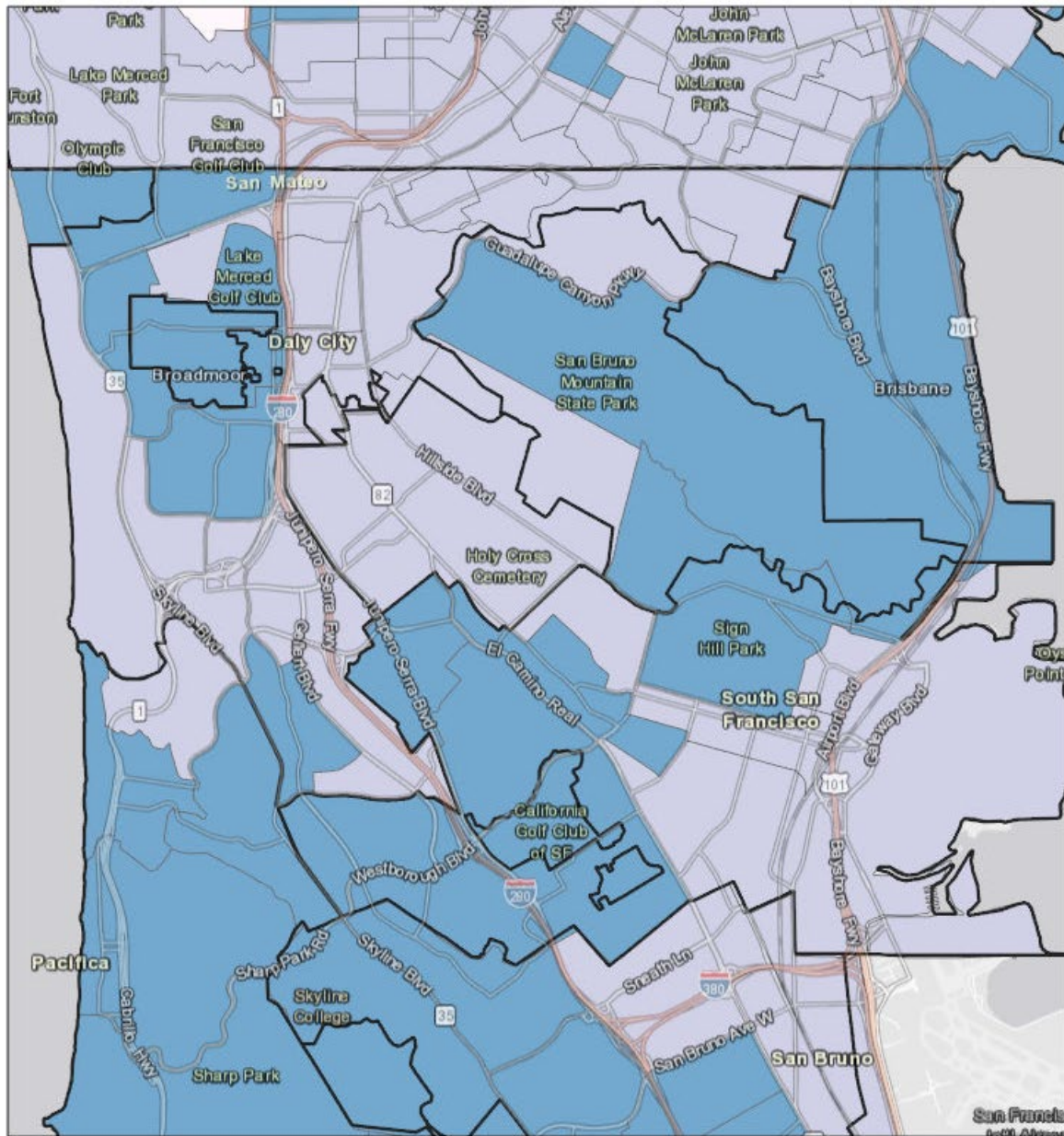


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Source: California Department of Housing and Community Development AFFH Data Viewer

Figure II-23. [legend missing in HCD provided map]  
 % of Married Couple Households by Census Tract, 2019



11/17/2021, 8:43:13 AM

City/Town Boundaries

1:72,224  
 0 0.5 1 2 mi  
 0 0.75 1.5 3 km

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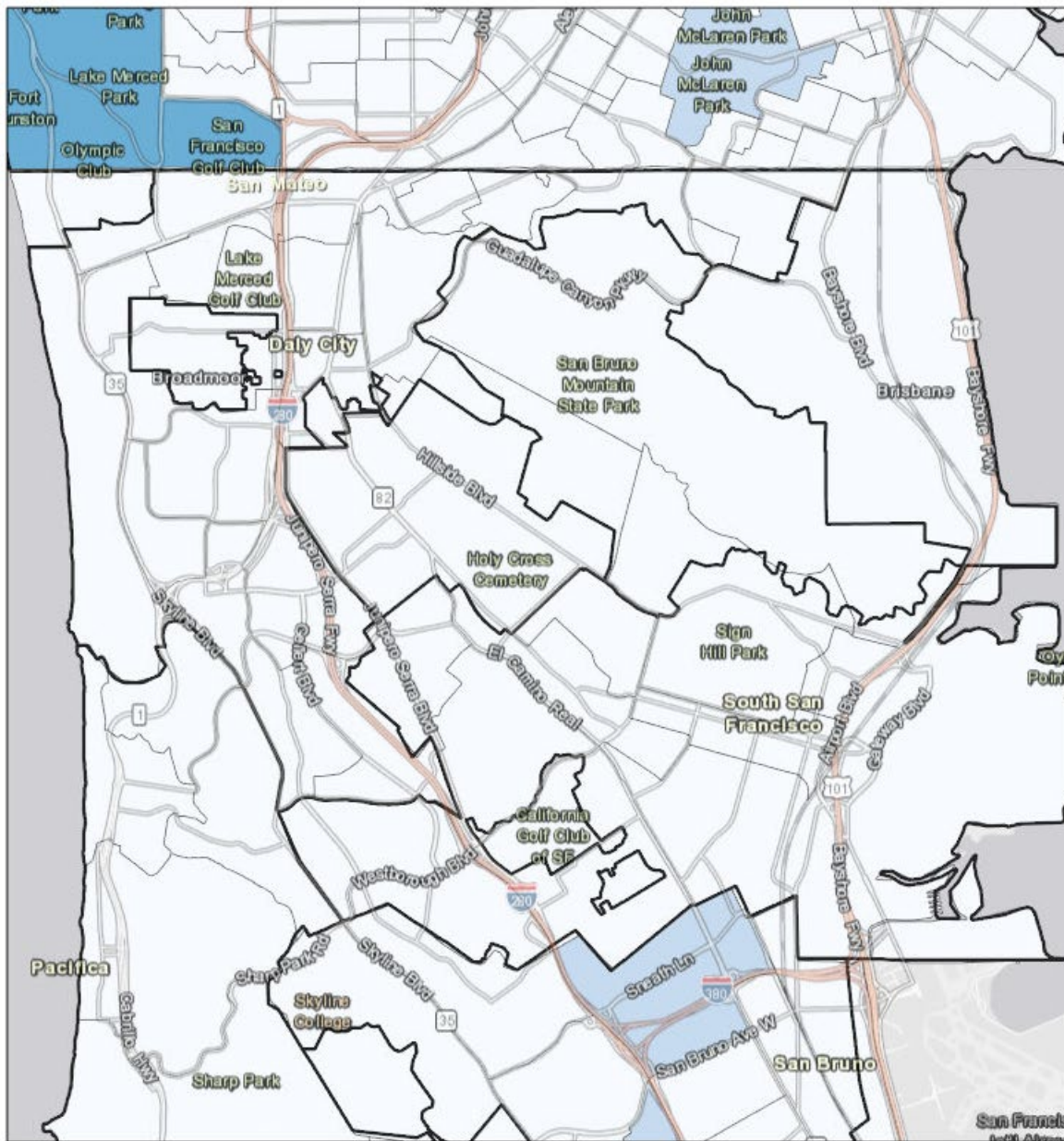
County of San Mateo, California, Bureau of Land Management, Esri, HERE, Garmin, INCREMENT P, USGS, EPA | PlaceWorks 2021, HUD 2019 | PlaceWorks 2021, ESRI, U.S. Census | PlaceWorks

Source: California Department of Housing and Community Development AFFH Data Viewer



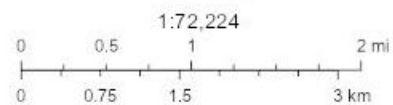


Figure II-24. [legend missing in HCD provided map]  
% of Adults Living Alone by Census Tract, 2019



11/17/2021, 8:34:21 AM

City/Town Boundaries



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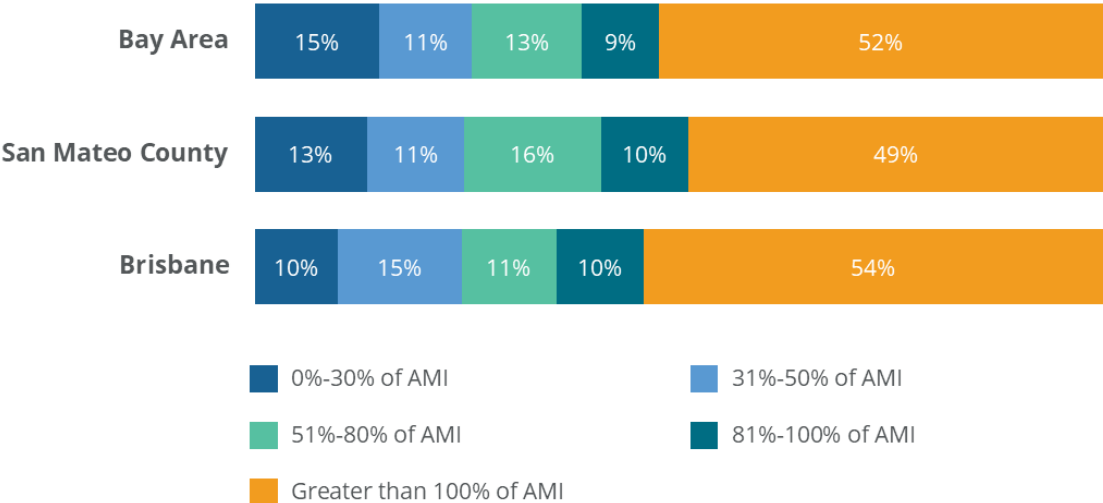
County of San Mateo, California, Bureau of Land Management, Esri, HERE, Garmin, INCREMENT P, USGS, EPA | PlaceWorks 2021, HUD 2019 | PlaceWorks 2021, ESRI, U.S. Census | PlaceWorks

Source: California Department of Housing and Community Development AFFH Data Viewer

Household income.

Figure II-25.

Share of Households by Area Median Income (AMI), 2019

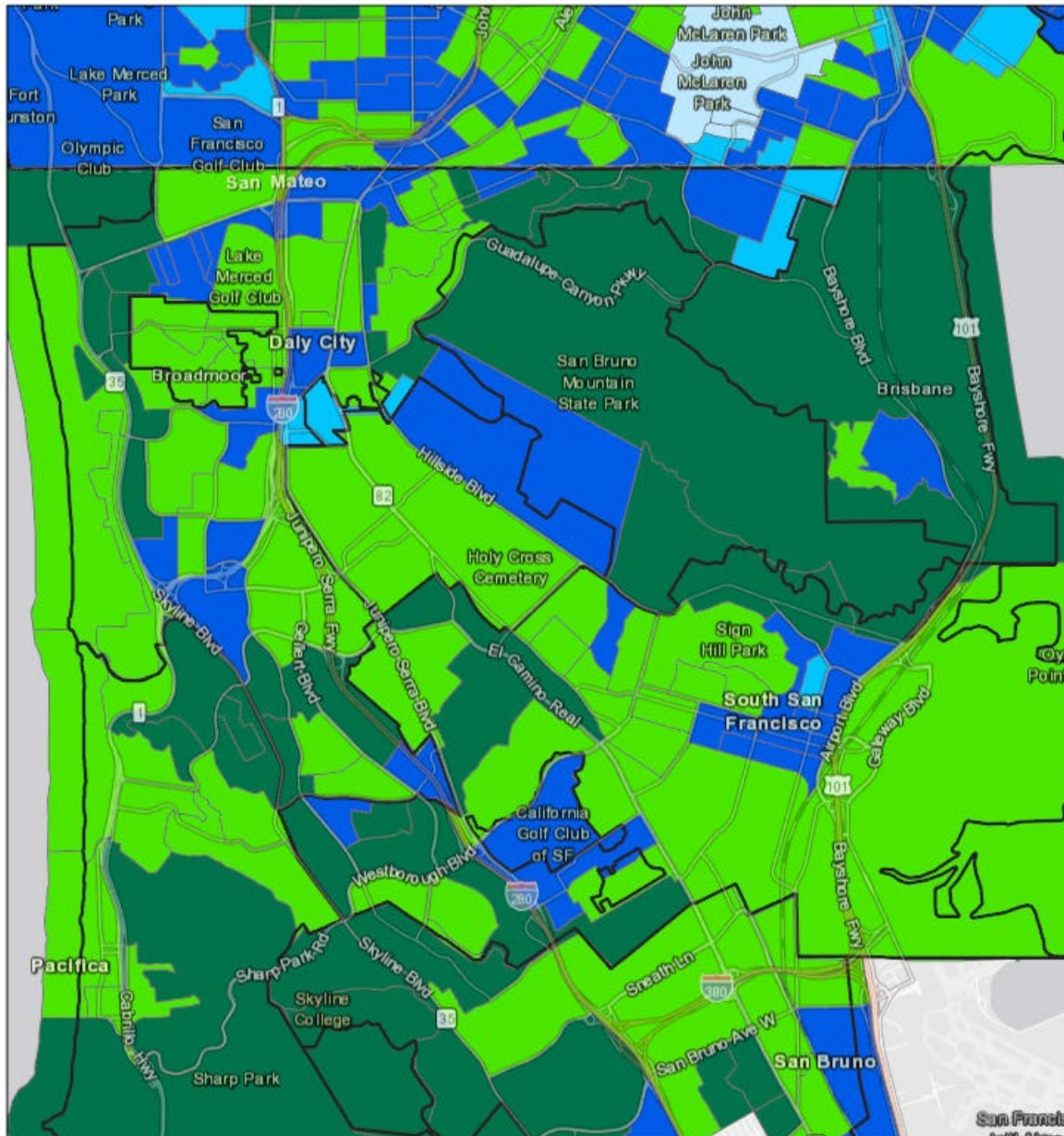


Source: ABAG Housing Needs Data Workbook



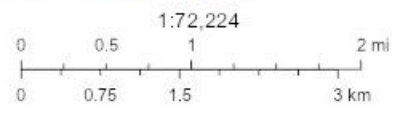
Figure II-26. Median Household Income by Block Group, 2019

Note: Not all areas in Brisbane coded in dark green (>\$125,000) are residentially developed, including all land east of Highway 101.



11/17/2021, 8:46:25 AM

- City/Town Boundaries
- (R) Median Income (ACS, 2015-2019) - Block Group
- < \$30,000
- < \$55,000
- < \$87,100 (HCD 2020 State Median Income)
- < \$125,000
- Greater than \$125,000



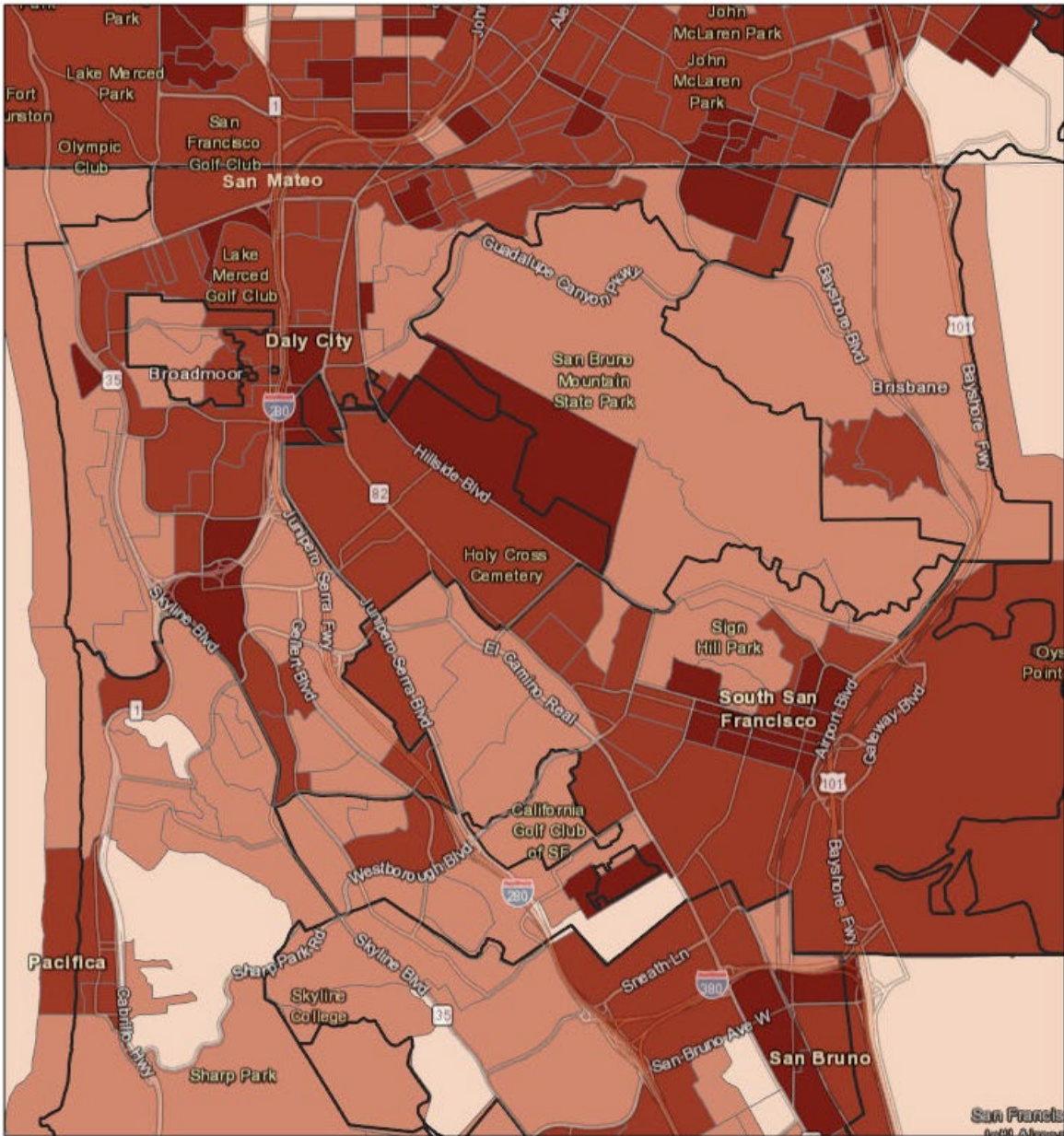
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Source: California Department of Housing and Community Development AFFH Data Viewer

Figure II-27.

Low to Moderate Income Population by Block Group

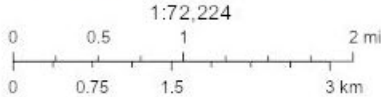


11/17/2021, 8:45:02 AM

City/Town Boundaries

(A) Low to Moderate Income Population (HUD) - Block Group

- < 25%
- 25% - 50%
- 50% - 75%
- 75% - 100%



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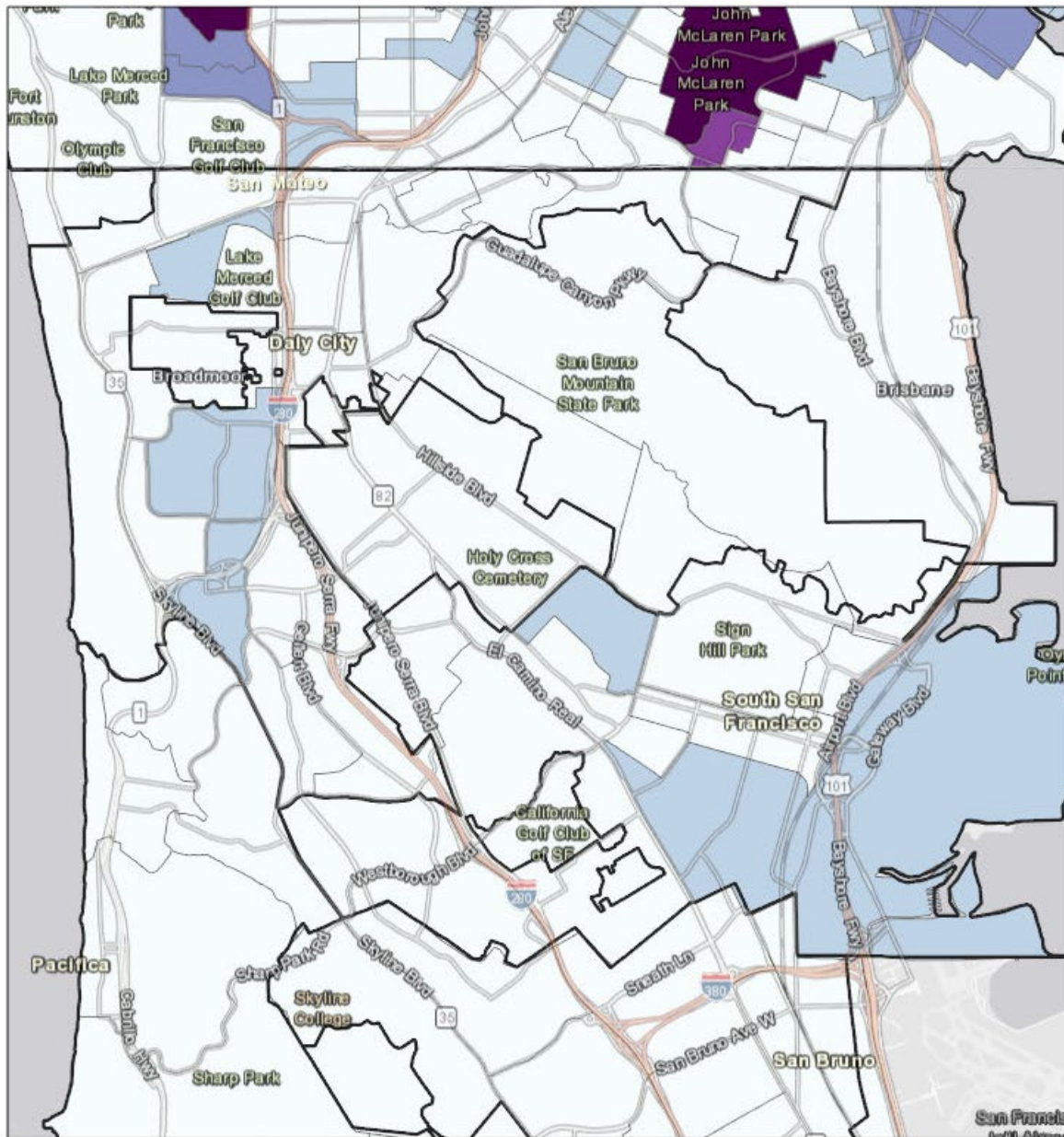
CA HCD



Source: California Department of Housing and Community Development AFFH Data Viewer

Figure II-28.

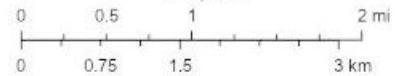
Poverty Status by Census Tract, 2019



11/17/2021, 8:52:12 AM

1:72,224

City/Town Boundaries	20% - 30%
(R) Poverty Status (ACS, 2015 - 2019) - Tract	30% - 40%
< 10%	> 40%
10% - 20%	



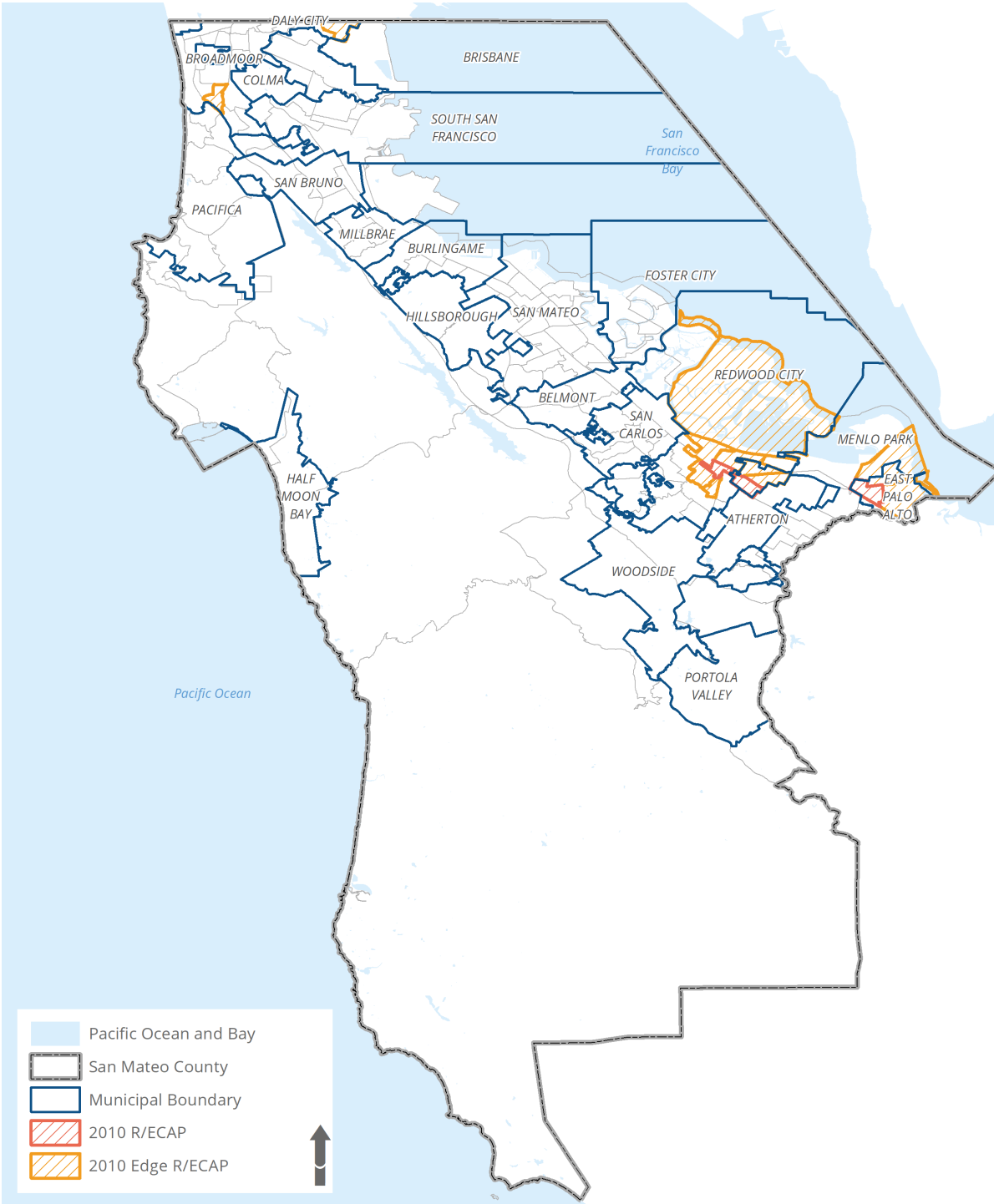
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CA HCD

Source: California Department of Housing and Community Development AFFH Data Viewer

**Figure II-29.**  
**R/ECAPs and Edge R/ECAPs, 2010**

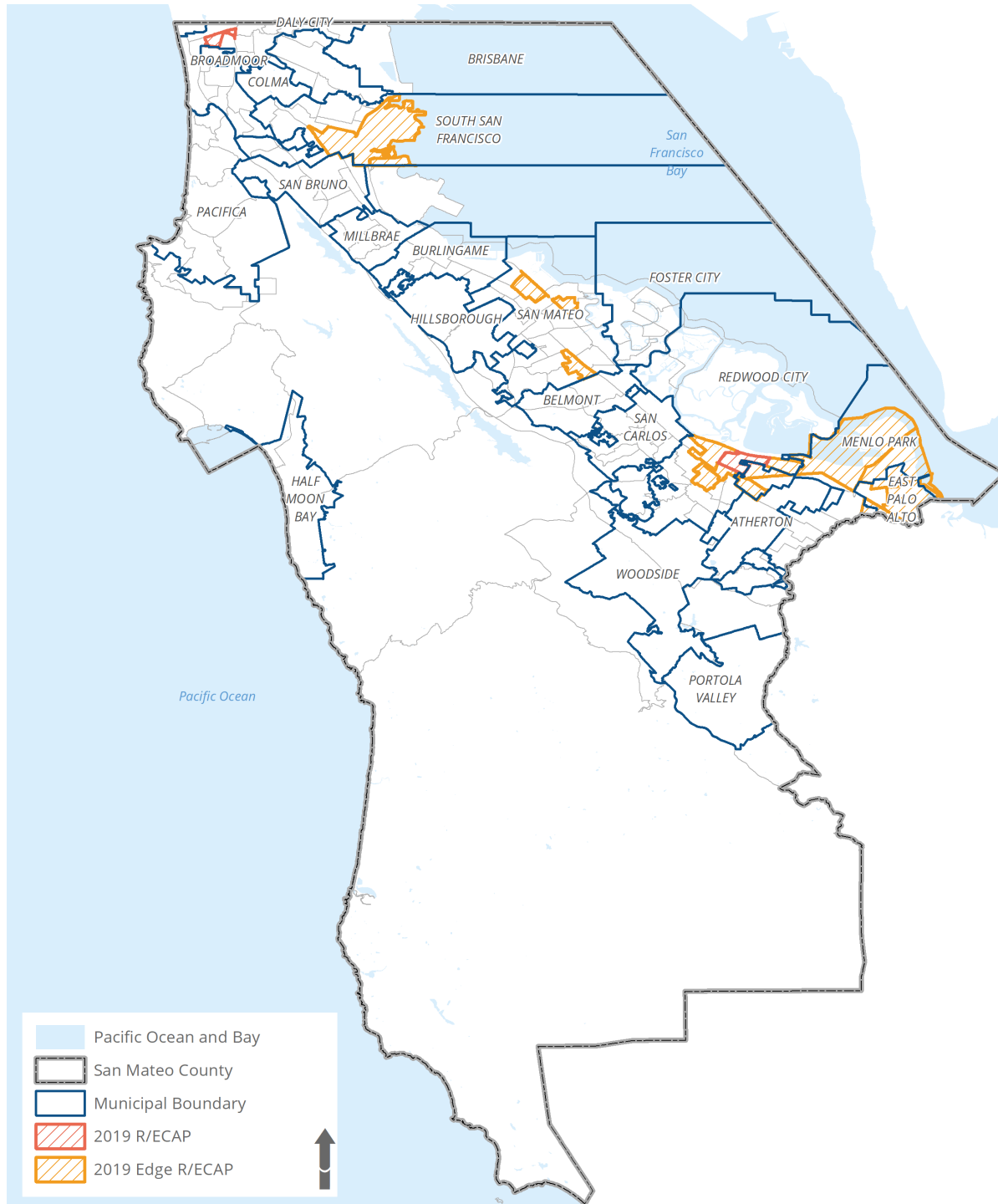


Note: R/ECAPs are census tracts that have a non-white population of 50 percent or more (majority-minority) AND the poverty rate is three times the average tract poverty rate for the County (19.4% in 2010). Edge R/ECAPs are census tracts that have a non-white population of 50 percent or more (majority-minority) AND the poverty rate is two times the average tract poverty rate for the County (13% in 2010).



Source: California Department of Housing and Community Development AFFH Data Viewer

Figure II-30.  
R/ECAPs and Edge R/ECAPs, 2019



Note: R/ECAPs are census tracts that have a non-white population of 50 percent or more (majority-minority) AND the poverty rate is three times the average tract poverty rate for the County (19.4% in 2010). Edge R/ECAPs are census tracts that have a non-white population of 50 percent or more (majority-minority) AND the poverty rate is two times the average tract poverty rate for the County (13% in 2010).

Source: California Department of Housing and Community Development AFFH Data Viewer

## SECTION III. Access to Opportunity

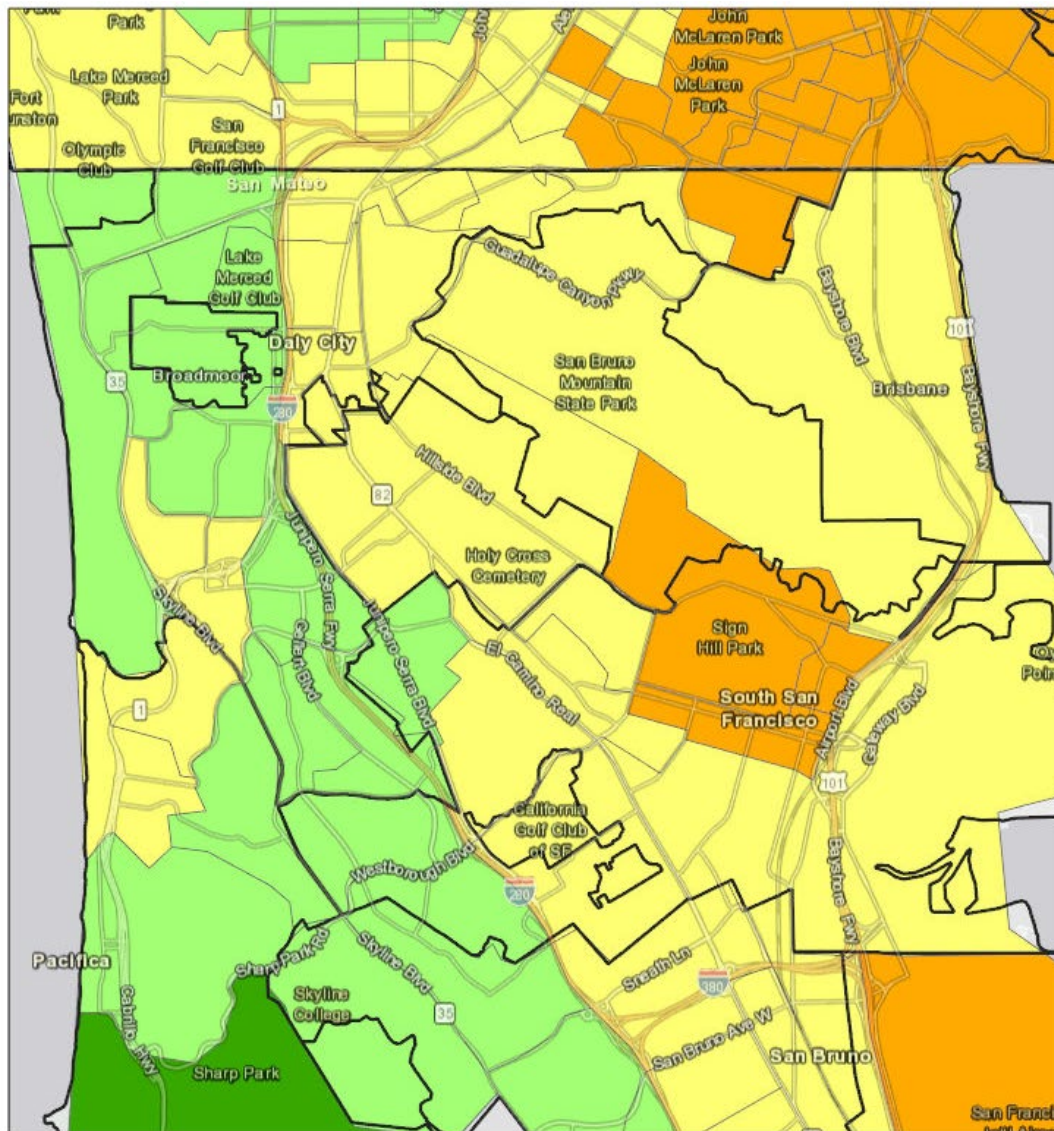
### Education

See Attachment C.2 for additional detailed data and analysis of access to educational opportunity.





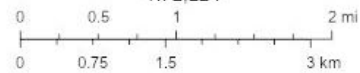
Figure III-1.TCAC Opportunity Areas Education Score by Census Tract, 2021



11/17/2021, 9:15:40 AM

1:72,224

- City/Town Boundaries
- (R) TCAC Opportunity Areas (2021) - Education Score -Tract
- < 0.25 (Less Positive Education Outcomes)
- 0.25 - 0.50
- 0.50 - 0.75
- > 0.75 (More Positive Education Outcomes)
- No Data



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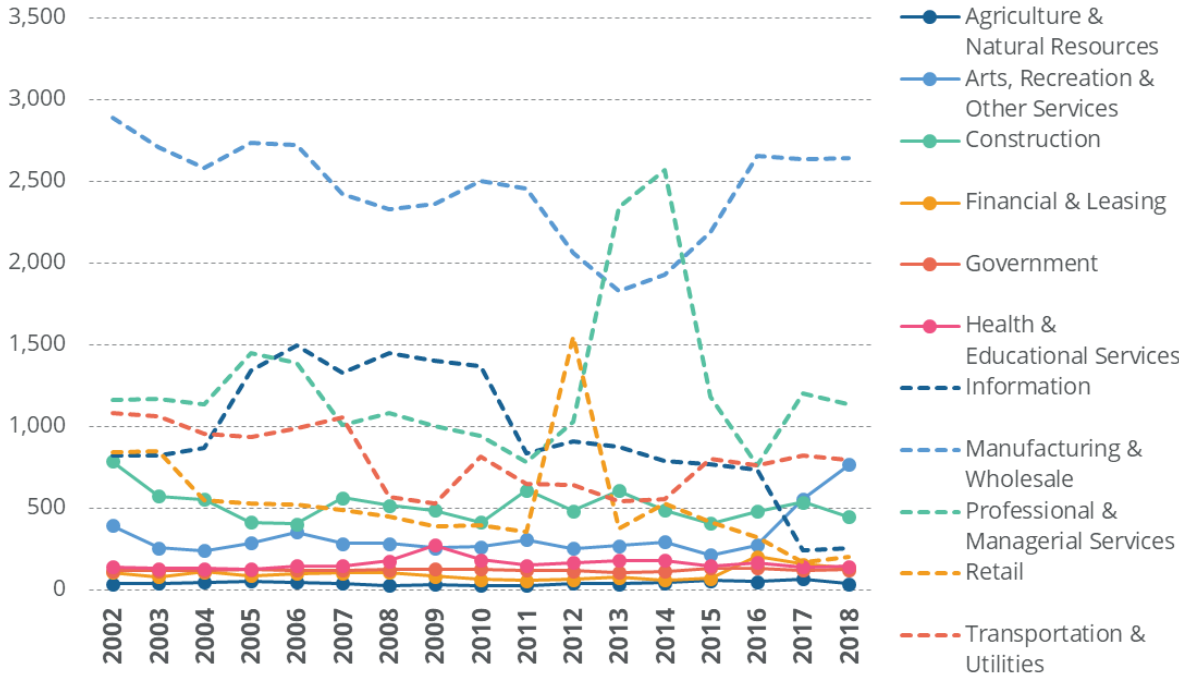
CA HCD  
County of San Mateo, California, Bureau of Land Management, Esri, HERE, Garmin, INCREMENT P, USGS, EPA | PlaceWorks 2021, HUD 2019 | PlaceWorks 2021, ESRI, U.S. Census | PlaceWorks

Source: California Department of Housing and Community Development AFFH Data Viewer

## Employment

Figure III-2.

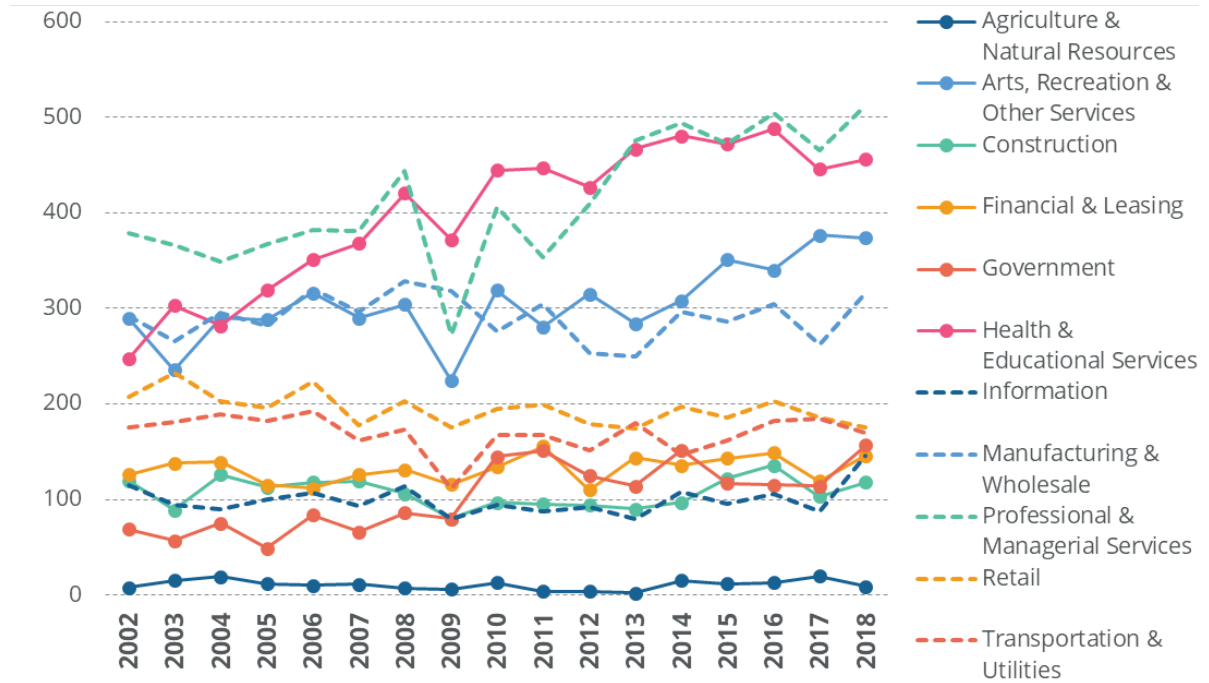
Jobs by Industry, City of Brisbane, 2002-2018



Source: ABAG Housing Needs Data Workbook

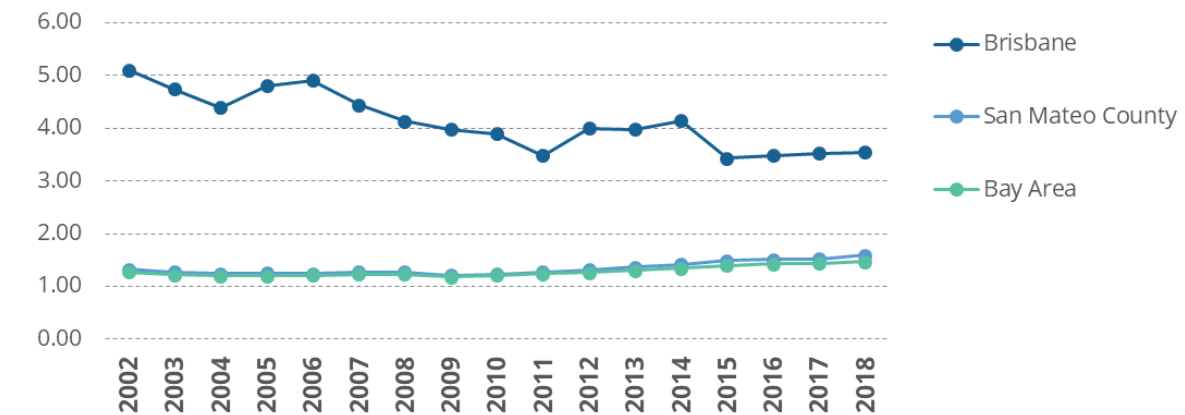


Figure III-3.  
Job Holders by Industry, City of Brisbane, 2002-2018



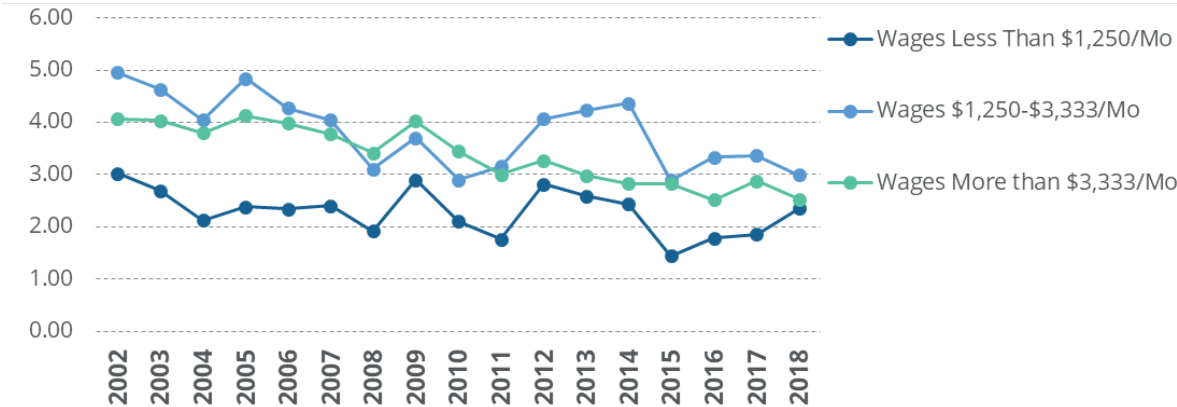
Source: ABAG Housing Needs Data Workbook

Figure III-4.  
Jobs to Household Ratio, City of Brisbane, 2002-2018



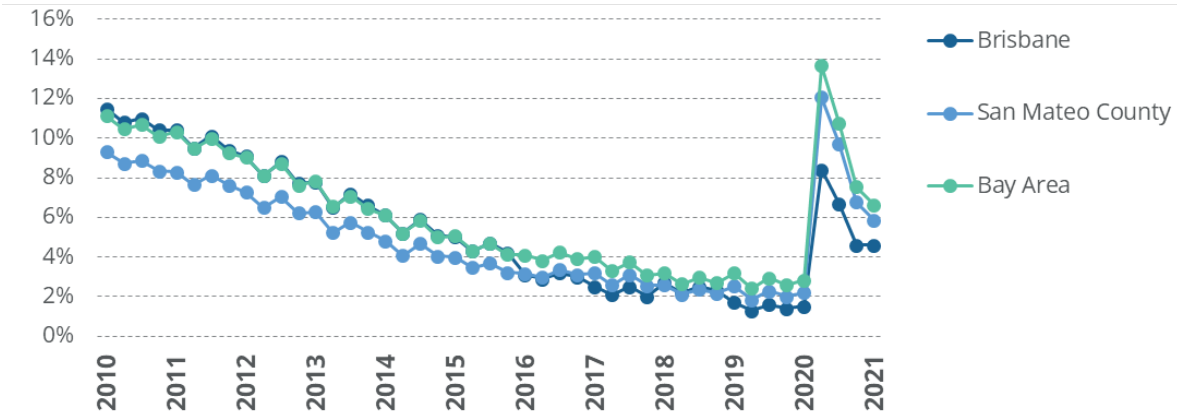
Source: ABAG Housing Needs Data Workbook

Figure III-5.  
Jobs to Worker Ratio by Wage, City of Brisbane, 2002-2018



Source: ABAG Housing Needs Data Workbook

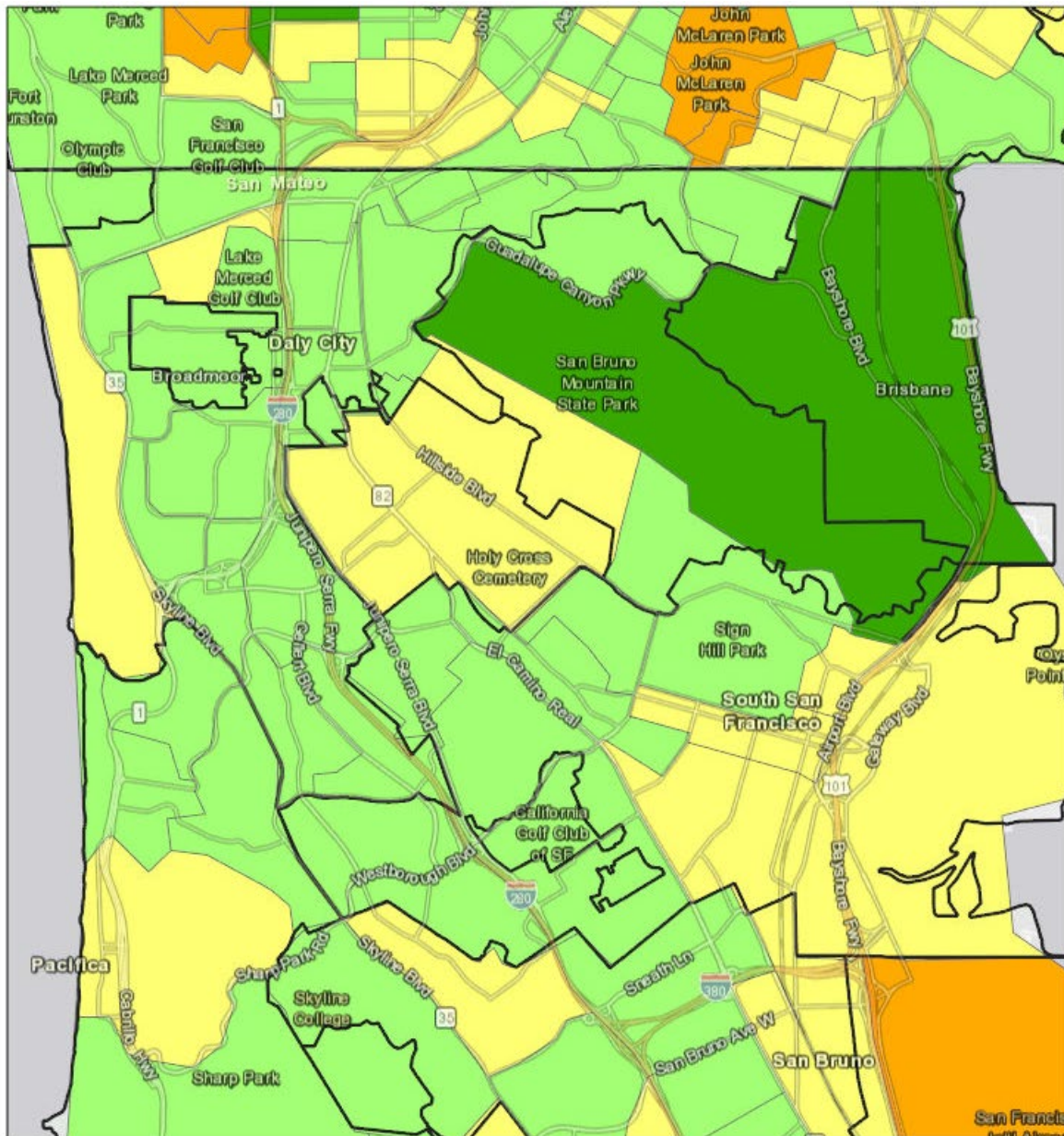
Figure III-6.  
Unemployment Rate, 2010-2021



Source: ABAG Housing Needs Data Workbook



Figure III-7. TCAC Opportunity Areas Economic Score by Census Tract, 2021



11/17/2021, 9:14:48 AM

1:72,224

City/Town Boundaries

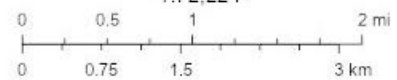
(R) TCAC Opportunity Areas (2021) - Economic Score - Tract

< 0.25 (Less Positive Economic Outcome)

0.25 - 0.50

0.50 - 0.75

> 0.75 (More Positive Economic Outcome)



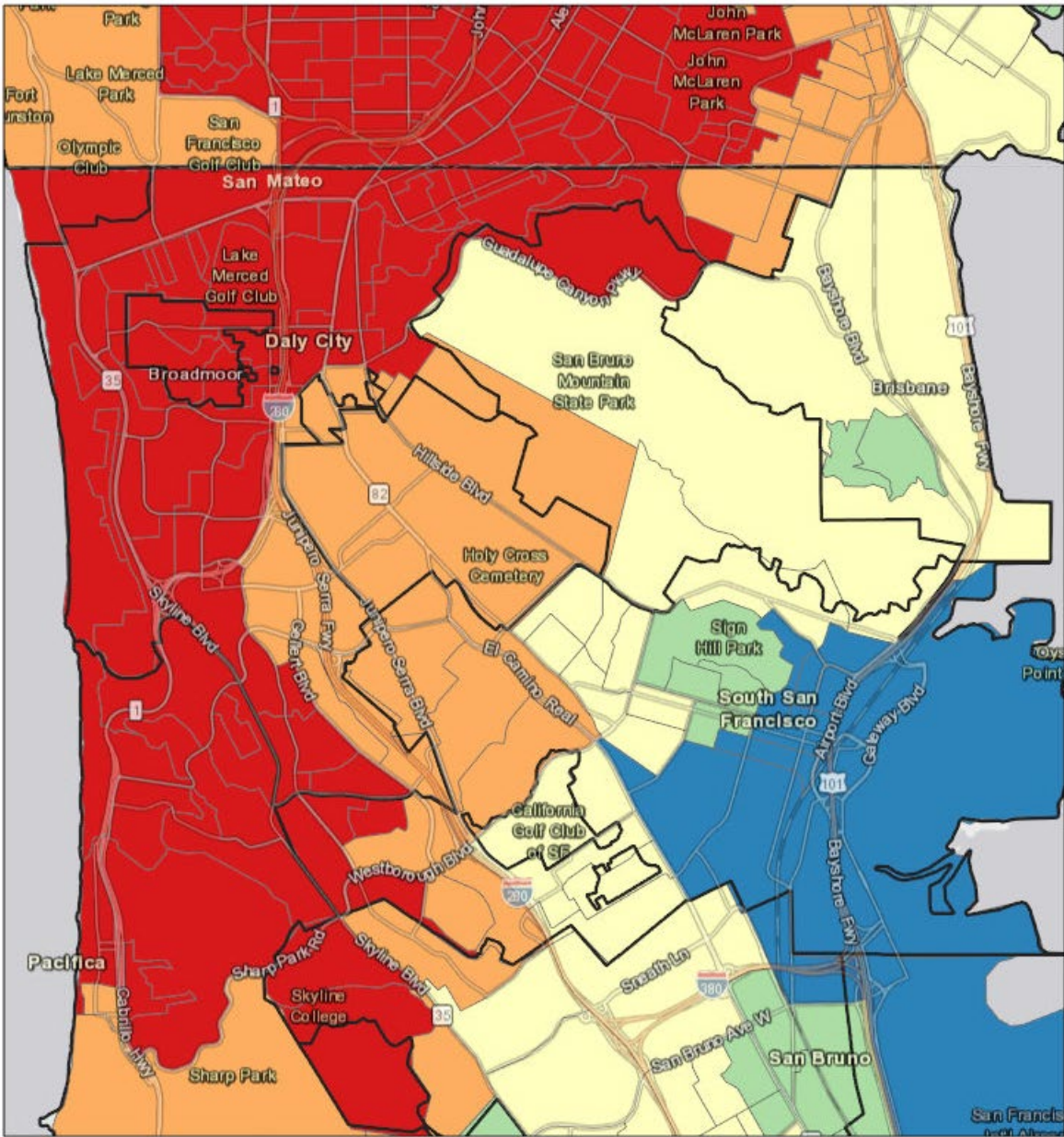
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Source: California Department of Housing and Community Development AFFH Data Viewer

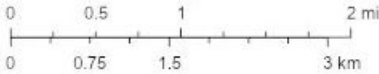
Figure III-8. Jobs Proximity Index by Block Group, 2017



11/17/2021, 9:18:11 AM

1:72,224

- City/Town Boundaries
- (A) Jobs Proximity Index (HUD, 2014 - 2017) - Block Group
- < 20 (Furthest Proximity)
- 20 - 40
- 40 - 60
- 60 - 80
- > 80 (Closest Proximity)



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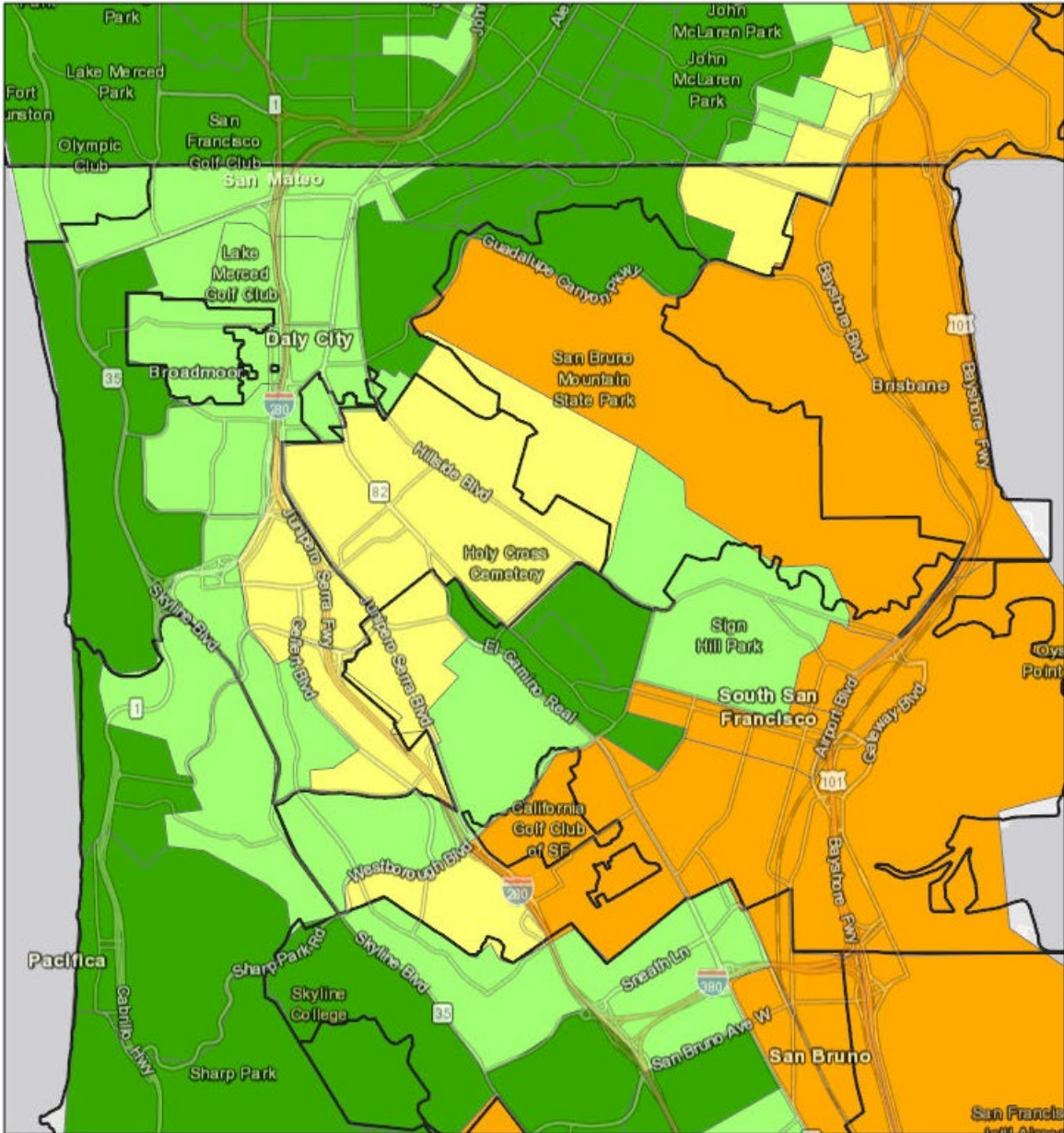
Source: California Department of Housing and Community Development AFFH Data Viewer

## **Transportation**

[TCAC's transportation opportunity score and maps were not available at the time of this report]

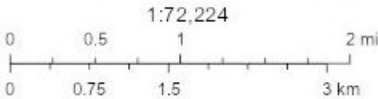
## **Environment**

Figure III-9. TCAC Opportunity Areas Environmental Score by Census Tract, 2021



11/17/2021, 9:22:51 AM

- City/Town Boundaries
- (R) TCAC Opportunity Areas (2021) - Environmental Score -Tract
- < .25 (Less Positive Environmental Outcomes)
- .25 - .50
- .50 - .75
- .75 - 1 (More Positive Environmental Outcomes)



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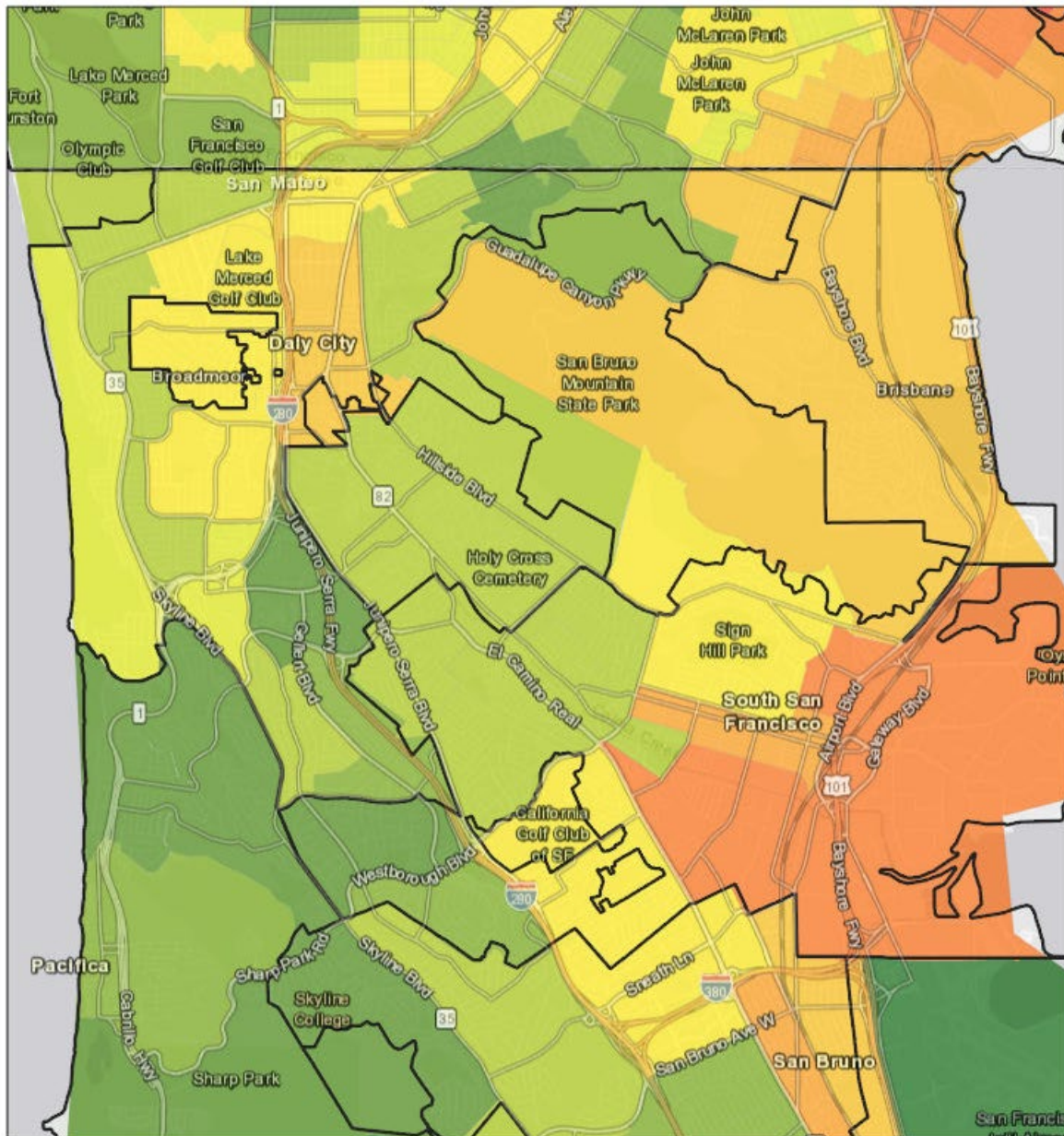
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Source: California Department of Housing and Community Development AFFH Data Viewer

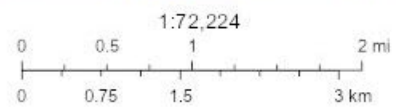
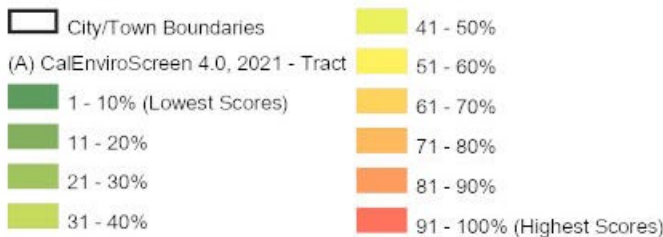




Figure III-10.  
CalEnviroScreen by Census Tract, 2021



11/17/2021, 8:57:15 AM



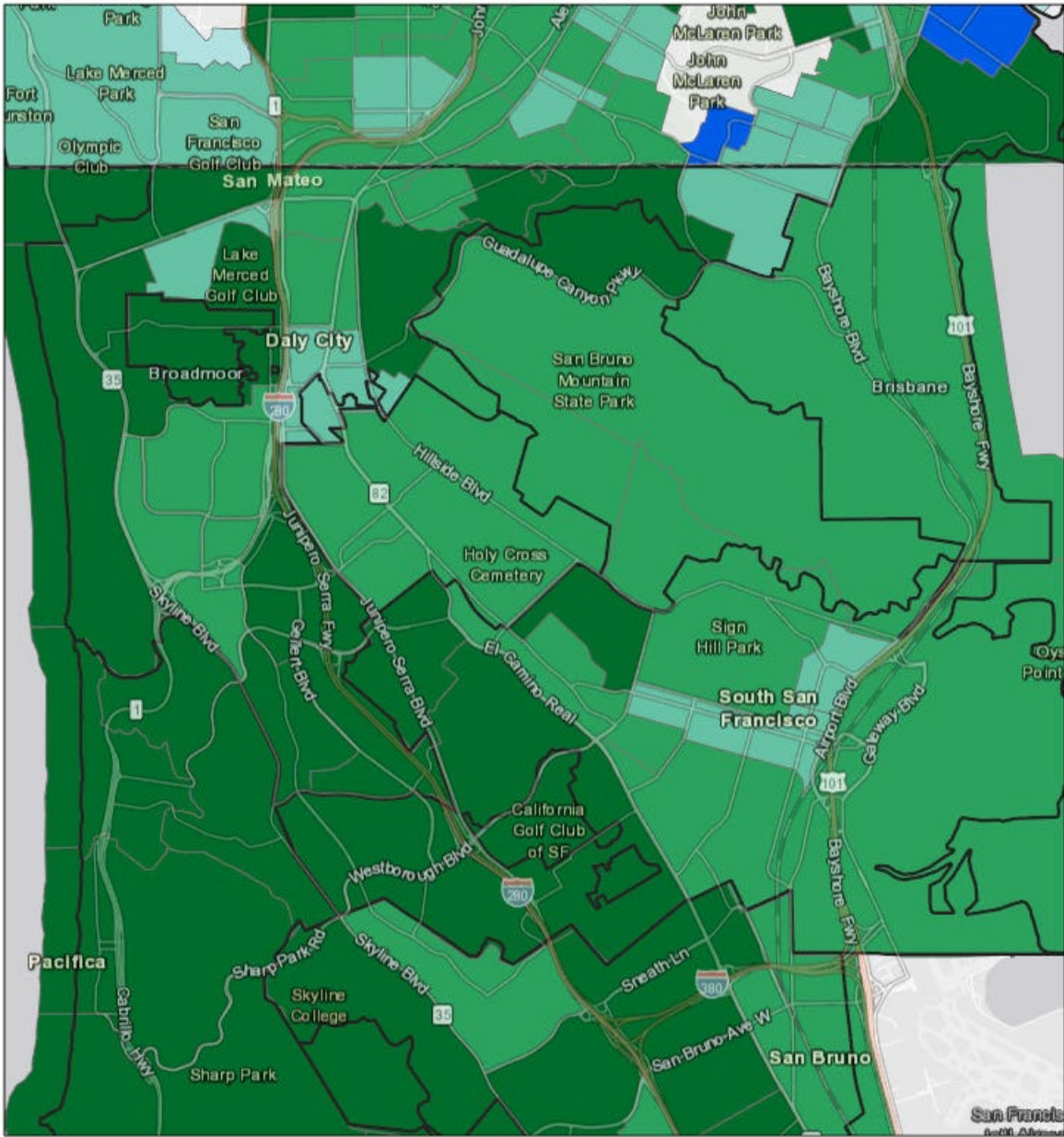
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CA HCD

Source: California Department of Housing and Community Development AFFH Data Viewer

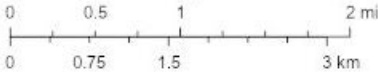
Figure III-11.  
Healthy Places Index by Census Tract, 2021



11/17/2021, 10:08:07 AM

1:72,224

- City/Town Boundaries
- (A) Healthy Places Index (PHASC, 2021) - Tract
- < 20%
- 20% - 40%
- 40% - 60%
- 60% - 80%
- 80% - 100%



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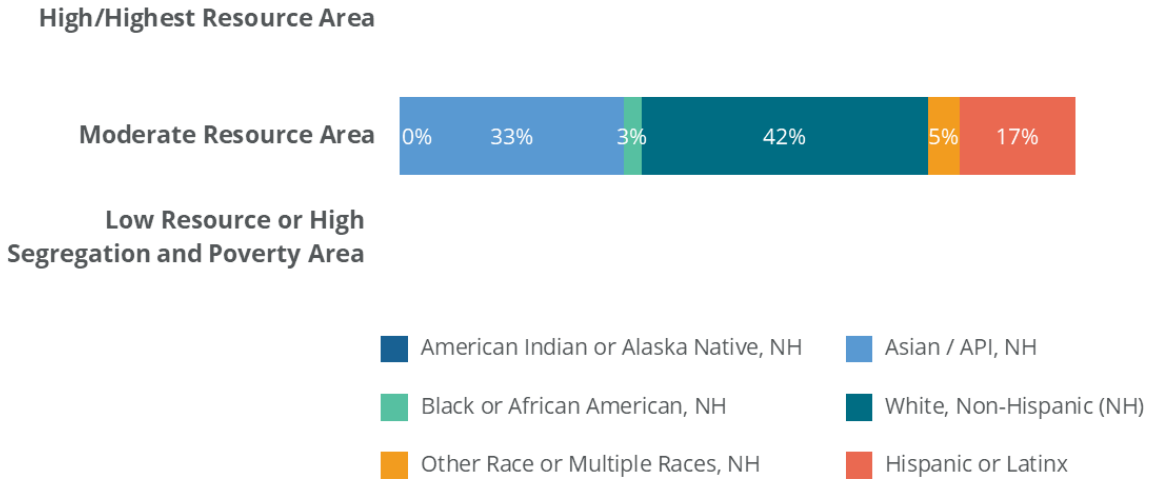


Source: California Department of Housing and Community Development AFFH Data Viewer

**Patterns in disparities in access to opportunity.**

Figure III-12.

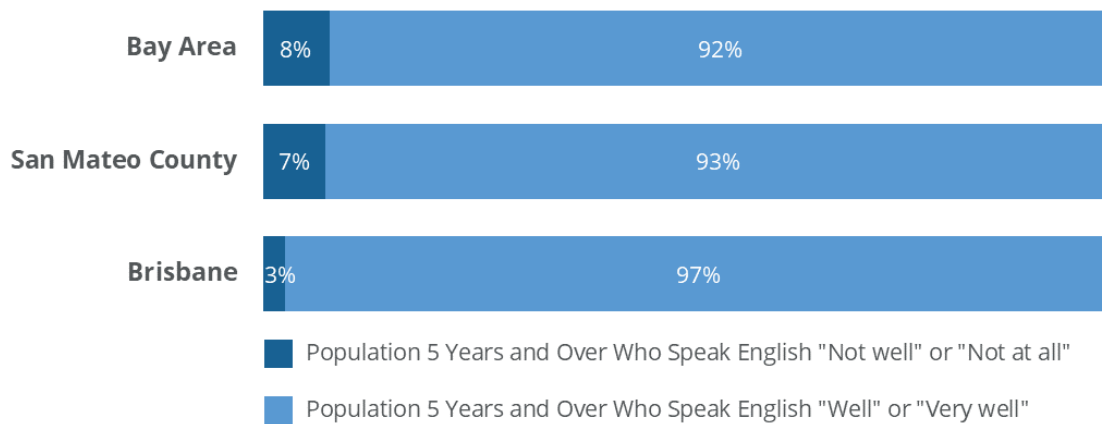
**Population Living in Moderate and High Resource Areas by Race and Ethnicity, City of Brisbane, 2019**



Source: ABAG Housing Needs Data Workbook

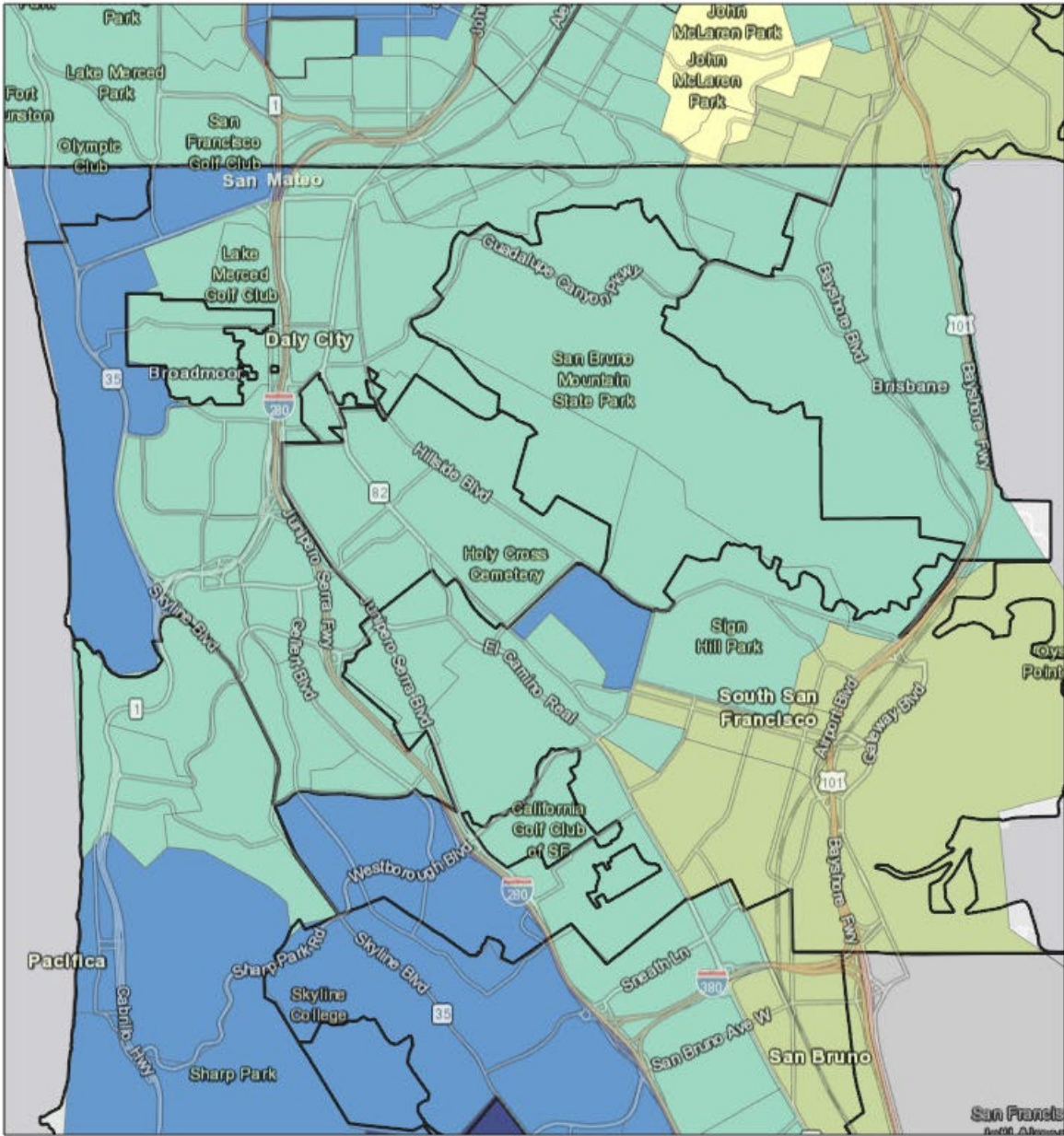
Figure III-13.

**Population with Limited English Proficiency, City of Brisbane, 2019**



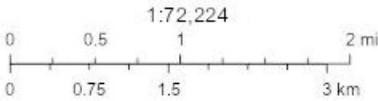
Source: ABAG Housing Needs Data Workbook

Figure III-14. TCAC Opportunity Areas Composite Score by Census Tract, 2021



11/17/2021, 9:06:44 AM

- City/Town Boundaries
- (R) TCAC Opportunity Areas (2021) - Composite Score - Tract
- Highest Resource
- High Resource
- Moderate Resource (Rapidly Changing)
- Moderate Resource
- Low Resource



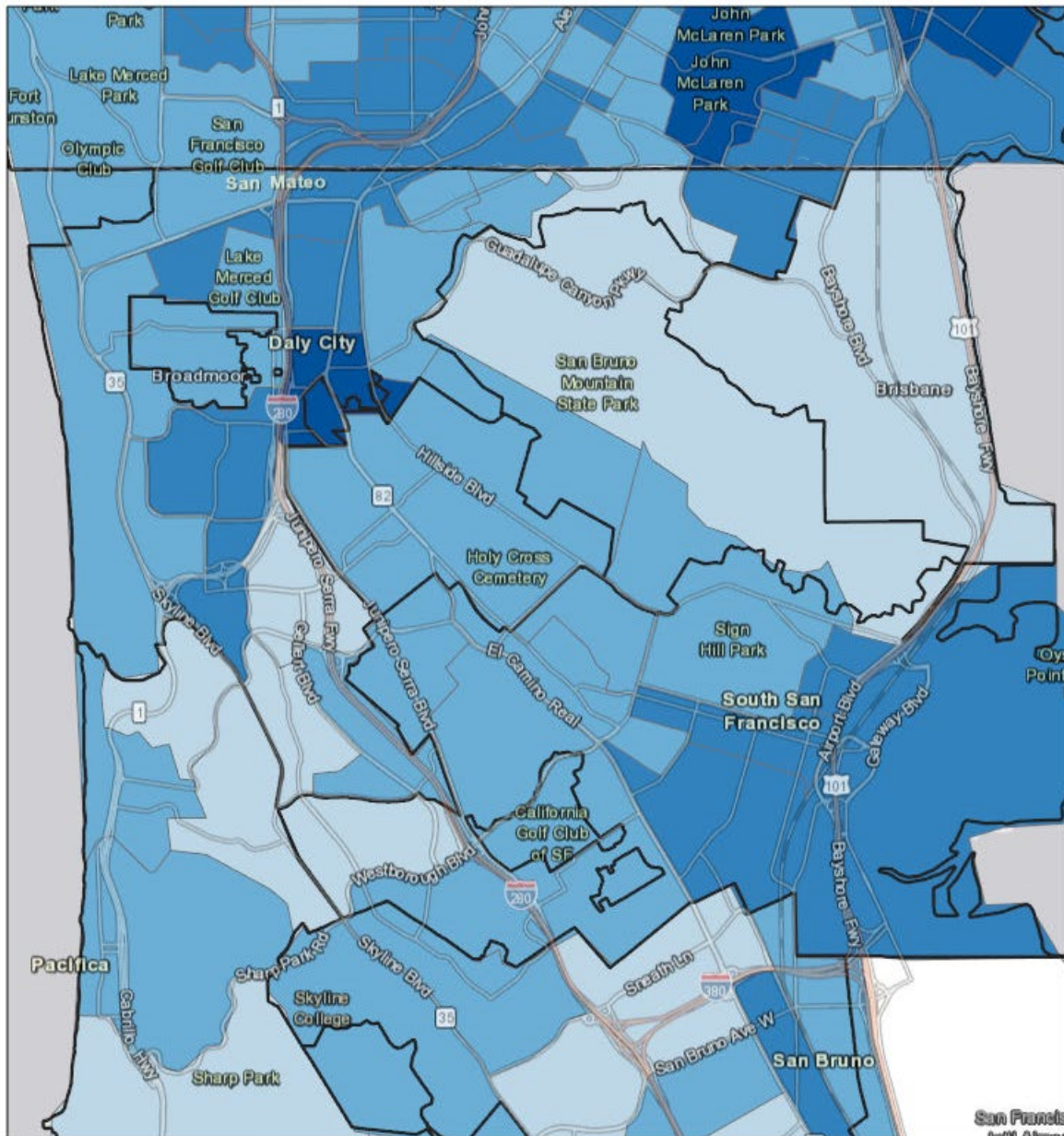
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Source: California Department of Housing and Community Development AFFH Data Viewer

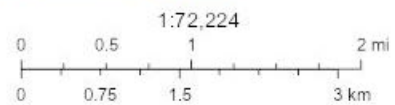


Figure III-15.  
Social Vulnerability Index by Census Tract, 2018



11/17/2021, 9:20:28 AM

- City/Town Boundaries
- (A) Social Vulnerability Index (CDC, 2018) - Tract
- No Data
- Lower Vulnerability
- Higher Vulnerability
- Higher Vulnerability

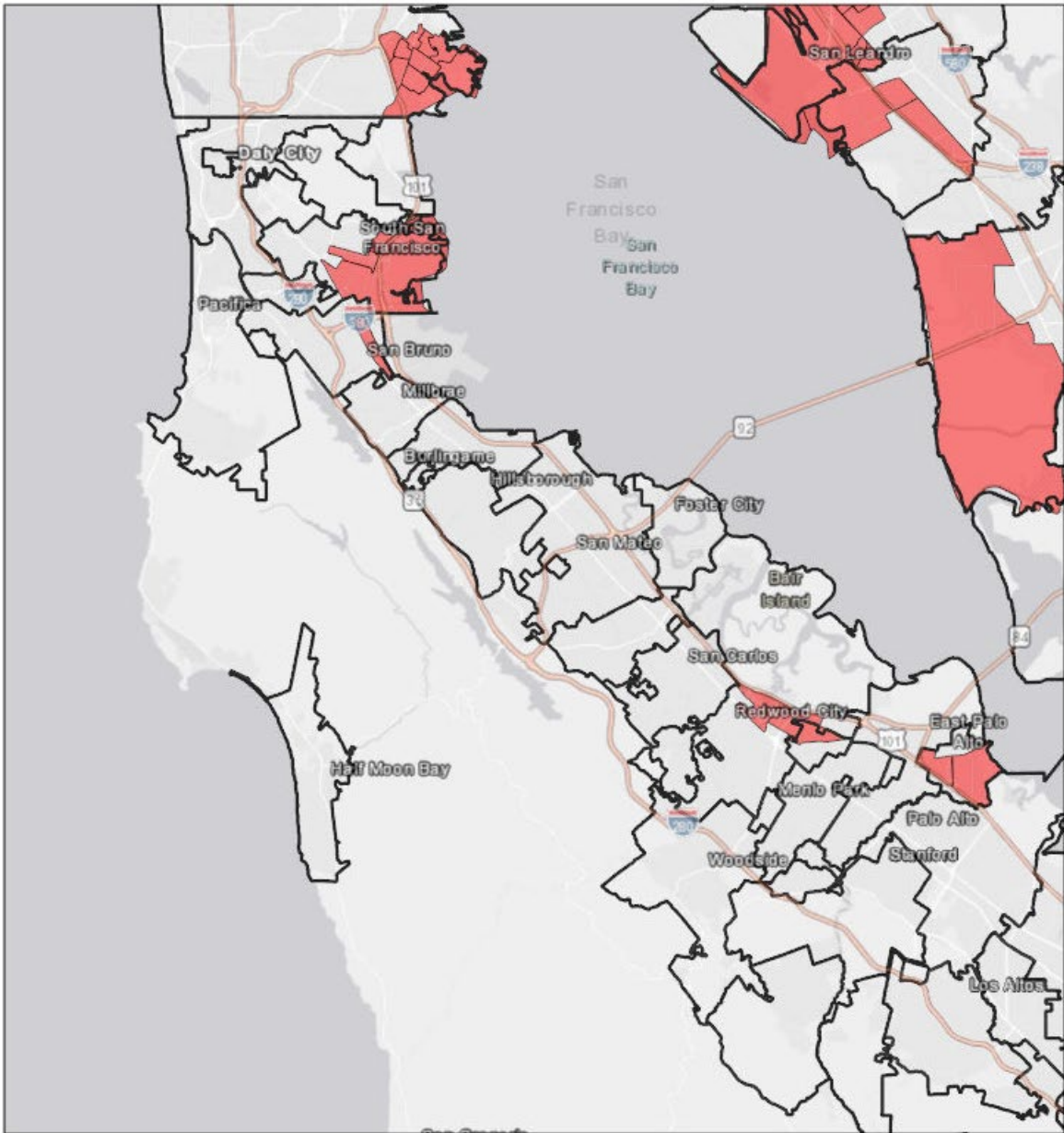


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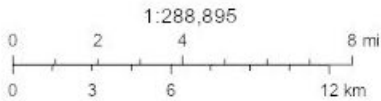
Source: California Department of Housing and Community Development AFFH Data Viewer

Figure III-16.  
SB 535 Disadvantaged Communities



10/4/2021, 3:07:03 PM

- City/Town Boundaries
- (A) SB 535 Disadvantaged Communities



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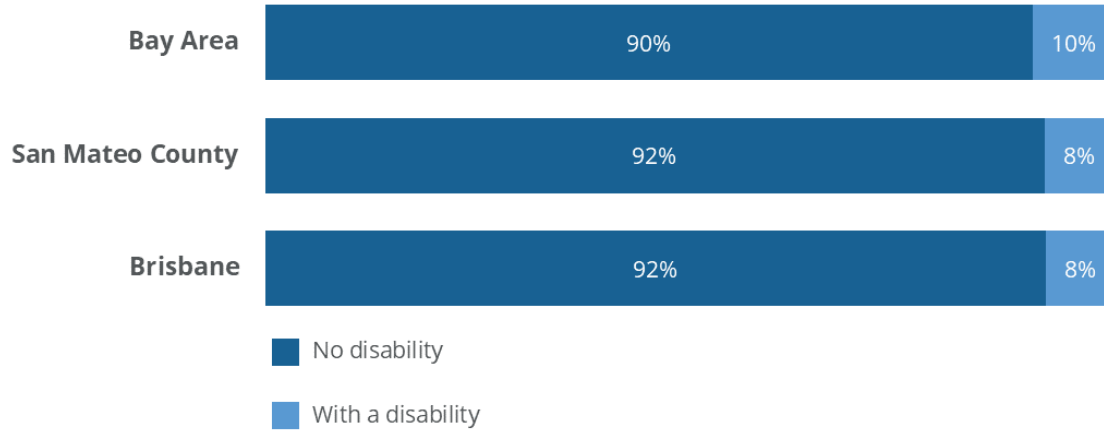
Source: California Department of Housing and Community Development AFFH Data Viewer



Disparities in access to opportunity for persons with disabilities.

Figure III-17.

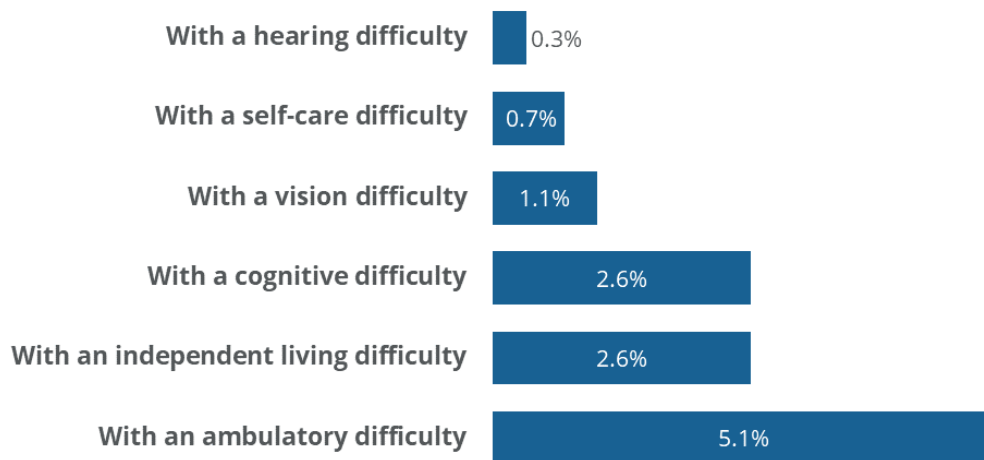
Population by Disability Status, City of Brisbane, 2019



Source: ABAG Housing Needs Data Workbook

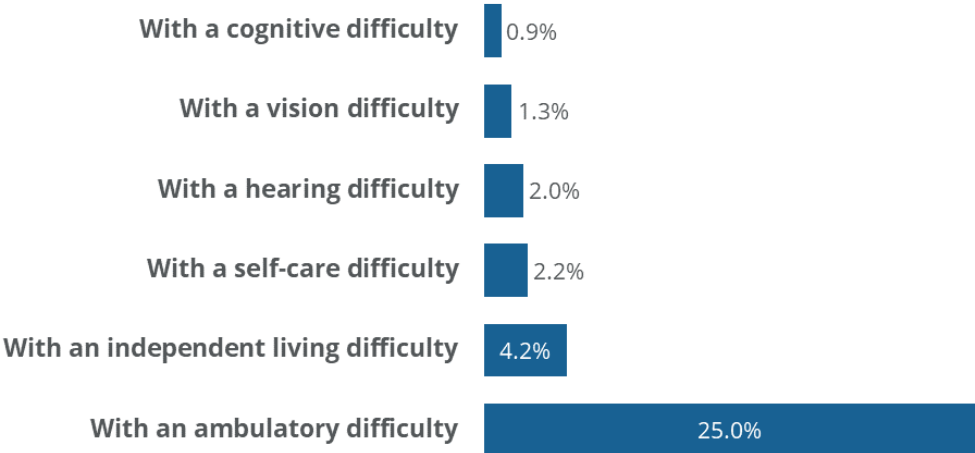
Figure III-18.

Disability by Type for the Non-Institutionalized Population 18 Years and Over, City of Brisbane, 2019



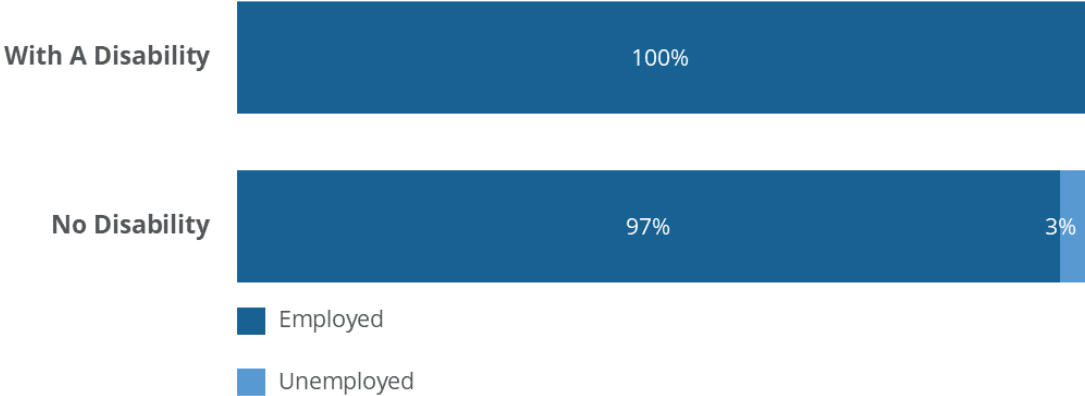
Source: ABAG Housing Needs Data Workbook

Figure III-19.  
Disability by Type for Seniors (65 years and over), City of Brisbane, 2019



Source: ABAG Housing Needs Data Workbook

Figure III-20.  
Employment by Disability Status, City of Brisbane, 2019

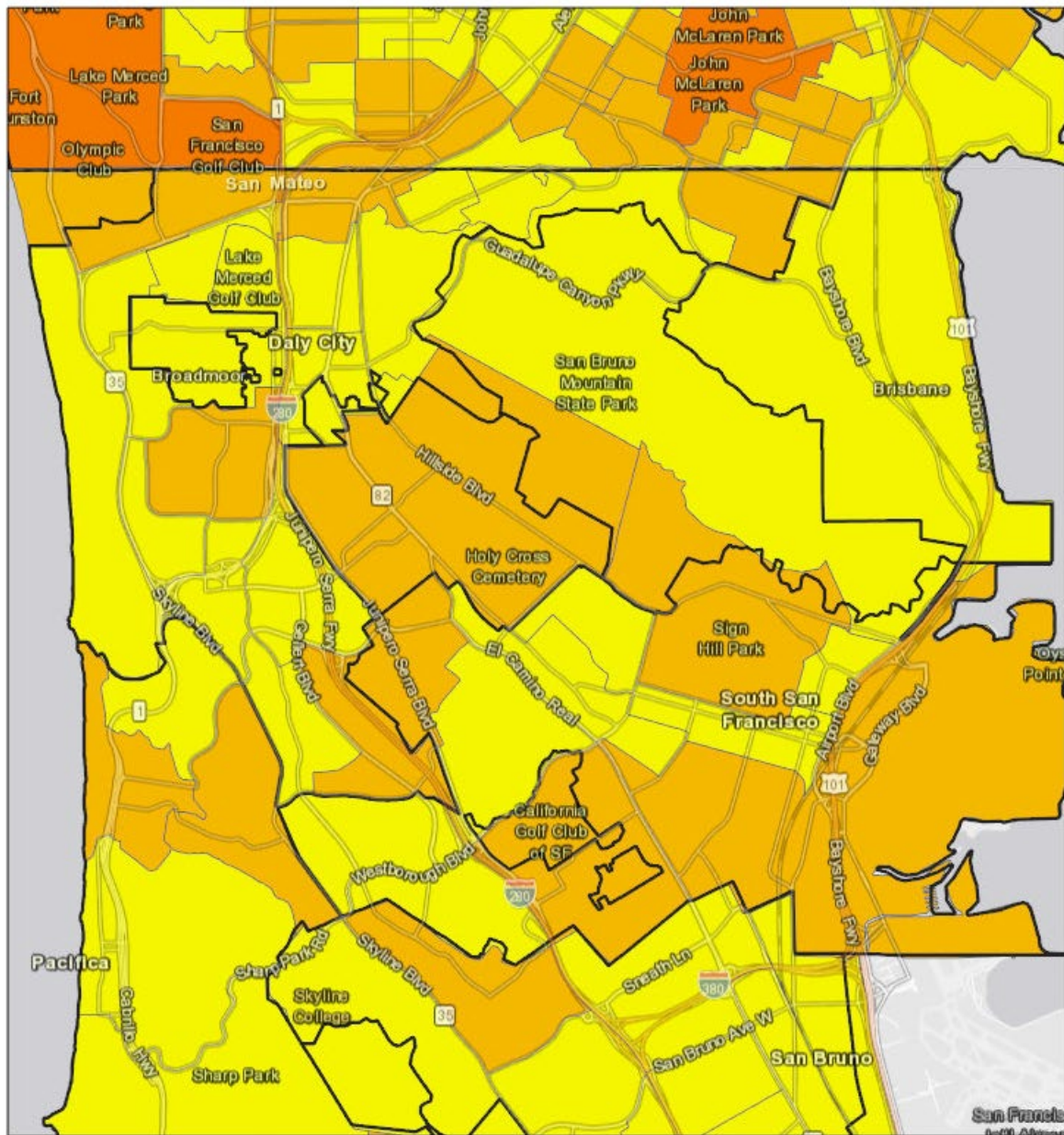


Source: ABAG Housing Needs Data Workbook





Figure III-21. Share of Population with a Disability by Census Tract, 2019

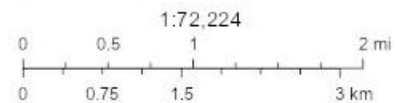


11/17/2021, 8:51:25 AM

City/Town Boundaries

(R) Population with a Disability (ACS, 2015 - 2019) - Tract

- < 10%
- 10% - 20%
- 20% - 30%



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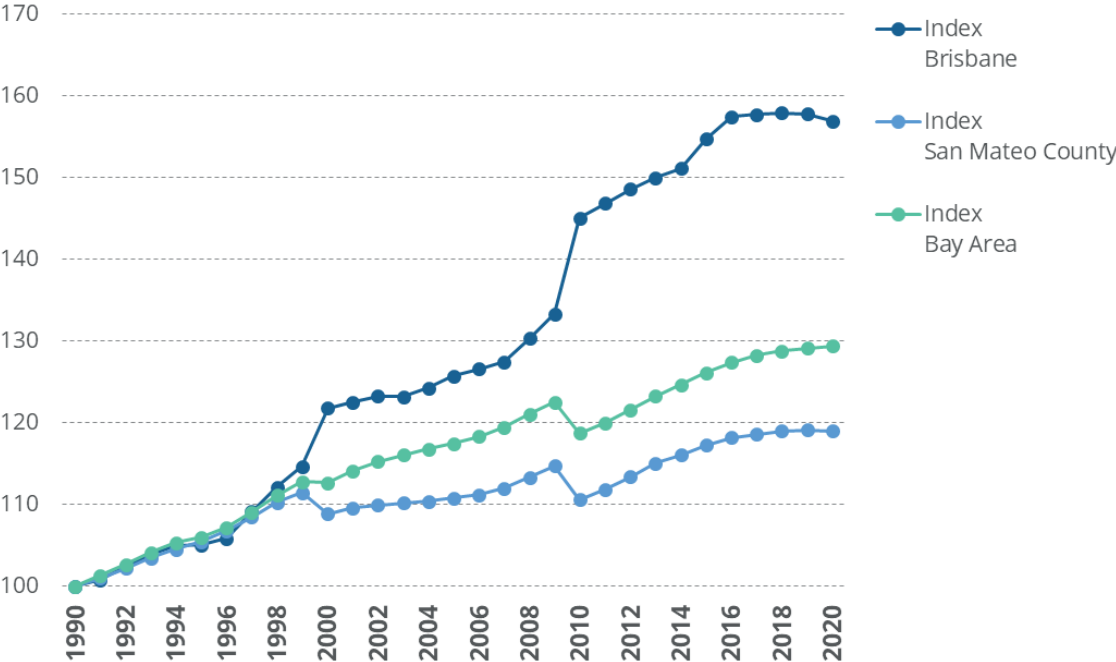
Source: California Department of Housing and Community Development AFFH Data Viewer

### SECTION IV. Disproportionate Housing Needs

#### Housing needs.

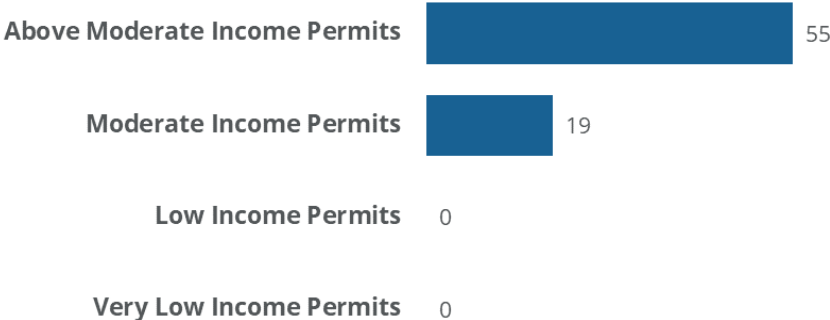
Figure IV-1.

Population Indexed to 1990



Source: ABAG Housing Needs Data Workbook

Figure IV-2.  
Housing Permits Issued by Income Group, City of Brisbane, 2015-2019

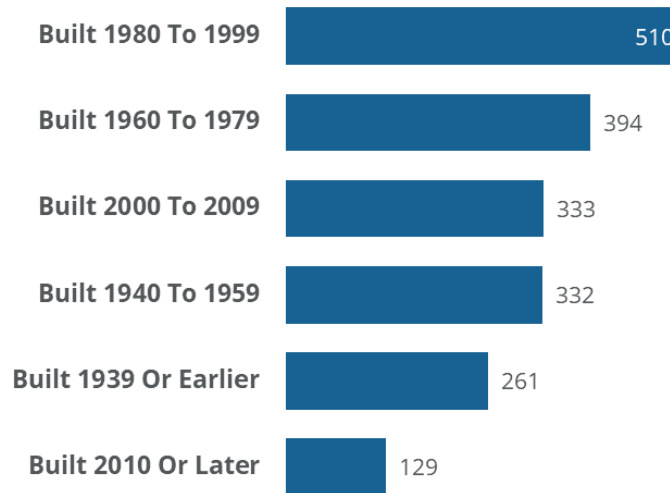


Source:  
ABAG Housing Needs Data  
Workbook

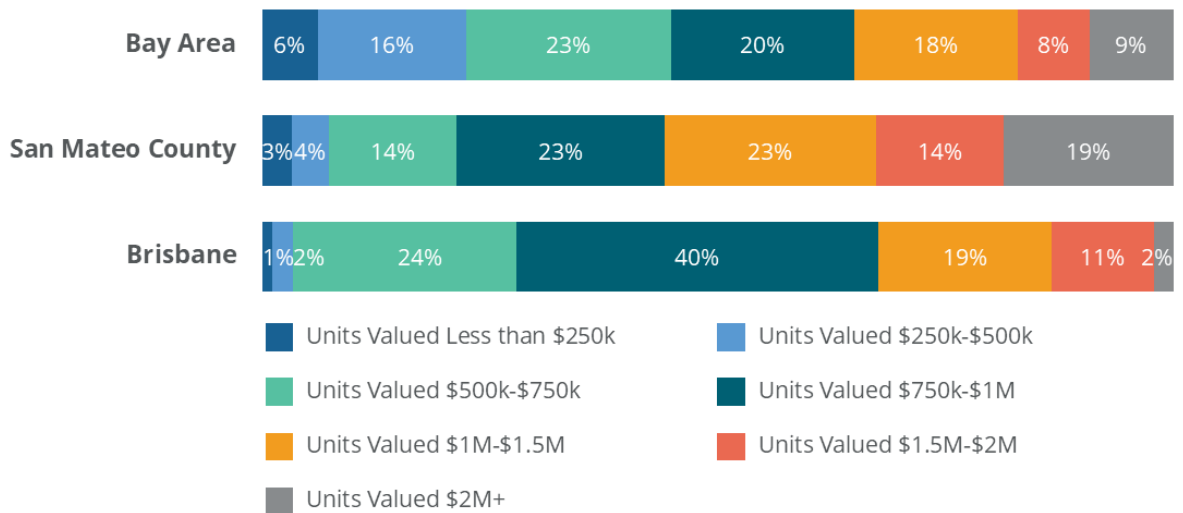


**Figure IV-3.  
Housing Units by Year  
Built, City of Brisbane**

Source:  
ABAG Housing Needs Data Workbook

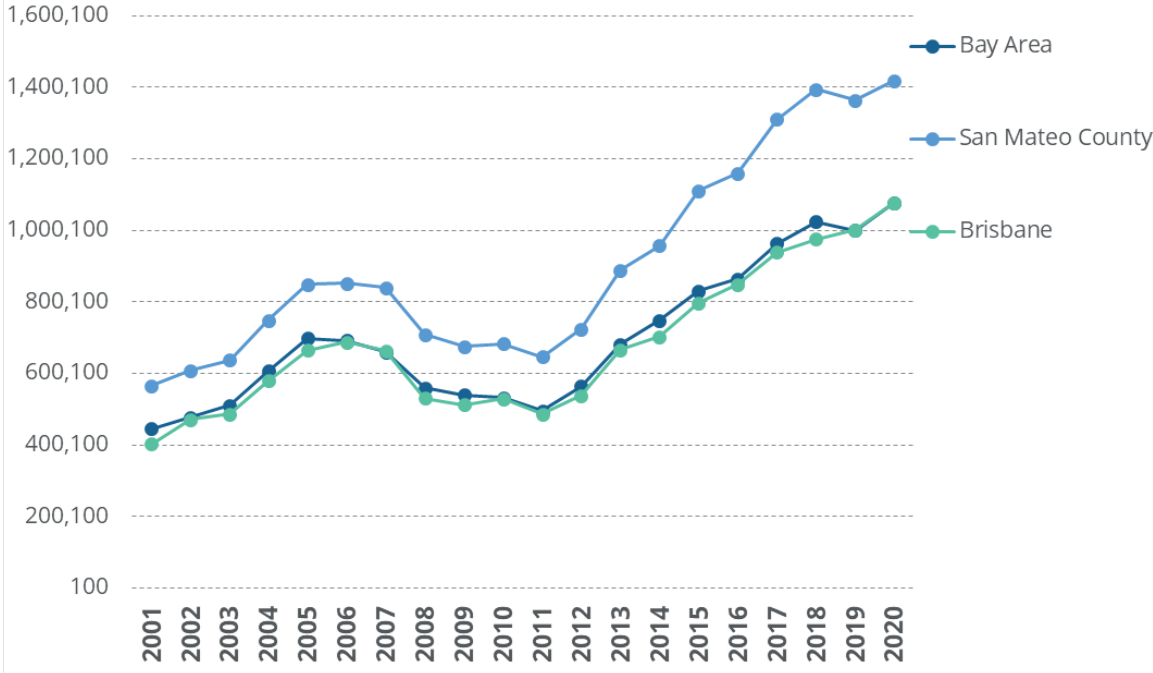


**Figure IV-4.  
Distribution of Home Value for Owner Occupied Units, 2019**



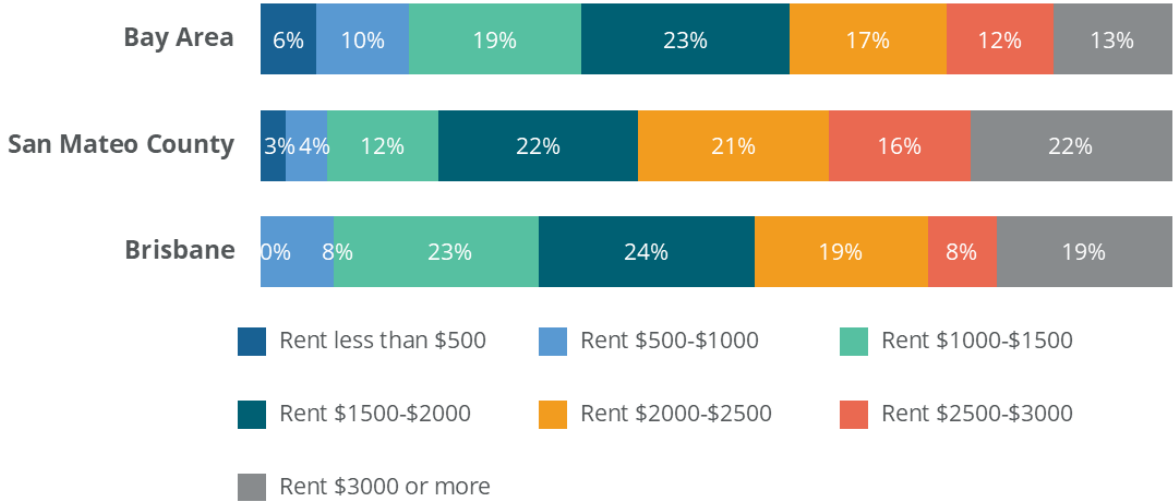
Source: ABAG Housing Needs Data Workbook

**Figure IV-5.**  
**Zillow Home Value Index, 2001-2020**



Source: ABAG Housing Needs Data Workbook

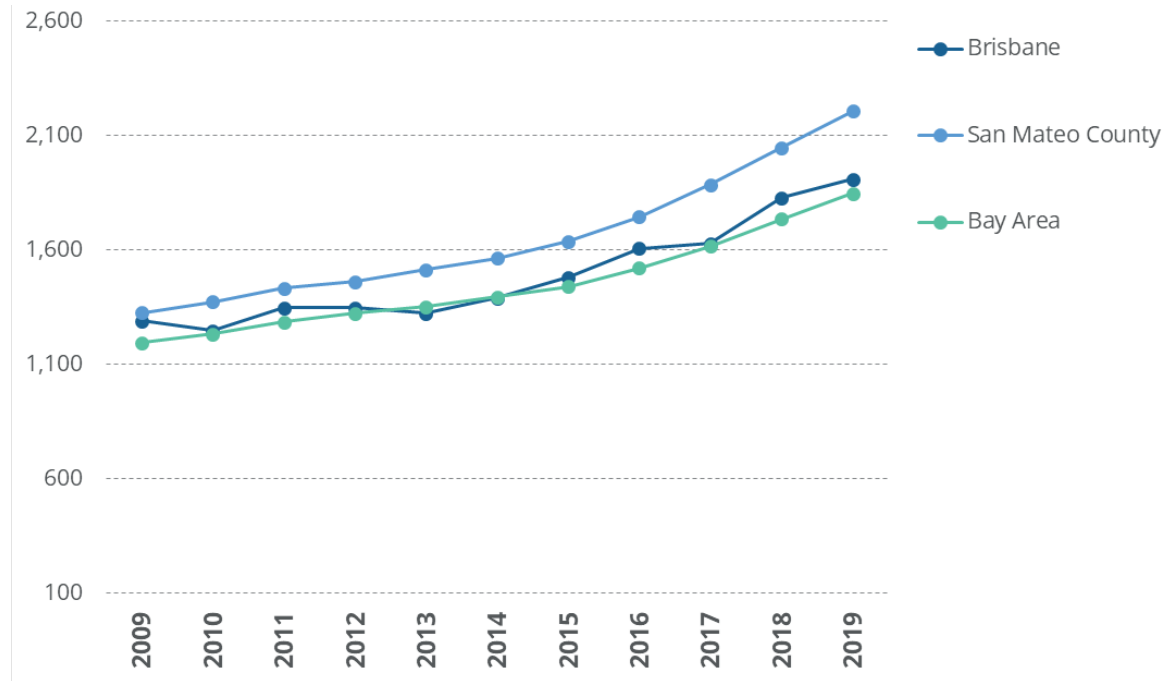
**Figure IV-6.**  
**Distribution of Contract Rents for Renter Occupied Units, 2019**



Source: ABAG Housing Needs Data Workbook



Figure IV-7.  
Median Contract Rent, 2009-2019

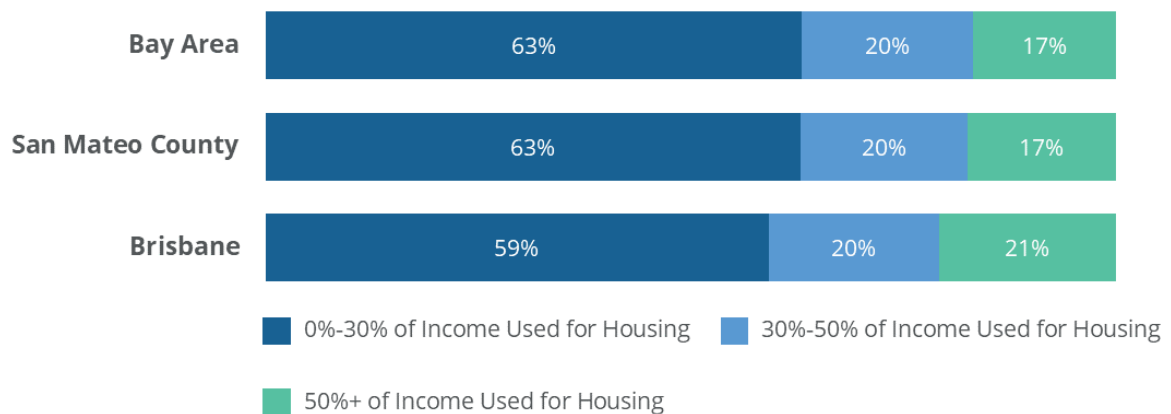


Source: ABAG Housing Needs Data Workbook

Cost burden and severe cost burden.

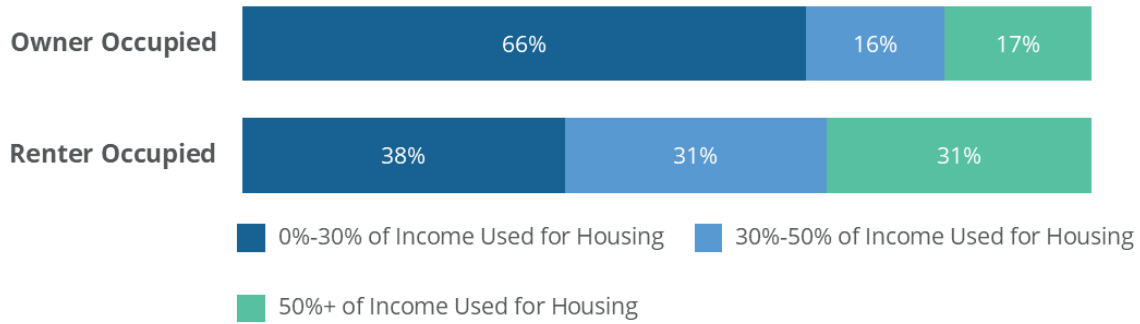
Figure IV-8.

Overpayment (Cost Burden) by Jurisdiction, 2019



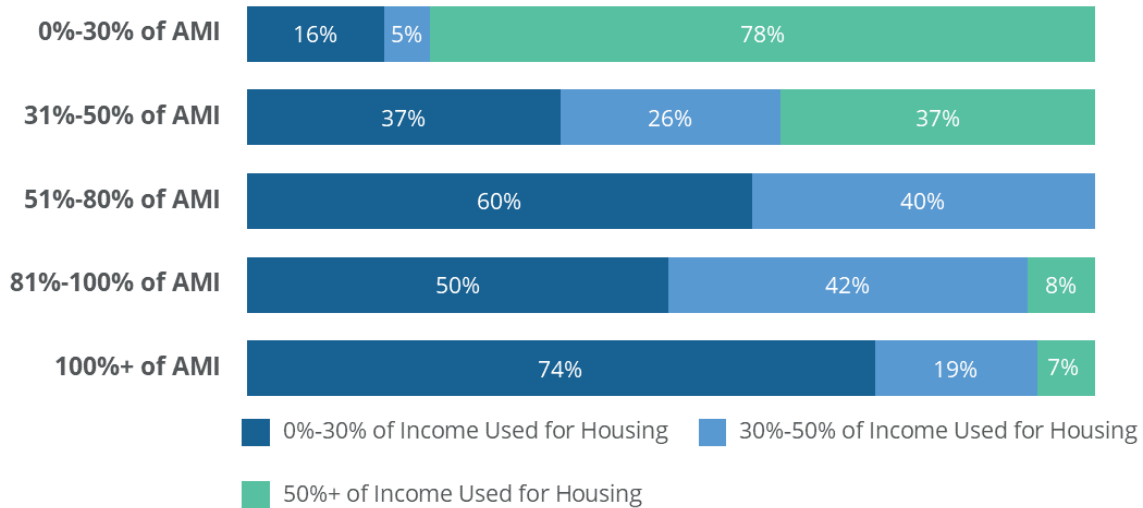
Source: ABAG Housing Needs Data Workbook

**Figure IV-9.**  
**Overpayment (Cost Burden) by Tenure, City of Brisbane, 2019**



Source: ABAG Housing Needs Data Workbook

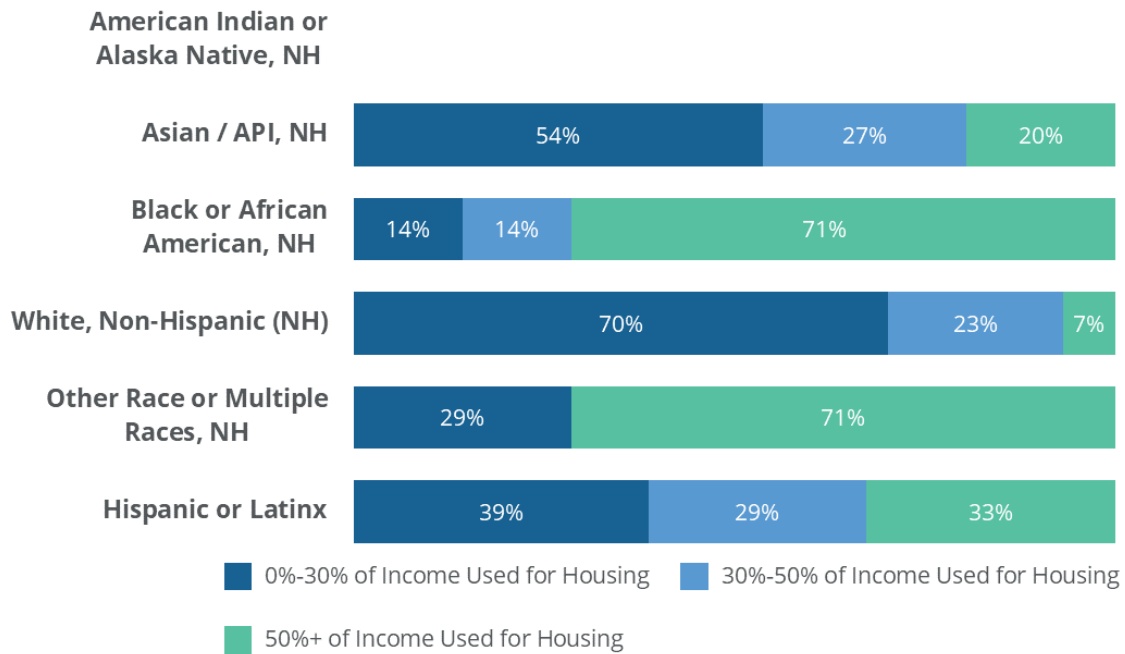
**Figure IV-10.**  
**Overpayment (Cost Burden) by Area Median Income (AMI), City of Brisbane, 2019**



Source: ABAG Housing Needs Data Workbook

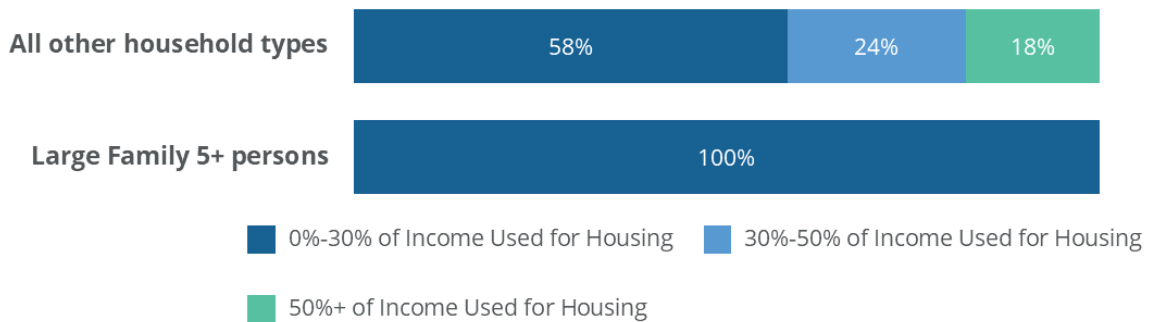


Figure IV-11. Overpayment (Cost Burden) by Race and Ethnicity, City of Brisbane, 2019



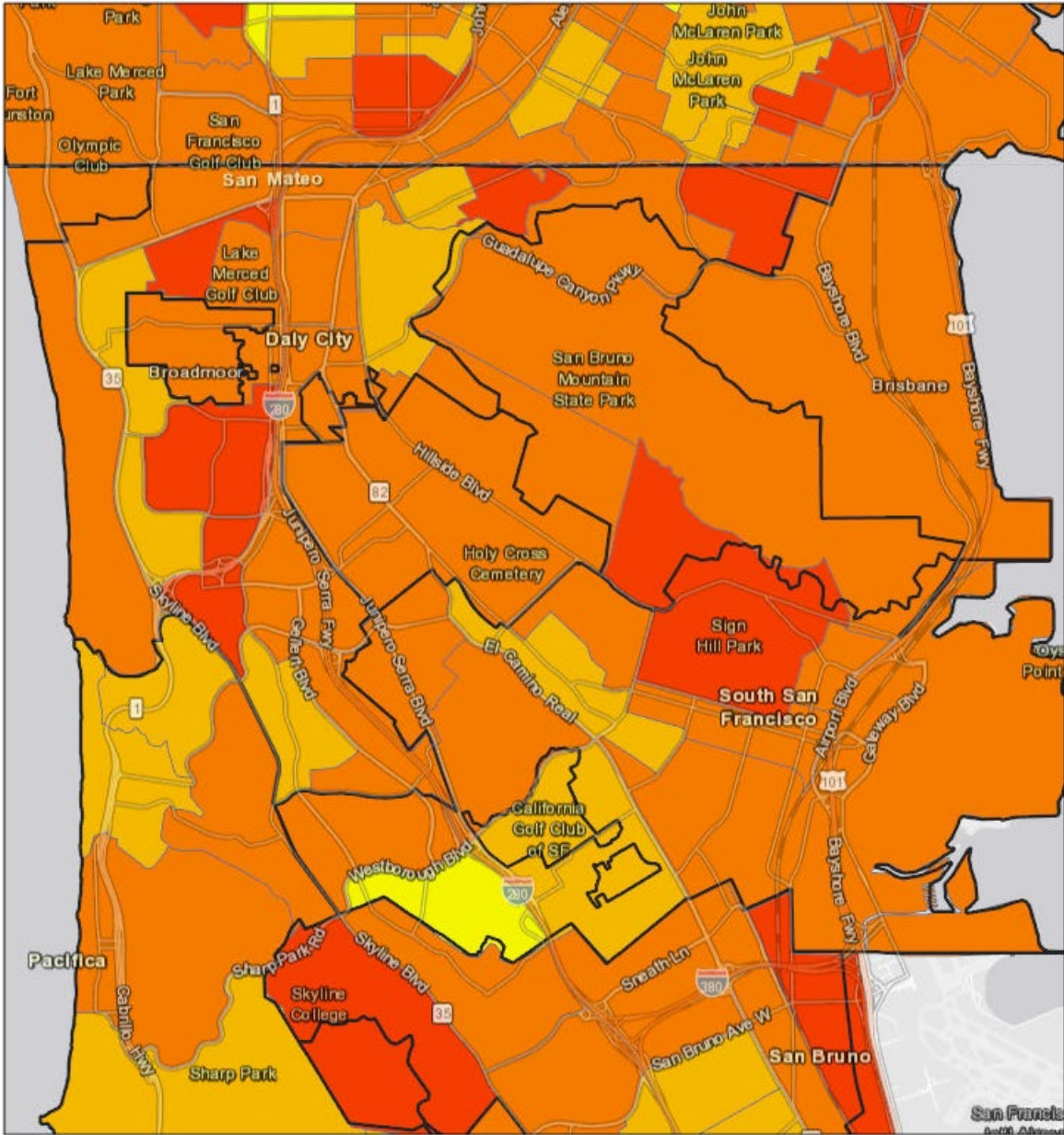
Source: ABAG Housing Needs Data Workbook

Figure IV-12. Overpayment (Cost Burden) by Family Size, City of Brisbane, 2019



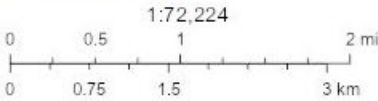
Source: ABAG Housing Needs Data Workbook

Figure IV-13. Overpayment (Cost Burden) for Renter Households by Census Tract, 2019



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- City/Town Boundaries
- (R) Overpayment by Renters (ACS, 2015 - 2019) - Tract
- < 20%
- 20% - 40%
- 40% - 60%
- 60% - 80%



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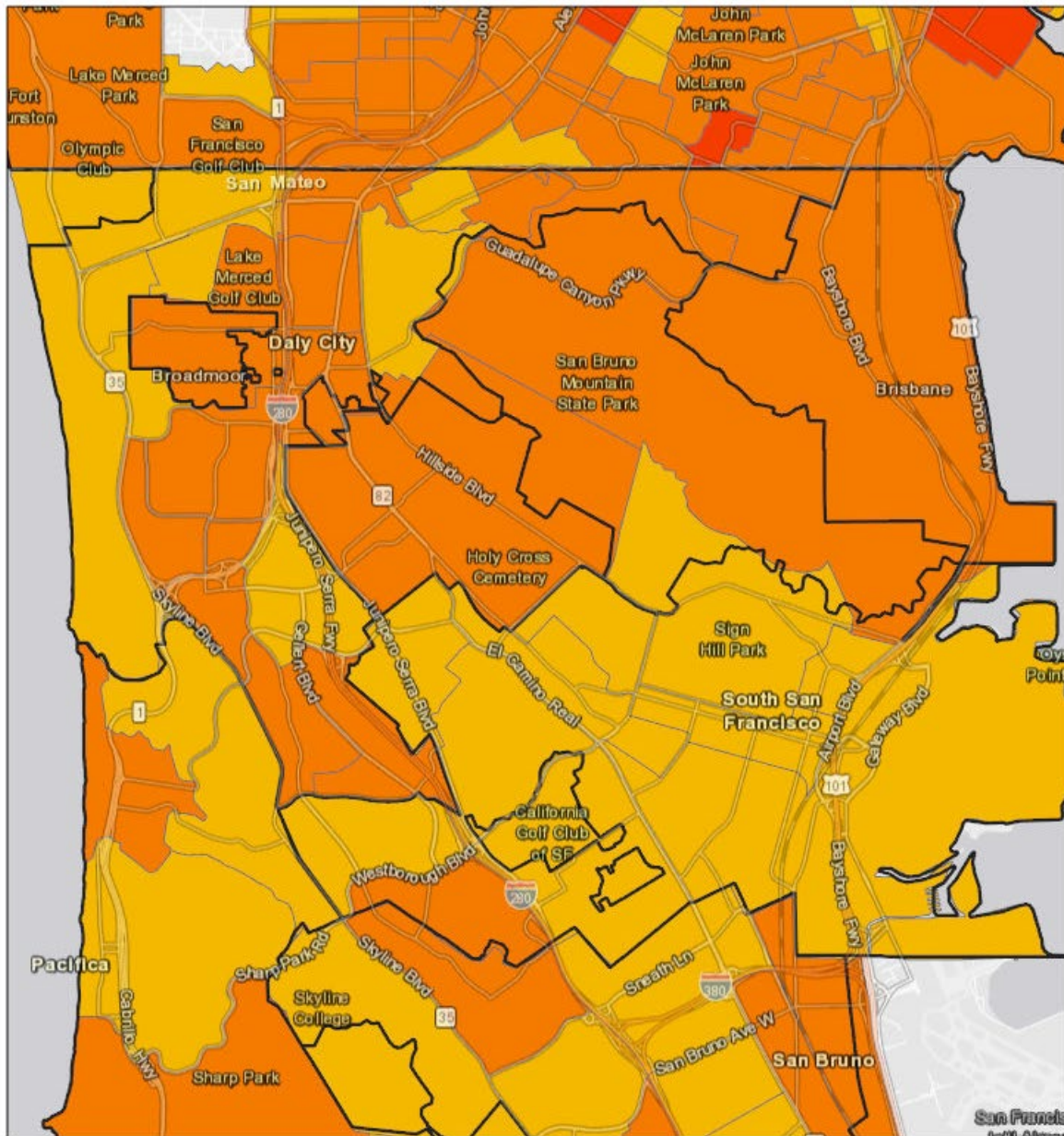
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Source: California Department of Housing and Community Development AFFH Data Viewer





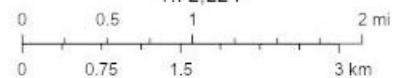
Figure IV-14. Overpayment (Cost Burden) for Owner Households by Census Tract, 2019



11/17/2021, 9:33:57 AM

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City/Town Boundaries



(R) Overpayment by Home Owners (ACS, 2015 - 2019) - Tract

- 20% - 40%
- 40% - 60%
- 60% - 80%

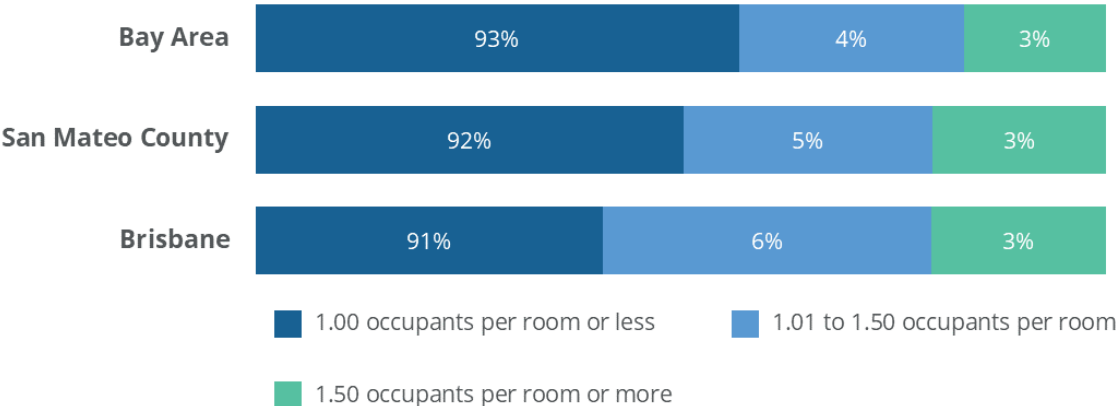
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Source: California Department of Housing and Community Development AFFH Data Viewer

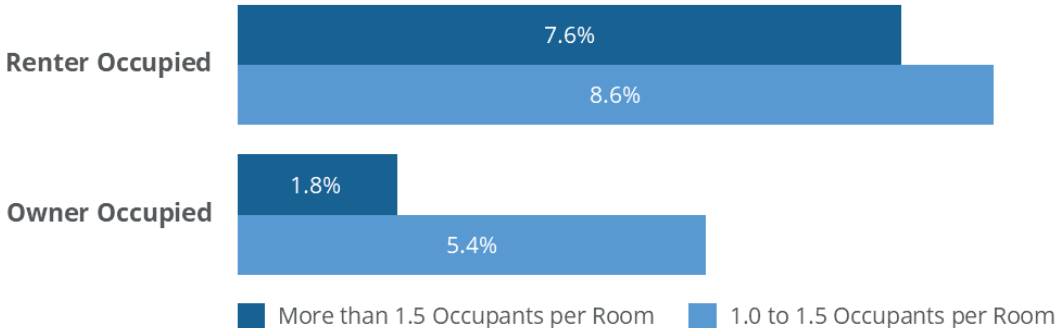
Overcrowding.

Figure IV-15. Occupants per Room by Jurisdiction, 2019



Source: ABAG Housing Needs Data Workbook

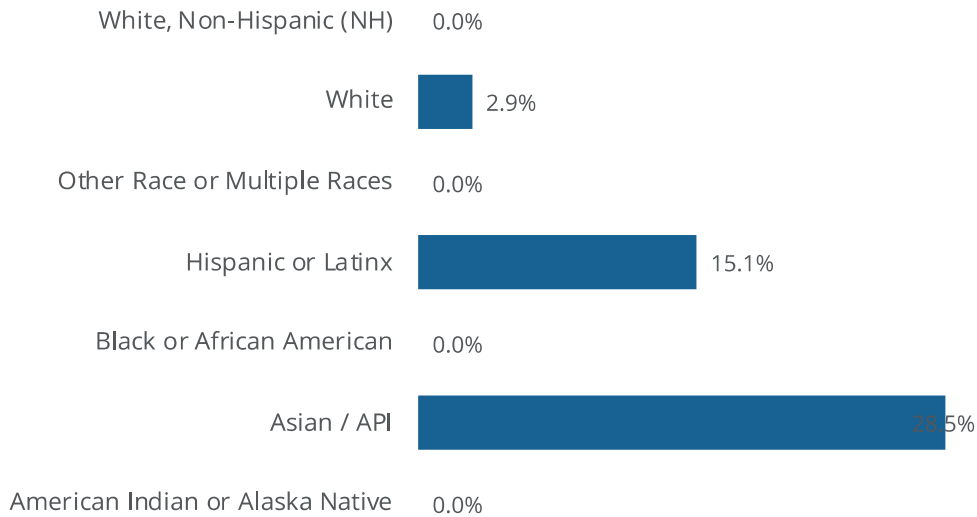
Figure IV-16. Occupants per Room by Tenure, City of Brisbane, 2019



Source: ABAG Housing Needs Data Workbook



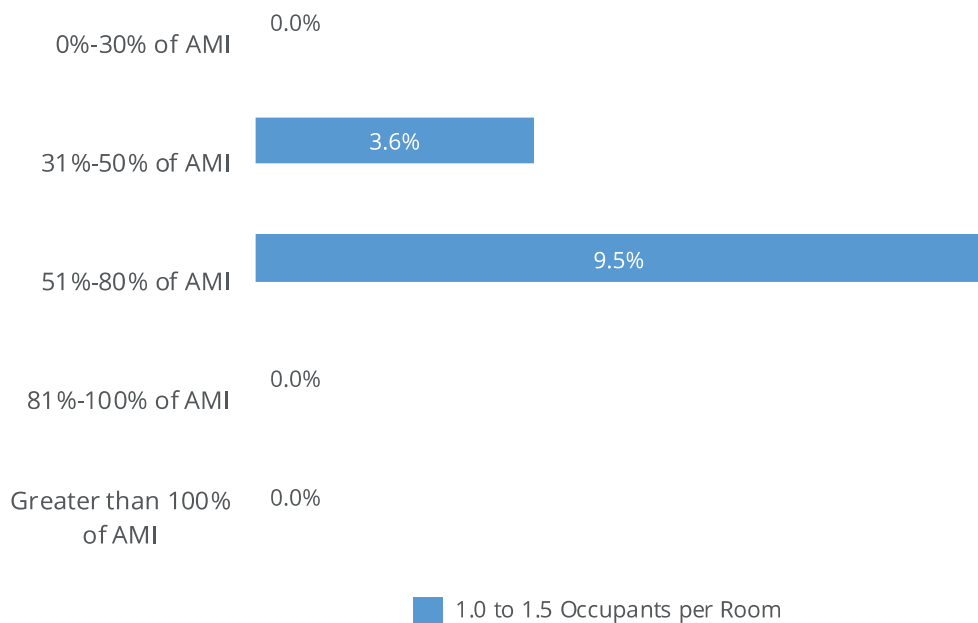
Figure IV-17. Overcrowding by Race and Ethnicity, City of Brisbane, 2019



Note: Overcrowding is indicated by more than 1 person per room.

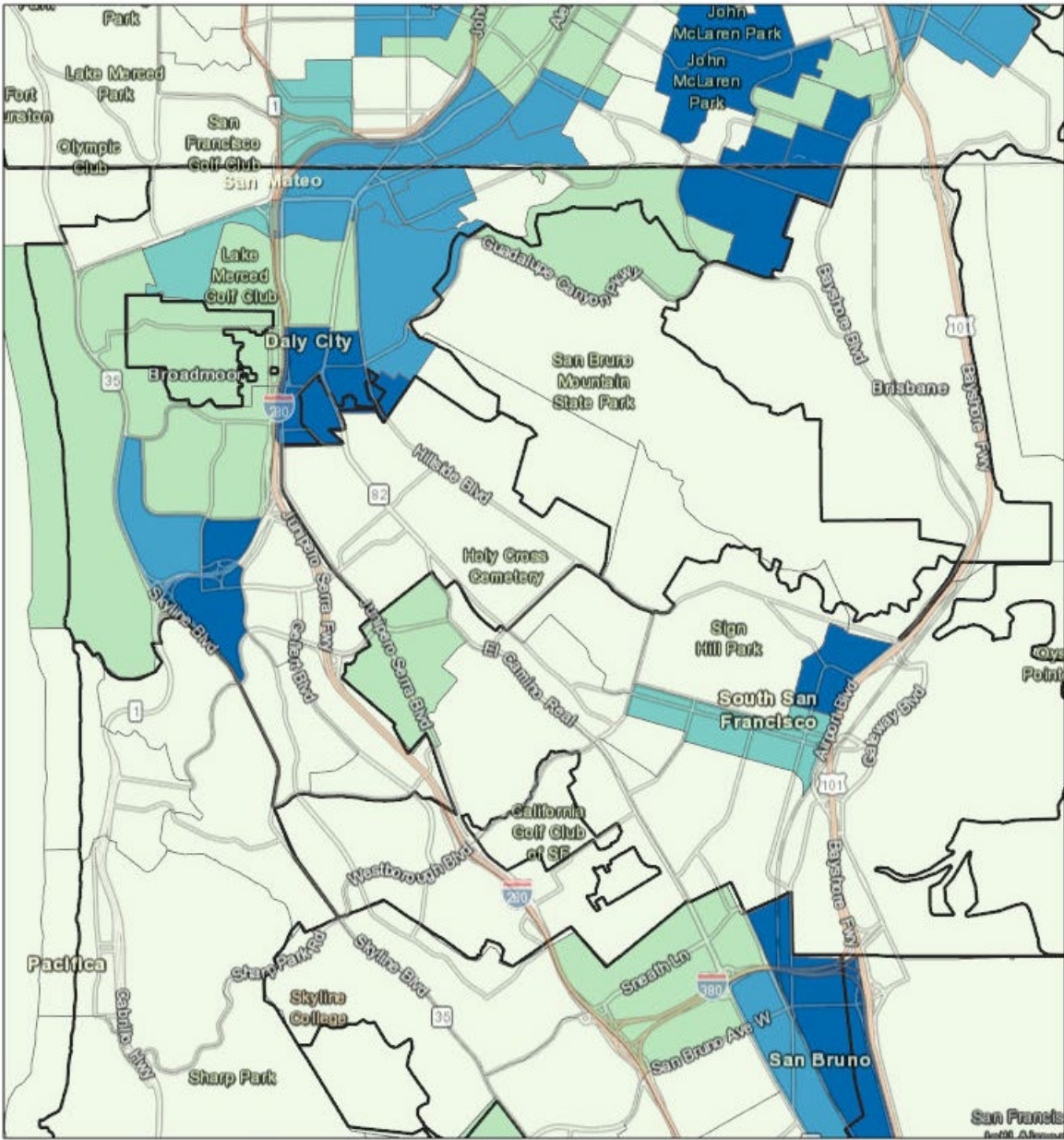
Source: ABAG Housing Needs Data Workbook

Figure IV-18. Occupants per Room by AMI, City of Brisbane, 2019



Source: ABAG Housing Needs Data Workbook

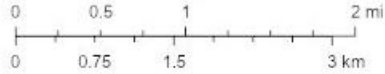
Figure IV-19. Overcrowded Households by Census Tract, 2019



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- City/Town Boundaries
- (R) Overcrowded Households (CHHS) - Tract
- ≤ 8.2% (Statewide Average)
- 8.3% - 12%
- 12.01% - 15%
- 15.01% - 20%
- > 20%



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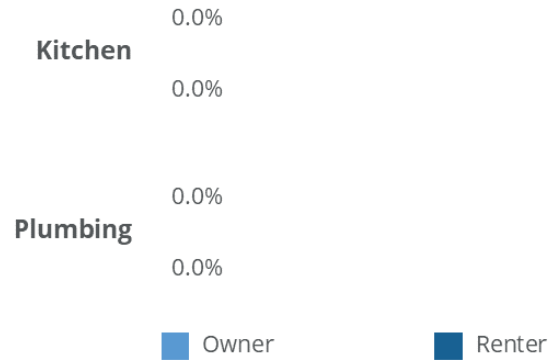
Source: California Department of Housing and Community Development AFFH Data Viewer



**Substandard housing.**

Figure IV-20.

**Percent of Units Lacking Complete Kitchen and Plumbing Facilities, City of Brisbane, 2019**



Source: ABAG Housing Needs Data Workbook

**Homelessness.**

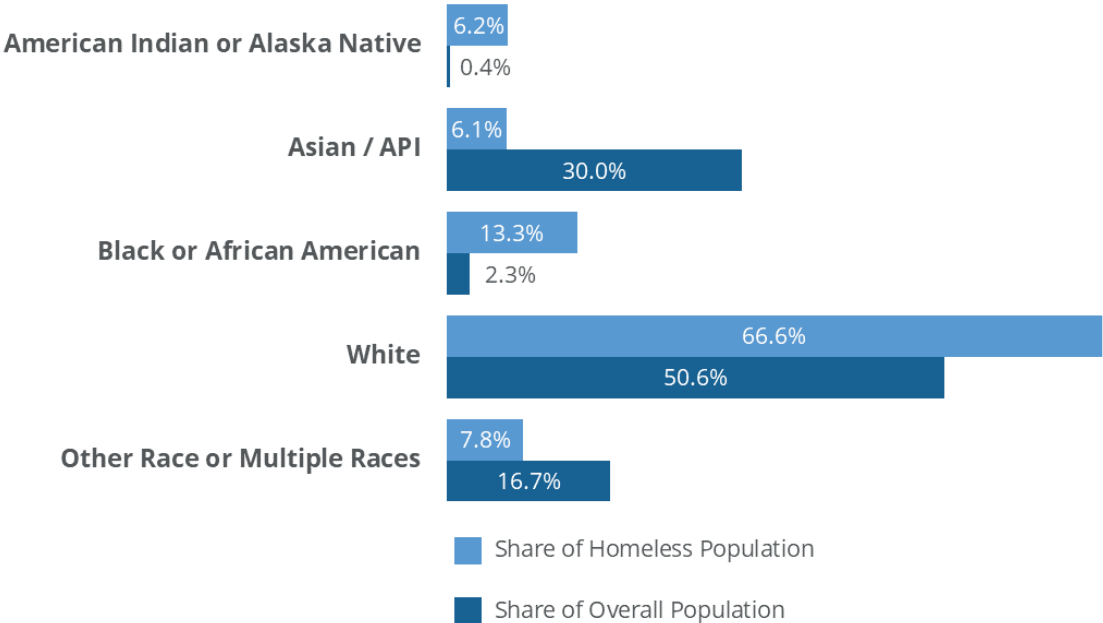
Figure IV-21.

**Homelessness by Household Type and Shelter Status, San Mateo County, 2019**

	People in Households Solely Children	People in Households with Adults and Children	People in Households Without Children
Sheltered - Emergency Shelter	0	68	198
Sheltered - Transitional Housing	0	271	74
Unsheltered	1	62	838

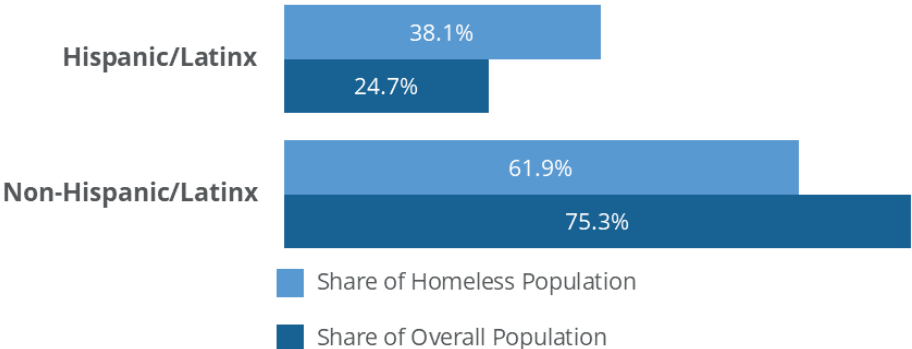
Source:  
ABAG Housing Needs Data Workbook

Figure IV-22. Share of General and Homeless Populations by Race, San Mateo County, 2019



Source: ABAG Housing Needs Data Workbook

Figure IV-23. Share of General and Homeless Populations by Ethnicity, San Mateo County, 2019



Source: ABAG Housing Needs Data Workbook



Figure IV-24.  
 Characteristics of the Population Experiencing Homelessness, San Mateo County, 2019

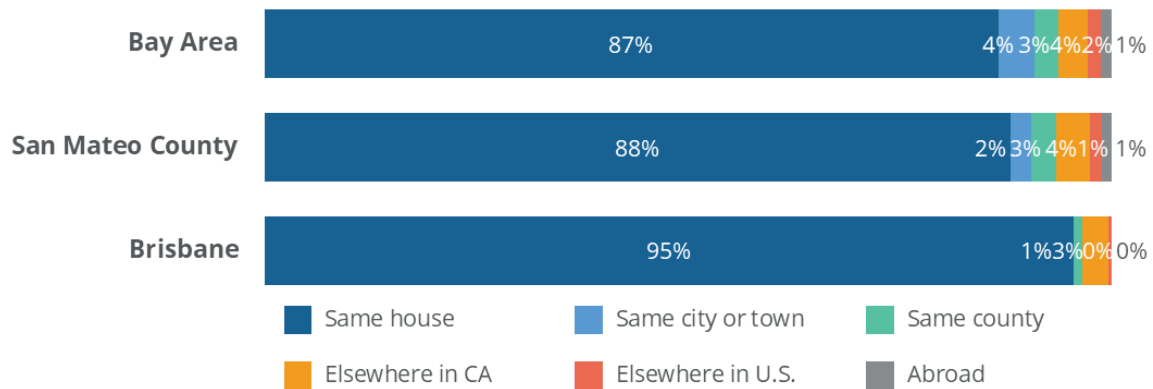
	Chronic Substance Abuse	HIV/AIDS	Severely Mentally Ill	Veterans	Victims of Domestic Violence
Sheltered - Emergency Shelter	46	0	70	31	10
Sheltered - Transitional Housing	46	3	46	4	14
Unsheltered	20	0	189	34	103

Source: ABAG Housing Needs Data Workbook

**Displacement.**

Figure IV-25.

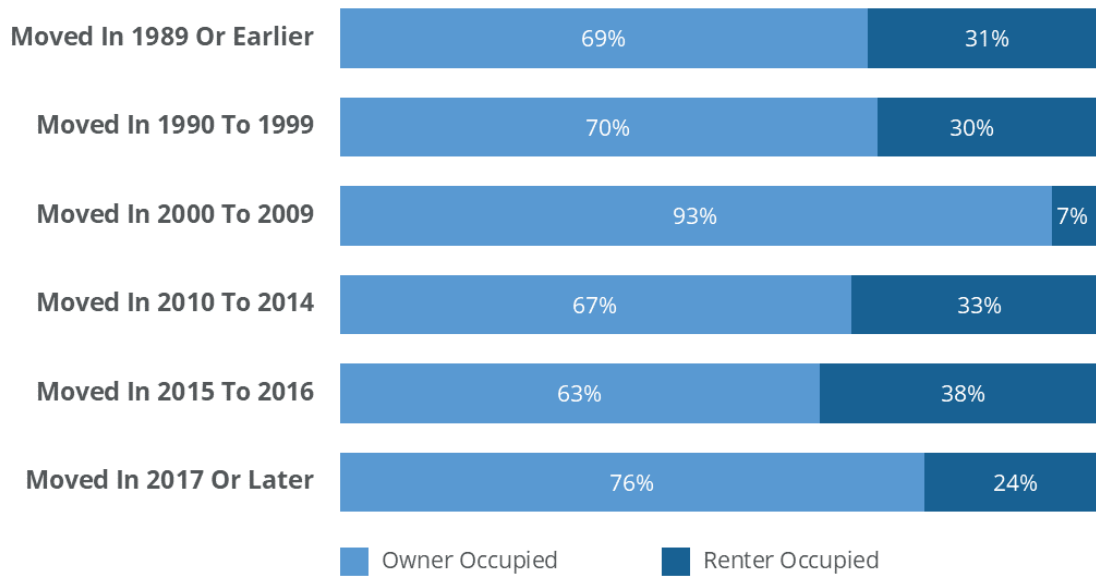
Location of Population One Year Ago, City of Brisbane, 2019



Source: ABAG Housing Needs Data Workbook

Figure IV-26.

## Tenure by Year Moved to Current Residence, City of Brisbane, 2019



Source: ABAG Housing Needs Data Workbook

Figure IV-27.

## Assisted Units at Risk of Conversion, City of Brisbane, 2019

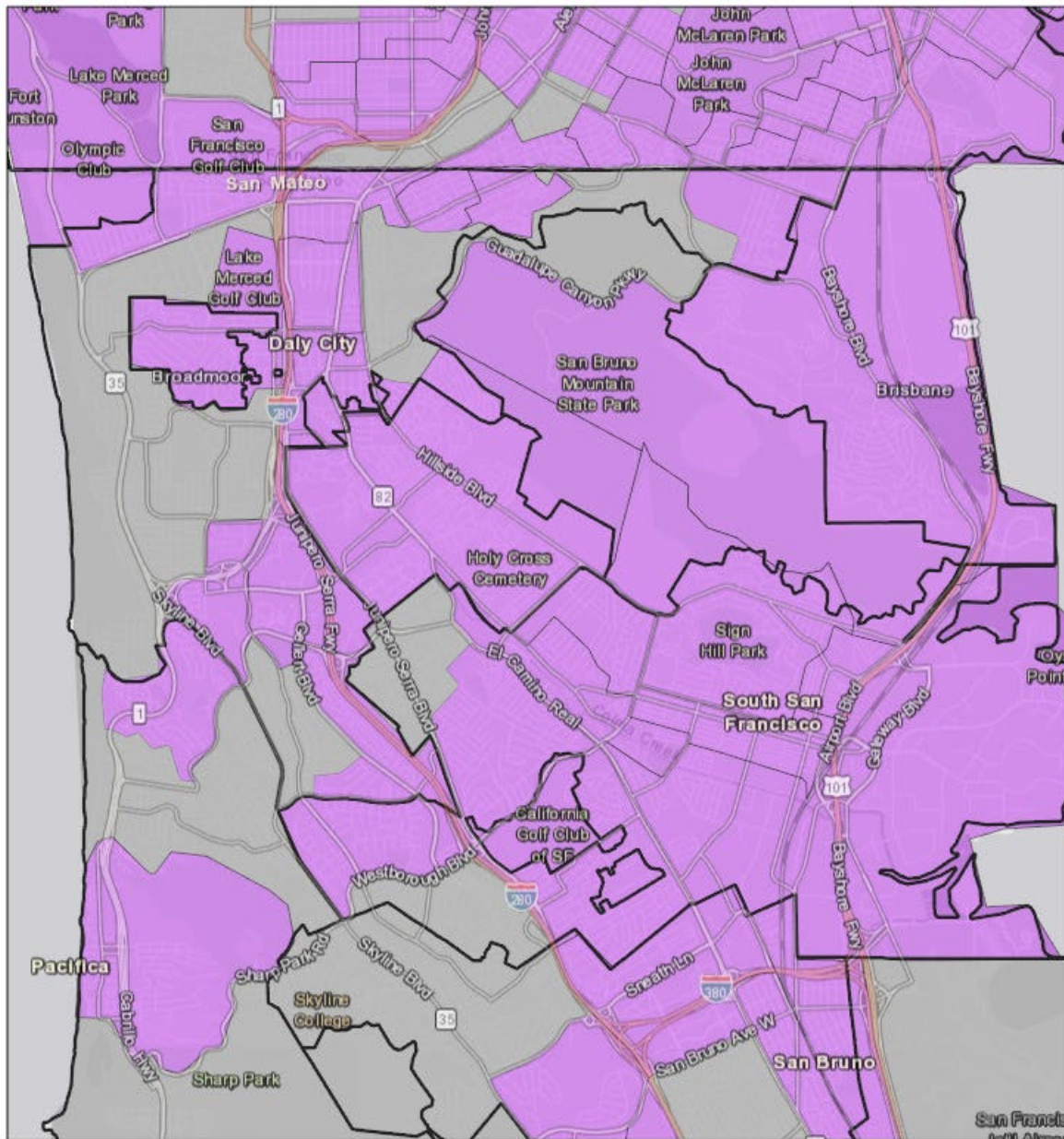
	Low	Moderate	High	Very High	Total Assisted Units in Database
Brisbane	0	0	0	0	0
San Mateo County	4,656	191	359	58	5,264
Bay Area	110,177	3,375	1,854	1,053	116,459

Source: ABAG Housing Needs Data Workbook



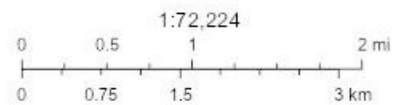


Figure IV-28.  
Census Tracts Vulnerable to Displacement



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- City/Town Boundaries
- (A) Sensitive Communities (UCB, Urban Displacement Project)
- Vulnerable
- Other

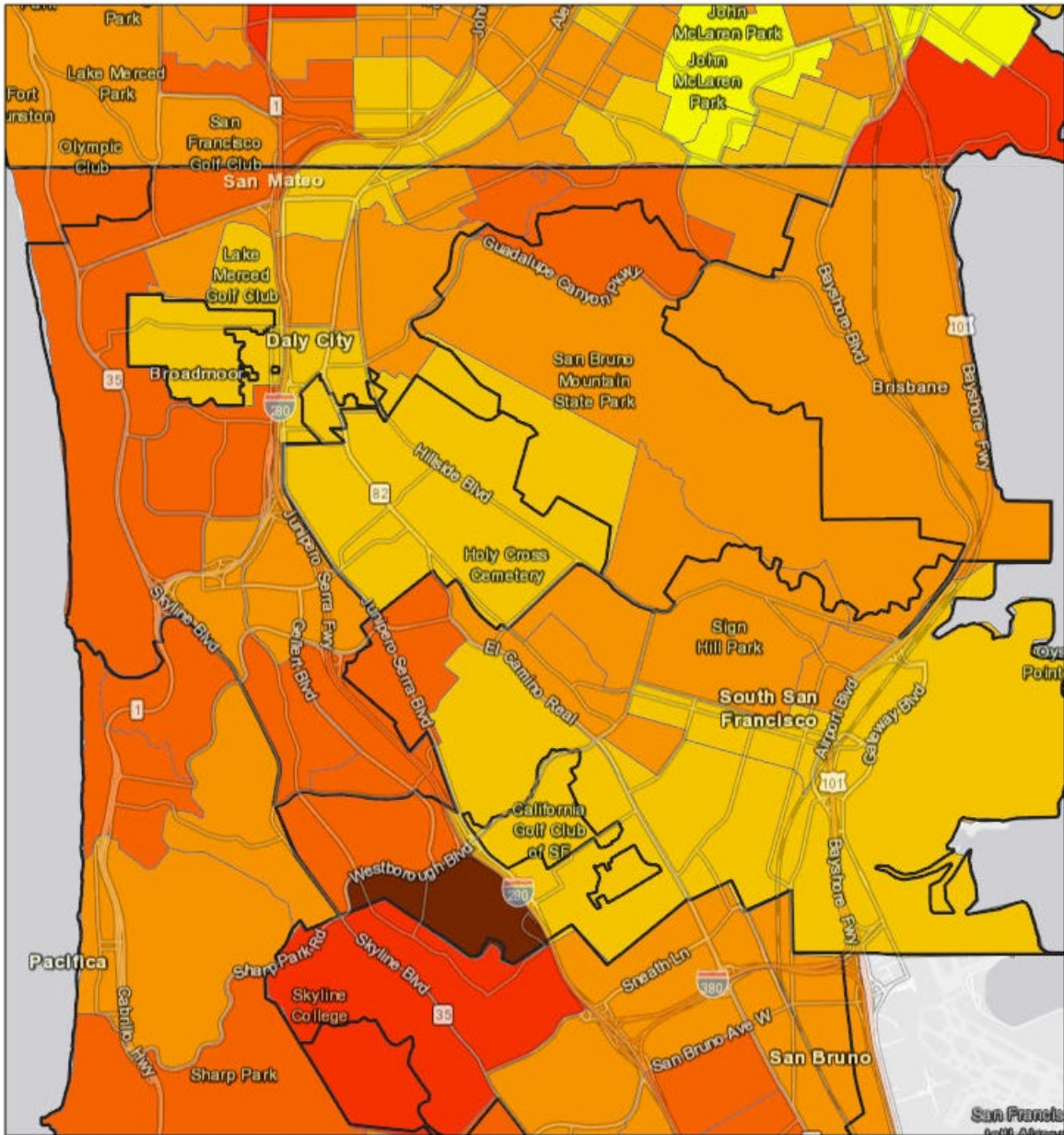


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Source: California Department of Housing and Community Development AFFH Data Viewer

Figure IV-29. Location Affordability Index by Census Tract



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- City/Town Boundaries
- <\$1,000
- <\$1,500
- <\$2,000
- <\$2,500
- <\$3,000
- Greater than \$3,000



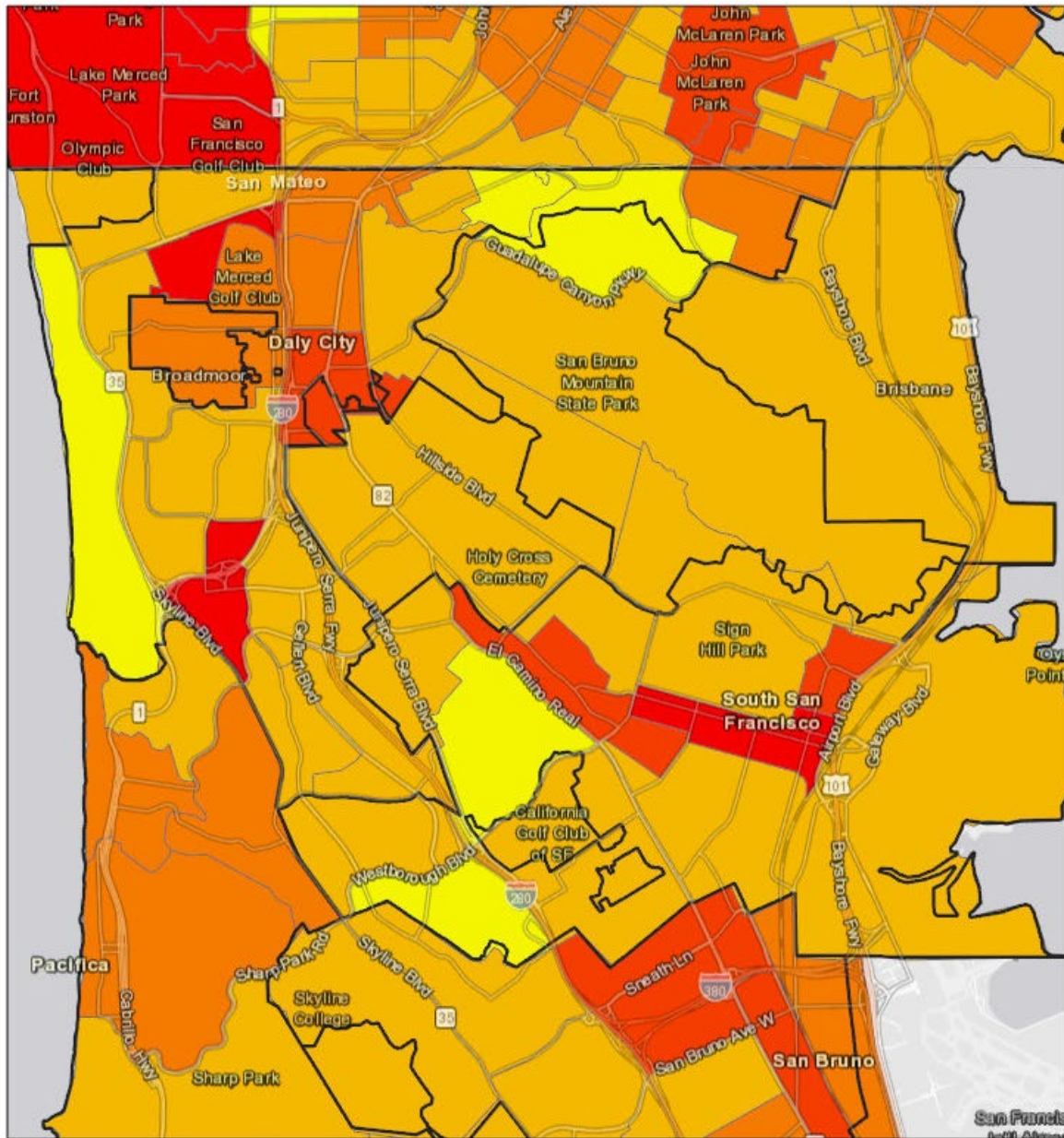
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Source: California Department of Housing and Community Development AFFH Data Viewer



Figure IV-30. Share of Renter Occupied Households by Census Tract, 2019



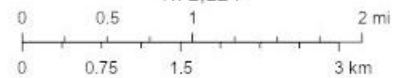
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City/Town Boundaries

(R) Percent of households in renter - occupied housing units (HUD) - Tract

- ≤ 20 %
- 20% - 40%
- 40% - 60%
- 60% - 80%
- > 80%

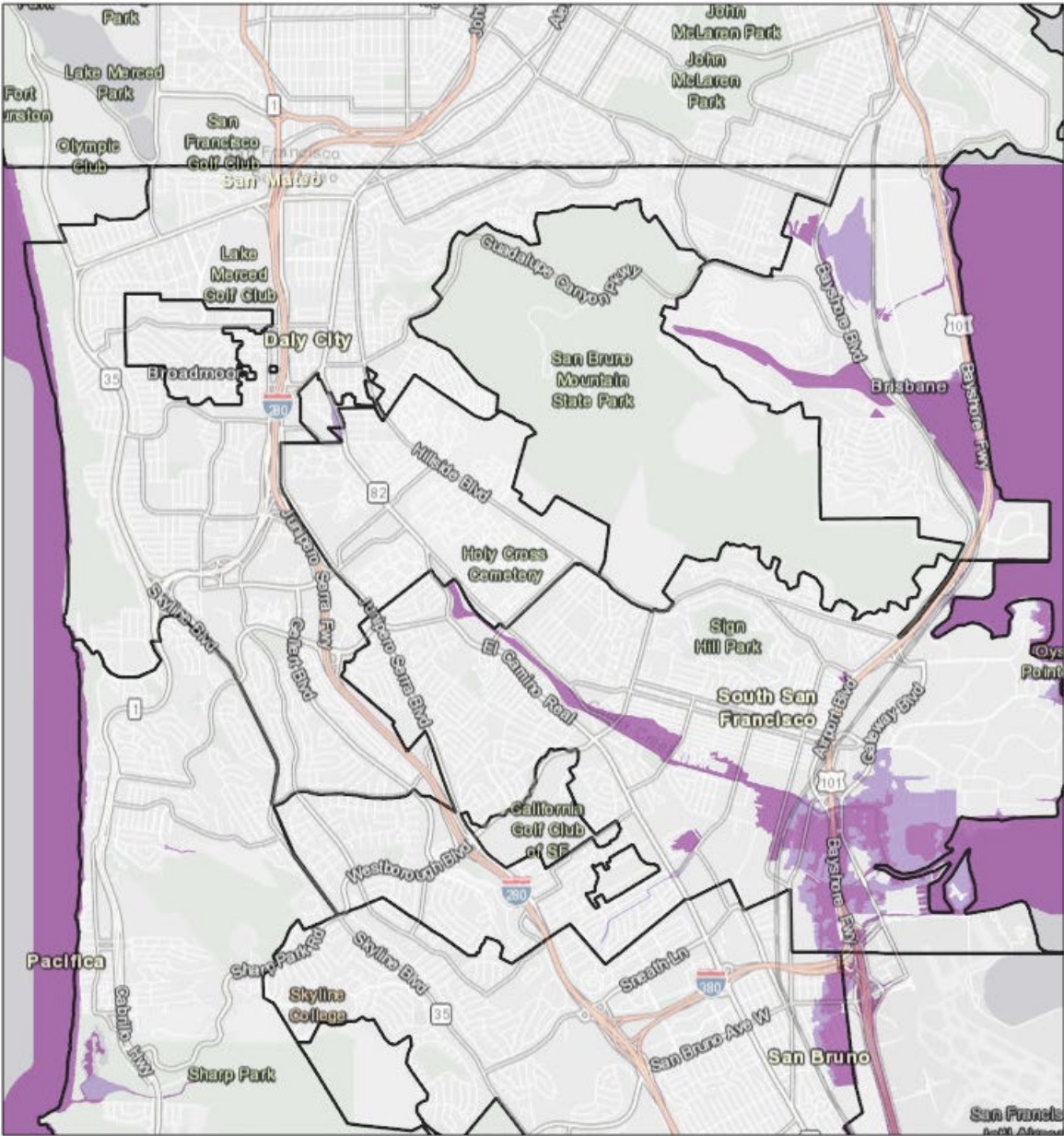


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Source: California Department of Housing and Community Development AFFH Data Viewer

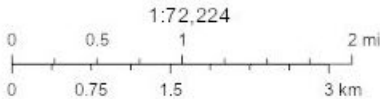
Figure IV-31. Special Flood Hazard Areas, 2000



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(A) Special Flood Hazard Areas (FEMA, 2020)

- 1% Annual Chance Flood Hazard
- 0.2% Annual Chance Flood Hazard
- City/Town Boundaries



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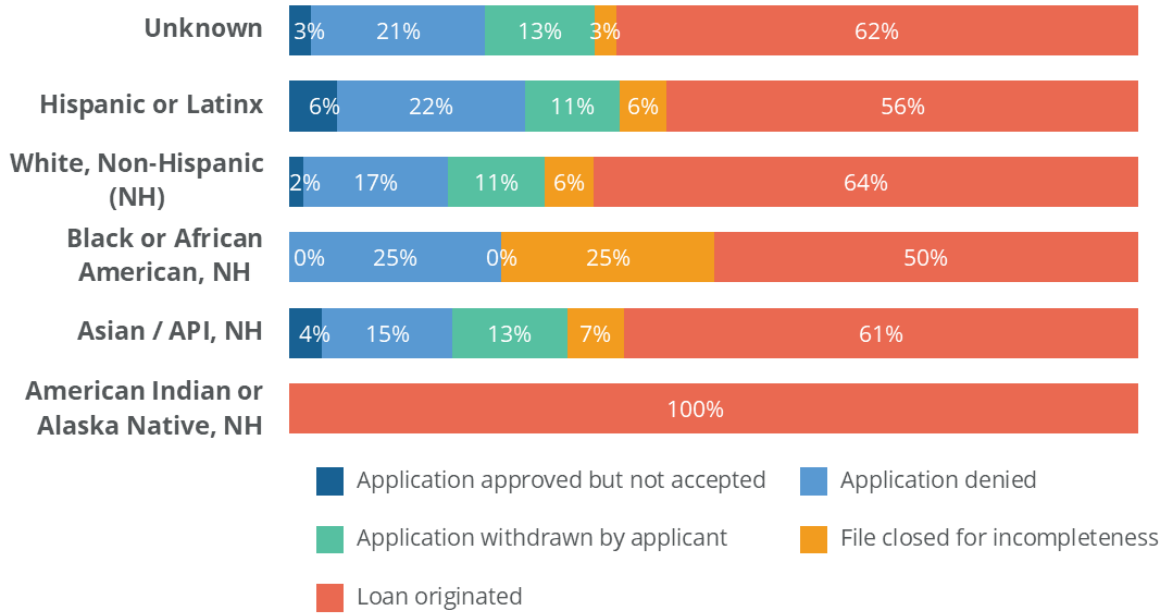
Source: California Department of Housing and Community Development AFFH Data Viewer



Other considerations.

Figure IV-32.

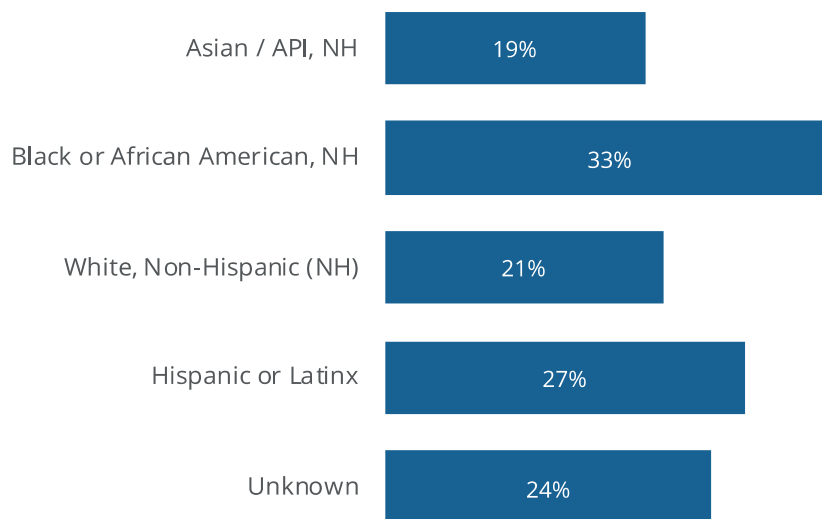
Mortgage Applications by Race and Ethnicity, City of Brisbane, 2018-2019



Source: ABAG Housing Needs Data Workbook

Figure IV-33.

Mortgage Application Denial Rate by Race and Ethnicity, City of Brisbane, 2018-2019



Source: ABAG Housing Needs Data Workbook



## Appendix C.2: Disparate Access to Educational Opportunities

This section examines the extent to which members of protected classes and those in poverty experience disparities in access to opportunity as measured by access to education. This section draws from data provided by the San Mateo Office of Education, the California Department of Education, and U.S. Census American Community Surveys (ACS). This section discusses the following topics:

- Changes in school enrollment during COVID-19 by race and ethnicity, and by groups with extenuating circumstances;<sup>1</sup>
- Achievement gaps by race and ethnicity and for groups with extenuating circumstances as measured by test scores, California State University or University of California admissions standards, and college-going rates;
- Barriers to success measured by chronic absenteeism, dropout rates, and suspension rates.

After describing this section's primary findings, we describe the county's school districts before launching into data measuring achievement gaps and barriers to success. Brisbane-specific data are shown in bolded and highlighted text.

### Primary Findings

**Student racial and ethnic diversity is modestly increasing.** Student bodies in San Mateo County have become increasingly racially and ethnically diverse.

- Hispanic students make up the largest ethnic group in the county's schools, representing 38% of students in the 2020-2021 academic school year. This a slight increase from the 2010-2011 school year, where Hispanic students made up 37% of the population.
- There has been a large increase in Asian students, with 17% identifying as such in 2020-2021, an increase of 5 percentage points from 2010-2011.
- Students identifying as White (26%) have decreased by 3 percentage points since 2010-2011.

---

<sup>1</sup> The term "extenuating circumstances" is used in this section to capture students whose socioeconomic situations and/or disability may make standard educational environments challenging.

**Free and reduced lunch-qualifying students and English language learners are concentrated in a handful of schools.** Overall, 29% of public school students in San Mateo County qualify for reduced or free lunch.

- The rate of reduced lunch qualification was highest in Ravenswood City Elementary School District, where 83% of students qualify for reduced lunch. Also in Ravenswood City Elementary, 30% of students are experiencing homelessness. This is a large outlier in the county, where overall just 2% are experiencing homelessness.
- Countywide, 20% of public school students are English learners. Again, this rate is highest at Ravenswood City Elementary, where 53% of students are English learners. La Honda-Pescadero Unified School District, **Jefferson Union High School District,** and Redwood City Elementary also have **high rates of English learners, representing more than a third of students.**

**Enrollment is dropping.** Public school enrollment reduced substantially in some areas during the pandemic. Total enrollment decreased by 3% between 2019-2020 and 2020-2021 in San Mateo County, which was the largest decrease of the decade.

- Portola Valley and La Honda-Pescadero school districts had the largest enrollment decreases during COVID-19, with a 11% and 10% decline in enrollments, respectively.
- Decreased enrollment was especially common among Pacific Islander students. Between 2019-2021, enrollment among Pacific Islander students decreased by 6% (from 1,581 students in 2019-20 to 1,484 students in 2020-21), substantially higher than the 3% countywide average.
- Enrollment among migrant students decreased drastically by 16% over the same period (from 332 students to 279 students).

**Learning proficiency is improving yet disparities exist.** Across all racial and ethnic groups, the rate at which students met or exceeded English and mathematics testing standards has increased since the 2014-2015 school year. Students with extenuating circumstances (i.e., disability, facing homelessness, learning English) tend to score lower on English and mathematics tests than the overall student body.

- **Proficiency gaps are especially pronounced among English learning students** in Portola Valley Elementary, Woodside Elementary, Menlo Park City Elementary, and **Brisbane Elementary, where students with extenuating circumstances met or exceeded mathematics test standards at a rate at least 50 percentage points below the overall test rate in each district.**
- Students with disabilities in San Carlos Elementary and Las Lomas Elementary school districts scored far below the overall student body: In these districts, students with disabilities met or exceeded mathematics test standards at 54 percentage points below the overall test rate.





Many students meet admissions standards for CSU or UC schools.

- Among the high school districts in San Mateo County, Sequoia Union had the highest rate of graduates who met such admission standards, at 69%. On the other end of the spectrum, Cabrillo Unified and South San Francisco Unified had the lowest rates at 41%.
- **Jefferson Union High School District had the most drastic increase in the share of graduates meeting CSU or UC standards: just 21% of students met these standards in 2016-2017 compared to 48% of students in 2019-2020.** La Honda-Pescadero Unified School District experienced a 10 percentage point increase in this success rate over the same period.

Most school districts in the county have a college-going rate at 70% or higher—yet there are wide gaps by race and ethnicity.

- In every district, White students have a higher college-going rate than Hispanic students, but the largest gaps are in South San Francisco Unified, where 91% of White students go to college compared to just 68% of Hispanic students—a 23 percentage point gap.

### **Students with extenuating circumstances are highly concentrated in a few schools and move schools often due to housing instability.**

- Students with extenuating circumstances may need additional resources—e.g., onsite health care, free meals, tutoring—to be successful in school. When these students are concentrated into a few schools, the schools bear an unequal responsibility for providing needed resources. K-12 school funding in California has long been inadequate, and, although policymakers have recently allocated additional resources to schools with high proportions of low income children under a “concentration grant” system, funding gaps remain.
- The highest concentration of high needs students is found in Ravenswood City Elementary, where 30% of all students are experiencing homelessness and 83% qualify for free and reduced lunch.
- Currently, students whose families have been evicted do not have protections allowing them to remain in their current school district. This can result in frequent changes in schools for low income children, raising their vulnerability to falling behind in school.

**Absenteeism, dropout rates, and discipline rates are highest for students of color, students with disabilities, and students with other extenuating circumstances.** While 10% of students were chronically absent during the 2018-2019 school year, chronic absenteeism rates were higher in districts with a large number of students experiencing economic and housing precarity.

- For instance, Ravenswood Elementary, which has a 30% rate of homelessness among students, had one of the higher rates of chronic absenteeism at 16%.

- Pacific Islander students (26%), Black/African American students (18%), and Hispanic students (15%) had notably higher rates of chronic absenteeism than the overall student population (10%).
- In most districts, chronic absenteeism is higher among students with disabilities. In fact, **only Bayshore Elementary's students with disabilities had a lower rate of chronic absenteeism than the overall student body.**

Dropout rates vary across the county:

- Dropout rates were highest in Sequoia Union High School District (10%) and South San Francisco Unified (9%).
- In all school districts in the county, dropout rates are higher for boys than for girls.
- Pacific Islander, Black/African American, and Hispanic students in the county often had higher dropout rates than those in other racial and ethnic groups
- Students with disabilities, students experiencing homelessness, foster youth, and students learning English had higher dropout rates than the overall population.

Discipline rates also vary by area and race and ethnicity.

- In many school districts across San Mateo County, Hispanic students are disciplined at disproportionately higher rates compared to their peers.
- In most districts, Black/African American and Pacific Islander students are also overrepresented in terms of suspension rates, but these rates are slight compared to those of Hispanic students.
- Asian and Filipino students were underrepresented in terms of suspension rates. White students were also underrepresented in discipline rates in most districts except for La Honda-Pescadero.

The demographics of faculty and staff are fairly similar to that of students.

- There is a slightly larger share of White and Black/African American staff than students, meaning that Black/African American and White student groups are more likely to interact with same-race staff and faculty than other racial groups.
- Asian students are less likely to interact with a same-race staff of faculty member: 17% of the student body is Asian compared to just 8% of staff and faculty.

## Background

This section describes the school districts in San Mateo County, including their geographic boundaries and a brief history of the school districts' formation. This section also includes details on how districts' enrollments and student demographic have changed over time.



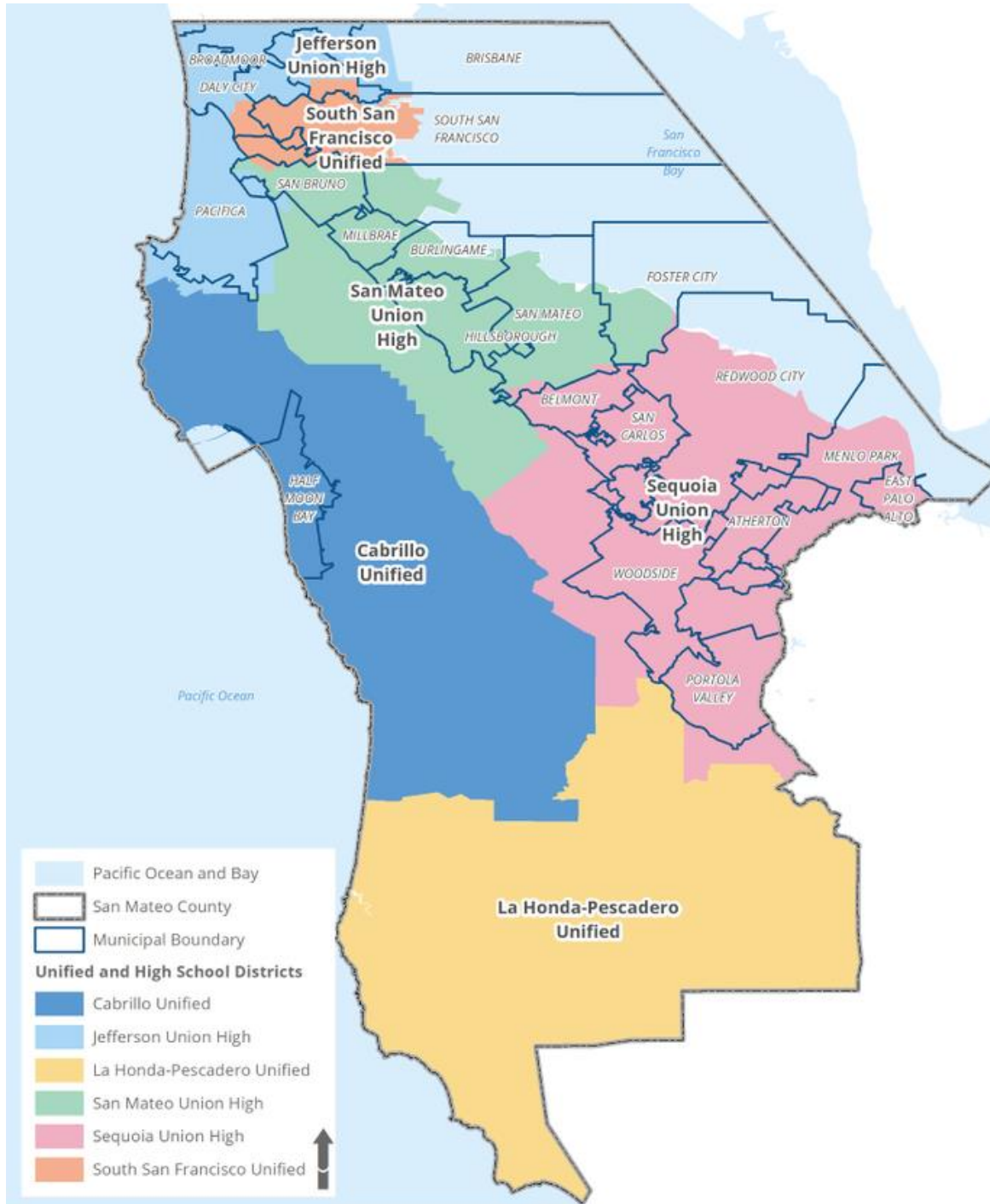
**San Mateo County School Districts.** There are three unified school districts in San Mateo County which include both elementary and high schools. These are **Cabrillo Unified School District, La Honda-Pescadero Unified School District,** and **South San Francisco Unified School District.**

In addition to the unified school districts, there are three high school districts, which include: **Jefferson Union High School District, San Mateo Union High School District,** and **Sequoia Union High School District.** The elementary schools covering these high schools' district boundaries areas are described below:

- In the **Jefferson Union High School District** geographic boundary, elementary school districts are the **Bayshore Elementary School District, Brisbane School District,** Jefferson Elementary School District, and Pacifica School District.
- Within the **San Mateo Union High School District** geographic boundary, elementary school districts include San Mateo-Foster City School District, Hillsborough City School District, Burlingame School District, San Bruno Park School District, and Millbrae School District.
- Within the **Sequoia Union High School District** geographic boundary, the elementary schools include Belmont-Redwood Shores School District, San Carlos School District, Redwood City School District, Ravenswood City School District, Menlo Park City School District, Woodside Elementary School District, Las Lomas Elementary School District, and Portola Valley School District.

**Geographic boundaries of school districts.** Figure V-1 illustrates the geographic boundaries of the unified school districts as well as the three high school districts. Municipal boundaries are overlaid on the map.

**Figure V-1.**  
**Unified School Districts and High School Districts in San Mateo County**



Source: San Mateo County Office of Education.

As illustrated in the map, Cabrillo Unified School District covers Half Moon Bay and some unincorporated areas of San Mateo County. South San Francisco Unified covers South San

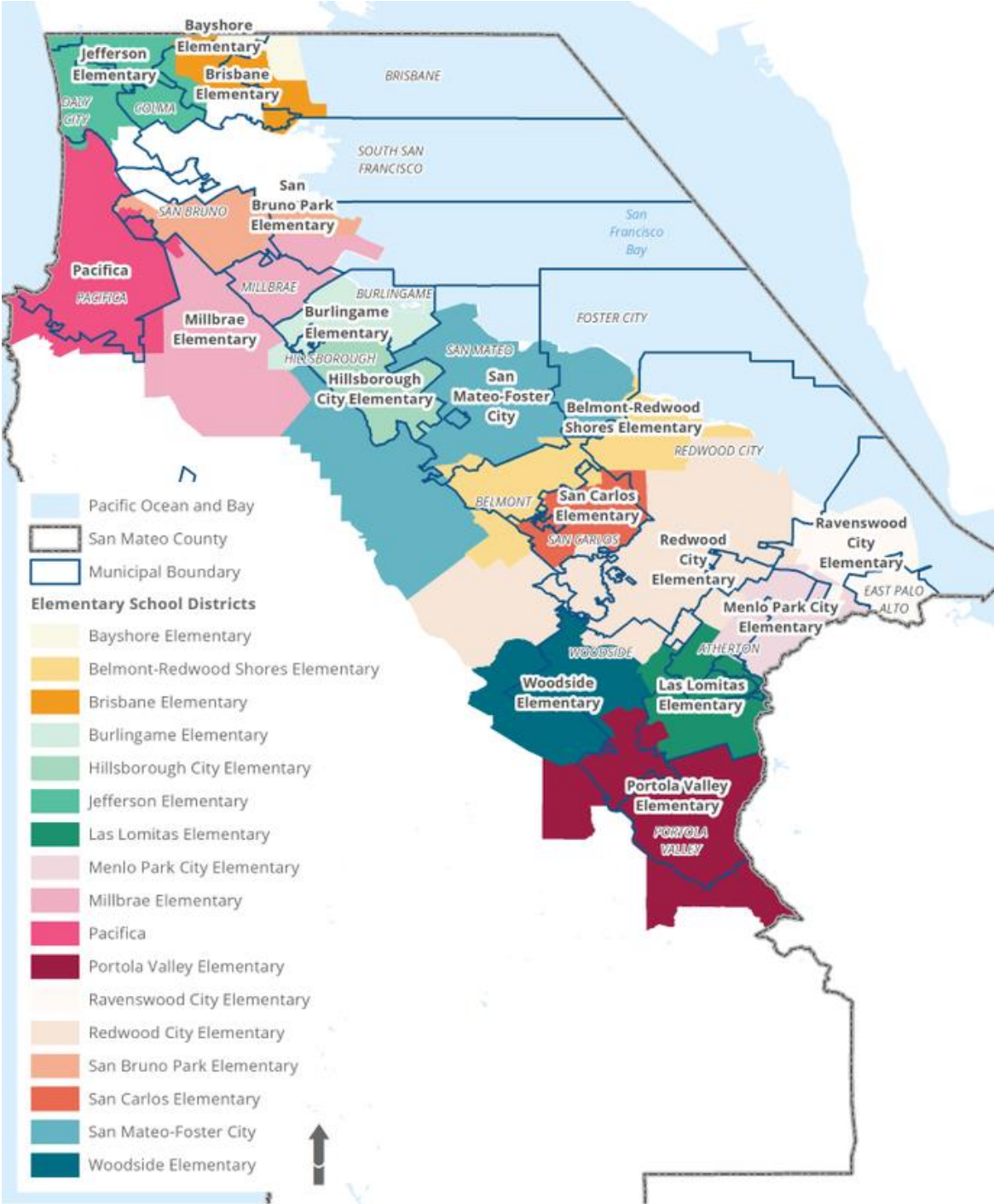


Francisco and a small portion of Daly City. La Honda-Pescadero Unified School District covers unincorporated areas of San Mateo County.

The other high school districts, Jefferson Union, San Mateo Union, and Sequoia Union, cover the remaining jurisdictions. Jefferson Union covers Brisbane, Colma, Daly City, and Pacifica. San Mateo Union covers Burlingame, Hillsborough, Millbrae, San Bruno, San Mateo City, and Foster City. Sequoia Union covers Atherton, Belmont, Redwood City, East Palo Alto, Menlo Park, San Carlos, Portola Valley, and Woodside.

The county's elementary school districts cover the same areas as the three high school districts. Their geographic boundaries are illustrated in the map below.

Figure V-2. Elementary School Districts in San Mateo County



Source: San Mateo County Office of Education.



Because the elementary school districts are much smaller, many jurisdictions have several elementary schools. The table below shows each jurisdiction and their associated elementary school districts.

**Figure V-3.**  
**School Districts in San Mateo County’s Jurisdictions**

Jurisdiction	Unified or High School District	Elementary School District(s)
Atherton	Sequoia Union	Menlo Park City ; Las Lomas Elementary; Redwood City
Belmont	Sequoia Union	Belmont-Redwood Shores
Brisbane	Jefferson Union	Brisbane; Bayshore Elementary
Burlingame	San Mateo Union	Burlingame
Colma	Jefferson Union	Jefferson Elementary
Daly City	Jefferson Union; South San Francisco Unified	Jefferson Elementary
East Palo Alto	Sequoia Union	Ravenswood City
Foster City	San Mateo Union	San Mateo-Foster City
Half Moon Bay	Cabrillo Unified	(none, included in Cabrillo Unified)
Hillsborough	San Mateo Union	Hillsborough City
Menlo Park	Sequoia Union	Menlo Park City; Las Lomas Elementary; Ravenswood City
Millbrae	San Mateo Union	Millbrae
Pacifica	Jefferson Union	Pacifica
Portola Valley	Sequoia Union	Portola Valley
Redwood City	Sequoia Union	Redwood City
San Bruno	San Mateo Union	San Bruno Park
San Carlos	Sequoia Union	San Carlos; Redwood City
San Mateo	San Mateo Union	San Mateo-Foster City
South San Francisco	South San Francisco Unified	(none, included in South San Francisco Unified)
Woodside	Sequoia Union	Woodside Elementary; Portola Valley; Las Lomas; Redwood City

Source: San Mateo County Office of Education.

**A brief history of district formation.** San Mateo County’s numerous school districts were formed over a century ago, when the county was more rural and scattered: communities needed elementary schools close to home, and only a few students were attending high school. As young people began going to high school, individual districts often found they had too few students and resources to support their own high schools, so

separate high school districts, covering the territories of two or more elementary districts, were established to meet the communities' needs.<sup>2</sup>

Once California's population grew and San Mateo County became more urbanized, "a jigsaw puzzle of overlapping districts evolved haphazardly." Since 1920, the state has been pushing elementary districts to unify with the high school districts that serve their communities, citing improved educational quality and equity of opportunity. However, there has been limited success and local voters in San Mateo County have consistently resisted unification.<sup>3</sup>

Early efforts at unification were more successful in the rural communities along the coast—for example, voters approved the new Cabrillo Unified district for the area around Half Moon Bay and the La Honda-Pescadero Unified district in a 1964 election. Unification was not supported by many suburban communities edging the Bay. The county's school district committee proposed to split each of the three high school districts and feeder schools into two or three smaller unified districts, but the State Board of Education rejected variations of those plans three times. The Board argued that the county committee's proposals would create districts with widely varying property tax bases and could contribute to racial segregation. The State Board instead devised a plan that would create a single unified district within each of the existing high school district boundaries. Voters turned down the state plans in all three districts in June 1966, and rejected a similar proposal again in 1972. In 1973, the Mid-Peninsula Task Force for Integrated Education petitioned the county committees to unify the elementary districts of Menlo Park, Las Lomas, Portola Valley, Ravenswood and a portion of Sequoia Union High School District across county lines with Palo Alto Unified. Their goal was racial integration, but the county committee did not support the effort.<sup>4</sup>

Efforts against unification have persisted, leaving the county with several elementary school districts which feed into a high school, rather than a unified district. As a result, some elementary school districts have faced waning budgets and administrative hurdles. For instance, **Brisbane and Bayshore elementary school districts, at the northern end of the county, serve a little more than 1,000 students and long have struggled with tight budgets. To rectify their budgetary concerns, the districts now share both a superintendent and a chief business officer. They also participate in a special education collaborative with the Jefferson elementary and high school districts.**

According to the county's superintendent of schools Anne Campbell, other districts may find themselves pooling their resources in the future: local identification may be strong,

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<sup>2</sup> Watson, Aleta. "How Did We End Up With 54 School Districts in San Mateo and Santa Clara Counties?" Silicon Valley Community Foundation, 2012. <https://www.siliconvalleycf.org/sites/default/files/report-edu.pdf>

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.





she says, but financial reality is hard to ignore: “As we move forward in time, I think it’s going to be interesting to see what school districts are going to do, especially as budgets get more bleak.”<sup>5</sup>

**Enrollment changes.** Total public school enrollment in the county has decreased slightly, by just 1%, from the 2010-2011 academic year to 2020-2021. Figure V-4 illustrates enrollment changes by district.

**Bayshore Elementary, Ravenswood City, and Portola Valley school districts experienced the largest enrollment decreases (by at least 30%) between 2010-11 and 2020-21.**

School districts with the largest increases in enrollments were Burlingame (22%) and Belmont-Redwood Shores (30%).

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<sup>5</sup> Ibid.

**Figure V-4.**  
**Enrollment changes by district, 2010-11 to 2020-2021**

School District	2010-2011 Enrollment	2020-2021 Enrollment	Percent Change
<b>Unified School Districts</b>			
Cabrillo Unified	3,352	2,934	-12%
La Honda-Pescadero	341	275	-19%
South San Francisco	9,312	8,182	-12%
<b>High &amp; Elementary School Districts</b>			
Jefferson Union High School	4,960	4,705	-5%
Bayshore Elementary	543	361	-34%
Brisbane Elementary	545	474	-13%
Jefferson Elementary	6,998	6,653	-5%
Pacifica	3,164	3,006	-5%
San Mateo Union High School	8,406	9,760	16%
Burlingame Elementary	2,771	3,387	22%
Hillsborough City Elementary	1,512	1,268	-16%
Millbrae Elementary	2,222	2,238	1%
San Bruno Park Elementary	2,599	2,275	-12%
San Mateo-Foster City	10,904	10,969	1%
Sequoia Union High School	8,765	10,327	18%
Belmont-Redwood Shores	3,206	4,152	30%
Las Lomas Elementary	1,336	1,116	-16%
Menlo Park City Elementary	2,629	2,781	6%
Portola Valley Elementary	711	491	-31%
Ravenswood City Elementary	4,285	2,993	-30%
Redwood City Elementary	9,119	8,086	-11%
San Carlos Elementary	3,212	3,265	2%
Woodside Elementary	453	369	-19%
<b>Total Enrollment</b>	<b>91,345</b>	<b>90,067</b>	<b>-1%</b>

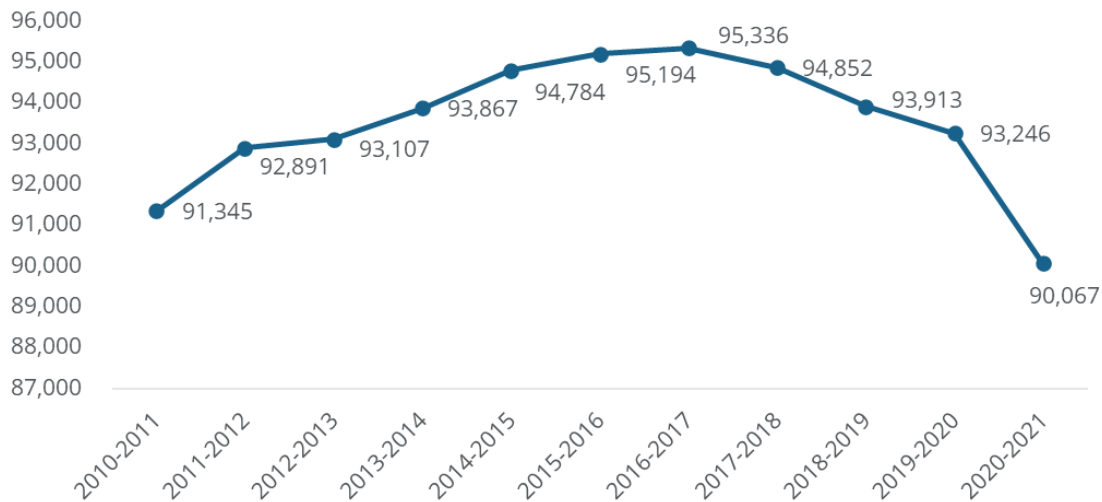
Source: California Department of Education and Root Policy Research

However, it is important to note that many of these enrollment decreases were driven by the pandemic. In fact, total enrollment in these public schools decreased by 3% between



2019-2020 and 2020-2021 in San Mateo County: the largest decrease of the decade. As shown in Figure V-5, enrollments actually increased steadily from 2010-2011 to 2017-2018, then began decreasing afterwards.

**Figure V-5.**  
**Public School Enrollment Changes, 2010-2011 to 2020-2021**



Note: These data exclude enrollments in SBE Everest Public High School District, which in 2015 combined with the Sequoia Union High School District.

Source: California Department of Education and Root Policy Research

Portola Valley and La Honda-Pescadero school districts had the largest enrollment decreases during COVID-19, with a 11% and 10% decline in enrollments, respectively. The only school district with increasing enrollments between the 2019-2020 to 2020-2021 school years was Sequoia Union High School District, with a modest 1% increase in enrollments.

**Figure V-6.**  
**Enrollment changes by district during COVID-19, 2019-20 to 2020-21**

School District	2019-2020 Enrollment	2020-2021 Enrollment	Percent Change
<b>Unified School Districts</b>			
Cabrillo Unified	3,136	2,934	-6%
La Honda-Pescadero	306	275	-10%
South San Francisco	8,438	8,182	-3%
<b>High &amp; Elementary School Districts</b>			
Jefferson Union High School	4,811	4,705	-2%
Bayshore Elementary	381	361	-5%
Brisbane Elementary	476	474	0%
Jefferson Elementary	6,687	6,653	-1%
Pacifica	3,110	3,006	-3%
San Mateo Union High School	9,885	9,760	-1%
Burlingame Elementary	3,534	3,387	-4%
Hillsborough City Elementary	1,290	1,268	-2%
Millbrae Elementary	2,349	2,238	-5%
San Bruno Park Elementary	2,454	2,275	-7%
San Mateo-Foster City	11,576	10,969	-5%
Sequoia Union High School	10,238	10,327	1%
Belmont-Redwood Shores	4,314	4,152	-4%
Las Lomas Elementary	1,208	1,116	-8%
Menlo Park City Elementary	2,922	2,781	-5%
Portola Valley Elementary	551	491	-11%
Ravenswood City Elementary	3,269	2,993	-8%
Redwood City Elementary	8,530	8,086	-5%
San Carlos Elementary	3,405	3,265	-4%
Woodside Elementary	376	369	-2%
<b>Total Enrollment</b>	<b>93,246</b>	<b>90,067</b>	<b>-3%</b>

Source: California Department of Education and Root Policy Research.

Declining enrollments in public schools have been common across the state and country during the COVID-19 pandemic, and enrollment declines in San Mateo County are on par



with those across the state. According to a study conducted by the Public Policy Institute of California, public K–12 enrollment declined by 3% in California from the 2019-2020 school year to the 2020-2021 school year.<sup>6</sup>

As funding is tied directly to the number of enrolled pupils, schools in San Mateo County could suffer fiscal consequences with continued declines. By law, districts are “held harmless” for declines for one year—that is, school budgets for 2020–2021 were unaffected, but continued enrollment declines could mean cuts in future years.<sup>7</sup> Reductions in enrollments, and consequently funding, could also worsen economic inequality in the long-term by reducing students’ resources and access to opportunities.

**Demographics: race & ethnicity.** Over the last decade, San Mateo County’s school districts have diversified in terms of students’ race and ethnicity. Hispanic students make up the largest ethnic group in the county’s schools: 38% of students identified as Hispanic in the 2020-2021 academic school year. This is just a one percentage point increase from 2010-2011. Many other students are White (26%), though this has decreased by 3 percentage points since 2010-2011. The largest increase was in Asian students, with 17% identifying as such in 2020-2021, an increase of 5 percentage points from 2010-2011. Other students identify as Filipino (8%), or bi- or multi-racial (8%). A small and decreasing percentage of students identify as Black/African American (1%) and Pacific Islander (2%).

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<sup>6</sup> Lafortune, Julien & Prunty, Emmanuel. “Digging into Enrollment Drops at California Public Schools.” Public Policy Institute of California. May 14, 2021. <https://www.ppic.org/blog/digging-into-enrollment-drops-at-california-public-schools/>

<sup>7</sup> Ibid.

### Figure V-7. Changes in Race and Ethnicity, 2010-2011 to 2020- 2021

Note: These data exclude enrollments in SBE Everest Public High School District, which in 2015 combined with the Sequoia Union High School District.

Source: California Department of Education and Root Policy Research

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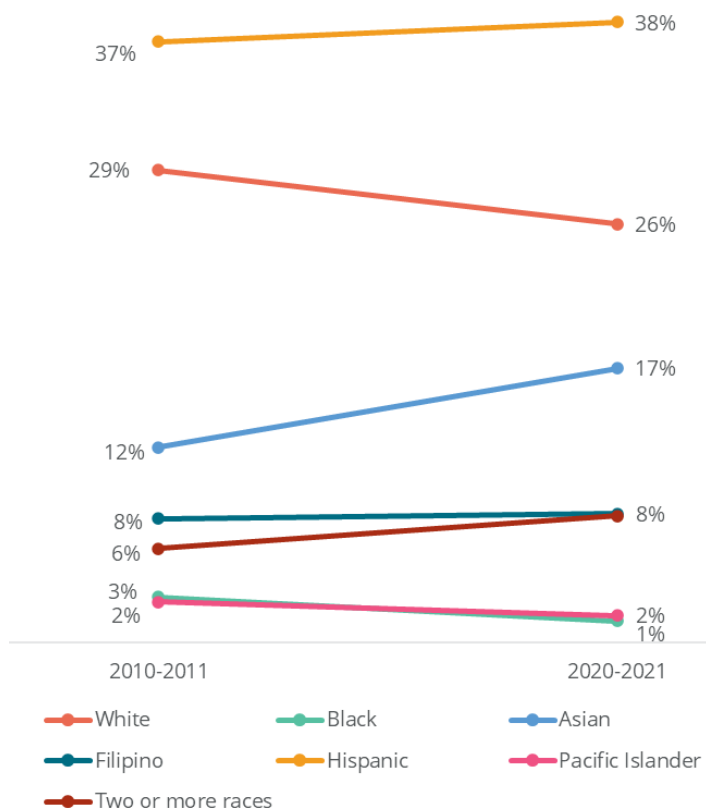


Figure V-8 shows the racial and ethnic distribution of students enrolled in public schools by jurisdiction in 2020-2021.

- Portola Valley Elementary School District (66%) and Woodside Elementary School District (64%) had the highest share of White students, making them among the least racially and ethnically diverse districts in the county.
- Ravenswood City Elementary School District and Redwood City Elementary School District had the highest share of Hispanic students, at 84% and 70%, respectively.
- Ravenswood City also had the highest proportion of Pacific Islander students (7%) and Black/African American students (5%) compared to other districts.
- Millbrae Elementary (46%), Hillsborough Elementary (32%), and Belmont-Redwood Shores Elementary (32%) had the highest share of Asian students.
- Jefferson Elementary School District and **Jefferson Union High School District** had the **highest portion of Filipino students**, at 25% and **29%** respectively.



**Figure V-8.  
Student body by Race and Ethnicity, 2020-2021**

School District	Asian	Black	Filipino	Hispanic	Pacific Islander	White	Two or more races
<b>Unified School Districts</b>							
<b>Cabrillo Unified</b>	1%	0%	1%	52%	0%	40%	5%
<b>La Honda-Pescadero</b>	0%	0%	1%	63%	0%	35%	1%
<b>South San Francisco</b>	14%	1%	23%	48%	2%	6%	6%
<b>High &amp; Elementary School Districts</b>							
<b>Jefferson Union High School</b>	15%	1%	29%	31%	1%	14%	7%
<b>Bayshore Elementary</b>	19%	3%	21%	41%	4%	3%	8%
<b>Brisbane Elementary</b>	20%	1%	12%	28%	0%	24%	11%
<b>Jefferson Elementary</b>	19%	2%	25%	36%	1%	11%	5%
<b>Pacifica</b>	8%	1%	9%	26%	0%	39%	16%
<b>San Mateo Union High School</b>	23%	1%	5%	32%	2%	28%	10%
<b>Burlingame Elementary</b>	27%	0%	3%	16%	0%	41%	9%
<b>Hillsborough Elementary</b>	32%	0%	2%	5%	0%	48%	12%
<b>Millbrae Elementary</b>	46%	1%	6%	20%	2%	16%	8%
<b>San Bruno Park Elementary</b>	16%	1%	10%	41%	5%	15%	1%
<b>San Mateo-Foster City</b>	26%	1%	3%	37%	2%	21%	9%
<b>Sequoia Union High School</b>	9%	2%	1%	45%	2%	35%	5%
<b>Belmont-Redwood Shores</b>	32%	1%	3%	12%	1%	34%	14%
<b>Las Lomas Elementary</b>	18%	1%	1%	13%	0%	53%	14%
<b>Menlo Park City Elementary</b>	13%	1%	1%	17%	1%	55%	11%
<b>Portola Valley Elementary</b>	6%	0%	0%	14%	0%	66%	13%
<b>Ravenswood City Elementary</b>	0%	5%	0%	84%	7%	1%	2%
<b>Redwood City Elementary</b>	4%	1%	1%	70%	1%	19%	4%
<b>San Carlos Elementary</b>	18%	1%	1%	14%	0%	49%	13%
<b>Woodside Elementary</b>	4%	2%	0%	16%	1%	64%	11%
<b>Total</b>	17%	1%	8%	38%	2%	26%	8%

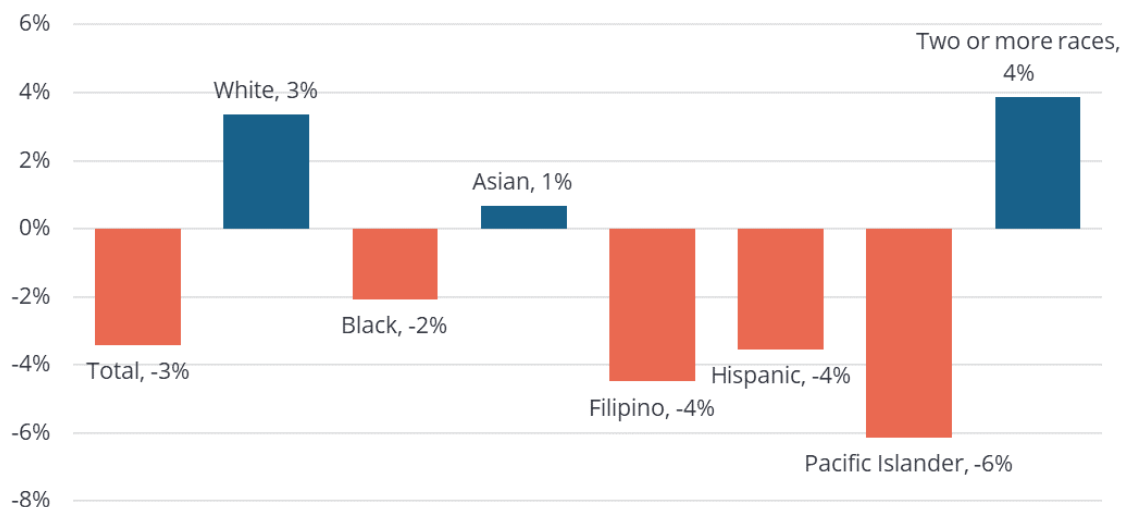
Note: In almost all school districts, less than 1% of students were Native American, so they are not included in this table.

Source: California Department of Education and Root Policy Research

Enrollment changes due to COVID-19 varied by race and ethnicity. For instance, between 2019-2021, enrollment among Pacific Islander students decreased by 6% (from 1,581 students in 2019-20 to 1,484 students in 2020-21). This is substantially higher than the 3% countywide average. Enrollments among Filipino and Hispanic students decreased by 4% while enrollment among Black/African American students decreased by 2%. On the other

end of the spectrum, there was a 3% increase in enrollment among White students (from 22,308 students to 23,055 students) between 2019-20 and 2020-21. Similarly, there was a 1% increase in enrollment among Asian students and a 4% increase among students of two or more races.

**Figure V-9.**  
**Enrollment Changes by Race and Ethnicity, San Mateo County, 2019-20 to 2020-21**



Source: California Department of Education and Root Policy Research

While many of their families may have simply moved out of San Mateo County during the pandemic, it is possible that Black/African American, Filipino, Hispanic, and Pacific Islander students are otherwise slipping through the cracks of the education system during this period.

**Demographics: students with extenuating circumstances.** Many students in the county's public schools are facing additional hurdles to educational ease. Many are English learners, qualify for reduced lunch, are foster children, are experiencing homelessness, have a disability, or are migrants. Students in these groups often have hindrances to excelling in school because of detrimental circumstances beyond their control. These include financial and social hardships as well as problems within students' families.

Qualification for free and reduced lunch is often used as a proxy for extenuating circumstances. Qualifications are determined based on household size and income. For instance, in the 2020-2021 academic year, students from a household of three making less





than \$40,182 annually qualified for reduced price meals, and those making less than \$28,236 in a household of three qualified for free meals.<sup>8</sup>

**Free and reduced lunch disparities.** Overall, 29% of public school students in San Mateo County qualify for reduced or free lunch. This rate was substantially lower in districts like Hillsborough Elementary, San Carlos Elementary, Portola Valley Elementary, Las Lomas Elementary, Belmont-Redwood Shores, and Menlo Park City Elementary, where each had less than 10% of students qualify for free or reduced lunch.

The rate of reduced lunch qualification was far higher in Ravenswood City Elementary School District, where 83% of students qualify for reduced lunch.

**Disparities in homelessness.** In Ravenswood City Elementary, 30% of students are experiencing homelessness. This is an outlier in the county, where overall just 2% are experiencing homelessness. The school district has received media attention due to its astronomically high rate of students experiencing homelessness. Some have noted that rates of homelessness have increased due to escalating costs of living in an area surrounded by affluence.<sup>9</sup> Others have highlighted that "Having a roof over your head, having a safe place to sleep and study, is fundamental to absolutely everything," and have noted that students who experience homelessness have higher dropout rates and are more likely to experience homelessness as adults.<sup>10</sup>

**School moves related to evictions.** Currently, students whose families have been evicted do not have protections allowing them to remain in their current school district. This means that precarious housing also means precarious schooling for many of the county's students. Frequent moves by students are closely related to lower educational proficiency.

In the City of San Francisco, a 2010 ordinance protects some students from being evicted during the school year; however, it only relates to owner/relative move-in evictions.<sup>11</sup> Children in families who are evicted for other reasons may need to move schools or districts when their housing is lost.

**English language learners.** Countywide, 20% of public school students are English learners. Again, this rate is highest at Ravenswood City Elementary, where 53% of students are English learners. La Honda-Pescadero Unified School District, **Jefferson Union High**

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<sup>8</sup> "Income Eligibility Scales for School Year 2020-2021." California Department of Education.

<sup>9</sup> Bartley, Kaitlyn. "Homelessness: The shadow that hangs over students in this Bay Area school district." The Mercury News. December 2018.

<sup>10</sup> Jones, Carolyn. "California schools see big jump in homeless students." Palo Alto Online. October 2020.

<sup>11</sup> <https://sfrb.org/new-amendment-prohibiting-owner-move-evictions-minor-children-during-school-year>

**School,** and Redwood City Elementary also have **high rates of English learners, representing more than a third of students.**

Less than one percent of students in San Mateo County public school districts are foster youth or migrants. Cabrillo Unified School District had the highest rate of migrant students at 3%. La Honda-Pescadero had the highest rate of foster children at 2%.

School districts without large low income populations also tend to serve very few English language learners. For instance, in Hillsborough Elementary where 0% of students qualify for reduced lunch, only 1% of students are English language learners.



**Figure V-10.**  
**Students with Extenuating Circumstances, 2020-2021**

School District	English Learners	Reduced Lunch	Foster Children	Homeless	Migrant
<b>Unified School Districts</b>					
<b>Cabrillo Unified</b>	20%	37%	0%	2%	3%
<b>La Honda-Pescadero</b>	38%	38%	2%	1%	1%
<b>South San Francisco</b>	21%	34%	0%	1%	1%
<b>High &amp; Elementary School Districts</b>					
<b>Jefferson Union High School</b>	36%	44%	0%	0%	0%
<b>Bayshore Elementary</b>	30%	57%	0%	0%	0%
<b>Brisbane Elementary</b>	16%	19%	0%	0%	0%
<b>Jefferson Elementary</b>	14%	27%	0%	1%	0%
<b>Pacifica</b>	9%	18%	0%	1%	0%
<b>San Mateo Union High School</b>	10%	21%	0%	0%	0%
<b>Burlingame Elementary</b>	13%	11%	0%	0%	0%
<b>Hillsborough Elementary</b>	1%	0%	0%	0%	0%
<b>Millbrae Elementary</b>	19%	25%	0%	0%	0%
<b>San Bruno Park Elementary</b>	29%	18%	0%	0%	0%
<b>San Mateo-Foster City</b>	26%	28%	0%	2%	0%
<b>Sequoia Union High School</b>	15%	30%	0%	0%	0%
<b>Belmont-Redwood Shores</b>	10%	7%	0%	0%	0%
<b>Las Lomas Elementary</b>	7%	6%	0%	0%	0%
<b>Menlo Park City Elementary</b>	6%	7%	0%	0%	0%
<b>Portola Valley Elementary</b>	4%	5%	0%	0%	0%
<b>Ravenswood City Elementary</b>	53%	83%	0%	30%	0%
<b>Redwood City Elementary</b>	38%	56%	0%	2%	1%
<b>San Carlos Elementary</b>	5%	6%	0%	0%	0%
<b>Woodside Elementary</b>	8%	10%	0%	0%	0%
<b>Total</b>	20%	29%	<1%	2%	<1%

Source: California Department of Education and Root Policy Research

The overall share of students in these groups has not changed drastically over time. As shown in Figure V-11, there have been slight decreases in the share of students who are English learners and the share of students who qualify for reduced lunch from 2016-2017

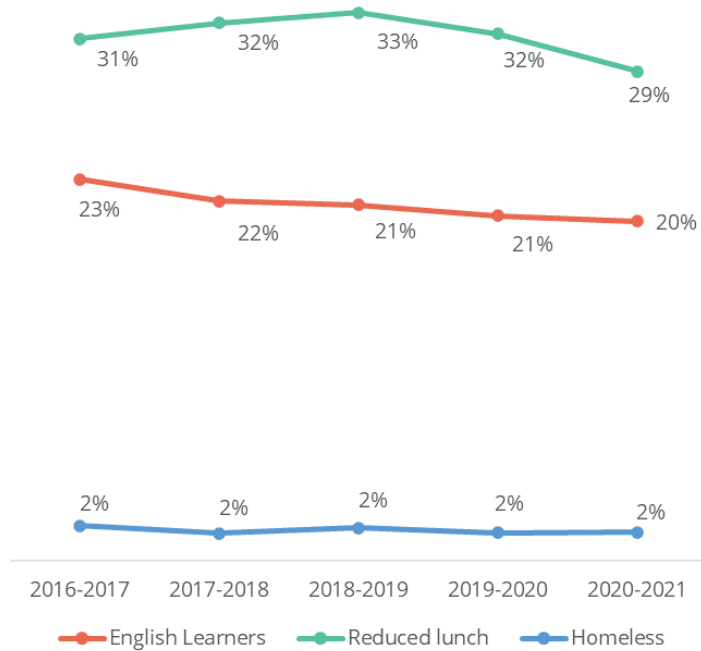
to 2020-2021. Around 2% of students in the county are homeless and this has not changed between 2016-2017 and 2020-2021. Foster youth and migrant students are not shown in the figure, as both have hovered at less than 1% from year to year.

**Figure V-11.**  
**Changes in rates of English Learners, Reduced Lunch, and Homelessness, 2016-2017 to 2020-2021**

Note: These data exclude enrollments in SBE Everest Public High School District, which in 2015 combined with the Sequoia Union High School District.

Source: California Department of Education and Root Policy Research

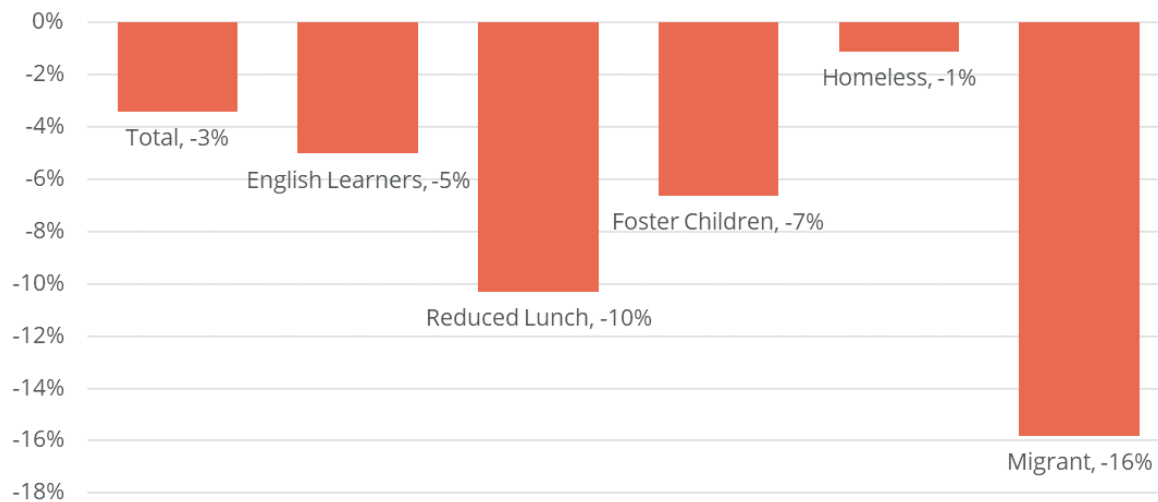
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During COVID-19, enrollments decreased by 3% between 2019-2020 and 2020-2021 school years, as families withdrew or did not reenroll their children from public schools. Enrollment among migrant students decreased much more drastically, by 16% (from 332 students to 279 students). Similarly, enrollment among students who qualify for reduced lunch declined at a higher rate (10%) than the overall student population. Foster children and English learners also experienced enrollment decreases at a rate higher than the total population, with 7% and 10% decreases in enrollment, respectively.



**Figure V-12.**  
**Enrollment Changes by Extenuating Circumstance, San Mateo County,**  
**2019-2020 to 2020-2021**



Source: California Department of Education and Root Policy Research

## Achievement Gaps

This section details achievement gaps within school districts. Gaps are measured by test scores, meeting California State University or University of California admissions standards, and college-going rates.

**Test scores.** Figure V-13 indicates the percent of students who met or exceeded English and mathematics testing standards set by the California State Assessment of Student Performance and Progress. Overall, 62% of students in the county met or exceeded English testing standards and 52% met or exceeded mathematics testing standards.

Of all the districts with high schools, San Mateo Union High School District had the highest student pass rates: 70% of their students met or exceeded standards in English testing and 50% met or exceeded standards in mathematics testing.

Among elementary school districts, Portola Valley Elementary School District and Woodside Elementary School District had the highest rates of success in English, with 87% and 88% of students meeting or exceeding English testing standards, respectively. Woodside Elementary School District and Hillsborough Elementary School District had the highest rates of success in mathematics, with 84% and 85% meeting math testing standards, respectively.

In every school district, girls scored higher on English tests than boys. Overall, girls met or exceeded English testing at a rate of 67% while boys met or exceeded English testing at a rate of 57%. **The largest gender gap was in Brisbane Elementary School District, where**

**72% of girls met or exceeded English testing standards and just 56% of boys did: a gap of 16 percentage points.**

Gender gaps in mathematics were less pronounced, but the largest gender gaps were in Cabrillo Unified School District and in La Honda Pescadero Unified School District. In Cabrillo Unified, girls passed mathematics at a rate 7% higher than boys, while in La Honda-Pescadero, boys passed at a rate 6% higher than girls.

**Figure V-14.**  
**Students who Met or Exceeded Testing Standards, by Gender and District, 2018-2019**

District	English Language Arts/Literacy			Mathematics		
	Total	Boys	Girls	Total	Boys	Girls
<b>Unified School Districts</b>						
<b>Cabrillo Unified</b>	48%	41%	55%	34%	31%	38%
<b>La Honda-Pescadero</b>	43%	36%	49%	31%	34%	28%
<b>South San Francisco</b>	52%	45%	60%	44%	42%	45%
<b>High &amp; Elementary School Districts</b>						
<b>Jefferson Union High School</b>	57%	52%	63%	37%	38%	35%
<b>Bayshore Elementary</b>	27%	24%	31%	27%	27%	28%
<b>Brisbane Elementary</b>	64%	56%	72%	54%	56%	53%
<b>Jefferson Elementary</b>	48%	43%	54%	37%	39%	35%
<b>Pacifica</b>	60%	55%	65%	57%	57%	57%
<b>San Mateo Union High School</b>	70%	66%	76%	50%	50%	50%
<b>Burlingame Elementary</b>	80%	75%	84%	78%	78%	78%
<b>Hillsborough Elementary</b>	85%	81%	89%	85%	86%	84%
<b>Millbrae Elementary</b>	63%	57%	70%	58%	58%	58%
<b>San Bruno Park Elementary</b>	50%	47%	53%	41%	43%	38%
<b>San Mateo-Foster City</b>	62%	58%	67%	56%	56%	56%
<b>Sequoia Union High School</b>	68%	64%	72%	50%	50%	50%
<b>Belmont-Redwood Shores</b>	82%	78%	86%	79%	78%	80%
<b>Las Lomas Elementary</b>	86%	84%	88%	82%	84%	80%
<b>Menlo Park City Elementary</b>	84%	81%	87%	83%	82%	83%
<b>Portola Valley Elementary</b>	87%	83%	91%	83%	84%	82%
<b>Ravenswood City Elementary</b>	22%	20%	23%	15%	16%	13%
<b>Redwood City Elementary</b>	54%	49%	59%	46%	46%	46%
<b>San Carlos Elementary</b>	80%	77%	83%	75%	76%	74%
<b>Woodside Elementary</b>	88%	85%	91%	84%	85%	83%
<b>Total</b>	62%	57%	67%	52%	52%	52%

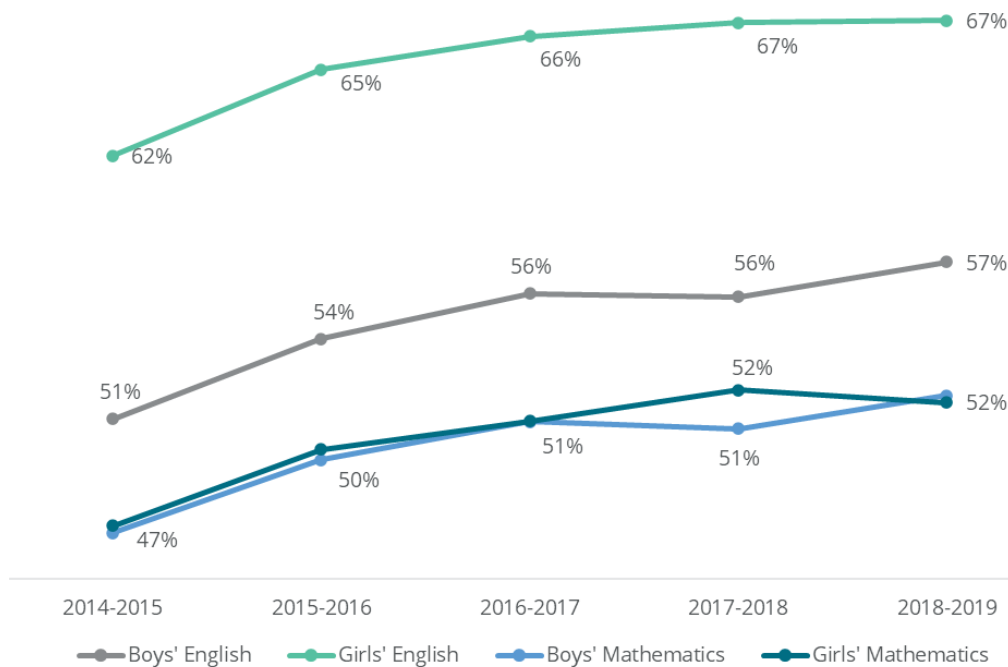
Source: California Department of Education, California Assessment of Student Performance and Progress, and Root Policy Research

The gender gap in test scores has started to close in recent years, as indicated in Figure V-15. In 2014-2015 there was a 11 percentage point gap in girls' and boys' English testing pass



rates, and by 2018-2019 this was just a 10 percentage point gap. The figure also indicates that there have been steady gains in the share of students meeting or exceeding testing standards in the county.

**Figure V-15.**  
**Students who Met or Exceeded Testing Standards, by Gender, 2014-2015 to 2018-2019**



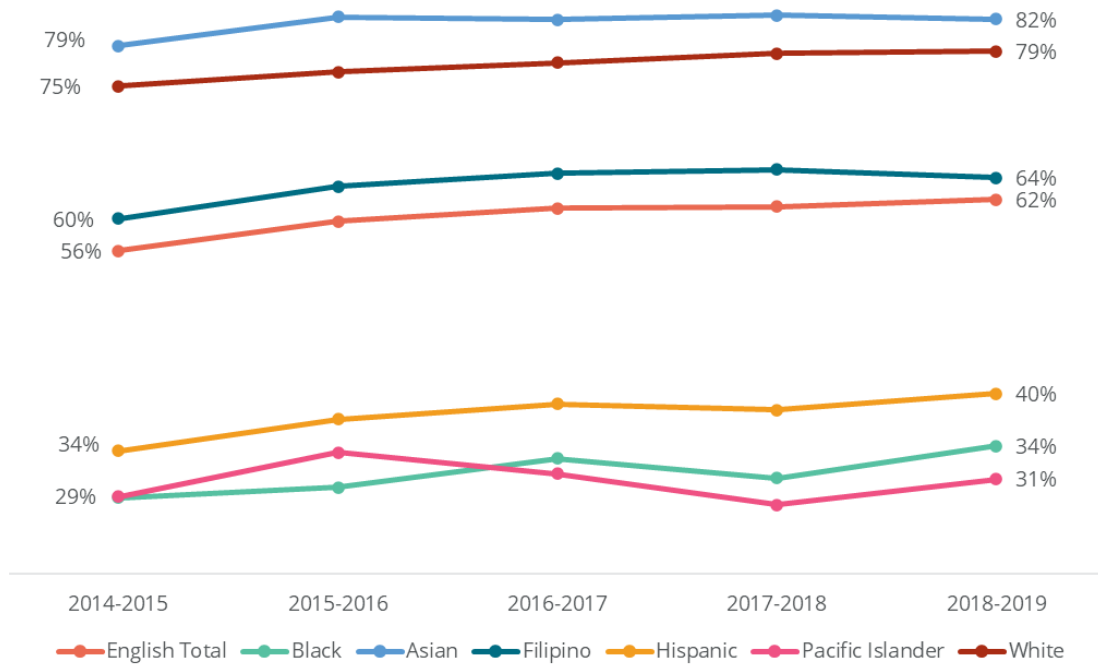
Source: California Department of Education, California Assessment of Student Performance and Progress, and Root Policy Research

Very large gaps in test scores by race and ethnicity exist among students in some areas. Figure V-16 illustrates the rate at which students of various racial and ethnic groups met or exceeded English testing standards.

For the past five years in San Mateo County, Asian, White, and Filipino students have met or exceeded English testing standards at rates higher than the overall student population. Hispanic, Black/African American, and Pacific Islander students, on the other hand, have been underserved in this realm and have consistently scored lower than the overall student body.

However, across all groups, the rate at which students met or exceed English testing standards has increased since the 2014-2015 school year. Hispanic students have made the largest percentage point gain: 34% met standards in 2014-2015 and 40% met standards in 2019-19, an increase of six percentage points.

**Figure V-16.**  
**Students who Met or Exceeded English Testing Standards, by Race and Ethnicity, 2014-2015 to 2018-2019**



Source: California Department of Education, California Assessment of Student Performance and Progress, and Root Policy Research

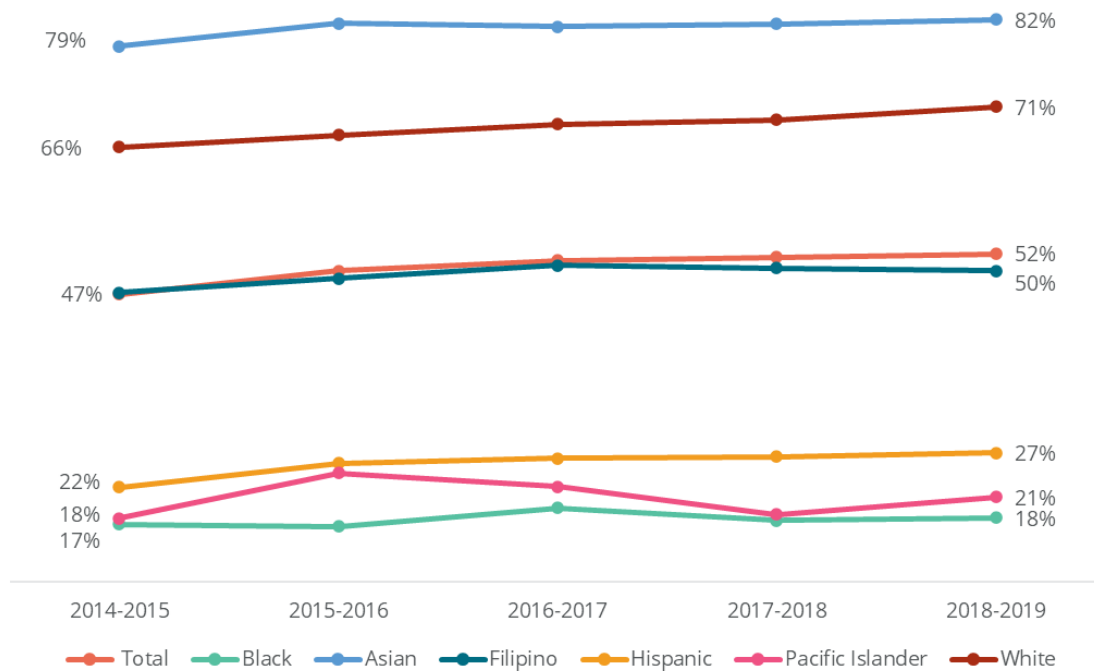
A similar narrative holds in Math testing standards, where scores have improved among each racial and ethnic group from 2014-2015 to 2018-2019. Again, White and Asian students meet or exceed math testing standards at rates higher than the overall population while Hispanic, Pacific Islander, and Black/African American students scored lower.

White and Hispanic students have seen the biggest increases in rates of mathematics success: both have experienced a five percentage point increase in the percent of students who met or exceeded math testing standards.





**Figure V-17.**  
**Students who Met or Exceeded mathematics testing standards, by Race and Ethnicity, 2014-2015 to 2018-2019**



Source: California Department of Education, California Assessment of Student Performance and Progress, and Root Policy Research

Figure V-18 illustrates the rates at which students of various racial and ethnic groups met or exceeded mathematics testing standards by district.

There were several districts in which the gaps between the overall test pass rates and a specific racial groups' pass rates were especially wide. For instance, in San Carlos Elementary School District, 75% of the total student body met or exceeded math testing standards, but only 11% of Black/African American students met or exceeded math testing standards—a gap of 64 percentage points.

Other school districts with wide gaps between Black/African American and overall math testing success were Las Lomitas Elementary (46 percentage point gap), Menlo Park City Elementary (43 percentage point gap), and Belmont-Redwood Shores (42 percentage point gap).

Some school districts also had similar gaps in Pacific Islander students' math passing rates and overall passing rates. For instance, in Menlo Park City Elementary School District, 83% of the student body met or exceeded mathematics testing standards but just 35% of Pacific Islander students passed or exceeded mathematics testing standards—a gap of 48

percentage points. Millbrae Elementary School District also had a 47 percentage point gap between Pacific Islander students' and total students' math test rates.

**Figure V-18.**  
**Students who Met or Exceeded Mathematics Testing Standards, by Race/Ethnicity and District, 2018-2019**

School District	Overall	Asian	Black	Filipino	Hispanic	Pacific Islander	White
<b>Unified School Districts</b>							
<b>Cabrillo Unified</b>	34%	65%	(no data)	38%	16%	(no data)	54%
<b>La Honda-Pescadero</b>	31%	(no data)	(no data)	(no data)	20%	(no data)	46%
<b>South San Francisco</b>	44%	75%	19%	60%	29%	33%	46%
<b>High &amp; Elementary School Districts</b>							
<b>Jefferson Union High School</b>	37%	75%	(no data)	36%	17%	(no data)	42%
<b>Bayshore Elementary</b>	27%	44%	(no data)	38%	17%	14%	(no data)
<b>Brisbane Elementary</b>	54%	67%	(no data)	65%	38%	(no data)	60%
<b>Jefferson Elementary</b>	37%	61%	15%	42%	23%	20%	30%
<b>Pacifica</b>	57%	74%	38%	48%	38%	(no data)	66%
<b>San Mateo Union High School</b>	50%	84%	(no data)	46%	22%	20%	63%
<b>Burlingame Elementary</b>	78%	92%	53%	66%	50%	(no data)	81%
<b>Hillsborough Elementary</b>	85%	92%	(no data)	(no data)	76%	(no data)	82%
<b>Millbrae Elementary</b>	58%	75%	31%	63%	27%	11%	51%
<b>San Bruno Park Elementary</b>	41%	69%	23%	64%	25%	27%	50%
<b>San Mateo-Foster City</b>	56%	87%	30%	61%	23%	27%	69%
<b>Sequoia Union High School</b>	50%	81%	18%	53%	22%	11%	76%
<b>Belmont-Redwood Shores</b>	79%	92%	37%	77%	52%	43%	79%
<b>Las Lomas Elementary</b>	82%	93%	36%	(no data)	44%	(no data)	87%
<b>Menlo Park City Elementary</b>	83%	94%	40%	(no data)	55%	35%	88%
<b>Portola Valley Elementary</b>	83%	89%	(no data)	(no data)	56%	(no data)	89%
<b>Ravenswood City Elementary</b>	15%	(no data)	9%	(no data)	15%	11%	(no data)
<b>Redwood City Elementary</b>	46%	92%	22%	76%	34%	44%	75%
<b>San Carlos Elementary</b>	75%	91%	11%	85%	51%	(no data)	78%
<b>Woodside Elementary</b>	84%	92%	(no data)	(no data)	52%	(no data)	89%
<b>Total</b>	52%	82%	18%	50%	27%	21%	71%

Source: California Department of Education, California Assessment of Student Performance and Progress, and Root Policy Research

Although racial gaps in English testing were less pronounced, San Carlos Elementary School District also had a wide gap between the total student body and Black/African American



students. Namely, 80% of the student body met or exceeded English testing standards, but only 19% of Black/African American students met or exceeded testing standards—a 61 percentage point gap. Las Lomas Elementary had a 41 percentage point gap between overall English testing success and Black/African American English testing success.

Other districts had large gaps between the total student body's English test scores and Pacific Islander students' test scores. Namely, in Menlo Park City Elementary School District 84% of students met or exceeded English testing standards, but only 40% of Pacific Islander students—a 44 percentage point gap.

**Figure V-19.**  
**Students who Met or Exceeded English Testing Standards, by**  
**Race/Ethnicity and District, 2018-2019**

School District	Overall	Asian	Black	Filipino	Hispanic	Pacific Islander	White
<b>Unified School Districts</b>							
<b>Cabrillo Unified</b>	48%	78%	(no data)	54%	28%	(no data)	71%
<b>La Honda-Pescadero</b>	43%	(no data)	(no data)	(no data)	27%	(no data)	61%
<b>South San Francisco</b>	52%	76%	36%	66%	38%	44%	56%
<b>High &amp; Elementary School Districts</b>							
<b>Jefferson Union High School</b>	57%	81%	(no data)	60%	43%	(no data)	59%
<b>Bayshore Elementary</b>	27%	49%	(no data)	33%	20%	14%	(no data)
<b>Brisbane Elementary</b>	64%	63%	(no data)	75%	51%	(no data)	79%
<b>Jefferson Elementary</b>	48%	62%	28%	59%	34%	33%	43%
<b>Pacifica</b>	60%	65%	32%	52%	45%	(no data)	68%
<b>San Mateo Union High School</b>	70%	88%	55%	79%	50%	34%	81%
<b>Burlingame Elementary</b>	80%	88%	61%	73%	55%	(no data)	83%
<b>Hillsborough Elementary</b>	85%	89%	(no data)	(no data)	77%	(no data)	83%
<b>Millbrae Elementary</b>	63%	74%	46%	68%	42%	23%	61%
<b>San Bruno Park Elementary</b>	50%	72%	39%	76%	36%	31%	56%
<b>San Mateo-Foster City</b>	62%	85%	41%	68%	34%	37%	77%
<b>Sequoia Union High School</b>	68%	87%	44%	92%	47%	31%	88%
<b>Belmont-Redwood Shores</b>	82%	91%	44%	81%	64%	61%	83%
<b>Las Lomas Elementary</b>	86%	91%	45%	(no data)	65%	(no data)	89%
<b>Menlo Park City Elementary</b>	84%	92%	60%	(no data)	62%	40%	88%
<b>Portola Valley Elementary</b>	87%	92%	(no data)	(no data)	58%	(no data)	93%
<b>Ravenswood City Elementary</b>	22%	(no data)	24%	(no data)	21%	18%	(no data)
<b>Redwood City Elementary</b>	54%	91%	35%	73%	43%	47%	83%
<b>San Carlos Elementary</b>	80%	90%	19%	76%	60%	(no data)	83%
<b>Woodside Elementary</b>	88%	92%	(no data)	(no data)	58%	(no data)	92%
<b>Total</b>	62%	82%	34%	64%	40%	31%	79%

Source: California Department of Education, California Assessment of Student Performance and Progress, and Root Policy Research

Students with extenuating circumstances across all districts met or exceeded testing standards at lower rates. However, some districts had especially wide disparities between overall test scores and test scores of students with extenuating circumstances.



**For example, English learning students** in Portola Valley Elementary, Woodside Elementary, Menlo Park City Elementary, and **Brisbane Elementary each met or exceeded mathematics test standards at a rate at least 50 percentage points below the overall test rate in each district.** English learning students in Las Lomas Elementary (54%) had the highest mathematics pass rates, followed by those in Belmont-Redwood Shores (42%) and Burlingame Elementary (40%).

Students with disabilities scored especially high on mathematics tests in Hillsborough Elementary, where 48% met or exceeded standards. Others in Belmont-Redwood Shores (43%) and Woodside Elementary (41%) had high pass rates as well. Students with disabilities in San Carlos Elementary and Las Lomas Elementary school districts scored far below the overall student body: in these districts, students with disabilities met or exceeded mathematics test standards at 54 percentage points below the overall test rate.

In Jefferson Elementary and Ravenswood Elementary students experiencing homelessness passed math tests at a rate similar to their housed peers. In other districts, however, students experiencing homelessness often scored substantially lower. School districts with the widest math testing gaps between the overall student body and students experiencing homelessness were San Mateo-Foster City and Millbrae Elementary, with a 41 percentage point gap and 42 percentage point gap, respectively.

**Figure V-20.**  
**Students who Met or Exceeded Math Testing Standards, by Special Case and District, 2018-2019**

School District	Overall	English Learners	Experiencing homelessness	Migrant	With Disabilities
<b>Unified School Districts</b>					
<b>Cabrillo Unified</b>	34%	4%	5%	4%	9%
<b>La Honda-Pescadero</b>	31%	4%	(no data)	(no data)	2%
<b>South San Francisco</b>	44%	20%	25%	4%	18%
<b>High &amp; Elementary School Districts</b>					
<b>Jefferson Union High School</b>	37%	5%	(no data)	(no data)	6%
<b>Bayshore Elementary</b>	27%	11%	(no data)	(no data)	9%
<b>Brisbane Elementary</b>	54%	4%	(no data)	(no data)	12%
<b>Jefferson Elementary</b>	37%	15%	36%	(no data)	11%
<b>Pacifica</b>	57%	22%	(no data)	(no data)	17%
<b>San Mateo Union High School</b>	50%	10%	(no data)	(no data)	13%
<b>Burlingame Elementary</b>	78%	40%	(no data)	(no data)	29%
<b>Hillsborough Elementary</b>	85%	(no data)	(no data)	(no data)	48%
<b>Millbrae Elementary</b>	58%	26%	16%	(no data)	25%
<b>San Bruno Park Elementary</b>	41%	12%	(no data)	(no data)	9%
<b>San Mateo-Foster City</b>	56%	11%	15%	(no data)	14%
<b>Sequoia Union High School</b>	50%	3%	33%	(no data)	9%
<b>Belmont-Redwood Shores</b>	79%	42%	(no data)	(no data)	43%
<b>Las Lomas Elementary</b>	82%	54%	(no data)	(no data)	28%
<b>Menlo Park City Elementary</b>	83%	31%	(no data)	(no data)	38%
<b>Portola Valley Elementary</b>	83%	14%	(no data)	(no data)	39%
<b>Ravenswood City Elementary</b>	15%	5%	11%	(no data)	2%
<b>Redwood City Elementary</b>	46%	14%	(no data)	29%	14%
<b>San Carlos Elementary</b>	75%	24%	(no data)	(no data)	21%
<b>Woodside Elementary</b>	84%	27%	(no data)	(no data)	41%

Source: California Department of Education, California Assessment of Student Performance and Progress, and Root Policy Research



Students with extenuating circumstances also consistently scored lower in English testing than the overall student body.

For instance, English learning students in San Mateo Union High School District, Hillsborough Elementary School District, Sequoia Union High School District, Menlo Park City Elementary School District, and Portola Valley Elementary School District met or exceeded English test standards at a rate at least 60 percentage points below the overall test rate in each district. Hillsborough Elementary had the largest gap at 85 percentage points. Las Lomas Elementary had the highest success rate among English learners, where 50% met or exceeded English testing standards.

However, students with disabilities in Las Lomas Elementary and San Carlos Elementary school districts met or exceeded English test standards at rate 55 and 51 percentage points below the overall test rate, respectively. These were the largest gaps in the county. Students with disabilities at Woodside Elementary did the best on English testing, where 56% passed or exceeded standards.

Among students experiencing homelessness, those at Sequoia Union High School were most likely to meet English testing standards, with 42% meeting or exceeding standards. The school district with the widest gap between overall English test scores and scores among students experiencing homelessness was Cabrillo Unified with a 34 percentage point gap.

Just three districts reported English testing scores among migrant students. Redwood City Elementary had the highest pass rate at 34% and Cabrillo Unified had the lowest at 16%.

**Figure V-21.**  
**Students who Met or Exceeded English Testing Standards, by Special Case and District, 2018-2019**

School District	Overall	English Learners	Experiencing homelessness	Migrant	With Disabilities
<b>Unified School Districts</b>					
<b>Cabrillo Unified</b>	48%	9%	14%	16%	12%
<b>La Honda-Pescadero</b>	43%	9%	(no data)	(no data)	9%
<b>South San Francisco</b>	52%	21%	35%	20%	18%
<b>High &amp; Elementary School Districts</b>					
<b>Jefferson Union High School</b>	57%	3%	(no data)	(no data)	19%
<b>Bayshore Elementary</b>	27%	3%	(no data)	(no data)	4%
<b>Brisbane Elementary</b>	64%	21%	(no data)	(no data)	16%
<b>Jefferson Elementary</b>	48%	16%	30%	(no data)	15%
<b>Pacifica</b>	60%	12%	(no data)	(no data)	15%
<b>San Mateo Union High School</b>	70%	11%	(no data)	(no data)	27%
<b>Burlingame Elementary</b>	80%	33%	(no data)	(no data)	33%
<b>Hillsborough Elementary</b>	85%	(no data)	(no data)	(no data)	47%
<b>Millbrae Elementary</b>	63%	19%	34%	(no data)	23%
<b>San Bruno Park Elementary</b>	50%	14%	(no data)	(no data)	12%
<b>San Mateo-Foster City</b>	62%	9%	33%	(no data)	15%
<b>Sequoia Union High School</b>	68%	8%	42%	(no data)	27%
<b>Belmont-Redwood Shores</b>	82%	31%	(no data)	(no data)	45%
<b>Las Lomas Elementary</b>	86%	51%	(no data)	(no data)	31%
<b>Menlo Park City Elementary</b>	84%	21%	(no data)	(no data)	42%
<b>Portola Valley Elementary</b>	87%	17%	(no data)	(no data)	37%
<b>Ravenswood City Elementary</b>	22%	6%	16%	(no data)	5%
<b>Redwood City Elementary</b>	54%	13%	(no data)	34%	16%
<b>San Carlos Elementary</b>	80%	29%	(no data)	(no data)	28%
<b>Woodside Elementary</b>	88%	18%	(no data)	(no data)	56%

Source: California Department of Education, California Assessment of Student Performance and Progress, and Root Policy Research



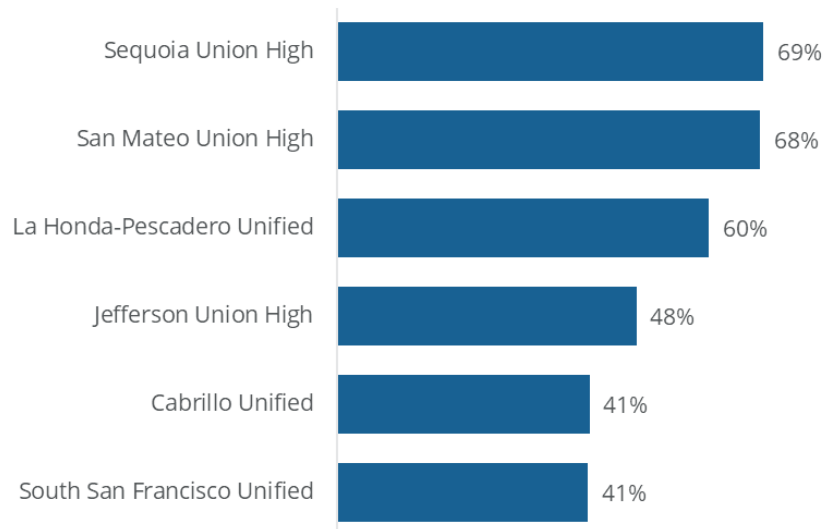


**Students who met university requirements.** Many high schoolers in the county met admission standards for a University of California (UC) or California State University (CSU) school. Figure V-22 illustrates the percentage of cohort graduates who met admission requirements for a CSU or UC school according to California Department of Education data.

Of the high school districts in San Mateo County, Sequoia Union had the highest rate of graduates who met such admission standards, at 69%. On the other end of the spectrum, Cabrillo Unified and South San Francisco Unified had the lowest rates at 41%.

**Figure V-22.**  
**Students Meeting**  
**California University**  
**Admission**  
**Standards, 2019-**  
**2020**

Source:  
California Department of Education  
and Root Policy Research.



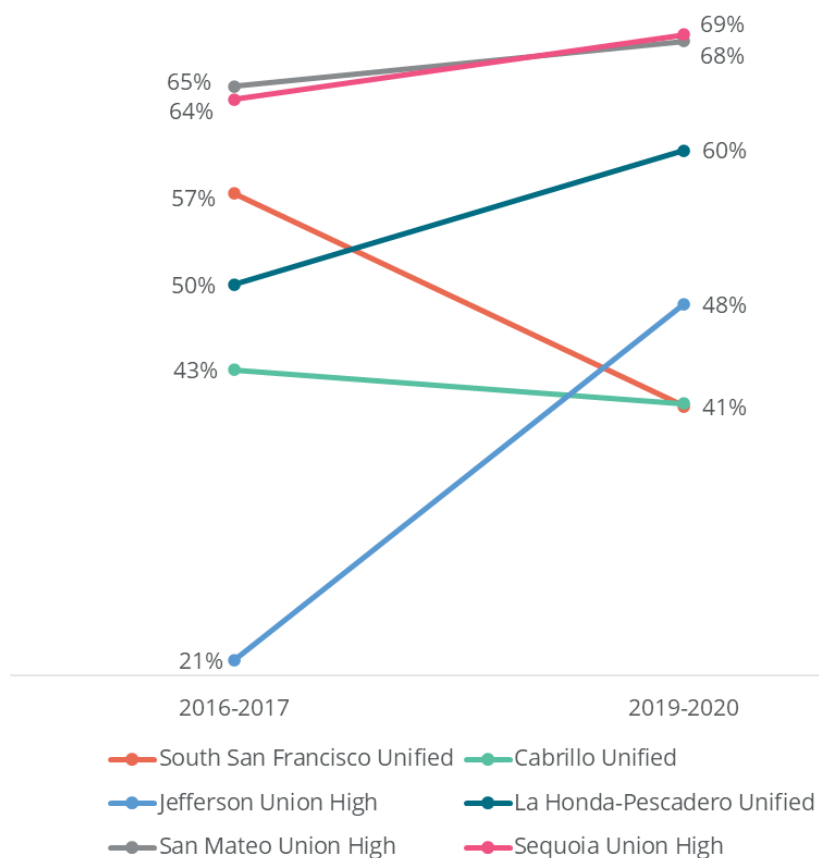
Cabrillo Unified and South San Francisco Unified have experienced a decrease in the share of graduates meeting CSU or UC admission standards in recent years. For instance, in 2016-2017, 57% of South San Francisco Unified graduates met these standards, but this decreased by 16 percentage points by 2019-2020. Cabrillo Unified experienced a less drastic decrease over the same period, but the rate still shrunk by two percentage points.

Jefferson Union High School District had the most drastic increase in the share of graduates meeting CSU or UC standards: just 21% of students met these standards in 2016-2017 compared to 48% of students in 2019-2020. La Honda-Pescadero Unified School District experienced a 10 percentage point increase in this success rate over the same period.

Sequoia Union and San Mateo Union experienced more modest increases, but remain the districts with the highest rates of students meeting CSU and UC standards.

**Figure V-23.**  
**Students Meeting**  
**University**  
**Admission**  
**Standards, 2016-**  
**2017 and 2019-2020**

Source:  
 California Department of Education  
 and Root Policy Research.



Rates at which students met CSU or UC admissions standards varied substantially by race and ethnicity in 2019-2020. In all high school districts in San Mateo County, White and Asian students meet CSU and UC admissions standards at higher rates than the overall student population.

The largest gap is in South San Francisco Unified, where just 41% of students meet CSU or UC admissions standards, but 73% of Asian students meet those standards—a 32 percentage point gap.

On the other end of the spectrum, Black/African American students typically met CSU or UC admissions standards at lower-than-average rates. The largest gap was in San Mateo Union, where just 29% of Black/African American students met CSU or UC standards compared to 68% of students in the district overall.

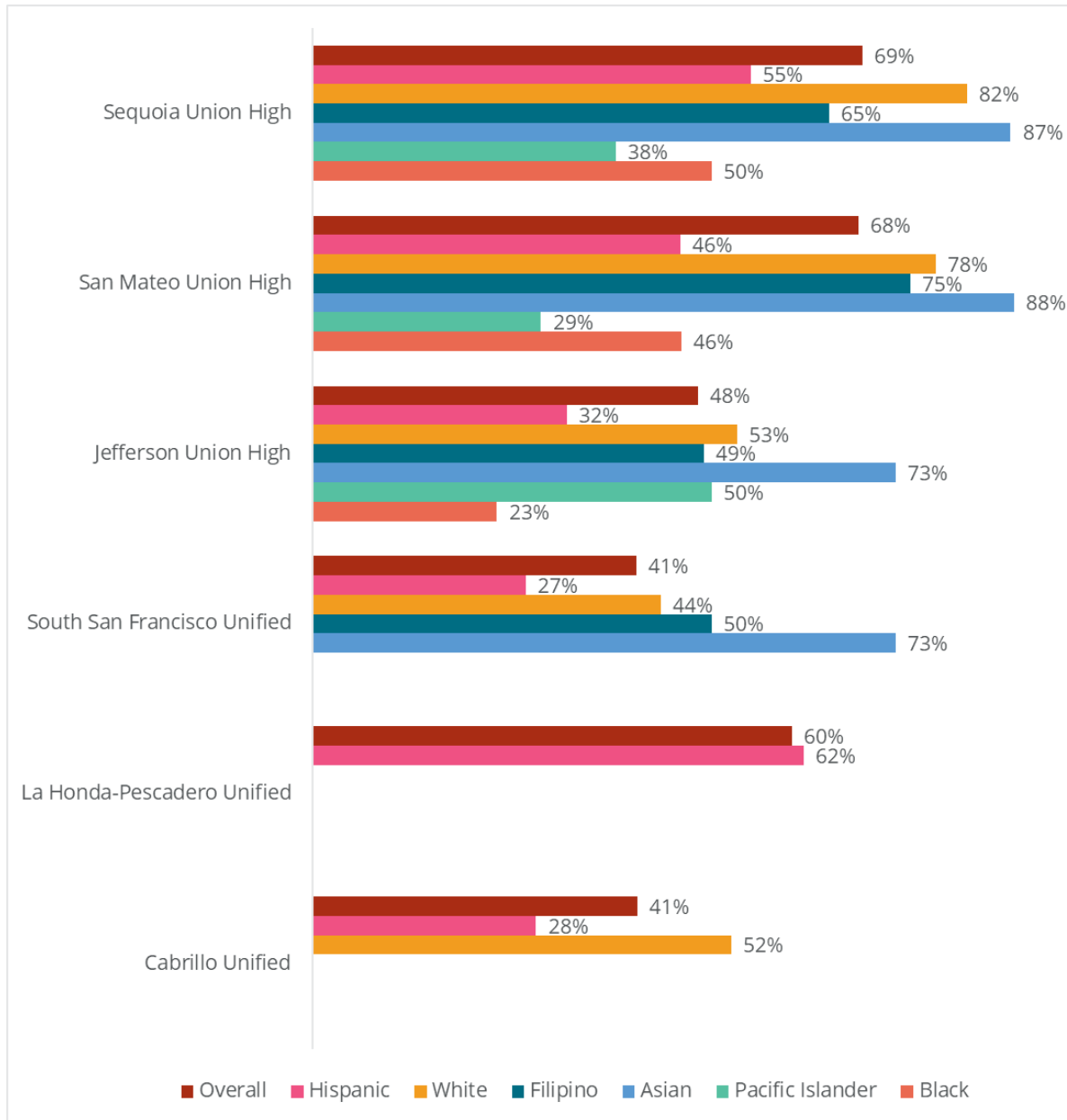
Filipino students typically met admissions standards at rates similar to the overall student body. For instance, in Jefferson Union, San Mateo Union, and South San Francisco Unified, Filipino students are slightly more likely to have met CSU and UC standards than the overall student population. In Sequoia Union, they are slightly less likely to have met admission standards than the overall student population.



In La Honda-Pescadero, Hispanic students are slightly more likely to have met CSU or UC standards than the overall student body. However, in all other school districts, Hispanic students are less likely to have met CSU and UC standards than the overall student body. The largest disparity is in San Mateo Union, where just 46% of Hispanic students meet the university admissions standards compared to 68% of students overall.

Finally, Pacific Islander students in Jefferson Union were slightly more likely to have met California university admissions standards compared to the overall student body, but in Sequoia Union and San Mateo Union they were substantially less likely.

**Figure V-24.**  
**Students Meeting University Admission Standards, by Race and Ethnicity,**  
**2019-2020**



Source: California Department of Education and Root Policy Research

As expected, students with extenuating circumstances were less likely to meet CSU or UC admissions standards than students in the county overall. In all school districts where data are available, students with disabilities, students experiencing homelessness, English learners, foster youth, and migrant students met CSU or UC admission standards at lower rates than the overall student population.



English learners in Sequoia Union and San Mateo Regional met CSU or UC admission standards at higher rates than their peers in other school districts. However, compared to the overall student body within their own school districts, they had a larger gap than other districts. Namely, in Sequoia Union, 69% of students met admissions standards compared to just 32% of students learning English— a 37 percentage point gap.

Similarly, students with disabilities in Sequoia Union had the highest rate of meeting admissions standards (31%) compared to peers with disabilities in other districts, but also had the largest gap (38 percentage points) compared to the district's overall student body.

Migrant students met admission standards at the lowest rate in South San Francisco Unified (27%) and at the highest rate in Sequoia Union (45%). However, in Cabrillo Unified, their rates were only eight percentage points lower than that of the overall student body, the smallest gap in the county.

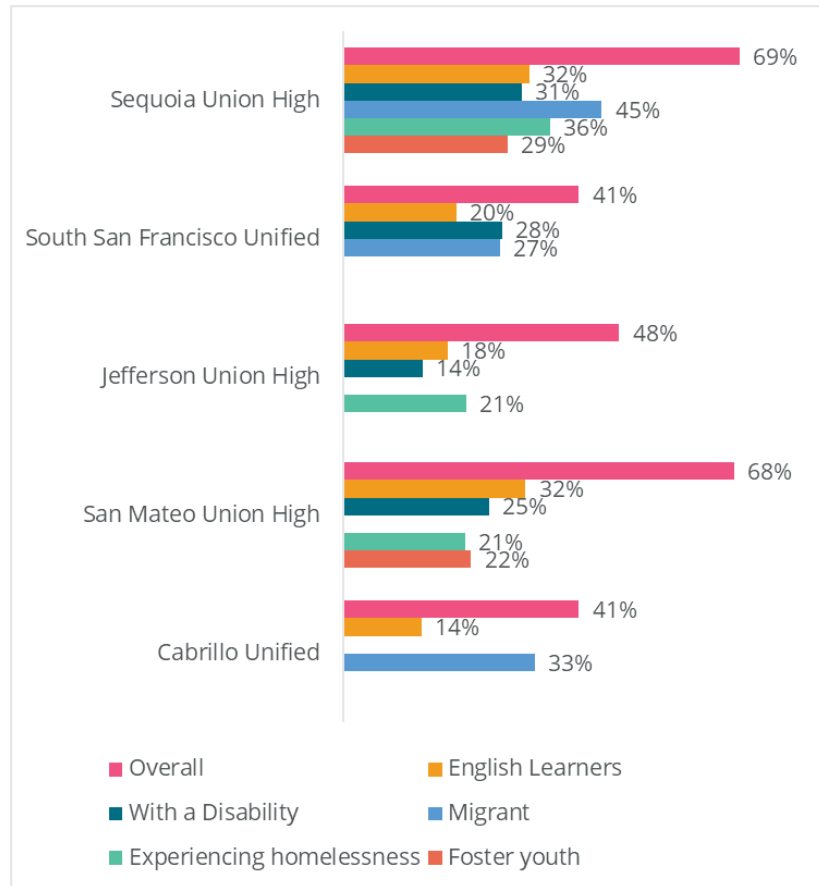
Approximately 36% of students experiencing homelessness in Sequoia Union met CSU or UC admission standards, which was higher than rates in San Mateo Union (21%) and Jefferson Union (21%).

Just San Mateo Union and Sequoia Union had enough foster youth to report their rate of meeting CSU or UC admission standards. In Sequoia Union, 29% met admissions standards and 22% in San Mateo Union met admissions standards.

**Figure V-25.  
Students Meeting  
University  
Admission  
Standards, 2019-  
2020**

Source:  
California Department of Education  
and Root Policy Research.

Notes; La-Honda Pescadero Unified  
is excluded from these data as they  
do not report admission standards  
data for these special groups, likely  
due to small sample size.



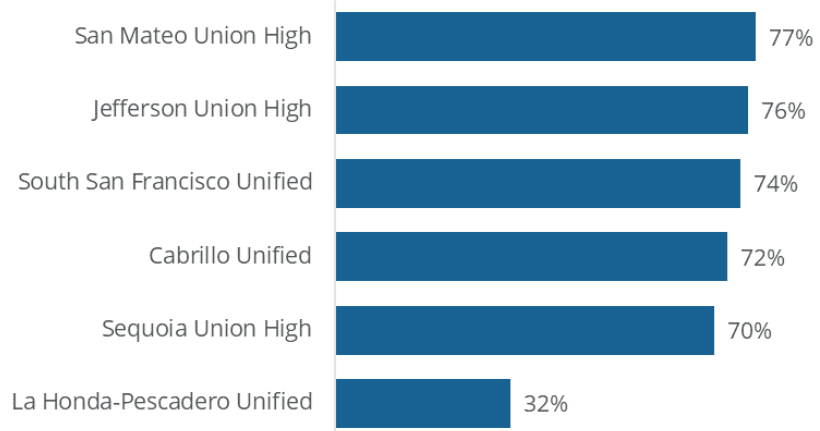
**College-going rates.** The college-going rate is defined as the percentage of public high school students who completed high school in a given year and subsequently enrolled in any public or private postsecondary institution (in-state or out-of-state) in the United States within 12 or 16 months of completing high school.

Most school districts in the county have a college-going rate at 70% or higher. San Mateo Union had the highest college-going rate at 77%. La Honda-Pescadero School District is the notable exception, with just 32% of graduates attending college within 12 or 16 months.



**Figure V-26.  
College-Going  
Rates, 2017-2018**

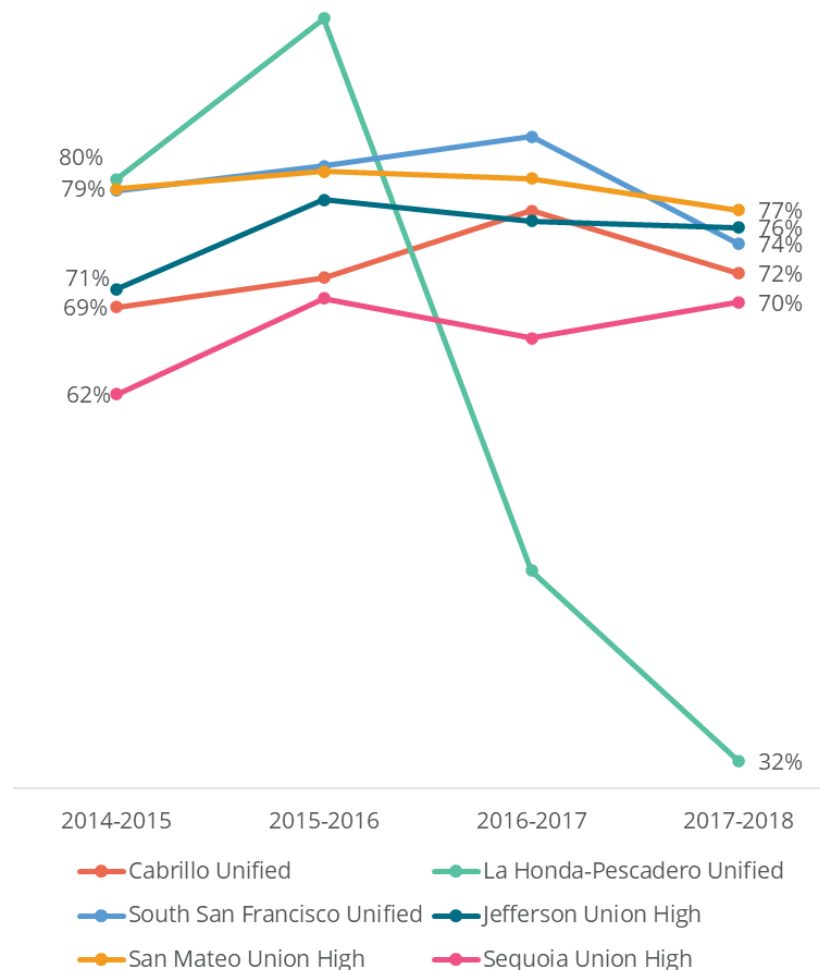
Source:  
California Department of Education  
and Root Policy Research.



As shown in Figure V-27, La Honda-Pescadero School District previously had the highest college-going rate of all the county's high school districts, with an 80% college-going rate in 2014-2015 and a 93% college-going rate in 2015-2016. The district experienced a rapid decline in college-going rates, starting in 2016-2017. However, La Honda-Pescadero has especially small sample sizes. For instance, the district had just 26 twelfth-graders in the 2017-2018 school year, meaning that just a couple students going to college (or not) drastically alters the college-going rate in La Honda-Pescadero. All other high school districts in the county have maintained relatively consistent college-going rates.

**Figure V-27.**  
**College-Going**  
**Rates, 2014-2015 to**  
**2017-2018**

Source:  
 California Department of Education  
 and Root Policy Research.



Within each of the high school districts, college-going rates vary by race and ethnicity.

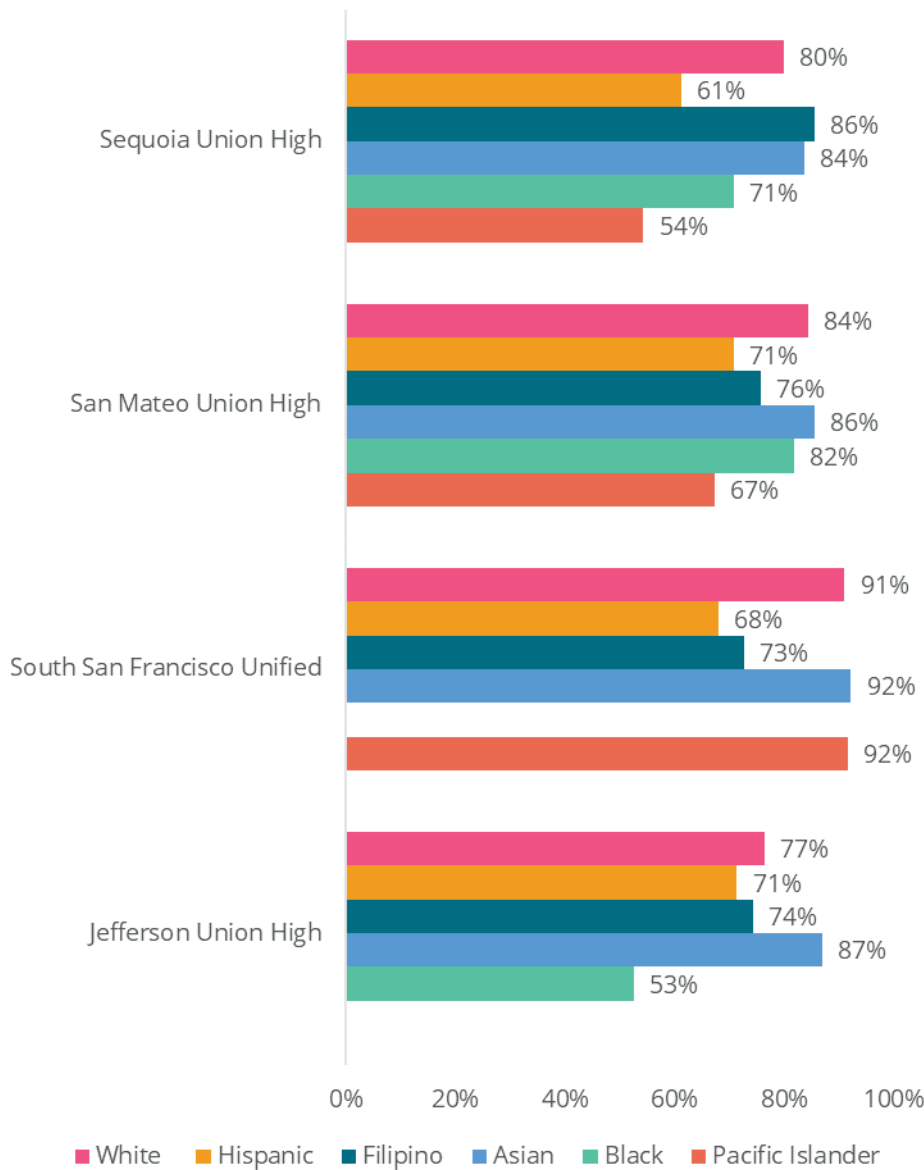
- In every district, White students have a higher college-going rate than Hispanic students, but the largest gaps are in South San Francisco Unified, where 91% of White students go to college compared to just 68% of Hispanic students, a 23 percentage point gap. Jefferson Union has the smallest gap between the two groups: 77% of White students go to college compared to 71% of Hispanic students.
- Among Black/African American students, those at San Mateo Union have the highest college-going rate at 82%. Those at Jefferson Union have the lowest at just 53%, which is 24 percentage points lower than that of White students and 34 percentage points lower than that of Asian students.
- Overall, Asian students have among the highest college-going-rates in the county. The rate is especially high in South San Francisco Unified, where 92% go to college. The rate is lowest in Sequoia Union High School District, where 84% go to college.





- Filipino students also have generally high rates of college-going. The highest college-going rate among Filipino students is in Sequoia Union (86%) and the lowest is in South San Francisco Unified (73%).
- College-going rates for Pacific Islander students vary substantially by district. For instance, in Sequoia Union 54% go to college, but in South San Francisco Unified 92% go to college.

**Figure V-28.**  
**College-going Rates by Race and Ethnicity, 2017-18**



Note: Cabrillo Unified and La Honda- Pescadero Unified are not included here because they do not report the data, likely due to small sample sizes.

Source: California Department of Education and Root Policy Research

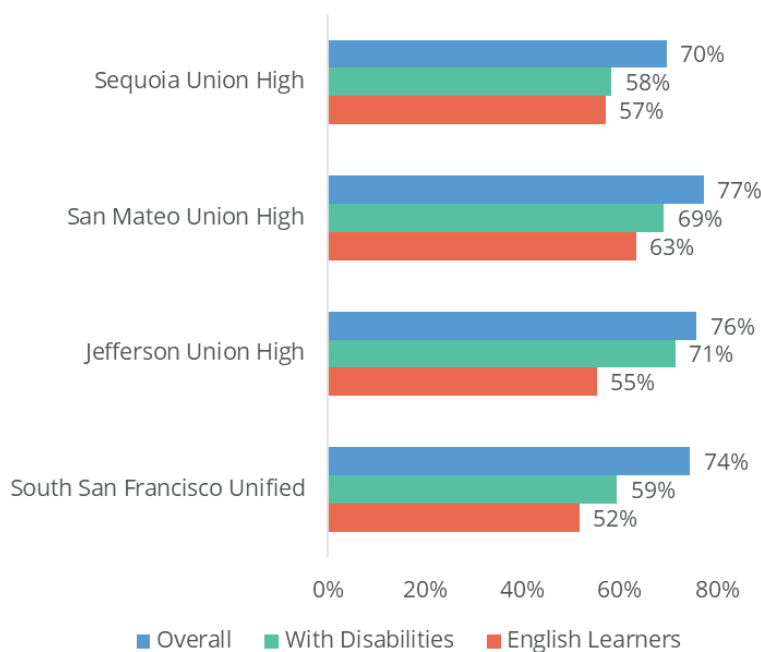
College-going rates are lower for students with disabilities and those learning English compared to the overall student population across the county.

- For instance, the largest gap between overall college-going rates and English learners’ college-going rates is in South San Francisco Unified, where just 52% of English learning students go to college as opposed to 74% of the overall student population— a 22 percentage point gap. Among English learners, San Mateo Union High School District had the highest college-going rate, where 63% of English learners go to college.
- Among students with disabilities, South San Francisco Unified also had the largest gap, where 59% of students with disabilities went to college compared to 74% of the overall student population — a 15 percentage point gap. Jefferson Union, on the other hand, had a relatively high college-going rate among students with disabilities that was not very different from the district’s overall college-going rate: 71% went to college which is just five percentage points lower than the district’s overall student population.

**Figure V-29.**  
**College-going Rates**  
**for English Learners**  
**and Students with**  
**Disabilities, 2017-**  
**2018**

Note:  
 Cabrillo Unified and La Honda-Pescadero Unified are not included here because they do not report the data, likely due to small sample sizes.

Source:  
 California Department of Education and Root Policy Research.



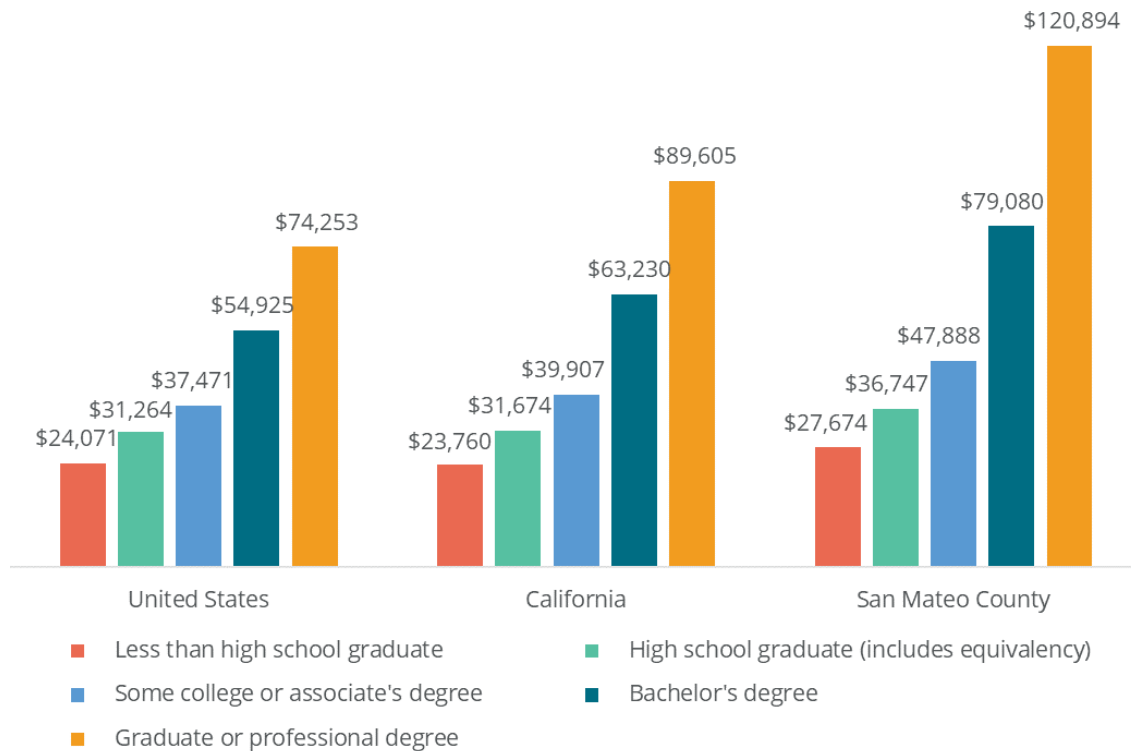
Gaps in college enrollment by race, ethnicity, disability status, or English learning have stark financial consequences for students in the long-term. Figure V-30 illustrates median annual earnings by educational attainment. College degrees are especially important in San Mateo County: those with a bachelor’s degree in the county earn 115% more than those with a high school diploma. This gap is wider in San Mateo County than in other parts of California



and nationwide. The differences between high-school graduate earnings and bachelor's degree earnings are around 100% in California and 76% in the US overall.

**Figure V-30.**

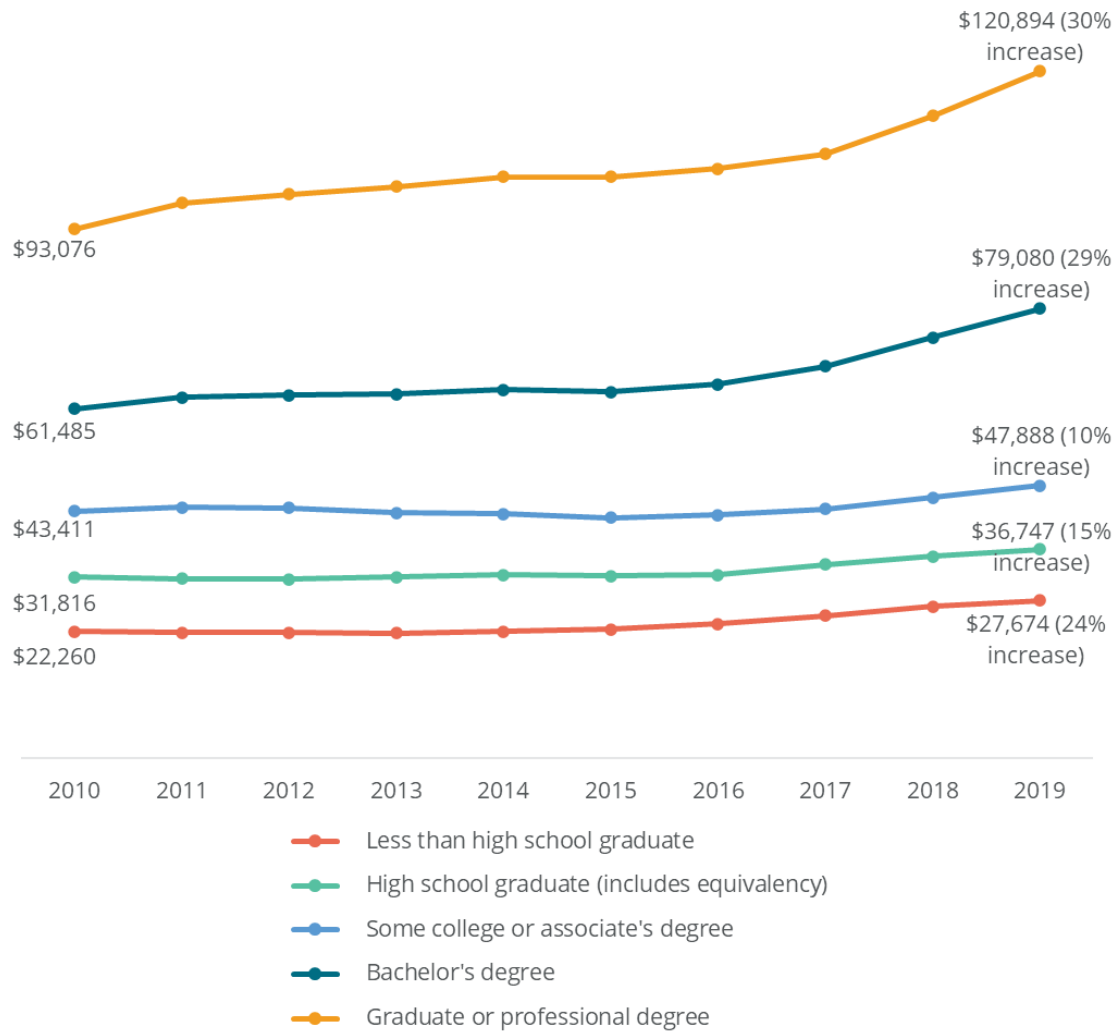
**Median Annual Earnings by Educational Attainment, 2019**



Source: 5-year 2019 American Community Surveys Data.

Unfortunately, the gap between high school graduates' and college graduates' earnings have been increasing in San Mateo County. As illustrated in Figure V-31, median earnings for high school graduates increased by just 15% over the last decade (from \$31,816 to \$36,747) while earnings for college graduates increased by 29% over the same period (from \$61,485 to \$79,080).

**Figure V-31.**  
**Median Annual Earnings by Educational Attainment in San Mateo County, 2010 to 2019**



Source: 5-year American Community Surveys Data.

Because income disparities between college graduates and high school graduates have been increasing, it is increasingly important that school districts in San Mateo County address differences in college-going rates stratified by race, ethnicity, and extenuating circumstances.

### Barriers to Success

Many students are unable to achieve academic success because of barriers in home and school. This section explores the available indicators of barriers to success, including chronic absenteeism and dropout rates. It also describes inequities in discipline rates by



race and ethnicity, which has been linked both to discrimination by education professionals as well as a major barrier to students' future success.

**Chronic absenteeism.** Academic studies have found that if a student is chronically absent, it reduces their math and reading achievement outcomes, educational engagement, and social engagement.<sup>12</sup> Chronic absenteeism also has spillover effects and negatively impacts students who themselves are not chronically absent. For instance, one study found that students suffer academically from having chronically absent classmates—as exhibited across both reading and math testing outcomes.<sup>13</sup>

Students are considered chronically absent if they were absent for 10% or more of the days during a school year. Note, however, students are exempt from chronic absenteeism calculations if they receive instruction through a home or hospital instructional setting, are attending community college full-time, or were not expected to attend more than 31 days.

In the county overall, 10% of students were chronically absent during the 2018-2019 school year.<sup>14</sup> This is a slight increase from the 2016-2017 school year, where just 9% of students overall were chronically absent.

Chronic absenteeism rates were higher in districts with a large number of students experiencing economic and housing precarity. For instance, Ravenswood Elementary, which has a 30% rate of homelessness among students, had one of the higher rates of chronic absenteeism at 16%. La Honda-Pescadero and Sequoia Union high school districts also had high rates of chronically absent students at 16% and 17%, respectively.

When disaggregating by race and ethnicity, just 3% of Asian students were chronically absent, and 7% of White and Filipino students were chronically absent. On the other end of the spectrum, Pacific Islander students (26%), Black/African American students (18%), and Hispanic students (15%) had notably higher rates of chronic absenteeism than the overall student population (10%). Chronic absenteeism among Pacific Islander students has increased in recent years, as illustrated in Figure V-32.

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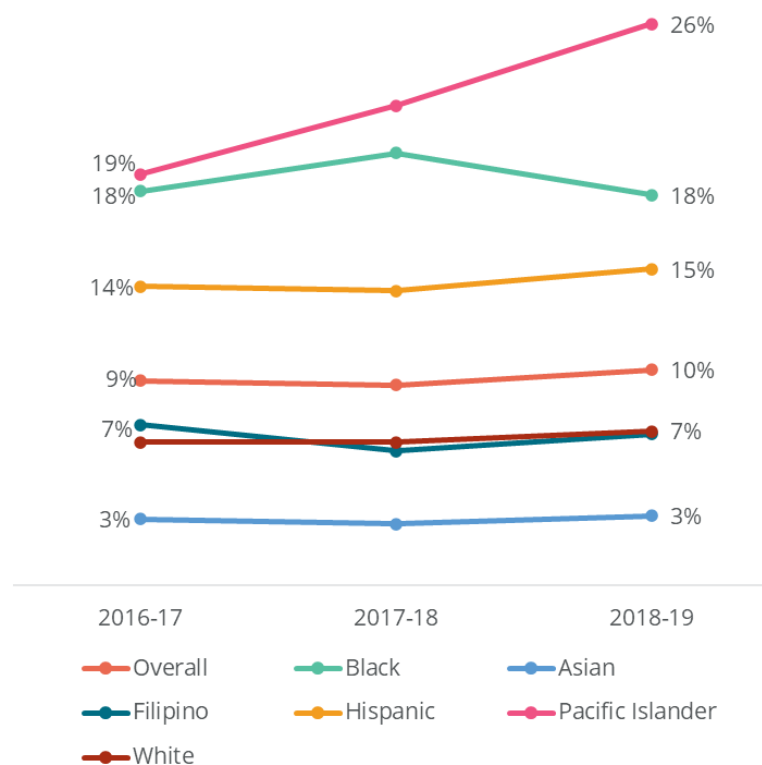
<sup>12</sup> Gottfried, Michael A. "Chronic absenteeism and its effects on students' academic and socioemotional outcomes." *Journal of Education for Students Placed at Risk (JESPAR)* 19.2 (2014): 53-75.

<sup>13</sup> Gottfried, Michael A. "Chronic absenteeism in the classroom context: Effects on achievement." *Urban Education* 54.1 (2019): 3-34.

<sup>14</sup> Because of the physical school closures during the COVID-19 pandemic, the California Department of Education determined that 2019–2020 absenteeism data are not valid, therefore, we present data from the 2018-2019 school year.

**Figure V-32.**  
**Chronic**  
**Absenteeism by**  
**Race/Ethnicity,**  
**2016-2017 to 2018-**  
**2019**

Source: California Department of Education and Root Policy Research



Chronic absenteeism among Pacific Islander students was especially pronounced in San Mateo-Foster City school district where there was a 26 percentage point gap between chronic absenteeism rates for Pacific Islander students (32%) and the overall student body (6%). Other districts had similarly large gaps, including San Bruno Park Elementary (20 percentage points) and South San Francisco Unified (18 percentage points).

Some districts had larger gaps in absenteeism rates between Black/African American students and the overall population. For instance, in San Carlos Elementary, 4% of the overall student body is chronically absent compared to 27% of Black/African American students— a 23 percentage point gap. Jefferson Elementary school district had a 17 percentage point gap between their overall chronic absenteeism rate (12%) and their chronic absenteeism rate among Black/African American students (28%).

Among White students, Bayshore Elementary School District was a major outlier, where 46% of White students were chronically absent compared to just 12% of the total student population. However, it is important to note that this represents a very small sample of White students: just 3% of students at Bayshore Elementary are White, one of lowest in the county.



**Figure V-33.**  
**Chronic Absenteeism by District and Race/Ethnicity, 2018-2019**

School District	Total	Asian	Black	Filipino	Hispanic	Pacific Islander	White
<b>Unified School Districts</b>							
<b>Cabrillo Unified</b>	10%	5%	(no data)	5%	11%	(no data)	10%
<b>La Honda-Pescadero</b>	16%	(no data)	(no data)	(no data)	14%	(no data)	18%
<b>South San Francisco</b>	13%	4%	16%	7%	17%	31%	12%
<b>High &amp; Elementary School Districts</b>							
<b>Jefferson Union High School</b>	15%	8%	22%	11%	22%	18%	15%
<b>Bayshore Elementary</b>	12%	5%	12%	0%	18%	19%	46%
<b>Brisbane Elementary</b>	12%	3%	(no data)	12%	17%	(no data)	17%
<b>Jefferson Elementary</b>	12%	5%	28%	6%	13%	25%	23%
<b>Pacifica</b>	7%	4%	12%	6%	9%	21%	7%
<b>San Mateo Union High School</b>	10%	3%	18%	4%	17%	21%	9%
<b>Burlingame Elementary</b>	5%	2%	15%	5%	10%	20%	5%
<b>Hillsborough Elementary</b>	4%	1%	(no data)	4%	4%	(no data)	6%
<b>Millbrae Elementary</b>	10%	3%	6%	17%	16%	26%	14%
<b>San Bruno Park Elementary</b>	12%	5%	10%	4%	14%	32%	9%
<b>San Mateo-Foster City</b>	6%	2%	9%	2%	10%	32%	4%
<b>Sequoia Union High School</b>	17%	6%	23%	8%	23%	33%	10%
<b>Belmont-Redwood Shores</b>	5%	3%	8%	5%	12%	17%	5%
<b>Las Lomas Elementary</b>	4%	2%	0%	(no data)	7%	(no data)	3%
<b>Menlo Park City Elementary</b>	3%	1%	8%	7%	5%	14%	3%
<b>Portola Valley Elementary</b>	4%	0%	(no data)	(no data)	6%	(no data)	3%
<b>Ravenswood City Elementary</b>	16%	0%	20%	(no data)	15%	24%	21%
<b>Redwood City Elementary</b>	10%	2%	19%	3%	12%	18%	4%
<b>San Carlos Elementary</b>	4%	2%	27%	8%	7%	(no data)	3%
<b>Woodside Elementary</b>	8%	0%	0%	(no data)	12%	(no data)	7%
<b>Total</b>	10%	3%	18%	7%	15%	26%	7%

Source: California Department of Education and Root Policy Research

In most districts, chronic absenteeism is higher among students with disabilities. In fact, only Bayshore Elementary's students with disabilities had a lower rate of chronic absenteeism than the overall student body. In all other districts, students with disabilities were more likely to be chronically absent than the overall student population. This was particularly true in Sequoia Union High School District, Jefferson Union High School District, and San Mateo Union High School District, which had gaps between the overall

absenteeism rate and the absenteeism rate among students with disabilities of 13, 12, and 11 percentage points, respectively.

Rates of chronic absenteeism were also higher among English learners than the general population in most districts (with the exception of Ravenswood City Elementary and Jefferson Elementary). Woodside Elementary and Sequoia Union High School districts both had 14 percentage point gaps between absenteeism rates of English learners and the overall student body.

In every school district where the data are available, foster youth had higher rates of chronic absenteeism than the overall population. This was especially true in Sequoia Union High School District, where 63% of foster youth were chronically absent compared to just 17% of the overall student body.

Similarly, in almost all districts with available data, students experiencing homelessness had higher rates of chronic absenteeism than the overall student body. The chronic absenteeism rate among students experiencing homelessness was highest in Burlingame Elementary at 64%.

Migrant students were chronically absent at rates similar to or lower than the total student body in all districts with reported data.





**Figure V-34.**  
**Chronic Absenteeism by District and Extenuating Circumstance, 2018-2019**

School District	Total	English Learners	Experiencing homelessness	Migrant	Foster Youth	With Disabilities
<b>Unified School Districts</b>						
<b>Cabrillo Unified</b>	10%	12%	23%	9%	(no data)	18%
<b>La Honda-Pescadero</b>	16%	16%	(no data)	(no data)	(no data)	22%
<b>South San Francisco</b>	13%	14%	47%	13%	49%	18%
<b>High &amp; Elementary School Districts</b>						
<b>Jefferson Union High School</b>	15%	27%	33%	(no data)	36%	28%
<b>Bayshore Elementary</b>	12%	19%	(no data)	(no data)	(no data)	11%
<b>Brisbane Elementary</b>	12%	18%	(no data)	(no data)	(no data)	18%
<b>Jefferson Elementary</b>	12%	10%	21%	(no data)	24%	16%
<b>Pacifica</b>	7%	11%	(no data)	(no data)	(no data)	14%
<b>San Mateo Union High School</b>	10%	21%	50%	(no data)	53%	21%
<b>Burlingame Elementary</b>	5%	8%	64%	(no data)	(no data)	12%
<b>Hillsborough Elementary</b>	4%	6%	(no data)	(no data)	(no data)	8%
<b>Millbrae Elementary</b>	10%	12%	5%	(no data)	(no data)	12%
<b>San Bruno Park Elementary</b>	12%	12%	(no data)	(no data)	18%	20%
<b>San Mateo-Foster City</b>	6%	8%	15%	(no data)	17%	13%
<b>Sequoia Union High School</b>	17%	31%	52%	16%	63%	29%
<b>Belmont-Redwood Shores</b>	5%	11%	(no data)	(no data)	(no data)	10%
<b>Las Lomitas Elementary</b>	4%	6%	(no data)	(no data)	(no data)	5%
<b>Menlo Park City Elementary</b>	3%	5%	(no data)	(no data)	(no data)	9%
<b>Portola Valley Elementary</b>	4%	3%	(no data)	(no data)	(no data)	9%
<b>Ravenswood City Elementary</b>	16%	16%	19%	17%	23%	21%
<b>Redwood City Elementary</b>	10%	12%	30%	6%	32%	16%
<b>San Carlos Elementary</b>	4%	8%	23%	(no data)	(no data)	11%
<b>Woodside Elementary</b>	8%	22%	(no data)	(no data)	(no data)	10%

Source: California Department of Education and Root Policy Research

**Dropout rates.** As previously indicated, workers without a high school degree have the lowest annual earnings compared to others at higher levels of educational attainment. In addition to the economic and housing precarity associated with low earnings, low earnings also often lead to increased incentives to participate in criminal activity. In fact, one study

suggest that high school dropouts are 3.5 times more likely than high school graduates to be imprisoned at some point during their lifetime.<sup>15</sup> Another study found that raising the high school completion rate by one percent for all men ages 20 through 60 would save the US \$1.4 billion annually in crime related costs.<sup>16</sup> Dropping out of high school also has adverse health costs: for instance, research has shown that high school dropouts are more likely to smoke and have a marijuana disorder in adulthood.<sup>17</sup> For these reasons, reducing high school dropout rates in San Mateo County is pivotal to the health and economic prosperity of the community.

In this report, dropout rates shown for high school districts with available data and are defined as the percentage of cohort students who did not graduate with a regular high school diploma, did not complete high school, and are not still enrolled as a "fifth year senior".

In the 2019-2020 academic year, dropout rates were highest in Sequoia Union High School District, where 10% of students dropped out. This is similar to South San Francisco Unified, where 9% of students dropped out. In both these districts, and in Cabrillo Unified, dropout rates have increased since 2016-2017.

Dropout rates have decreased by one percentage point over the same period in San Mateo Union High School District, from 5% to 4%. Jefferson Union had the lowest dropout rate in the county at just 3%, which after slightly higher rates in 2017-18 and 2018-19, is the same as its 2016-2017 rate.

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<sup>15</sup> Monrad, Maggie. "High School Dropout: A Quick Stats Fact Sheet." National High School Center (2007).

<sup>16</sup> U.S. Department of Justice, Bureau of Justice Statistics. (2002). Correctional populations in the United States, 1998 (NCJ-192929). Washington: U.S. Government Printing Office.

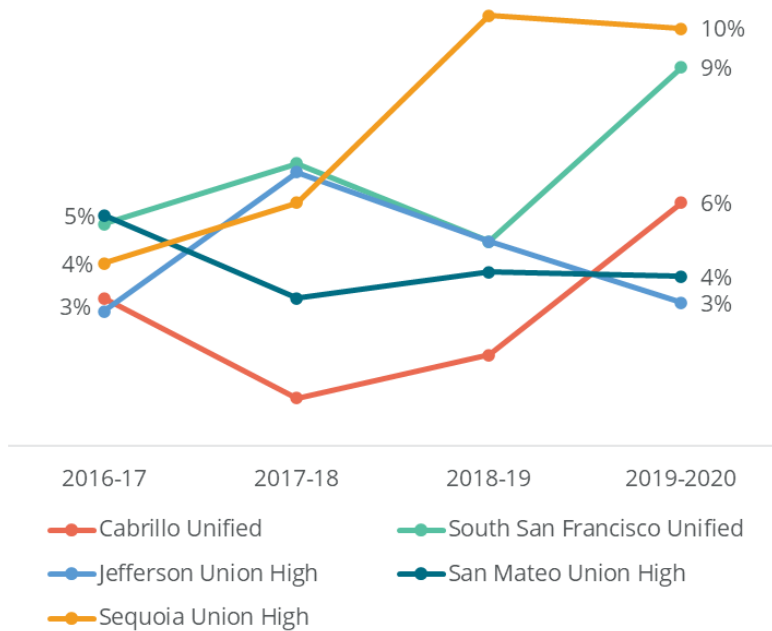
<sup>17</sup> Gonzalez, Jennifer M. Reingle, et al. "The long-term effects of school dropout and GED attainment on substance use disorders." Drug and alcohol dependence 158 (2016): 60-66.



**Figure V-35.  
Dropout Rates by  
District, 2016-2017 to  
2019-2020**

Note: La Honda-Pescadero Unified School District is excluded from these data.

Source: California Department of Education and Root Policy Research

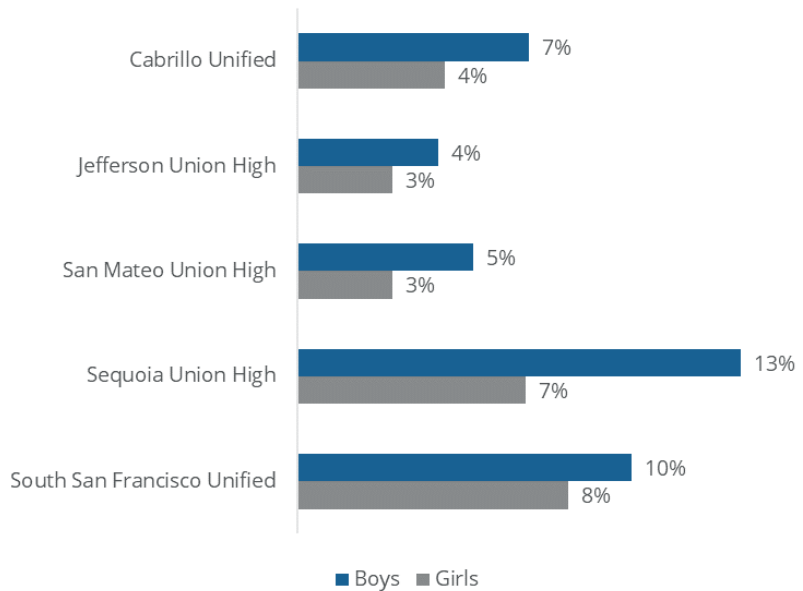


In all school districts in the county, dropout rates are higher for boys than for girls. Jefferson Union had the smallest gender gap, where 3% of girls dropped out and 4% of boys dropped out. Sequoia Union had the widest gender gap, where 13% of boys dropped out compared to just 7% of girls.

**Figure V-36.  
Dropout Rates by  
Gender, 2019-2020**

Note: La Honda-Pescadero Unified School District is excluded from these data.

Source: California Department of Education and Root Policy Research

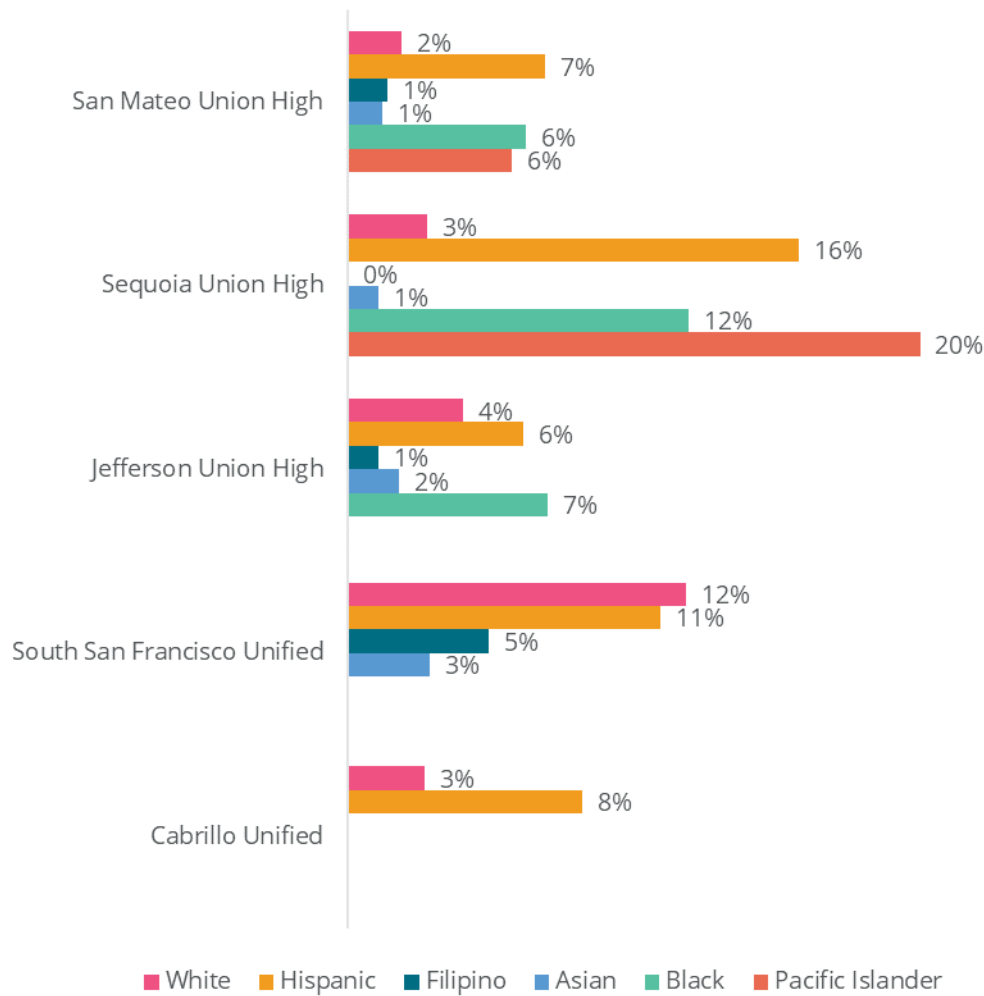


Pacific Islander, Black/African American, and Hispanic students in the county often had higher dropout rates than those in other racial and ethnic groups.

- In Sequoia Union High School District, dropout rates were highest among Pacific Islander students, where 20% dropped out in the 2019-2020 academic year. Dropout rates were also especially high among Hispanic and Black/African American students in Sequoia Union, at 16% and 12% respectively.
- In districts with lower dropout rates, for instance, Jefferson Union, the highest dropout rates still found among Black/African American (7%) and Hispanic students (6%).
- Notably, however, in South San Francisco Unified, White students were more likely to drop out than any other racial or ethnic group. In fact, 12% of White students dropped out compared to 11% of Hispanic students, 5% of Filipino students, and 3% of Asian students. Data for Black/African American and Pacific Islander students were not available for South San Francisco Unified due to small sample sizes.



**Figure V-37.**  
**Dropout Rates by Race, 2019-2020**



Source: California Department of Education and Root Policy Research

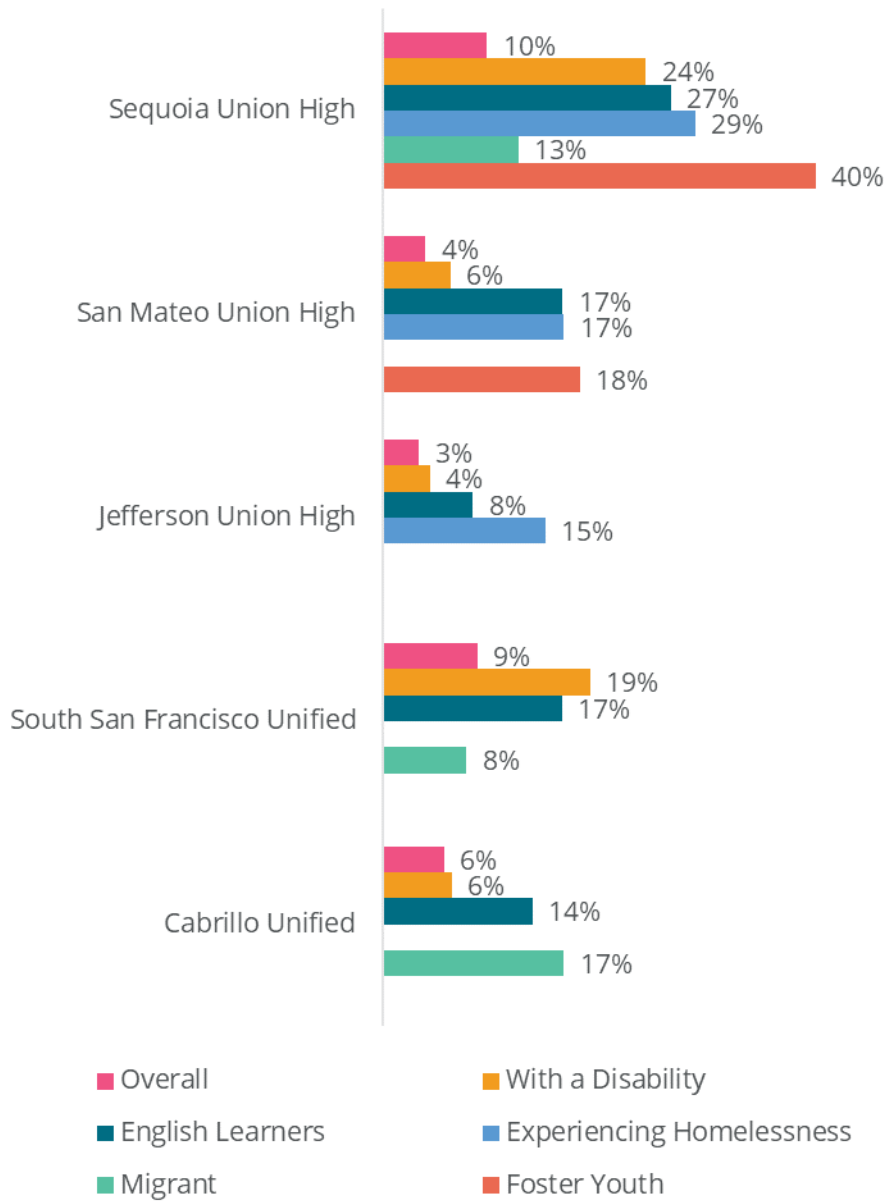
In all school districts in the county, students with disabilities, students experiencing homelessness, foster youth, and students learning English had higher dropout rates than the overall population.

- Among students with disabilities, the highest dropout rate was in Sequoia Union, where 24% dropped out. The gap between overall dropout rates and dropout rates among students with disabilities was wide in Sequoia Union at 14 percentage points.
- Cabrillo Unified, on the other hand, had less than a one percentage point gap between the dropout rate of overall students (6%) and students with disabilities (6%).

- Among students learning English, Sequoia Union had the highest dropout rate at 27%, while Jefferson Union had the lowest dropout rate at 8%.
- Sequoia Union also had the highest rate of dropout among students experiencing homelessness at 29% while Jefferson Union, again, had the lowest at 15%.
- Foster Youth in Sequoia Union had an exceptionally high dropout rate at 40%. San Mateo Union is the only other district in the county which reported these data in 2019-2020, and found only 18% of foster youth dropped out.
- Migrant students at South San Francisco Unified actually dropped out at a rate slightly lower than the general student body: just 8% of migrant students dropped out compared to 9% of the overall student body. However, those in Cabrillo Unified were 11 percentage points more likely than the total student body to dropout.



**Figure V-38.**  
**Dropout Rates by Extenuating Circumstance, 2019-2020**



Source: California Department of Education and Root Policy Research

**Disproportionate discipline rates.** Strict discipline policies may stigmatize suspended students and expose them to the criminal justice system at a young age, setting them up for limited economic and social success down the line. Research has found that suspensions not only negatively affect the suspended students, but also their peers.

Students in schools with higher suspension rates are more likely to drop out of school and less likely to attend a four-year college.<sup>18</sup>

Other academic studies have found that students from African American and Latino families are more likely than their White peers to receive expulsion or out of school suspension as consequences for the same or similar problem behavior.<sup>19</sup> This means that Black/African American and Hispanic students suffer more of the economic and social consequences than their White peers for the same behaviors.

Luckily, in every high school district in San Mateo County, suspension rates have decreased since 2011-2012. La Honda-Pescadero School District experienced the largest decrease: it was the district with the highest suspension rate in 2011-2012 at 10%, but now has the lowest suspension rate at just 1% in 2019-2020. San Mateo Union also experienced a rapid decrease in suspension rates over the same period, with a rate of 9% in 2011-2012 to a rate of 3% in 2019-2020.

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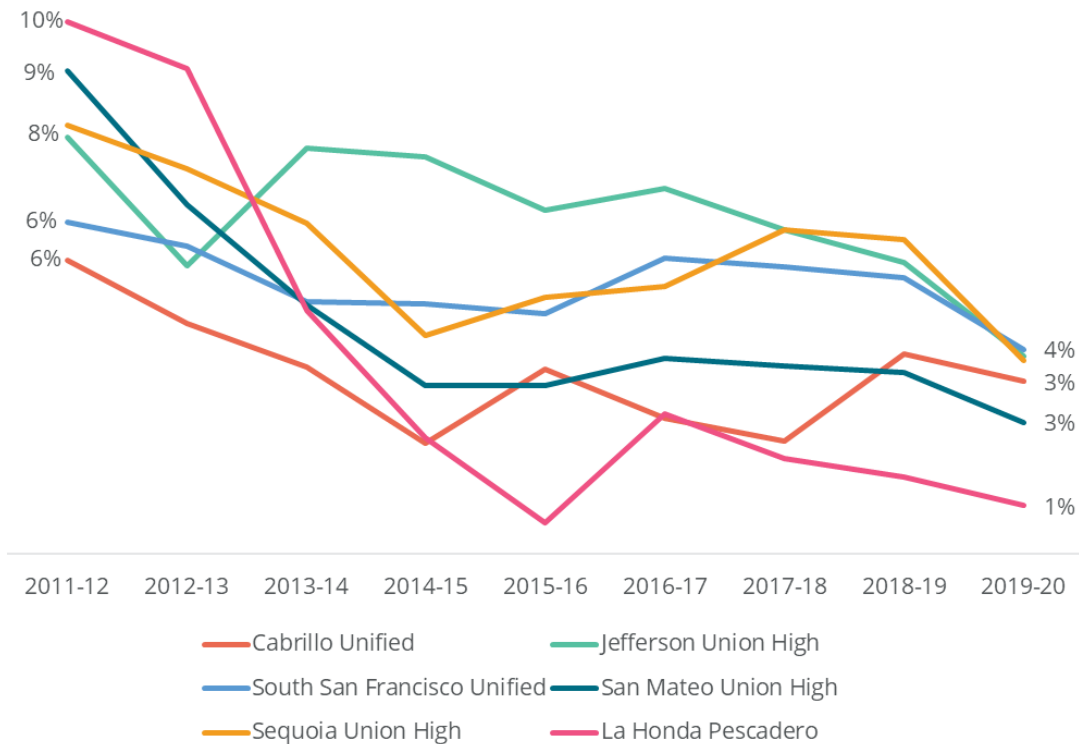
<sup>18</sup> Bacher-Hicks, Andrew, Stephen B. Billings, and David J. Deming. The school to prison pipeline: Long-run impacts of school suspensions on adult crime. No. w26257. National Bureau of Economic Research, 2019.

<sup>19</sup> Skiba, Russell J., et al. "Race is not neutral: A national investigation of African American and Latino disproportionality in school discipline." *School Psychology Review* 40.1 (2011): 85-107.





**Figure V-39.**  
**Suspension Rates, 2011-2012 to 2019-2020**



Source: California Department of Education and Root Policy Research

In many school districts across San Mateo County, Hispanic students are disciplined at disproportionately higher rates compared to their peers. Figure V-40 compares each racial/ethnic group's share of suspensions to their share of the overall student population.

- In all districts except for La Honda-Pescadero, Hispanic students make up a larger share of suspensions than their overall share of the student body. For instance, in San Mateo Union, 34% of students are Hispanic, but 66% of suspended students are Hispanic, making a 32 percentage point overrepresentation gap.
- In most districts, Black and Pacific Islander students are also overrepresented in terms of suspension rates, but these rates are slight compared to those of Hispanic students. For instance, in Sequoia Union, just 2% of the student body identified as Pacific Islander but 8% of suspended students were Pacific Islander.
- Asian and Filipino students were *underrepresented* in terms of suspension rates. For example, in Jefferson Union High School District, 31% of students identified as Filipino but just 10% of suspended students were Filipino, a 21 percentage point

gap. In San Mateo Union High School, 22% of students identified as Asian but just 5% of suspended students were Asian, a 17 percentage point gap.

- White students were also underrepresented in discipline rates in most districts except for La Honda-Pescadero, where they were overrepresented by 30 percentage points. They were substantially underrepresented in Cabrillo Unified (with a gap of 21 percentage points) and Sequoia Union (18 percentage points).



**Figure V-40.**  
**Suspension Rates by Race and Ethnicity, 2019-2020**

School District	Cabrillo Unified	Jefferson Union High	La Honda-Pescadero	San Mateo Union High	Sequoia Union High	South San Francisco Unified
<b>Asian Students</b>						
Share of Student Body	1%	14%		22%	9%	13%
Share of Suspensions	1%	7%		5%	1%	3%
Gap	0%	-7%		-17%	-8%	-10%
<b>Black Students</b>						
Share of Student Body		1%		1%	3%	1%
Share of Suspensions		5%		1%	6%	2%
Gap		4%		0%	3%	1%
<b>Filipino Students</b>						
Share of Student Body	1%	31%		6%	2%	23%
Share of Suspensions	0%	10%		2%	0%	9%
Gap	-1%	-21%		-4%	-2%	-14%
<b>Hispanic Students</b>						
Share of Student Body	52%	32%	61%	34%	41%	48%
Share of Suspensions	79%	46%	33%	66%	62%	69%
Gap	27%	14%	-28%	32%	21%	21%
<b>Pacific Islander Students</b>						
Share of Student Body		1%		2%	2%	2%
Share of Suspensions		4%		4%	8%	3%
Gap		3%		2%	6%	1%
<b>White Students</b>						
Share of Student Body	40%	14%	37%	26%	38%	7%
Share of Suspensions	19%	16%	67%	14%	20%	7%
Gap	-21%	2%	30%	-12%	-18%	0%

Notes: the percentage of suspensions and shares of racial groups do not sum to 100% because we exclude students with no reported race, with more than one reported race, where districts did not report racial/ethnic data due to small sample sizes. Gaps of 15 percentage points or more are highlighted.

Source: California Department of Education and Root Policy Research

**Staff demographics.** Diversity of school staff has been shown to improve outcomes for students of color. For instance, one recent study found that students are less likely to be removed from school as punishment when they and their teachers are the same race. This effect is driven almost entirely by black students, especially black boys, who are markedly less likely to be subjected to exclusionary discipline when taught by black teachers. There is little evidence of any benefit for white students of being matched with white teachers.<sup>20</sup> Other research in California has found that, when students have a teacher of their race, they are more likely to attend class, therefore reducing chronic absenteeism.<sup>21</sup> Even more studies have found that having a teacher of a student's own race substantially improves their math and reading achievement.<sup>22</sup>

In San Mateo County, the demographics of faculty and staff are fairly similar to that of its students. Figure V-41 illustrates the share of the county's faculty and staff who are Asian, Black/African American, Hispanic, Filipino, Pacific Islander, and White, and compares those shares to the racial/ethnic breakdown of the county's student body.

There is a slightly larger share of White and Black/African American staff than students, meaning that Black/African American and White student groups are more likely to interact with same-race staff and faculty than other racial groups. Asian students are less likely to interact with a same-race staff of faculty member: 17% of the student body is Asian compared to just 8% of staff and faculty.

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<sup>20</sup> Lindsay, Constance A., and Cassandra MD Hart. "Teacher race and school discipline: Are students suspended less often when they have a teacher of the same race?." *Education Next* 17.1 (2017): 72-79.

<sup>21</sup> Gottfried, Michael, J. Jacob Kirksey, and Tina L. Fletcher. "Do High School Students With a Same-Race Teacher Attend Class More Often?." *Educational Evaluation and Policy Analysis* (2021): 01623737211032241.

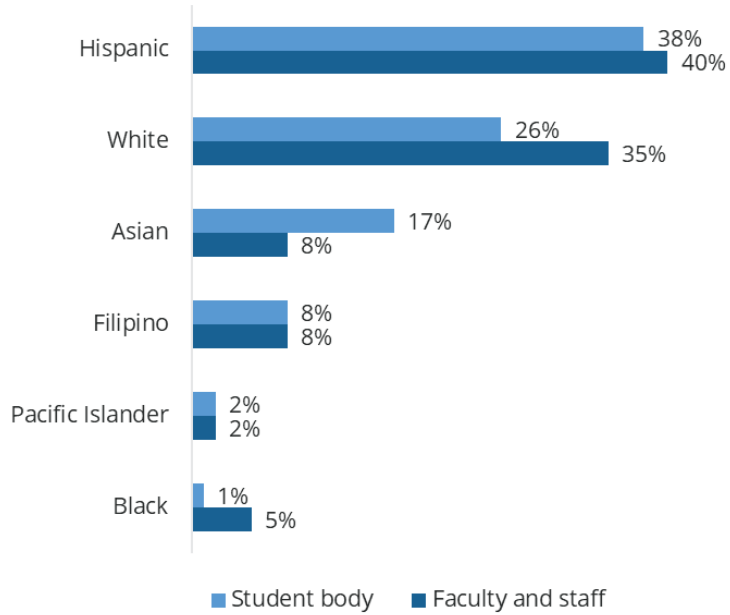
<sup>22</sup> Dee, T. S. (2004). Teachers, race, and student achievement in a randomized experiment. *Review of economics and statistics*, 86(1), 195-210.



**Figure V-41.  
Staff and Student  
Demographics,  
2020-2021**

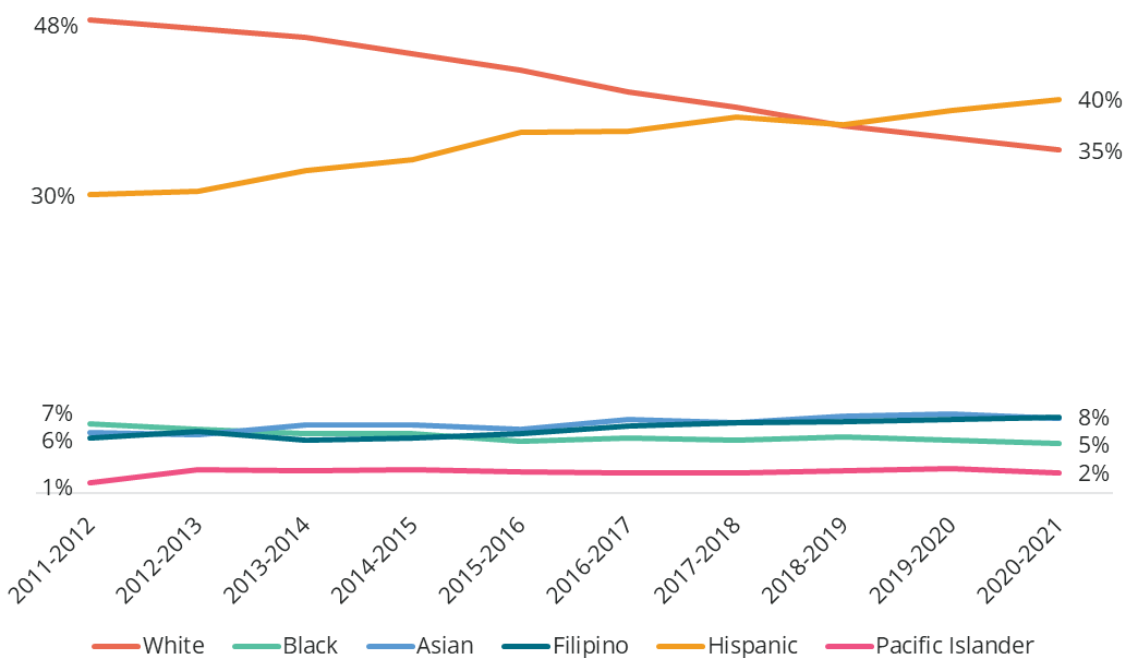
Notes: Percentages do not always sum to 100% because we do not show shares of staff with no reported race, with more than one reported race, or Native American staff.

Source: California Department of Education and Root Policy Research



Since 2011-2012, the county’s school districts have diversified in that there has been a 13 percentage point decrease in the share of White faculty and staff and a 10 percentage point increase in Hispanic faculty and staff. However, there has been a slight decrease (by two percentage points) in the share of faculty and staff who identify as Black/African American. There has been a two percentage point increase in the share of Asian and Filipino faculty and staff, and a one percent increase in the share of Pacific Islander faculty and staff.

**Figure V-42.**  
**Faculty and Staff Demographics, 2011-2012 to 2020-2021**



Notes: Percentages do not always sum to 100% because we do not show shares of staff with no reported race, with more than one reported race, or Native American staff.

Source: California Department of Education and Root Policy Research

Figure V-43 illustrates faculty and staff racial and ethnic diversity for the 2020-2021 school year by district.

- Portola Valley has the least diverse faculty and staff in the county, with 59% identifying as White.
- Ravenswood Elementary has the most diverse faculty and staff: the district has the highest share of Pacific Islander (5%), Black/African American (12%) and Hispanic (72%) faculty and staff.
- South San Francisco Unified School District has the highest share of Asian faculty and staff at 14%.
- Brisbane Elementary and Jefferson Elementary have the highest shares of Filipino faculty and staff at 28%.



**Figure V-43.**  
**Faculty and Staff Race/Ethnicity, by District, 2020-2021**

School District	Asian	Black	Filipino	Hispanic	Pacific Islander	White
<b>Unified School Districts</b>						
<b>Cabrillo Unified</b>	0%	1%	1%	46%	0%	51%
<b>La Honda-Pescadero</b>	0%	5%	5%	39%	0%	51%
<b>South San Francisco</b>	14%	3%	16%	34%	2%	28%
<b>High &amp; Elementary School Districts</b>						
<b>Jefferson Union High School</b>	3%	3%	13%	26%	1%	43%
<b>Bayshore Elementary</b>	13%	4%	17%	61%	0%	4%
<b>Brisbane Elementary</b>	7%	0%	28%	20%	4%	42%
<b>Jefferson Elementary</b>	13%	3%	28%	25%	0%	29%
<b>Pacifica</b>	7%	2%	8%	23%	2%	54%
<b>San Mateo Union High School</b>	11%	5%	6%	34%	3%	40%
<b>Burlingame Elementary</b>	8%	5%	11%	27%	3%	45%
<b>Hillsborough Elementary</b>	2%	1%	7%	20%	1%	55%
<b>Millbrae Elementary</b>	13%	3%	9%	25%	0%	48%
<b>San Bruno Park Elementary</b>	4%	2%	13%	26%	4%	48%
<b>San Mateo-Foster City</b>	13%	2%	7%	33%	3%	37%
<b>Sequoia Union High School</b>	2%	12%	2%	54%	4%	26%
<b>Belmont-Redwood Shores</b>	13%	2%	3%	39%	0%	42%
<b>Las Lomitas Elementary</b>	7%	7%	0%	42%	0%	42%
<b>Menlo Park City Elementary</b>	3%	1%	3%	28%	1%	40%
<b>Portola Valley Elementary</b>	4%	4%	0%	33%	0%	59%
<b>Ravenswood City Elementary</b>	2%	12%	1%	72%	5%	3%
<b>Redwood City Elementary</b>	4%	5%	2%	65%	1%	21%
<b>San Carlos Elementary</b>	8%	6%	3%	37%	1%	42%
<b>Woodside Elementary</b>	12%	8%	0%	30%	0%	49%
<b>Total</b>	8%	5%	8%	40%	2%	35%

Notes: Percentages do not always sum to 100% because we do not show shares of staff with no reported race, with more than one reported race, or Native American staff.

Source: California Department of Education and Root Policy Research

Figure V-44 illustrates the gap between faculty/staff representation and the student body. For instance, at San Bruno Park Elementary, 15% of the students are White while 48% of the faculty/staff are White, leaving a 33 percentage point gap.

If schools are striving for a distribution of faculty/staff that reflects the racial and ethnic distribution of their student body, the closer to a 0 percentage point gap, the better. Schools like San Bruno Park Elementary fall short of meeting this goal, in that there is a large overrepresentation of White faculty/staff compared to the student body. Many other districts have a large overrepresentation of White faculty/staff, including Millbrae Elementary (32 percentage point gap), Jefferson Union High School District (29 percentage point gap), and South San Francisco Unified School District (22 percentage points). There are just a few school districts where the share of White students is higher than the share of White faculty, particularly Woodside Elementary and Menlo Park City Elementary, both with a 15 percentage point gap.

Across most school districts, the share of Asian students is larger than the share of Asian faculty/staff. This suggests that Asian students are less likely than their peers to interact with a same-race teacher or staff member. The largest disparity is in Millbrae Elementary, where just 13% of the faculty identify as Asian compared to 46% of the student body, a 33 percentage point gap.

In many school districts, there is a dearth of Hispanic faculty and staff. For instance, in La Honda-Pescadero, 63% of students are Hispanic compared to 39% of faculty, a 24 percentage point gap. In other districts, however, there is a larger share of Hispanic faculty/staff than students. In Las Lomas Elementary, for instance, 13% of students are Hispanic and 42% of faculty/staff are Hispanic. Recall that Las Lomas Elementary commonly has high-performing English language learners students. This may be partly due to the district's large portion of Hispanic faculty/staff.

Though district wide there are approximately the same portions of Filipino students as there are faculty/staff, Jefferson Union High School stands out as a district where Filipino students are less likely to interact with a same-race teacher or staff member. In Jefferson Union, 29% of students are Filipino compared to just 13% of faculty/staff.

In all districts, there are only very small gaps in the share of students that identify as Pacific Islander and the share of faculty/staff that identify as Pacific Islander. All in all, they are represented in approximately equal proportions.





**Figure V-44.**  
**Difference Between Staff and Student Populations, by District, 2020-2021**

School District	Asian	Black	Filipino	Hispanic	Pacific Islander	White
<b>Unified School Districts</b>						
<b>Cabrillo Unified</b>	-1%	1%	0%	-6%	0%	11%
<b>La Honda-Pescadero</b>	0%	5%	4%	-24%	0%	16%
<b>South San Francisco</b>	0%	2%	-7%	-14%	0%	22%
<b>High &amp; Elementary School Districts</b>						
<b>Jefferson Union High School</b>	-12%	2%	-16%	-5%	0%	29%
<b>Bayshore Elementary</b>	-6%	1%	-4%	20%	-4%	1%
<b>Brisbane Elementary</b>	-13%	-1%	16%	-8%	4%	18%
<b>Jefferson Elementary</b>	-6%	1%	3%	-11%	-1%	18%
<b>Pacifica</b>	-1%	1%	-1%	-3%	2%	15%
<b>San Mateo Union High School</b>	-12%	4%	1%	2%	1%	12%
<b>Burlingame Elementary</b>	-19%	5%	8%	11%	3%	4%
<b>Hillsborough Elementary</b>	-30%	1%	5%	15%	1%	7%
<b>Millbrae Elementary</b>	-33%	2%	3%	5%	-2%	32%
<b>San Bruno Park Elementary</b>	-12%	1%	3%	-15%	-1%	33%
<b>San Mateo-Foster City</b>	-13%	1%	4%	-4%	1%	16%
<b>Sequoia Union High School</b>	-7%	10%	1%	9%	2%	-9%
<b>Belmont-Redwood Shores</b>	-19%	1%	0%	27%	-1%	8%
<b>Las Lomas Elementary</b>	-11%	6%	-1%	29%	0%	-11%
<b>Menlo Park City Elementary</b>	-10%	0%	2%	11%	0%	-15%
<b>Portola Valley Elementary</b>	-2%	4%	0%	19%	0%	-7%
<b>Ravenswood City Elementary</b>	2%	7%	1%	-12%	-2%	2%
<b>Redwood City Elementary</b>	0%	4%	1%	-5%	0%	2%
<b>San Carlos Elementary</b>	-10%	5%	2%	23%	1%	-7%
<b>Woodside Elementary</b>	8%	6%	0%	14%	-1%	-15%
<b>Total</b>	-9%	4%	0%	2%	0%	9%

Notes: The figure shows percentage point gaps in student representation versus faculty/staff representation (calculated as the share of faculty/staff minus the share of students).

Source: California Department of Education and Root Policy Research

## Appendix C.3: Resident Survey Results & AFFH Community Engagement

This section reports the findings from the resident survey conducted of San Mateo County residents to support the AFFH analysis of Housing Elements. It explores residents' housing, affordability, and neighborhood challenges and experiences with displacement and housing discrimination. The survey also asks about residents' access to economic opportunity, captured through residents' reported challenges with transportation, employment, and K-12 education. The survey was offered in both English and Spanish.

The resident survey was available online, in both Spanish and English, in a format accessible to screen readers, and promoted through jurisdictional communications and social media and through partner networks. A total of 2,382 residents participated.

The survey instrument included questions about residents' current housing situation, housing, neighborhood and affordability challenges, healthy neighborhood indicators, access to opportunity, and experience with displacement and housing discrimination.

**Explanation of terms.** Throughout this section, several terms are used that require explanation.

- “Precariously housed” includes residents who are currently homeless or living in transitional or temporary/emergency housing, as well as residents who live with friends or family but are not themselves on the lease or property title. These residents may (or may not) make financial contributions to pay housing costs or contribute to the household in exchange for housing (e.g., childcare, healthcare services).
- “Disability” indicates that the respondent or a member of the respondent’s household has a disability of some type—physical, mental, intellectual, developmental.
- “Single parent” are respondents living with their children only or with their children and other adults but not a spouse/partner.
- “Tenure” in the housing industry means rentership or ownership.
- “Large households” are considered those with five or more persons residing in a respective household.
- “Seriously Looked for Housing” includes touring or searching for homes or apartments, putting in applications or pursuing mortgage financing.

**Sampling note.** The survey respondents do not represent a random sample of the county or jurisdictions' population. A true random sample is a sample in which each individual in the population has an equal chance of being selected for the survey. The self-selected nature of the survey prevents the collection of a true random sample. Important insights and themes can still be gained from the survey results, however, with an understanding of the differences among resident groups and between jurisdictions and the county overall. Overall, the data provide a rich source of information about the county's households and their experience with housing choice and access to opportunity in the communities where they live.

Jurisdiction-level data are reported for cities with 50 responses or more. Response by jurisdiction and demographics are shown in the figure below. Overall, the survey received a very strong response from typically underrepresented residents including: people of color, renters, precariously housed residents, very low income households, households with children, large households, single parents, and residents with disabilities.



Figure 1.  
Resident Survey Sample Sizes by Jurisdictions and Selected Characteristics

County	East		Half		South		Redwood		San		San		San	
	Brisbane	Burlingame	Daly City	Palo Alto	Foster City	Moon Bay	Hillsborough	Milbrae	Pacifica	Redwood City	San Bruno	San Mateo	San Francisco	
<b>Total Responses</b>	<b>2,382</b>	<b>82</b>	<b>173</b>	<b>130</b>	<b>53</b>	<b>148</b>	<b>63</b>	<b>59</b>	<b>55</b>	<b>84</b>	<b>163</b>	<b>99</b>	<b>175</b>	<b>832</b>
<b>Race/Ethnicity</b>														
<b>African American</b>	134	7	4	9	8	10	6	4	4	5	14	4	17	15
<b>Hispanic</b>	397	9	14	26	27	13	8	1	8	12	59	13	31	149
<b>Asian</b>	500	9	26	43	6	32	6	8	13	14	11	19	23	249
<b>Other Race</b>	149	10	6	8	3	14	3	3	3	3	9	7	13	47
<b>Non-Hispanic White</b>	757	35	89	27	4	44	27	27	15	35	54	36	58	195
<b>Tenure</b>														
<b>Homeowner</b>	1,088	51	96	39	9	89	26	46	18	42	37	48	58	409
<b>Renter</b>	1,029	30	65	67	36	43	28	7	33	38	105	41	88	324
<b>Precariously Housed</b>	309	8	12	26	12	17	14	5	7	13	23	16	29	87
<b>Income</b>														
<b>Less than \$25,000</b>	282	11	12	21	15	12	11	5	6	7	40	11	29	61
<b>\$25,000-\$49,999</b>	265	9	10	22	9	8	6	3	6	7	28	5	20	97
<b>\$50,000-\$99,999</b>	517	14	38	43	10	26	11	3	10	17	37	22	40	206
<b>Above \$100,000</b>	721	24	69	16	8	64	12	30	14	32	31	40	40	251
<b>Household Characteristics</b>														
<b>Children under 18</b>	840	24	53	50	26	44	17	18	20	29	61	37	64	287
<b>Large households</b>	284	7	11	20	18	8	3	5	7	8	20	13	15	133
<b>Single Parent</b>	240	8	15	19	11	12	9	3	7	7	30	9	21	49
<b>Disability</b>	711	25	41	38	22	40	22	13	17	29	62	34	65	210
<b>Older Adults (age 65+)</b>	736	27	66	37	11	54	25	25	18	33	44	32	37	248

Note: Numbers do not aggregate either due to multiple responses or that respondents chose not to provide a response to all demographic and socioeconomic questions.

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.

## Primary Findings

The survey data present a unique picture of the housing choices, challenges, needs, and access to economic opportunity of San Mateo County residents.

Top level findings from residents' perspectives and experiences:

- The **limited supply of housing** that accommodates voucher holders presents several challenges. Specifically,
  - Eight out of 10 voucher holders represented by the survey find a landlord that accepts a housing voucher to be “difficult” or “very difficult.”
  - According to the survey data, vouchers not being enough to cover the places residents want to live is a top impediment for residents who want to move in San Mateo County, as well as African American, Asian, and Hispanic residents, households with children under 18, single parents, older adults, households with a member experiencing a disability, and several jurisdictions.
- **Low income is a barrier** to accessing housing. The impacts are highest for large households, Hispanic households, and residents in South San Francisco and Redwood City.
- **Nearly 4 in 10 respondents who looked for housing experienced denial of housing.** African American/Black respondents, precariously housed respondents, households with income below \$50,000, and single parent respondents reported the highest denial rates.
- **1 in 5 residents have been displaced** from their home in the past five years. One of the main reasons cited for displacement was *the rent increased more than I could pay*. The impacts are higher for African American households, single parents, households that make less than \$25,000, and precariously housed respondents.
- For households with children that were displaced in the past five years, **60% of children in those households have changed schools.** The most common outcomes identified by households with children who have changed schools include *school is more challenging, they feel less safe at the new school, and they are in a worse school.*
- **Nearly 1 in 5 residents reported they have experienced discrimination** in the past five years. African American, single parent, precariously housed respondents reported the highest rates of discrimination. The most common actions in response to discrimination cited by survey respondents were *Nothing/I wasn't sure what to do* and *Moved/found another place to live.*



- Of respondents reporting a disability, **about 25% report that their current housing situation does not meet their accessibility needs**. The three top greatest housing needs identified by respondents included installation of grab bars in bathroom or bench in shower, supportive services to help maintain housing, and ramps.
- On average, respondents are **fairly satisfied with their transportation situation**. Groups with the highest proportion of respondents somewhat or not at all satisfied with their transportation options included African American, single parents, precariously housed, and Brisbane respondents.

There are some housing, affordability, and neighborhood challenges unique to specific resident groups. These include:

- **Would like to move but can't afford it**—Most likely to be a challenge for Daly City, East Palo Alto, and Redwood City respondents, as well as Hispanic, renter, precariously housed, households making less than \$50,000, and large household respondents.
- **My house or apartment isn't big enough for my family**—Most likely to be a challenge for East Palo Alto respondents, as well as Hispanic households, large and single parent households, and households with children under 18.
- **I'm often late on my rent payments**—Most likely to be a challenge for East Palo Alto and renter respondents, as well as households that make less than \$25,000.
- **I can't keep up with my utility payments**—Most likely to be a challenge for Daly City, East Palo Alto, and San Mateo respondents, as well as African American and Hispanic respondents, single parent households, households with children under 18, and households that make less than \$50,000.
- **Bus/rail does not go where I need to go or does not operate during the times I need**— Most likely to be a challenge for African American, precariously housed, single parent household, Brisbane and Pacifica respondents.
- **Schools in my neighborhood are poor quality**—Most likely to be a challenge for East Palo Alto, Redwood City, San Bruno and South San Francisco respondents, as well as Hispanic respondents and households with children under 18.

## Resident Survey Findings

Of survey respondents who reported their race or ethnicity, 40% of survey respondents identified as non-Hispanic White, followed by Asian (26%), Hispanic (20%), African American (7%), and Other Minority (8%) residents (Figure 2). Overall, 45% of the survey respondents were homeowners, followed by 42% of renter respondents. Thirteen percent of

respondents reported they are precariously housed (Figure 3). Four in ten respondents reported having household income greater than \$100,000. Nearly 30% of respondents reported a household income between \$50,000-99,999, followed by 15% of respondents who made between \$25,000-49,999 and 16% of respondents making less than \$25,000 (Figure 4).

The survey analysis also included selected demographic characteristics of respondents, including those with children under the age of 18 residing in their household, adults over the age of 65, respondents whose household includes a member experiencing a disability, those who live in large households, and single parents. Thirty five percent of respondents indicated they had children in their household, while 31% indicated they were older adults. Thirty percent of respondents indicated they or a member of their household experienced a disability, 12% of respondents reported having large households, and 10% were single parents.



Figure 2. Survey Respondents by Race/Ethnicity

Note: n=1,937; 535 respondents did not indicate their race or ethnicity. Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.

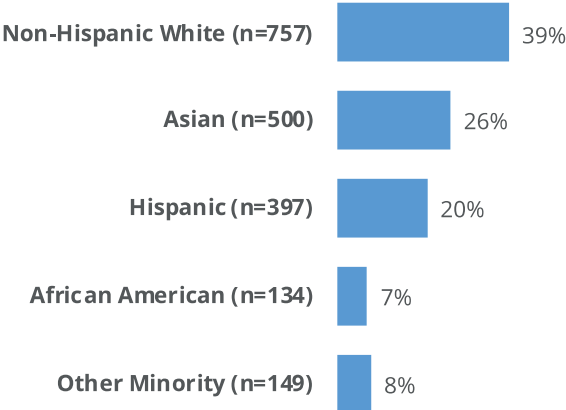


Figure 3. Survey Respondents by Tenure

Note: n=2,426. Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.

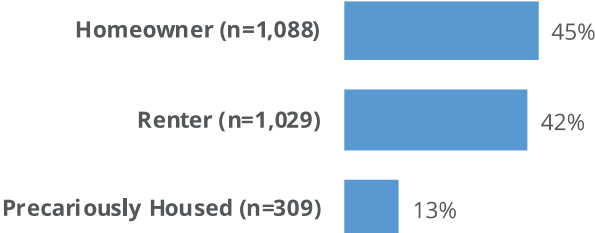
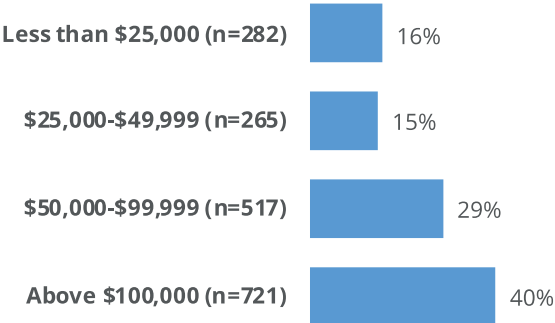


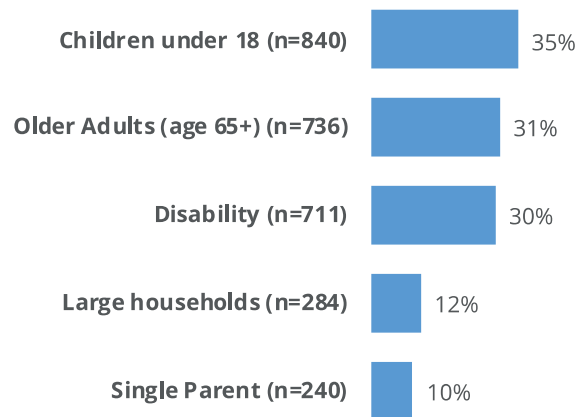
Figure 4. Survey Respondents by Income

Note: n=1,785. Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.





**Figure 5.**  
**Survey Respondents**  
**by Selected**  
**Household**  
**Characteristics**



Note:

Denominator is total responses to the survey (n=2,382)

Source:

Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.

## Housing, Neighborhood and Affordability Challenges

**Housing challenges: overall.** Survey respondents were asked to select the housing challenges they currently experience from a list of 28 different housing, neighborhood, and affordability challenges. Figures 6a through 8c present the top 10 housing and neighborhood challenges and top 5 affordability challenges experienced by jurisdiction, race/ethnicity, tenure, income, and selected household characteristics.

**These responses allow a way to compare the jurisdictions to the county for housing challenges for which other types of data do not exist.** In this analysis, “above the county”—**shaded in light red or pink**—is defined as the proportion of responses that is 25% higher than the overall county proportion. “Below the county”—**shown in light blue**—occurs when the proportion of responses is 25% lower than the overall county proportion.

As shown in Figure 6a, residents in Redwood City and East Palo Alto experience several housing challenges at a higher rate than the county overall. Conversely, Foster City and Hillsborough residents experience nearly all identified housing challenges at a lower rate than the county.

Notable trends in housing, neighborhood, and affordability challenges by geographic area include:

- Residents in Daly City, East Palo Alto, and Redwood City are less likely to move due to the lack of available affordable housing options.
- East Palo Alto, Redwood City, and San Mateo residents report living in housing that is too small for their families.
- Millbrae and Pacifica residents report being more reticent to request a repair to their unit in fear that their landlord will raise their rent or evict them.
- Nearly 1 in 5 Pacifica survey respondents report that their home or apartment is in bad condition.



- Brisbane residents are more likely to experience a landlord refusing to make repairs to their unit.
- Residents in Daly City and Millbrae are more likely to report that they don't feel safe in their neighborhood or building
- Half Moon Bay and East Palo Alto expressed the greatest need for assistance in taking care of themselves or their home.

When compared to the county overall, **the most common areas where respondents' needs were higher than the county overall** were:

- Overall, half of the jurisdictions' respondents reported *I need help taking care of myself/my home and can't find or afford to hire someone* at a higher rate than the county.
- Nearly 40% of jurisdictions' respondents reported a higher rate than the county for the following housing or neighborhood challenges: *My home/apartment is in bad condition, my landlord refuses to make repairs despite my requests, and I don't feel safe in my neighborhood/building.*

Figure 6a.  
Top 10 Housing Challenges Experienced by Jurisdiction

25% Above County average  
25% Below County average

Housing or Neighborhood Condition	County	Brisbane	Burlingame	Daly City	East Palo Alto	Foster City	Half Moon Bay	Hillsborough	Milbrae	Pacifica	Redwood City	San Bruno	San Mateo	South San Francisco
Valid cases	2,159	73	158	118	49	135	59	50	53	79	151	93	163	738
I would like to move but I can't afford anything that is available/income too low	31%	12%	20%	51%	41%	16%	25%	4%	32%	28%	43%	30%	38%	35%
My house or apartment isn't big enough for my family	20%	11%	14%	24%	35%	10%	12%	4%	21%	11%	26%	20%	26%	21%
I worry that if I request a repair it will result in a rent increase or eviction	14%	10%	13%	17%	14%	9%	10%	2%	23%	15%	20%	11%	15%	13%
My home/apartment is in bad condition	11%	14%	9%	15%	12%	3%	7%	0%	11%	18%	14%	5%	15%	10%
My landlord refuses to make repairs despite my requests	6%	14%	3%	5%	12%	4%	5%	2%	2%	9%	9%	5%	10%	5%
I live too far from family/friends/my community	6%	5%	4%	8%	4%	5%	8%	6%	6%	3%	8%	4%	7%	5%
I don't feel safe in my building/neighborhood	6%	5%	5%	13%	8%	0%	7%	6%	11%	10%	8%	3%	6%	3%
I need help taking care of myself/my home and can't find or afford to hire someone	5%	7%	7%	7%	10%	2%	14%	2%	8%	9%	3%	4%	8%	4%
I have bed bugs/insects or rodent infestation	5%	5%	4%	3%	16%	2%	3%	4%	6%	9%	11%	6%	4%	3%
The HOA in my neighborhood won't let me make changes to my house or property	4%	5%	1%	3%	8%	11%	3%	2%	4%	5%	3%	3%	4%	2%
None of the above	42%	48%	50%	20%	33%	55%	44%	76%	36%	47%	28%	45%	35%	46%

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



The following three figures segment the answers by:

- Housing affordability challenges only; and
- Neighborhood challenges only.

**Housing challenges.** As shown in Figure 6b, residents in San Mateo, Daly City, East Palo Alto, and Pacifica experience affordability challenges at a higher rate than the county overall. Conversely, Hillsborough, Burlingame, and South San Francisco residents experience affordability challenges at a lower rate than the county.

The most significant geographic variations occur in:

- San Mateo city residents experience all five affordability challenges at a greater rate than the county overall. In addition to being less likely to pay utility bills or rent on time, San Mateo residents are more than twice as likely than the average county respondent to have bad credit or a history of eviction/foreclosure that impacts their ability to rent.
- San Mateo, East Palo Alto, and Daly City residents are most likely to experience difficulty paying utility bills.
- Residents in East Palo Alto and Redwood City are most likely to be late on their rent payments.
- Millbrae residents experience the greatest difficulty paying their property taxes among jurisdictions in San Mateo County.
- Respondents from Brisbane, Half Moon Bay, and Pacifica are more likely to have trouble keeping up with property taxes.
- City of San Mateo, Daly City and Redwood City respondents are more likely to have bad credit or an eviction history impacting their ability to rent

Overall, nearly 40% of jurisdictions' respondents experienced the following affordability challenges at a higher rate than the county: *I can't keep up with my property taxes* and *I have bad credit/history of evictions/foreclosure and cannot find a place to rent.*

Figure 6b.  
Top 5 Affordability Challenges Experienced by Jurisdiction

■ 25% Above County average  
■ 25% Below County average

Affordability Challenges	County	Brisbane	Burlingame	Daly City	East Palo Alto	Foster City	Half Moon Bay	Hillsborough	Milbrae	Pacifica	Redwood City	San Bruno	San Mateo	South San Francisco
Valid cases	2,130	73	157	115	51	134	58	50	50	77	147	93	160	728
I can't keep up with my utilities	10%	5%	6%	15%	16%	5%	12%	4%	12%	8%	12%	9%	15%	9%
I'm often late on my rent payments	8%	5%	6%	10%	20%	3%	7%	2%	8%	4%	12%	4%	11%	7%
I can't keep up with my property taxes	6%	10%	4%	3%	2%	8%	10%	0%	16%	10%	3%	5%	9%	5%
I have bad credit/history of evictions/foreclosure and cannot find a place to rent	4%	4%	2%	13%	6%	0%	0%	2%	0%	5%	8%	4%	10%	2%
I have Section 8 and I am worried my landlord will raise my rent higher than my voucher payment	4%	7%	3%	3%	2%	7%	3%	4%	4%	5%	3%	3%	6%	2%
None of the above	73%	68%	80%	65%	59%	78%	66%	88%	64%	71%	70%	77%	63%	80%

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



**Neighborhood challenges.** As shown in Figure 6c, residents in East Palo Alto, Brisbane, Daly City, and Pacifica experience neighborhood challenges at a higher rate than the county. Burlingame and Foster City both experience neighborhood challenges at a lower rate than the county.

Hillsborough residents report divergent experiences related to neighborhood challenges — respondents identified more challenges around neighborhood infrastructure and access to transit but fewer challenges around school quality and job opportunities.

**There are a handful of jurisdictions who experience specific neighborhood challenges at a disproportionate rate compared to the county.**

- For instance, East Palo Alto residents experience neighborhood infrastructure issues (e.g., bad sidewalks, no lighting) more acutely than county residents overall.
- Brisbane residents experience transportation challenges in their neighborhoods.
- East Palo Alto, Redwood City, and San Bruno experience challenges with school quality in their neighborhoods.
- Residents in Brisbane, Hillsborough, Pacific, and Half Moon Bay report the highest rates of difficulty accessing public transit.
- Daly City, Millbrae, San Mateo, and East Palo Alto residents were more likely to identify the lack of job opportunities available in their neighborhoods.

Over 30% of jurisdictions' respondents experienced the following neighborhood challenges at a higher rate than the county: *I can't get to public transit/bus/light rail easily or safely* and *There are not enough job opportunities in the area.*

Figure 6c.  
Top 5 Neighborhood Challenges Experienced by Jurisdiction

25% Above County average  
25% Below County average

Neighborhood Challenges	County	Jurisdiction													
		Brisbane	Burlingame	Daly City	East Palo Alto	Foster City	Half Moon Bay	Hillsborough	Milbrae	Pacifica	Redwood City	San Bruno	San Mateo	South San Francisco	
Valid cases	2,079	72	153	116	48	130	56	53	46	75	145	91	151	712	
My neighborhood does not have good sidewalks, walking areas, and/or lighting	17%	18%	13%	25%	40%	4%	18%	23%	20%	15%	21%	14%	12%	16%	
Schools in my neighborhood are poor quality	15%	18%	3%	17%	25%	4%	14%	2%	7%	13%	20%	20%	15%	20%	
Bus/rail does not go where I need to go or does not operate during the times I need	15%	24%	8%	14%	15%	21%	18%	9%	15%	24%	17%	14%	17%	10%	
I can't get to public transit/bus/light rail easily or safely	14%	29%	7%	9%	10%	14%	18%	25%	17%	21%	12%	13%	15%	10%	
There are not enough job opportunities in the area	12%	8%	7%	20%	17%	8%	14%	0%	20%	13%	11%	11%	18%	12%	
None of the above	50%	28%	69%	45%	33%	62%	46%	57%	50%	52%	41%	52%	52%	55%	

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



**Differences in needs by race and ethnicity and housing tenure.** As shown in Figure 7a, and compared to the county overall:

- African American, Hispanic, and Other race respondents, and
- Renters and those who are precariously housed experience several housing challenges at a higher rate than the county overall.
- Conversely, non-Hispanic White residents and homeowners are less likely to experience housing challenges.

Specifically,

- Black or African American residents are more than three times as likely to have a landlord not make a repair to their unit after a request compared to county residents overall. Hispanic, Other Race, and Precariously housed residents are also more likely to experience this challenge.
- African American, Asian, Hispanic, Renters, and Precariously Housed groups are more likely to experience bed bugs or rodent infestation in their homes.
- African American, Hispanic, Renters, and Precariously Housed groups are also more likely to live further away from family, friends, and their community.
- African Americans are three times more likely than the average county respondent to be told by their HOA they cannot make changes to their house or property. Asian households are twice as likely to experience this challenge.
- Hispanic, Other Race, and Renter respondents are more likely to worry that if they request a repair it will result in a rent increase or eviction and to report that their homes are in bad condition.



Figure 7a.  
Top 10 Housing Challenges Experienced by Race/Ethnicity and Tenure

25% Above County average  
25% Below County average

Housing or Neighborhood Condition	County	African American	Asian	Hispanic	Other Race	Non-Hispanic White	Homeowner	Renter	Precariously Housed
Valid cases	2,159	132	489	392	144	734	986	974	301
I would like to move but I can't afford anything that is available/income too low	31%	30%	32%	50%	31%	20%	7%	48%	56%
My house or apartment isn't big enough for my family	20%	16%	21%	35%	22%	11%	12%	29%	18%
I worry that if I request a repair it will result in a rent increase or eviction	14%	17%	13%	23%	19%	11%	2%	28%	13%
My home/apartment is in bad condition	11%	12%	9%	16%	17%	10%	6%	17%	10%
My landlord refuses to make repairs despite my requests	6%	20%	7%	10%	10%	5%	2%	13%	10%
I live too far from family/ friends/my community	6%	15%	6%	6%	13%	6%	5%	8%	9%
I don't feel safe in my building/ neighborhood	6%	13%	6%	6%	9%	5%	4%	8%	7%
I need help taking care of myself/my home and can't find or afford to hire someone	5%	14%	7%	5%	6%	5%	5%	6%	11%
I have bed bugs/insects or rodent infestation	5%	14%	8%	7%	5%	4%	4%	9%	9%
The HOA in my neighborhood won't let me make changes to my house or property	4%	14%	8%	4%	3%	3%	5%	3%	7%
None of the above	42%	18%	37%	24%	38%	58%	68%	21%	13%

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



The above trends are similar for the **most acute housing affordability challenges**. As shown in Figure 7b, African American and Hispanic households, as well as renters and those precariously housed, experience affordability challenges at a higher rate than the county overall. Non-Hispanic White residents and homeowners experience these same challenges at a lower rate than the county.

- African American residents experience all five affordability challenges at a greater rate than the county overall.
- In addition to being more likely to not pay utility bills or rent on time, African American residents are more than four times as likely than the average county respondent to have a Section 8 voucher and worry that their landlord will raise their rent more than the voucher payment.
- Along with African American residents, Hispanic households, renters, and precariously housed households are most likely to experience difficulty paying utility bills, as well as have bad credit or eviction/foreclosure history impacting their ability to find a place to rent.
- These groups, with the exception of those precariously housed, are also more likely to be late on their rent payments.

Figure 7b.  
Top 5 Affordability Challenges Experienced by Race/Ethnicity and Tenure

25% Above County average  
25% Below County average

Affordability Challenges	County	African American	Asian	Hispanic	Other Race	Non-Hispanic White	Homeowner	Renter	Precariously Housed
Valid cases	2,130	132	487	391	146	739	983	953	293
I can't keep up with my utilities	10%	22%	11%	17%	14%	5%	5%	15%	15%
I'm often late on my rent payments	8%	13%	6%	12%	12%	4%	1%	15%	8%
I can't keep up with my property taxes	6%	16%	8%	4%	5%	7%	9%	5%	14%
I have bad credit/history of evictions/foreclosure and cannot find a place to rent	4%	5%	3%	8%	4%	2%	1%	6%	11%
I have Section 8 and I am worried my landlord will raise my rent higher than my voucher payment	4%	18%	5%	6%	7%	2%	2%	7%	8%
None of the above	73%	32%	70%	63%	64%	83%	84%	61%	54%

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



As shown in Figure 7c, African American and precariously housed residents experience neighborhood challenges at a higher rate than the county. These two groups experience neighborhood issues related to transportation more acutely than county residents overall. In addition to Other race respondents, they are also more likely to identify the lack of job opportunities in their respective neighborhoods.

Additionally, Hispanic residents are more likely to live in neighborhoods with poor performing schools than the average county respondent. Homeowners are also more likely to report that they cannot access public transit easily or safely.

Figure 7c.  
Top 5 Neighborhood Challenges Experienced by Race/Ethnicity and Tenure

■ 25% Above County average  
■ 25% Below County average

Neighborhood Challenges	County	Race/Ethnicity and Tenure							
		African American	Asian	Hispanic	Other Race	Non-Hispanic White	Homeowner	Renter	Precariously Housed
Valid cases	2,079	133	486	389	146	737	975	918	284
My neighborhood does not have good sidewalks, walking areas, and/or lighting	17%	14%	17%	19%	16%	18%	18%	15%	18%
Schools in my neighborhood are poor quality	15%	13%	18%	20%	17%	13%	18%	13%	13%
Bus/rail does not go where I need to go or does not operate during the times I need	15%	33%	16%	13%	17%	17%	17%	14%	24%
I can't get to public transit/bus/light rail easily or safely	14%	24%	15%	11%	16%	16%	18%	11%	19%
There are not enough job opportunities in the area	12%	22%	14%	12%	19%	9%	9%	15%	20%
None of the above	50%	23%	46%	48%	45%	53%	49%	51%	36%

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



**Differences in needs by household status.** As shown in Figure 8a, single parents, households making less than \$50,000, households with children under 18 and those with a member experiencing a disability experience the majority of housing challenges are more likely to experience housing challenges. Conversely, households making more than \$100,000 experience nearly all specified housing challenges at a lower rate than the county.

Single parents experience all ten housing challenges at a greater rate than the county overall.

Households making less than \$25,000 also experience every challenge at a higher rate, with the exception of *I worry that if I request a repair it will result in a rent increase or eviction.*

Households making less than \$50,000, single parents, and households with children under 18 are more likely to experience the following challenges:

- My house or apartment isn't big enough for my family;
- My house or apartment is in bad condition;
- My landlord refuses to make repairs despite my request;
- I live too far from family/friends/my community;
- I don't feel safe in my building/neighborhood;
- I need help taking care of myself/my home and can't find or afford to hire someone; and
- I have bed bugs/insects or rodent infestation.

Households with a member experiencing a disability are also more likely to experience landlords refusing their requests to make repairs, living further away from family/friends/community, and not being able to find or afford someone to help take care of themselves or their homes. These households are also more likely to experience bed bugs, insects, or rodent infestation, as well as HOA restrictions impacting their ability to make changes to their home or property.

Additionally, large households have the highest proportion of respondents among the selected groups that would like to move but can't afford anything that is available or because their income is too low.

Figure 8a.

## Top 10 Housing Challenges Experienced by Income and Household Characteristics

■ 25% Above County average  
■ 25% Below County average

Housing or Neighborhood Condition	County	Less than \$25,000	\$25,000-\$49,999	\$50,000-\$99,999	Above \$100,000	Children under 18	Large Households	Single Parent	Disability	Adults (age 65+)
Valid cases	2,159	280	260	505	701	827	278	240	701	709
I would like to move but I can't afford anything that is available/income too low	31%	47%	48%	37%	16%	35%	51%	40%	36%	25%
My house or apartment isn't big enough for my family	20%	25%	25%	23%	16%	34%	43%	32%	20%	13%
I worry that if I request a repair it will result in a rent increase or eviction	14%	16%	18%	19%	9%	19%	19%	28%	16%	11%
My home/apartment is in bad condition	11%	15%	20%	12%	6%	15%	17%	17%	12%	9%
My landlord refuses to make repairs despite my requests	6%	13%	13%	8%	2%	9%	8%	14%	10%	6%
I live too far from family/ friends/my community	6%	9%	9%	6%	5%	10%	5%	10%	8%	6%
I don't feel safe in my building/ neighborhood	6%	9%	9%	6%	3%	8%	4%	10%	7%	5%
I need help taking care of myself/my home and can't find or afford to hire someone	5%	9%	9%	5%	3%	7%	6%	12%	11%	6%
I have bed bugs/insects or rodent infestation	5%	10%	9%	5%	3%	9%	4%	15%	9%	6%
The HOA in my neighborhood won't let me make changes to my house or property	4%	7%	3%	4%	3%	7%	4%	11%	6%	5%
None of the above	42%	21%	21%	37%	61%	28%	26%	12%	32%	49%

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



As shown in Figure 8b, households making less than \$50,000, as well as large households, single parents, households with children under 18, and households with a member experience a disability, experience the most acute affordability challenges at a higher rate than the county overall. Households making more than \$50,000 and adults over the age of 65 are less likely to experience affordability challenges.

Households making less than \$25,000, single parents, and households with children under 18 experience all five affordability challenges at a greater rate than the average county respondent.


Households making less than \$25,000 and households with a member experiencing a disability also disproportionately report affordability challenges.

Of households experiencing major affordability issues, **single parent households are most acutely impacted**. These households are more than three times as likely to have a Section 8 voucher and fear their landlord will raise the rent impacting the viability of their voucher, more than twice as likely to miss utility payments and have bad credit/eviction or foreclosure history impacting their ability to rent, and twice as likely to have trouble keeping up with their property taxes.



Figure 8b.

## Top 5 Affordability Challenges Experienced by Income and Household Characteristics

 25% Above County average  
 25% Below County average

Affordability Challenges	County	Less than \$25,000	\$25,000-\$49,999	\$50,000-\$99,999	Above \$100,000	Children under 18	Large Households	Single Parent	Disability	Adults (age 65+)
Valid cases	2,130	276	260	509	703	830	279	239	699	716
I can't keep up with my utilities	10%	16%	16%	12%	3%	16%	14%	23%	15%	8%
I'm often late on my rent payments	8%	19%	16%	6%	1%	11%	12%	15%	11%	4%
I can't keep up with my property taxes	6%	7%	9%	8%	5%	9%	4%	12%	8%	7%
I have bad credit/history of evictions/foreclosure and cannot find a place to rent	4%	8%	7%	4%	1%	5%	6%	10%	6%	3%
I have Section 8 and I am worried my landlord will raise my rent higher than my voucher payment	4%	11%	6%	4%	1%	7%	3%	14%	8%	5%
None of the above	73%	46%	56%	72%	90%	59%	70%	32%	59%	75%

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



As shown in Figure 8c, households with children under 18, as well as single parents, households with a member experiencing a disability, and households making less than \$25,000 are more likely to experience neighborhood challenges. These households are most likely to report that *the bus/rail does not go where I need to go or does not operate during the times I need*. In addition to households that make between \$25,000-\$100,000, these groups are more likely to identify the lack of job opportunities in their respective neighborhoods.

Households with children under 18 are more likely to live in neighborhoods with poor quality schools. Large households are more likely to report issues with neighborhood infrastructure (e.g., bad sidewalks, poor lighting) and households with a member experiencing a disability are more likely to report they cannot access public transit easily or safely.

**Figure 8c.**  
**Top 5 Neighborhood Challenges Experienced by Income and Household Characteristics**

■ 25% Above County average  
■ 25% Below County average

Neighborhood Challenges	County	Less than \$25,000	\$25,000-\$49,999	\$50,000-\$99,999	Above \$100,000	Children under 18	Large Households	Single Parent	Disability	Adults (age 65+)
Valid cases	2,079	273	259	503	709	824	277	234	692	714
My neighborhood does not have good sidewalks, walking areas, and/or lighting	17%	17%	15%	18%	17%	19%	22%	16%	19%	14%
Schools in my neighborhood are poor quality	15%	17%	14%	11%	19%	24%	19%	17%	14%	9%
Bus/rail does not go where I need to go or does not operate during the times I need	15%	19%	16%	15%	16%	19%	11%	28%	19%	16%
I can't get to public transit/bus/light rail easily or safely	14%	15%	12%	14%	14%	15%	12%	15%	19%	17%
There are not enough job opportunities in the area	12%	21%	17%	16%	6%	17%	12%	19%	15%	11%
None of the above	50%	40%	45%	51%	53%	38%	48%	31%	41%	53%

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



## Experience Finding Housing

This section explores residents' experience seeking a place to rent or buy in the county and the extent to which displacement—having to move when they do not want to move—is prevalent. For those respondents who seriously looked for housing in the past five years, this section also examines the extent to which respondents were denied housing to rent or buy and the reasons why they were denied.

**Recent experience seeking housing to rent.** Figure 9 presents the proportion of respondents who seriously looked to rent housing for the county, jurisdictions, and selected respondent characteristics, as well as the reasons for denial.

Over half of county respondents (56%) have seriously looked for housing in the past five years. The **most common reasons for denial** included:

- Landlord not returning the respondent's call (26%),
- Landlord told me the unit was available over the phone but when I showed up in person, it was no longer available (22%), and
- Landlord told me it would cost more because of my service or emotional support animal (14%).

Jurisdictions with the highest percentage of respondents who seriously looked for housing include Millbrae (74%), San Mateo (73%), and Redwood City (72%). While all three jurisdictions reported that *landlord not returning the respondent's call* was one of their main reasons for denial, 18% of Redwood City respondents identified *landlord told me they do not accept Section 8 vouchers* as a main reason for denial.

Eighty percent of African American respondents reported that they had seriously looked for housing in the past five years while the lowest percentage of respondents who reported seriously looking for housing were non-Hispanic White (46%). The main reasons for denial experienced by African American respondents included *landlord told me the unit was available over the phone but when I showed up in person, it was no longer available* (39%), *landlord told me it would cost more because of my service or emotional support animal* (34%), and *landlord told me I couldn't have a service or emotional support animal* (28%).

Among respondents by tenure, renters (75%) and precariously housed (74%) tenants reported the highest rates of seriously looking for housing. Among respondents by income, households making less than \$25,000 (71%) had the highest rate. However, the main reasons for denial reported by these households were *landlord told me I couldn't have a service or emotional support animal* (36%) and *landlord told me it would cost more because of my service or emotional support animal* (30%).

Single parents (79%) and households with children under 18 (66%) also reported the highest percentage of those who seriously looked for housing in the past five years among the selected

household characteristics respondent groups. In addition to sharing the top two reasons for denial with the county, 25% of single parent household respondents also reported they were denied housing because the *landlord told me I can't have a service or emotional support animal*.



Figure 9. If you looked seriously for housing to rent in San Mateo County in the past five years, were you ever denied housing?

	Overall Percent Seriously Looked for Housing	Reason for Denial									n
		Landlord did not return calls and/or emails asking about a unit	Landlord said unit was available over phone, but when I showed up in person, it was no longer available	Landlord told me it would cost me more for my service or emotional animal	Landlord told me I can't have a service or emotional support animal	Landlord told me it would cost me more to rent because I have children	Landlord told me they don't rent to families with children	Landlord told me they do not accept Section 8 vouchers	Landlord told me they couldn't make changes to the apartment/home for my disability	None of the Above	
<b>Jurisdiction</b>											
County	56%	26%	22%	14%						45%	928
Brisbane	59%		41%			22%				26%	27
Burlingame	48%	19%	23%							54%	57
Daly City	63%	33%	16%			16%				44%	61
East Palo Alto	58%	35%	30%							26%	23
Foster City	50%	12%		16%	14%					55%	51
Half Moon Bay	68%					17%	17%			48%	29
Hillsborough	42%		14%	29%	14%					57%	14
Milbrae	74%	25%	46%							36%	28
Pacifica	51%	16%	26%						16%	55%	31
Redwood City	72%	31%						18%		40%	99
San Bruno	57%			22%		22%				39%	36
San Mateo	73%	30%	34%							39%	98
South San Francisco	47%	24%	13%							56%	248
<b>Race/Ethnicity</b>											
African American	80%		39%	34%	28%					15%	101
Asian	56%	19%	29%							40%	199
Hispanic	63%	32%	22%							41%	230
Other Race	70%	29%	22%							45%	91
Non-Hispanic White	46%	29%	20%							48%	263
<b>Tenure</b>											
Homeowner	36%		25%						15%	54%	183
Renter	75%	29%	22%							43%	641
Precariously Housed	74%	23%	32%							26%	188
<b>Income</b>											
Less than \$25,000	71%			30%	36%					29%	182
\$25,000-\$49,999	60%	39%	32%							27%	149
\$50,000-\$99,999	58%	24%		20%						45%	251
Above \$100,000	48%	19%	14%							64%	216
<b>Household Characteristics</b>											
Children under 18	66%	30%	29%							33%	447
Large Households	60%	33%	19%			18%				44%	139
Single Parent	79%	25%	35%		25%					19%	173
Disability	63%	24%	24%							34%	386
Older Adults (age 65+)	48%	20%	29%							39%	282

Note: The "Percent Seriously Looked for Housing" column includes all respondents, not just those who indicated they rent.

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.

**Recent experience seeking housing to buy.** Figure 10 presents the proportion of respondents who seriously looked to buy housing in the county, by jurisdiction, and selected respondent characteristics, as well as the reasons for denial. As noted above, 56% of county respondents have seriously looked for housing in the past five years.

The most common reasons for denial included:

- Real estate agent told me I would need to show I was prequalified with a bank (29%) and
- A bank would not give me a loan to buy a home (22%).

For the jurisdictions with the highest percentage of respondents who seriously looked for housing (Millbrae, San Mateo and Redwood City), all three cities shared the same top two reasons for denial as the county. Additionally, 21% of Millbrae respondents reported that *the real estate agent would not make a disability accommodation when I asked*.

For African American respondents who looked to buy housing in the last five years, the most common reason for denial was *the real estate agent would not make a disability accommodation when I asked* (47%). African Americans, along with Other Races, also most commonly reported that they needed a loan prequalification before real estate agents would work with them. While between 43-54% of respondents from other racial/ethnic groups reported they did not experience any reason for denial when seriously looking to buy housing over the past five years, 12% of African American respondents reported similarly.

Among respondents by income, the main reasons for denial for households making less than \$25,000 were *the real estate agent told me I would need to show I was prequalified with a bank* (32%) and *real estate agent only showed me or only suggested homes in neighborhoods where most people were of my same race or ethnicity* (26%).

Among the selected housing characteristics category, single parent households and households with children under 18 reported shared the same top two reasons for denial as the county. Additionally, 36% of single parent household respondents reported that *the real estate agent would not make a disability accommodation when I asked*, as well as 25% of respondents over the age of 65.

Residents in Redwood City, Millbrae, and South San Francisco, as well as large households, also reported that *a bank or other lender charged me a high interest rate on my home loan* as a reason for denial.



Figure 10. If you looked seriously for housing to buy in San Mateo County in the past five years, were you ever denied housing?

	Percent Seriously Looked for Housing	Reason for Denial					None of the Above	n
		The real estate agent told me I would need to show I was prequalified with a bank	A bank or other lender would not give me a loan to buy a home	The real estate agent would not make a disability accommodation when I asked	Only showed homes in neighborhoods where most people were same race/ethnicity	A bank or other lender charged me a high interest rate on my home loan		
<b>Jurisdiction</b>								
County	56%	29%	23%				50%	870
Brisbane	59%	36%			30%		42%	33
Burlingame	48%	22%	14%				61%	51
Daly City	63%	19%	27%				56%	52
East Palo Alto	58%	24%	33%				48%	21
Foster City	50%	25%	20%				49%	51
Half Moon Bay	68%	35%	23%	23%			50%	26
Hillsborough	42%	18%		23%			59%	22
Milbrae	74%	25%	29%	21%		21%	54%	28
Pacifica	51%	35%	35%				42%	31
Redwood City	72%	30%	22%			27%	50%	64
San Bruno	57%	14%	21%				62%	42
San Mateo	73%	40%	32%				38%	82
South San Francisco	47%	26%	18%			16%	57%	251
<b>Race/Ethnicity</b>								
African American	80%	40%	38%	47%			12%	89
Asian	56%	30%	25%				43%	223
Hispanic	63%	29%	28%				49%	174
Other Race	70%	36%	21%			21%	50%	90
Non-Hispanic White	46%	29%	23%				54%	250
<b>Tenure</b>								
Homeowner	36%	29%	17%				54%	332
Renter	75%	32%	27%				46%	467
Precariously Housed	74%	36%	36%	30%			30%	154
<b>Income</b>								
Less than \$25,000	71%	32%	25%		26%		41%	131
\$25,000-\$49,999	60%	42%	40%				29%	106
\$50,000-\$99,999	58%	35%	30%				38%	216
Above \$100,000	48%	22%	13%			10%	64%	296
<b>Household Characteristics</b>								
Children under 18	66%	33%	28%				40%	443
Large Households	60%	33%	25%			25%	49%	126
Single Parent	79%	38%	43%	36%			24%	143
Disability	63%	35%	26%				38%	330
Older Adults (age 65+)	48%	35%	29%	25%			38%	252

Note: The "Percent Seriously Looked for Housing" column includes all respondents, not just those who indicated they rent.

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



**Denied housing to rent or buy.** Figure 11 presents the proportion of those who looked and were denied housing to rent or buy for the county, jurisdictions, and selected respondent characteristics, as well as reason for denial. As shown, nearly 4 in 10 county respondents who looked for housing experienced denial of housing. African American/Black respondents, precariously housed respondents, households with income below \$50,000, and single parent respondents have denial rates of 60% or higher. African American (79%) and single parent (74%) respondents report the highest rates of denial.

Among the reasons for denial:

- ***Income too low was a major reason for denial for all groups*** except homeowners and households with incomes above \$100,000. Additionally, all jurisdictions report this as a common reason for being denied housing with the exception of Foster City, Hillsborough, and San Bruno.
- *Haven't established a credit history or no credit history* was also a common reason of denial for most groups. The impacts are higher for Asian, Hispanic and African American households, along with renter and precariously housed respondents, households with income below \$50,000, and single parent households, households with children under 18, and households with a member experiencing a disability.
- Another top denial reason among certain groups is the *landlord didn't accept the type of income I earn (social security or disability benefit or child support)*. **Source of income was the most common reason for denial among African American households** (28%). Other groups with denial rates of 25% or higher for this specific issue include precariously housed respondents, single parent households, and households with a member experiencing a disability, as well as Foster City and San Bruno residents.
- *Bad credit* is another barrier for accessing housing, particularly for Hispanic and Other Race households, households with income between \$50,000-\$100,000, and large households. This also impacts East Palo Alto, San Mateo, Daly City, Redwood City, Burlingame, and South San Francisco residents.



Figure 11. If you looked seriously for housing to rent or buy in San Mateo County in the past five years, were you ever denied housing?

	Percent Denied Housing	Total n	Reason for Denial												
			Bad Credit	Eviction history	Income too low	Too many people in my household	Other renter/ applicant willing to pay more for rent	Haven't established a credit history/no credit history	Don't have a regular/ steady job/ consistent work history	Landlord didn't accept the type of income I earn (social security or disability)	Lack of stable housing record	Real or perceived sexual orientation or gender identity	Criminal background	I had/ have COVID	The language I speak
<b>Jurisdiction</b>															
County	39%	1154	18%		44%		19%	21%							449
Brisbane	42%	38			25%			19%					31%		16
Burlingame	30%	71	24%		29%										21
Daly City	49%	73		28%	53%		28%		19%						36
East Palo Alto	55%	29	38%		44%			25%							16
Foster City	30%	63							25%	40%	30%				19
Half Moon Bay	41%	34			29%			29%							14
Hillsborough	23%	22									40%				5
Millbrae	36%	33			67%	25%		33%				25%			12
Pacifica	38%	39			47%			27%	33%						15
Redwood City	41%	105	28%		63%	26%		26%							43
San Bruno	25%	51		31%						31%	38%				13
San Mateo	48%	112	30%		38%						28%				53
South San Francisco	30%	331	19%		58%		28%			17%					98
<b>Race/Ethnicity</b>															
African American	79%	107		25%	25%			25%		28%		27%			85
Asian	42%	281			38%			28%		21%		21%			117
Hispanic	49%	253	28%		60%		26%	26%							125
Other Race	43%	105	22%		49%		24%								45
Non-Hispanic White	31%	351			40%			19%	23%		25%				108
<b>Tenure</b>															
Homeowner	26%	348								24%	22%	23%			91
Renter	45%	687			48%		20%	24%							310
Precariously Housed	61%	208			42%			22%		25%					126
<b>Income</b>															
Less than \$25,000	64%	199			47%			31%	29%						127
\$25,000-\$49,999	65%	158			48%			21%		20%	20%				103
\$50,000-\$99,999	38%	302	21%		51%	24%									114
Above \$100,000	18%	346				27%	16%			20%				16%	64
<b>Household Characteristics</b>															
Children under 18	51%	558			42%			26%		19%					283
Large Households	43%	171	27%		64%	41%									74
Single Parent	74%	189			41%			27%		25%					138
Disability	54%	446			39%			21%		25%					239
Older Adults (age 65+)	44%	350			35%					22%		21%			153

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.

**Experience using housing vouchers.** It is “difficult” or “very difficult” for eight out of 10 voucher holders to find a landlord that accepts a housing voucher (Figure 13).

As shown in Figure 12, this is related to the amount of the voucher and current rents and the lack of supply (inability to find a unit in the allotted amount of time). Over half of voucher holders (53%) who experienced difficulty indicated the *voucher is not enough to cover the rent for places I want to live* and almost half of voucher holders (49%) who experienced difficulty indicated there is *not enough time to find a place to live before the voucher expires*.

Other significant difficulties using vouchers identified by respondents included *landlords have policies of not renting to voucher holders* (46%) and *can't find information about landlords that accept Section 8* (36%).

Among respondents by race/ethnicity, African American respondents had the greatest proportion of those with a housing choice voucher (60%). Of those respondents, 76% found it difficult to find a landlord that accepts a housing voucher. While 13% of Hispanic respondents have a housing voucher, 85% have found it difficult to use the voucher. Fourteen percent of Asian respondents have housing vouchers—nearly three quarters of these respondents reported that the *voucher is not enough to cover the rent for the places I want to live*.

Other groups of respondents with higher proportions of voucher utilization include single parent households (43%), precariously housed respondents (30%), and households with income below \$25,000 (29%). For each of the aforementioned groups, more than 75% of their respective respondents reported difficulty in utilizing the housing choice voucher. The *voucher is not enough to cover the rent for places I want to live* was one of the main reasons cited for not using the voucher.



**Figure 12.**  
**Why is it difficult to use a housing voucher?**

Source:  
Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.

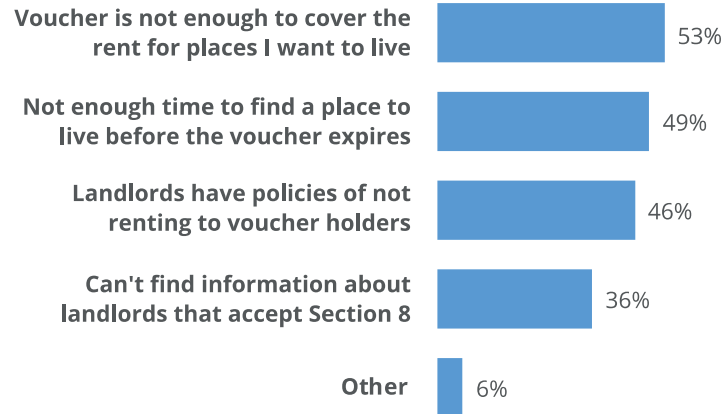


Figure 13. How difficult is it to find a landlord that accepts a housing voucher?

	Percent with a Housing Voucher					n	Voucher is not enough to cover the rent for places I want to live	Not enough time to find a place to live before the voucher expires	Landlords have policies of not renting to voucher holders	Can't find information about landlords that accept Section 8		n
	Not difficult	Somewhat difficult	Very difficult	Other								
<b>Jurisdiction</b>												
<b>County</b>	12%	18%	55%	27%	250	53%	49%	46%	36%	6%	203	
<b>Brisbane</b>	22%	20%	73%	7%	15	50%	50%	42%	33%	0%	12	
<b>Burlingame</b>	8%	0%	75%	25%	12	50%	50%	25%	8%	0%	12	
<b>Daly City</b>	12%	14%	50%	36%	14	83%	25%	42%	17%	25%	12	
<b>East Palo Alto</b>	14%	29%	57%	14%	7	20%	20%	40%	60%	0%	5	
<b>Foster City</b>	12%	18%	47%	35%	17	47%	40%	27%	33%	7%	15	
<b>Half Moon Bay</b>	19%	22%	56%	22%	9	71%	29%	29%	43%	14%	7	
<b>Hillsborough</b>	8%	25%	75%	0%	4	67%	67%	33%	0%	0%	3	
<b>Milbrae</b>	22%	50%	20%	30%	10	60%	40%	20%	40%	0%	5	
<b>Pacifica</b>	11%	13%	50%	38%	8	86%	43%	43%	43%	0%	7	
<b>Redwood City</b>	16%	13%	61%	26%	23	40%	50%	70%	45%	5%	20	
<b>San Bruno</b>	12%	9%	64%	27%	11	40%	60%	50%	10%	10%	10	
<b>San Mateo</b>	24%	24%	50%	26%	38	43%	54%	43%	39%	7%	28	
<b>South San Francisco</b>	4%	11%	33%	56%	27	63%	50%	71%	63%	8%	24	
<b>Race/Ethnicity</b>												
<b>African American</b>	60%	24%	60%	16%	82	55%	52%	40%	31%	6%	62	
<b>Asian</b>	14%	23%	63%	14%	71	73%	44%	31%	31%	0%	55	
<b>Hispanic</b>	13%	15%	40%	45%	53	58%	42%	51%	49%	11%	45	
<b>Other Race</b>	19%	29%	50%	21%	28	55%	45%	65%	35%	5%	20	
<b>Non-Hispanic White</b>	8%	14%	61%	25%	64	43%	61%	57%	38%	4%	56	
<b>Tenure</b>												
<b>Homeowner</b>	8%	23%	59%	18%	78	58%	49%	42%	31%	0%	59	
<b>Renter</b>	18%	19%	52%	30%	165	55%	52%	48%	43%	6%	134	
<b>Precariously Housed</b>	30%	14%	66%	20%	86	57%	54%	35%	26%	7%	74	
<b>Income</b>												
<b>Less than \$25,000</b>	29%	17%	58%	25%	84	47%	41%	47%	37%	10%	70	
<b>\$25,000-\$49,999</b>	18%	17%	52%	31%	48	63%	55%	63%	40%	5%	40	
<b>\$50,000-\$99,999</b>	12%	23%	52%	26%	62	55%	55%	51%	37%	2%	49	
<b>Above \$100,000</b>	5%	20%	57%	23%	35	43%	61%	29%	32%	4%	28	
<b>Household Characteristics</b>												
<b>Children under 18</b>	21%	20%	60%	20%	179	59%	51%	44%	35%	1%	143	
<b>Large Households</b>	7%	20%	45%	35%	20	63%	56%	63%	56%	6%	16	
<b>Single Parent</b>	43%	17%	58%	24%	103	62%	52%	38%	33%	2%	85	
<b>Disability</b>	22%	18%	58%	24%	158	57%	52%	42%	29%	5%	129	
<b>Older Adults (age 65+)</b>	17%	18%	63%	19%	123	56%	53%	44%	34%	3%	102	

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



**Displacement.** Figure 14 presents the proportion of residents who experienced displacement in the past five years, as well as the reason for displacement.

- Overall, 21% of survey respondents experienced displacement in the past five years. Among all survey respondents, the **main reason for displacement was rent increased more than I could pay** (29%).
- Respondents who are precariously housed have higher rates of recent displacement than homeowners or renters; this suggests that when displaced a unit these housing-insecure tenants are more likely to couch surf or experience homelessness for some period of time before securing a new place to live.
- Among respondents by race/ethnicity, **African American respondents reported the highest rate of displacement** (59%). The primary reason reported by African American respondents for their displacement was *housing was unsafe (e.g., domestic assault, harassment)*. Twenty eight percent also reported that they were *forced out for no reason*.
- Asian households, as well as homeowners, households that make less than \$25,000, single parent households, households that include a member experiencing a disability, and Millbrae, Brisbane and Pacifica residents are also more likely than other respondents to have been displaced due to an unsafe housing situation (e.g., domestic assault, harassment).
- Additionally, Asian, precariously housed respondents, households making less than \$25,000, and single parent households are more likely than other respondents to have been displaced and not given a reason.

For respondents that had experienced displacements, they were asked to identify which city they moved from and which city they moved to. **The most common moves to and from cities included:**

- Moved within South San Francisco (28 respondents)
- Moved from outside San Mateo County to San Mateo (10 respondents)
- Moved from San Bruno to South San Francisco (9 respondents)
- Moved from Daly City to South San Francisco (9 respondents)
- Moved within Burlingame (8 respondents)

Figure 14. Displacement Experience and Reasons for Displacement

	Percent Displaced	Total n	Reason for Displacement											n
			Rent increased more than I could pay	Personal/ relationship reasons	Landlord was selling the home/ apartment	Landlord wanted to move back in/ move in family	Landlord wanted to rent to someone else	Housing was unsafe (e.g., domestic assault,	Forced out for no reason	Health/ medical reasons	I was behind on rent	Poor condition of property	Utilities were too expensive/ shut off	
<b>Jurisdiction</b>														
<b>County</b>	21%	2066	29%	19%	18%									417
<b>Brisbane</b>	24%	67				25%		31%		25%				16
<b>Burlingame</b>	22%	152	24%		30%	18%								33
<b>Daly City</b>	25%	115	35%	27%					31%					26
<b>East Palo Alto</b>	32%	50	20%	20%			20%							15
<b>Foster City</b>	11%	130			21%	21%			21%	43%				14
<b>Half Moon Bay</b>	31%	51			31%	25%								16
<b>Hillsborough</b>	12%	52				33%	33%		33%	33%	33%			6
<b>Milbrae</b>	27%	44					42%	33%		25%			25%	12
<b>Pacifica</b>	21%	75			31%			31%	31%					16
<b>Redwood City</b>	29%	146	31%							21%				42
<b>San Bruno</b>	25%	89	33%	29%				24%						21
<b>San Mateo</b>	37%	153	35%	31%						20%				54
<b>South San Francisco</b>	12%	712	42%	15%	16%									81
<b>Race/Ethnicity</b>														
<b>African American</b>	59%	134				29%		30%	28%					79
<b>Asian</b>	22%	500				31%		22%	22%					109
<b>Hispanic</b>	29%	397	33%	22%						18%				115
<b>Other Race</b>	28%	149	54%					20%			24%			41
<b>Non-Hispanic White</b>	14%	757	27%	20%	31%									102
<b>Tenure</b>														
<b>Homeowner</b>	8%	975		27%		25%		31%						75
<b>Renter</b>	34%	905	32%	18%	22%									292
<b>Precariously Housed</b>	48%	280	23%				24%		23%					132
<b>Income</b>														
<b>Less than \$25,000</b>	45%	282	28%	20%				20%	20%					127
<b>\$25,000-\$49,999</b>	30%	265	31%		19%					18%				78
<b>\$50,000-\$99,999</b>	22%	517	32%	22%	18%									115
<b>Above \$100,000</b>	8%	721			27%	20%	23%							60
<b>Household Characteristics</b>														
<b>Children under 18</b>	30%	840	27%			20%	19%							249
<b>Large Households</b>	20%	284	32%		19%					18%				57
<b>Single Parent</b>	55%	240				24%		24%	20%					131
<b>Disability</b>	34%	711	26%	20%			20%	20%						241
<b>Older Adults (age 65+)</b>	22%	736	23%	22%		22%								162

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



**Children changing schools after displacement.** Overall, for households with children that were displaced in the past five years, **60% of children in those households have changed schools**. The most common outcomes reported among these respondents included *school is more challenging* (28%), *they feel less safe at the new school* (25%), and *they are in a worse school* (24%) (Figure 15).

Among respondents by race/ethnicity, non-Hispanic White households (44%) were the only subgroup to report that being displaced resulted in their children being in better schools. Of African American households that were displaced and have children, 87% reported that their children changed schools. Of these respondents, 32% reported that their children *feel safer at the new school* but also *have fewer activities*.

Among respondents by tenure, precariously housed (78%) and homeowner (74%) households had the highest proportion of children who changed schools. The most common outcomes for precariously housed households included *School is less challenging/they are bored* (35%) and their children *feel less safe at school* (34%). For homeowner households, 39% reported that *school is more challenging*, followed by 31% who reported that their children *feel less safe at school*.

Among respondents by selected household characteristics, older adult (77%), single parent (74%), households with a member experiencing a disability (70%), and households with children under 18 (67%) all reported high proportions of children who changed schools. The most common outcomes for these respondents included *School is more challenging* and *they feel less safe at the new school*.



Figure 15. Children Changing Schools and Outcomes, Displaced Households

	Percent of Children that Changed Schools	Total n	School change outcomes										
			School is less challenging/ they are bored	School is more challenging	School provides more/less support for students with disabilities, IEP, and/or 50	They are in a better school	They are in a worse school	They feel less safe at the new school	They feel safer at the new school	They have fewer activities	They have more activities	Things are about the same	n
<b>Jurisdiction</b>													
County	60%	306		28%				24%	25%			183	
Brisbane	81%	16		38%					31%	31%		13	
Burlingame	55%	22	33%	33%							33%	12	
Daly City	41%	17	43%			29%		29%			29%	7	
East Palo Alto	54%	13	43%	57%				29%				7	
Foster City	62%	13									50%	8	
Half Moon Bay	58%	12		43%				29%	29%	43%		7	
Hillsborough	60%	5							67%			3	
Milbrae	82%	11		33%				44%	44%	33%		9	
Pacifica	91%	11						50%				10	
Redwood City	52%	23				25%	33%			25%		12	
San Bruno	67%	18	33%			33%			33%			12	
San Mateo	66%	35	32%			32%						22	
South San Francisco	36%	56		26%		26%					26%	19	
<b>Race/Ethnicity</b>													
African American	87%	69	30%	30%					32%	32%		60	
Asian	73%	91	27%	32%				32%	27%			66	
Hispanic	49%	91		23%				30%	23%		25%	44	
Other Race	65%	31		40%				30%	25%	25%		20	
Non-Hispanic White	60%	60	28%	31%		44%			28%			36	
<b>Tenure</b>													
Homeowner	74%	66		39%				29%	31%			49	
Renter	58%	213	25%	30%					25%			122	
Precariously Housed	78%	104	35%						34%		30%	80	
<b>Income</b>													
Less than \$25,000	65%	92	22%	32%					35%			60	
\$25,000-\$49,999	66%	56	25%					28%		28%	25%	36	
\$50,000-\$99,999	55%	85		30%		28%			23%			47	
Above \$100,000	59%	44	35%	31%				38%				26	
<b>Household Characteristics</b>													
Children under 18	67%	237		32%				23%	25%			158	
Large Households	45%	44		32%		26%					32%	19	
Single Parent	74%	124		32%				28%	29%			92	
Disability	70%	188	26%	28%					30%			132	
Older Adults (age 65+)	77%	117		35%				29%	29%			89	

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.



**Experience with housing discrimination.** Overall, 19% of survey respondents felt they were discriminated against when they looked for housing in the area.<sup>1</sup> As shown in Figure 16, African American respondents (62%), single parent households (44%) and precariously housed respondents (39%) are most likely to say they experienced housing discrimination. Residents with income above \$100,000 and homeowners are least likely (11%).

Respondents who believed they experienced discrimination when looking for housing in the county reported when the discrimination occurred. Nearly half of respondents (45%) reported that the discrimination they experienced occurred between 2 and 5 years ago. Twenty eight percent of respondents reported that the discrimination occurred in the past year, 20% reported more than 5 years ago and 7% of respondents did not remember when the discrimination happened.

**How discrimination was addressed.** Respondents who believed they experienced discrimination when looking for housing in the county were asked to describe the actions they took in response to the discrimination. Overall, the most common responses to discrimination experienced by survey respondents were *Nothing/I wasn't sure what to do* (42%), *Moved/found another place to live* (30%), and *Nothing/I was afraid of being evicted or harassed* (20%).

Among top responses for actions taken in response to experienced discrimination, every group reported *Nothing/I wasn't sure what to do* with the exception of African American households and Brisbane residents (both groups top response was *Moved/found another place to live*). Similarly, survey respondents from Foster City and Redwood City were the only groups not to include *Moved/found another place to live* among their top responses. African American and Asian households, as well as single parent households, were more likely than other groups to contact either a housing authority, local fair housing organization, or the California Department of Housing or Civil Rights to report their discrimination incident.

**Reasons for discrimination.** Respondents who believed they experienced discrimination when looking for housing in the county provided the reasons why they thought they were discriminated against. Note that the basis offered by residents is not necessarily protected by federal, state, or local fair housing law, as respondents could provide open-ended and multiple reasons why they thought they experienced discrimination.

Examples of how respondents described why they felt discriminated against, which they provided as open-ended responses to the survey, include:

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<sup>1</sup> Note that this question applies to all respondents, not just those who seriously looked for housing in the past five years.

## APPENDIX C.3

**Appearance/Characteristics**

- *"Because of my race and ethnicity"*
- *"[We] were given a subprime loan for home purchase for being Latinx, low-income and primarily Spanish-speaking; refinance last year was lower than expected."*
- *"It was clear my disability is the reason"*
- *"I have a child and a couple places told me they wouldn't rent to me due to my son."*
- *"The agent asked if I was a tech worker. When I said no, the agent said the place was just rented, even though it was on the listing as active."*
- *"I was approved for the unit and when they met my partner, who is Black, they said [the unit] was rented."*

**Source of Income/Credit**

- *"Income was through SSDI"*
- *"The landlord wanted an excellent credit score..."*
- *"We were not able to provide all the requirement to rent, like SSN [social security number], income proof, employment, and we don't make enough income..."*
- *"They wanted someone with income from employment not due to disability."*
- *"I was discriminated against because of my race and the fact that I had Section 8 at the time. Being African American and having Section 8 made a lot of people feel like I wouldn't take care of their property."*
- *"I am currently being discriminated against due to my need with rental help and because two of us in our household have a need for an emotional support animal."*

**Immigration status**

- *Mi hermana llamo a los departamentos donde yo vivo y la manager le dijo que no había disponible pero no era verdad también le dijo que hablara inglés y le pidió seguro social pensando que no tenía y le dijo que tenía que ganar una cierta cantidad de dinero para poder rentar. (My sister called the apartments where I live and the manager told her that there was no one available but it was not true. She also told her to speak English and asked for social security thinking that she did not have it and told her that she had to earn a certain amount of money to be able to rent).*



Figure 16. Percent of respondents who felt they were discriminated against and how was it addressed

	Percent who felt they were discriminated against					n	Nothing/ I wasn't sure what to do	Moved/ found another place to live	Nothing/ I was afraid of being evicted/ harassed	Called/ emailed housing authority	Called/ emailed local fair housing organization	Called/ emailed California Department of Housing/ Civil Rights	Called/ emailed City office, County office, or human rights department/ agency	Filed a complaint	Other	n
	In the past year	2 to 5 years ago	More than 5 years ago	Don't remember												
<b>Jurisdiction</b>																
<b>County</b>	19%	28%	45%	20%	7%	357	42%	30%	20%							359
<b>Brisbane</b>	22%	29%	36%	29%	7%	14		64%			21%		21%			14
<b>Burlingame</b>	14%	25%	50%	20%	5%	20	35%	25%		20%		20%				20
<b>Daly City</b>	15%	20%	40%	33%	7%	15	56%	25%	25%							16
<b>East Palo Alto</b>	29%	23%	54%	15%	8%	13	38%	38%		23%						13
<b>Foster City</b>	18%	15%	40%	45%	0%	20	38%						24%	24%		21
<b>Half Moon Bay</b>	26%	27%	55%	9%	9%	11	27%	36%			36%					11
<b>Hillsborough</b>	15%	14%	71%	0%	14%	7		29%			57%					7
<b>Milbrae</b>	29%	36%	50%	7%	7%	14	31%	23%		38%		23%				13
<b>Pacifica</b>	21%	29%	36%	36%	0%	14	50%		21%	29%		21%			21%	14
<b>Redwood City</b>	24%	34%	34%	19%	13%	32	47%	26%	21%	21%						34
<b>San Bruno</b>	12%	30%	60%	0%	10%	10	50%	30%		30%	30%					10
<b>San Mateo</b>	30%	35%	45%	15%	5%	40	53%	26%	26%							38
<b>South San Francisco</b>	13%	30%	40%	23%	6%	82	59%	27%								83
<b>Race/Ethnicity</b>																
<b>African American</b>	62%	16%	59%	25%	0%	83		36%	29%	27%	26%	27%	24%			84
<b>Asian</b>	16%	24%	50%	20%	6%	82	28%	25%	29%	29%	24%	24%				83
<b>Hispanic</b>	27%	25%	42%	24%	8%	107	52%	27%								107
<b>Other Race</b>	30%	28%	47%	14%	12%	43	47%	30%	26%							43
<b>Non-Hispanic White</b>	12%	38%	41%	14%	7%	91	44%	27%	18%							91
<b>Tenure</b>																
<b>Homeowner</b>	11%	26%	46%	20%	7%	95	32%	29%	22%							96
<b>Renter</b>	28%	26%	47%	20%	6%	232	42%	32%	23%							232
<b>Precariously Housed</b>	39%	21%	54%	20%	4%	98	24%	28%		35%		26%				100
<b>Income</b>																
<b>Less than \$25,000</b>	36%	29%	51%	11%	9%	100	39%	30%	25%							102
<b>\$25,000-\$49,999</b>	24%	31%	41%	22%	6%	64	42%	36%	25%	22%						64
<b>\$50,000-\$99,999</b>	19%	27%	45%	25%	3%	97	44%	29%			18%					97
<b>Above \$100,000</b>	11%	28%	45%	21%	7%	76	45%	22%	16%	16%						76
<b>Household Characteristics</b>																
<b>Children under 18</b>	26%	21%	57%	15%	6%	216	36%	31%	26%							218
<b>Large Households</b>	19%	26%	52%	9%	13%	54	65%	24%	15%							55
<b>Single Parent</b>	44%	13%	65%	17%	5%	106		33%	32%	27%	26%	26%				107
<b>Disability</b>	33%	27%	48%	21%	4%	215	33%	30%		22%						219
<b>Older Adults (age 65+)</b>	20%	20%	51%	20%	8%	144	24%	34%	24%	24%						146

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.

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**Experience of persons with disabilities.** Overall, 35% of respondents' households include a member experiencing a disability. Of these households, 26% said their housing does not meet their accessibility needs; 74% report that their current housing situation meets their needs. The three top greatest housing needs expressed by respondents included grab bars in bathroom or bench in shower (34%), supportive services to help maintain housing (33%), and ramps (26%). Other needs expressed by a substantial proportion of groups included *wider doorways*, *reserved accessible parking spot by the entrance*, and *more private space in the facility in which I live*.

Of respondents by jurisdiction, East Palo Alto (64%) has the lowest proportion of respondents with disabilities whose current housing situation meets their needs. Of these respondents, 63% indicated they needed supportive services to help maintain housing.

The highest proportion of respondents by group reporting that they or a member of their household experiences a disability were African American (71%), households making less than \$25,000 (59%), single parent households (58%), and precariously housed respondents (56%).



Figure 17. Respondents experiencing a disability and their top three greatest housing needs

	Percent of respondents with a disability	Current housing situation meeting needs	Total n	Grab bars in bathroom or bench in shower	Supportive services to help maintain housing	Ramps	Wider doorways	Reserved accessible parking spot by entrance	More private space in the facility in which I live	Service or emotional support animal allowed	Would like to live alone (not with a roommate)	Fewer restrictions/more freedom	Alarm to notify if a non-verbal child leaves the home	Fire alarm/doorbell I made accessible for person with hearing disability/deaf	Better navigation for person who is blind	n
<b>Jurisdiction</b>																
<b>County</b>	35%	74%	711	34%	33%	26%										171
<b>Brisbane</b>	37%	72%	25	29%	29%		29%	29%								7
<b>Burlingame</b>	27%	80%	41	63%	50%		50%									8
<b>Daly City</b>	34%	68%	38		36%		36%	45%			36%					11
<b>East Palo Alto</b>	44%	64%	22		63%											8
<b>Foster City</b>	31%	83%	40		29%		29%									7
<b>Half Moon Bay</b>	45%	68%	22	29%								29%				7
<b>Hillsborough</b>	26%	100%	13													n/a
<b>Milbrae</b>	40%	82%	17	25%				25%	25%				25%	25%	25%	4
<b>Pacifica</b>	39%	93%	29				100%									2
<b>Redwood City</b>	42%	68%	62	33%	28%	28%		33%								18
<b>San Bruno</b>	40%	82%	34	50%		33%		33%								6
<b>San Mateo</b>	43%	72%	65	41%	47%					41%						17
<b>South San Francisco</b>	30%	68%	210	35%	28%	32%										57
<b>Race/Ethnicity</b>																
<b>African American</b>	71%	87%	95		40%		40%	33%								15
<b>Asian</b>	31%	77%	157	29%	34%	26%		26%								35
<b>Hispanic</b>	41%	70%	162	37%	54%			35%								46
<b>Other Race</b>	38%	71%	56	63%		50%	44%									16
<b>Non-Hispanic White</b>	32%	77%	241	33%		27%		21%								52
<b>Tenure</b>																
<b>Homeowner</b>	29%	82%	280	35%		37%		37%								43
<b>Renter</b>	39%	73%	347	41%	40%			27%								88
<b>Precariously Housed</b>	56%	71%	154		37%		26%				33%					43
<b>Income</b>																
<b>Less than \$25,000</b>	59%	71%	167		42%			27%			23%					48
<b>\$25,000-\$49,999</b>	40%	67%	107		45%	45%	45%									31
<b>\$50,000-\$99,999</b>	35%	77%	180	43%	26%	24%										42
<b>Above \$100,000</b>	23%	82%	167	52%		34%		41%								29
<b>Household Characteristics</b>																
<b>Children under 18</b>	35%	78%	293		40%		29%	32%								63
<b>Large Households</b>	35%	70%	99	41%	45%			34%								29
<b>Single Parent</b>	58%	81%	139		48%		28%	41%								29
<b>Older Adults (age 65+)</b>	46%	76%	337	44%	29%	30%										79

Source: Root Policy Research from the 2021-2022 21 Elements AFFH Resident Survey.

**Transportation.** Over 80% of respondents indicated the type of transportation used most often is driving a personal vehicle. This share was relatively similar across the majority of jurisdictions and was the number one type of transportation used across all jurisdictions and demographic characteristics.

The groups with the lowest proportion of those who primarily drive included African American (40%), households making less than \$25,000 (53%), single parents (57%), and precariously housed (57%) respondents.

As shown in Figure 18, on average respondents are fairly satisfied with their transportation situation. Those groups somewhat or not at all satisfied with their transportation options include African American (58%), Brisbane (51%), single parents (45%) and precariously housed (44%) respondents.



Figure 18.  
Are you satisfied  
with your current  
transportation  
options?

Source:

Root Policy Research from the  
2021-2022 21 Elements AFFH  
Resident Survey.

	Entirely satisfied	Mostly satisfied	Somewhat unsatisfied	Not at all satisfied	n
<b>Jurisdiction</b>					
<b>County</b>	29%	45%	20%	6%	1,903
<b>Brisbane</b>	17%	33%	38%	13%	64
<b>Burlingame</b>	32%	45%	21%	1%	139
<b>Daly City</b>	19%	52%	20%	8%	109
<b>East Palo Alto</b>	31%	36%	24%	9%	45
<b>Foster City</b>	29%	43%	20%	9%	115
<b>Half Moon Bay</b>	30%	35%	26%	9%	46
<b>Hillsborough</b>	50%	34%	14%	2%	44
<b>Milbrae</b>	30%	45%	13%	13%	40
<b>Pacifica</b>	28%	42%	15%	15%	65
<b>Redwood City</b>	30%	36%	27%	8%	142
<b>San Bruno</b>	23%	54%	19%	4%	81
<b>San Mateo</b>	29%	52%	14%	4%	134
<b>South San Francisco</b>	34%	48%	15%	3%	666
<b>Race/Ethnicity</b>					
<b>African American</b>	22%	21%	48%	10%	134
<b>Asian</b>	23%	49%	24%	4%	500
<b>Hispanic</b>	29%	43%	22%	7%	397
<b>Other Race</b>	29%	41%	21%	9%	149
<b>Non-Hispanic White</b>	32%	45%	17%	5%	757
<b>Tenure</b>					
<b>Homeowner</b>	31%	45%	18%	6%	905
<b>Renter</b>	27%	44%	23%	6%	834
<b>Precariously Housed</b>	20%	36%	35%	9%	254
<b>Income</b>					
<b>Less than \$25,000</b>	22%	39%	29%	10%	282
<b>\$25,000-\$49,999</b>	25%	42%	26%	8%	265
<b>\$50,000-\$99,999</b>	28%	52%	16%	4%	517
<b>Above \$100,000</b>	34%	44%	18%	4%	721
<b>Household Characteristics</b>					
<b>Children under 18</b>	25%	43%	25%	6%	840
<b>Large Households</b>	29%	50%	18%	4%	284
<b>Single Parent</b>	20%	36%	38%	7%	240
<b>Disability</b>	25%	40%	27%	8%	658
<b>Older Adults (age 65+)</b>	30%	43%	21%	6%	736



**Solutions offered by residents.** Respondents were asked a series of questions about how to improve their situations related to housing, employment, health, education and neighborhood.

**Improve housing security.** When asked what could improve a respondent's housing security, the top answers among respondents by jurisdiction, race/ethnicity, tenure, income, and other selected housing characteristics were *none of the above* and *help me with a downpayment/purchase*.

The highest proportion of respondents among groups that selected *None of the above* includes:

- Hillsborough, 71%
- Owners, 65%
- Income greater than \$100,000, 54%
- Residents of Foster City, 53%
- White, 51%
- Residents of Burlingame, 50%

The highest proportion of respondents among groups that selected *Help me with a downpayment or purchase* includes:

- Renters, 44%
- Large households, 42%
- Residents of Daly City, 41%
- Hispanic, 39%
- Precariously housed, 39%
- Residents of the City of San Mateo, 37%

Other solutions to improve housing security identified by several different groups included *Help me with the housing search*, *help me pay rent each month*, and *find a landlord who accepts Section 8*. The highest proportion of respondents among groups that selected these solutions includes:

*Help me with the housing search*

- Precariously housed, 39%
- Income less than \$25,000, 34%
- Income between \$25,000-\$50,000, 29%



- Half Moon Bay residents, 27%

*Help me pay rent each month*

- Income less than \$25,000, 35%
- Single parent, 31%

*Find a landlord who accepts Section 8*

- Black or African American, 37%

**Improve neighborhood situation.** When asked what could improve a respondent's neighborhood situation, nearly every respondent group by jurisdiction, race/ethnicity, tenure, income, and other selected housing characteristics identified *Better lighting*. Other solutions flagged by multiple respondent groups to improve their neighborhood situations includes *Improve street crossings* and *none of the above*.

The highest proportion of respondents among groups that selected *Better lighting* includes:

- East Palo Alto residents, 45%
- Millbrae residents, 45%
- Other race, 42%
- Daly City residents, 41%
- Hispanic residents, 40%
- Income between \$25,000-\$50,000, 40%
- Income between \$50,000-\$100,000, 40%

The highest proportion of respondents among groups that selected *Improve street crossings* includes:

- San Mateo residents, 34%
- Single parent, 31%

The highest proportion of respondents among groups that selected *None of the above* includes:

- Foster City residents, 37%
- Hillsborough residents, 36%
- Burlingame residents, 28%

Additionally, 42% of Millbrae respondents chose *Reduce crime*, 40% of Brisbane respondents chose *More stores to meet my needs*, and 33% of Half Moon Bay respondents chose *Build more sidewalks*.

**Improve health situation.** When asked what could improve a respondent's health situation, the majority of respondent groups by jurisdiction, race/ethnicity, tenure, income, and other selected housing characteristics selected *Make it easier to exercise*, *More healthy food* and *None of the above*.

The highest proportion of respondents among groups that selected *Make it easier to exercise* includes:

- Redwood City residents, 48%
- Hispanic, 42%
- South San Francisco residents, 41%
- City of San Mateo residents, 41%
- Asian, 41%
- Renters, 40%

The highest proportion of respondents among groups that selected *More healthy food* includes:

- East Palo Alto, residents 48%
- Precariously Housed, 47%
- Single parent, 41%
- Daly City residents, 40%
- Income less than \$25,000, 38%
- Black or African American, 37%
- Large Households, 37%

The highest proportion of respondents among groups that selected *None of the above* includes residents from:

- Hillsborough, 48%
- Burlingame, 47%
- Foster City, 42%
- White, 41%
- Owners, 39%



Additionally, African American (34%) and San Bruno (29%) respondents identified *Better access to mental health care* as a solution to help improve their health situations.

**Improve job situation.** When asked what could improve a respondent's employment situation, the majority of respondent groups by jurisdiction, race/ethnicity, tenure, income, and other selected housing characteristics selected *Increase wages* and *None of the above*.

The highest proportion of respondents among groups that selected *Increase wages* includes:

- Renters, 52%
- Single parents, 50%
- Hispanic, 49%
- Households with children, 49%
- Daly City residents, 49%
- Income between \$50,000-\$100,000, 49%
- Large households, 48%

The highest proportion of respondents among groups that selected *None of the above* includes:

- Hillsborough residents, 76%
- Owners, 58%
- White, 57%
- Over 65+, 53%
- Income greater than \$100,000, 53%
- Foster City residents, 53%

Additionally, 29% of households with income less than \$25K identified *Find a job near my apartment or house* as a solution to help improve their situation.

**Improve education situation.** When asked what could improve a respondent's education situation for their children, the majority of respondent groups by jurisdiction, race/ethnicity, tenure, income, and other selected housing characteristics selected *None of the above*, *Have more activities*, and *Stop bullying/crime/drug use at school*.

The highest proportion of respondents among groups that selected *None of the above* includes:

- Burlingame residents, 55%

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- White, 52%
- Over 65+, 51%
- Hillsborough residents, 49%
- Foster City residents, 46%
- Brisbane residents, 45%

The highest proportion of respondents among groups that selected *Have more activities* includes:

- Single parent, 45%
- Households with children, 41%
- Large households, 41%
- Other race, 37%
- Daly City residents, 34%
- Hispanic, 34%

The highest proportion of respondents among groups that selected *Stop bullying/crime/drug use at school* includes:

- East Palo Alto residents, 38%
- Precariously housed, 31%
- Other race, 30%
- Redwood City residents, 29%
- Hispanic, 29%
- San Mateo residents, 28%

Additionally, 29% of Millbrae respondents identified *Have better teachers at their schools* as a means to improve the education situation in their respective households.

## APPENDIX D - ABAG and MTC Housing Needs Data Report - Brisbane

This appendix is a copy of Brisbane's housing needs data report from the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC). The report uses 2019 ACS data, which was the most current information available when the report was written (April 2021). The City of Brisbane has reviewed the 2020 Census data and concluded that there are no significant changes or new patterns from 2019 to 2020. However, the main body of the Housing Element, specifically data and analysis contained within Chapter 2, has been updated with 2020 Census data and/or more recent sources specific to the City of Brisbane where appropriate; the attached housing needs data report is supplemental to the data, information, and analysis provided in Chapter 2 of the Housing Element.

# HOUSING NEEDS DATA REPORT: BRISBANE

ABAG/MTC Staff and Baird + Driskell Community Planning

2021-04-02



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## 1 INTRODUCTION

The Bay Area continues to see growth in both population and jobs, which means more housing of various types and sizes is needed to ensure that residents across all income levels, ages, and abilities have a place to call home. While the number of people drawn to the region over the past 30 years has steadily increased, housing production has stalled, contributing to the housing shortage that communities are experiencing today. In many cities, this has resulted in residents being priced out, increased traffic congestion caused by longer commutes, and fewer people across incomes being able to purchase homes or meet surging rents.

The 2023-2031 Housing Element Update provides a roadmap for how to meet our growth and housing challenges. Required by the state, the Housing Element identifies what the existing housing conditions and community needs are, reiterates goals, and creates a plan for more housing. The Housing Element is an integral part of the General Plan, which guides the policies of Brisbane.



## 2 SUMMARY OF KEY FACTS

- **Population** - Generally, the population of the Bay Area continues to grow because of natural growth and because the strong economy draws new residents to the region. The population of Brisbane increased by 28.8% from 2000 to 2020, which is above the growth rate of the Bay Area.
- **Age** - In 2019, Brisbane's youth population under the age of 18 was 844 and senior population 65 and older was 816. These age groups represent 18.0% and 17.4%, respectively, of Brisbane's population.
- **Race/Ethnicity** - In 2020, 43.8% of Brisbane's population was White while 2.8% was African American, 32.1% was Asian, and 17.2% was Latinx. People of color in Brisbane comprise a proportion below the overall proportion in the Bay Area as a whole.<sup>1</sup>
- **Employment** - Brisbane residents most commonly work in the *Financial & Professional Services* industry. From January 2010 to January 2021, the unemployment rate in Brisbane decreased by 6.9 percentage points. Since 2010, the number of jobs located in the jurisdiction decreased by 420 (6.0%). Additionally, the jobs-household ratio in Brisbane has decreased from 5.11 in 2002 to 3.55 jobs per household in 2018.
- **Number of Homes** - The number of new homes built in the Bay Area has not kept pace with the demand, resulting in longer commutes, increasing prices, and exacerbating issues of displacement and homelessness. The number of homes in Brisbane increased, 5.2% from 2010 to 2020, which is *above* the growth rate for San Mateo County and *above* the growth rate of the region's housing stock during this time period.
- **Home Prices** - A diversity of homes at all income levels creates opportunities for all Brisbane residents to live and thrive in the community.
  - **Ownership** The largest proportion of homes had a value in the range of \$750k-\$1M in 2019. Home prices increased by 103.7% from 2010 to 2020.
  - **Rental Prices** - The typical contract rent for an apartment in Brisbane was \$1,910 in 2019. Rental prices increased by 47.9% from 2009 to 2019. To rent a typical apartment without cost burden, a household would need to make \$76,440 per year.<sup>2</sup>
- **Housing Type** - It is important to have a variety of housing types to meet the needs of a community today and in the future. In 2020, 58.4% of homes in Brisbane were single family detached, 11.5% were single family attached, 10.8% were small multifamily (2-4 units), and 16.0% were medium or large multifamily (5+ units). Between 2010 and 2020, the number of single-family units increased more than multi-family units. Generally, in Brisbane, the share of the housing stock that is detached single family homes is above that of other jurisdictions in the region.

<sup>1</sup> The Census Bureau's American Community Survey accounts for ethnic origin separate from racial identity. The numbers reported here use an accounting of both such that the racial categories are shown exclusive of Latinx status, to allow for an accounting of the Latinx population regardless of racial identity. The term Hispanic has historically been used to describe people from numerous Central American, South American, and Caribbean countries. In recent years, the term Latino or Latinx has become preferred. This report generally uses Latinx, but occasionally when discussing US Census data, we use Hispanic or Non-Hispanic, to clearly link to the data source.

<sup>2</sup> Note that contract rents may differ significantly from, and often being lower than, current listing prices.



- **Cost Burden** - The U.S. Department of Housing and Urban Development considers housing to be affordable for a household if the household spends less than 30% of its income on housing costs. A household is considered “cost-burdened” if it spends more than 30% of its monthly income on housing costs, while those who spend more than 50% of their income on housing costs are considered “severely cost-burdened.” In Brisbane, 23.5% of households spend 30%-50% of their income on housing, while 17.6% of households are severely cost burden and use the majority of their income for housing.
- **Displacement/Gentrification** - According to research from The University of California, Berkeley, 0.0% of households in Brisbane live in neighborhoods that are susceptible to or experiencing displacement, and 0.0% live in areas at risk of or undergoing gentrification. 0.0% of households in Brisbane live in neighborhoods where low-income households are likely excluded due to prohibitive housing costs. There are various ways to address displacement including ensuring new housing at all income levels is built.
- **Neighborhood** - 0.0% of residents in Brisbane live in neighborhoods identified as “Highest Resource” or “High Resource” areas by State-commissioned research, while 0.0% of residents live in areas identified by this research as “Low Resource” or “High Segregation and Poverty” areas. These neighborhood designations are based on a range of indicators covering areas such as education, poverty, proximity to jobs and economic opportunities, low pollution levels, and other factors.<sup>3</sup>
- **Special Housing Needs** - Some population groups may have special housing needs that require specific program responses, and these groups may experience barriers to accessing stable housing due to their specific housing circumstances. In Brisbane, 8.1% of residents have a disability of any kind and may require accessible housing. Additionally, 6.8% of Brisbane households are larger households with five or more people, who likely need larger housing units with three bedrooms or more. 11.3% of households are female-headed families, which are often at greater risk of housing insecurity.

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<sup>3</sup> For more information on the “opportunity area” categories developed by HCD and the California Tax Credit Allocation Committee, see this website: <https://www.treasurer.ca.gov/ctcac/opportunity.asp>.



## 3 LOOKING TO THE FUTURE: REGIONAL HOUSING NEEDS

### 3.1 Regional Housing Needs Determination

The Plan Bay Area 2050<sup>4</sup> Final Blueprint forecasts that the nine-county Bay Area will add 1.4 million new households between 2015 and 2050. For the eight-year time frame covered by this Housing Element Update, the Department of Housing and Community Development (HCD) has identified the region's housing need as 441,176 units. The total number of housing units assigned by HCD is separated into four income categories that cover housing types for all income levels, from very low-income households to market rate housing.<sup>5</sup> This calculation, known as the Regional Housing Needs Determination (RHND), is based on population projections produced by the California Department of Finance as well as adjustments that incorporate the region's existing housing need. The adjustments result from recent legislation requiring HCD to apply additional adjustment factors to the baseline growth projection from California Department of Finance, in order for the regions to get closer to healthy housing markets. To this end, adjustments focus on the region's vacancy rate, level of overcrowding and the share of cost burdened households, and seek to bring the region more in line with comparable ones.<sup>6</sup> These new laws governing the methodology for how HCD calculates the RHND resulted in a significantly higher number of housing units for which the Bay Area must plan compared to previous RHNA cycles.

### 3.2 Regional Housing Needs Allocation

A starting point for the Housing Element Update process for every California jurisdiction is the Regional Housing Needs Allocation or RHNA - the share of the RHND assigned to each jurisdiction by the Association of Bay Area Governments (ABAG). State Housing Element Law requires ABAG to develop a methodology that calculates the number of housing units assigned to each city and county and distributes each jurisdiction's housing unit allocation among four affordability levels. HCD approved the ABAG Regional Housing Needs Allocation (RHNA) Plan on January 12, 2022. For this RHNA cycle, the RHND increased by 135%, from 187,990 to 441,776. For more information on the RHNA process this cycle, see ABAG's website: <https://abag.ca.gov/our-work/housing/rhna-regional-housing-needs-allocation>

The allocation that Brisbane received from the Final RHNA Methodology is broken down by income category in Table 1.

---

<sup>4</sup> Plan Bay Area 2050 is a long-range plan charting the course for the future of the nine-county San Francisco Bay Area. It covers four key issues: the economy, the environment, housing and transportation

<sup>5</sup> HCD divides the RHND into the following four income categories:

Very Low-income: 0-50% of Area Median Income

Low-income: 50-80% of Area Median Income

Moderate-income: 80-120% of Area Median Income

Above Moderate-income: 120% or more of Area Median Income

<sup>6</sup> For more information on HCD's RHND calculation for the Bay Area, see this letter sent to ABAG from HCD on June 9, 2020: [https://www.hcd.ca.gov/community-development/housing-element/docs/abagrhna-final060920\(r\).pdf](https://www.hcd.ca.gov/community-development/housing-element/docs/abagrhna-final060920(r).pdf)



Table 1: Illustrative Regional Housing Needs Allocation from Final Methodology

Income Group	Brisbane Units	San Mateo County Units	Bay Area Units	Brisbane Percent	San Mateo County Percent	Bay Area Percent
Very Low Income (<50% of AMI)	317	12,196	114,442	20.0%	25.6%	25.9%
Low Income (50%-80% of AMI)	183	7,023	65,892	11.5%	14.7%	14.9%
Moderate Income (80%-120% of AMI)	303	7,937	72,712	19.1%	16.6%	16.5%
Above Moderate Income (>120% of AMI)	785	20,531	188,130	49.4%	43.1%	42.6%
<b>Total</b>	<b>1,588</b>	<b>47,687</b>	<b>441,176</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Association of Bay Area Governments Final Regional Housing Needs Allocation Plan: San Francisco Bay Area, 2023-2031, adopted December 2021 and updated March 2022, was approved by HCD January 12, 2022.



## 4 POPULATION, EMPLOYMENT AND HOUSEHOLD CHARACTERISTICS

### 4.1 Population

The Bay Area is the fifth-largest metropolitan area in the nation and has seen a steady increase in population since 1990, except for a dip during the Great Recession. Many cities in the region have experienced significant growth in jobs and population. While these trends have led to a corresponding increase in demand for housing across the region, the regional production of housing has largely not kept pace with job and population growth. Since 2000, Brisbane's population has increased by 28.8%; this rate is above that of the region as a whole, at 14.8%. In Brisbane, roughly 4.5% of its population moved during the past year, a number 8.9 percentage points smaller than the regional rate of 13.4%.

Table 2: Population Growth Trends

Geography	1990	1995	2000	2005	2010	2015	2020
Brisbane	2952	3102	3597	3713	4282	4569	4633
San Mateo County	649623	685354	707163	719844	718451	761748	773244
Bay Area	6020147	6381961	6784348	7073912	7150739	7595694	7790537

Universe: Total population

Source: California Department of Finance, E-5 series

In 2020, the population of Brisbane was estimated to be 4,633 (see Table 2). From 1990 to 2000, the population increased by 21.8%, while it increased by 19.0% during the first decade of the 2000s. In the most recent decade, the population increased by 8.2%. The population of Brisbane makes up 0.6% of San Mateo County.<sup>7</sup>

<sup>7</sup> To compare the rate of growth across various geographic scales, Figure 1 shows population for the jurisdiction, county, and region indexed to the population in the year 1990. This means that the data points represent the population growth (i.e. percent change) in each of these geographies relative to their populations in 1990.

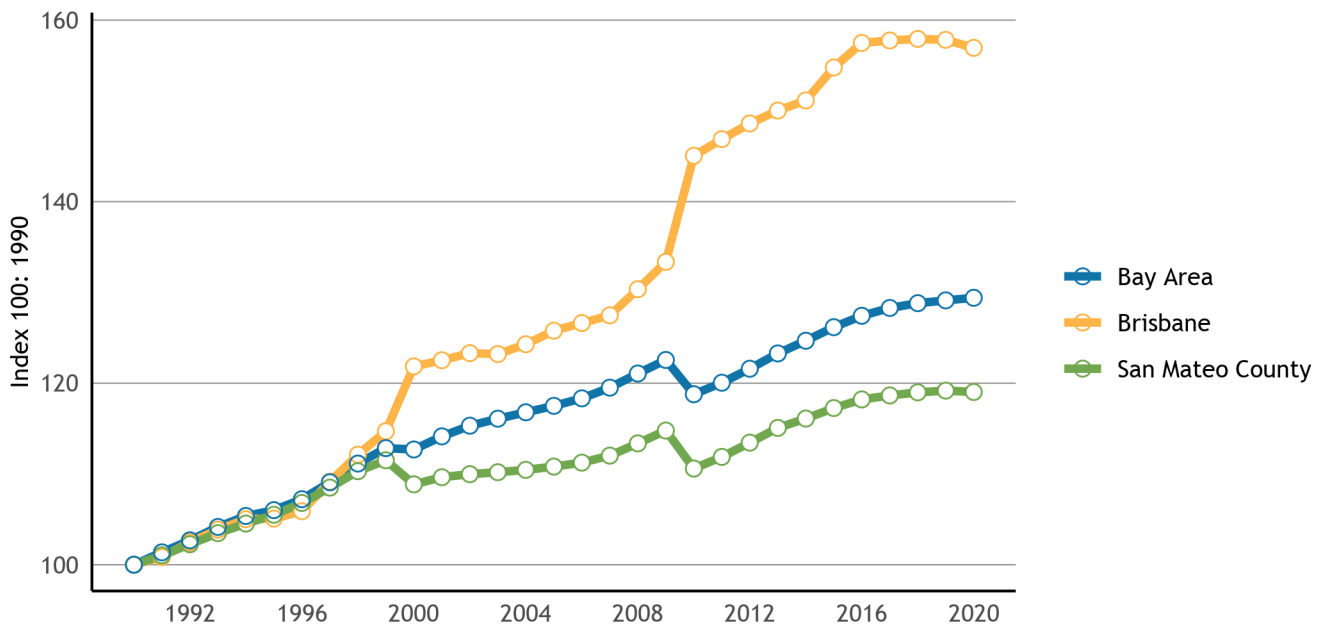


Figure 1: Population Growth Trends

Source: California Department of Finance, E-5 series Note: The data shown on the graph represents population for the jurisdiction, county, and region indexed to the population in the first year shown. The data points represent the relative population growth in each of these geographies relative to their populations in that year.

For some jurisdictions, a break may appear at the end of each decade (1999, 2009) as estimates are compared to census counts. DOF uses the decennial census to benchmark subsequent population estimates.

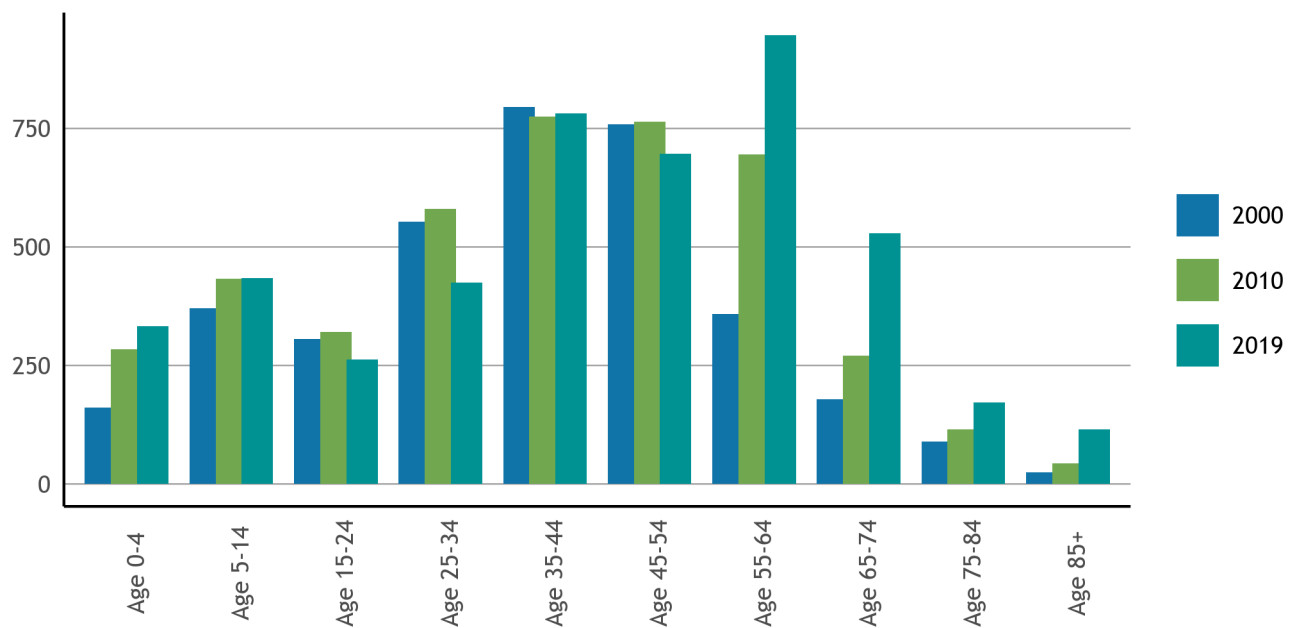
### 4.2 Age

The distribution of age groups in a city shapes what types of housing the community may need in the near future. An increase in the older population may mean there is a developing need for more senior housing options, while higher numbers of children and young families can point to the need for more family housing options and related services. There has also been a move by many to age-in-place or downsize to stay within their communities, which can mean more multifamily and accessible units are also needed.

In Brisbane, the median age in 2000 was 39.6; by 2019, this figure had increased, landing at around 46 years. More specifically, the population of those under 14 has increased since 2010, while the 65-and-over population has increased (see Figure 2).







**Figure 2: Population by Age, 2000-2019**

*Universe: Total population*

*Source: U.S. Census Bureau, Census 2000 SF1, Table P12; U.S. Census Bureau, Census 2010 SF1, Table P12; U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B01001*

Looking at the senior and youth population by race can add an additional layer of understanding, as families and seniors of color are even more likely to experience challenges finding affordable housing. People of color<sup>8</sup> make up 37.4% of seniors and 48.9% of youth under 18 (see Figure 3).

<sup>8</sup> Here, we count all non-white racial groups

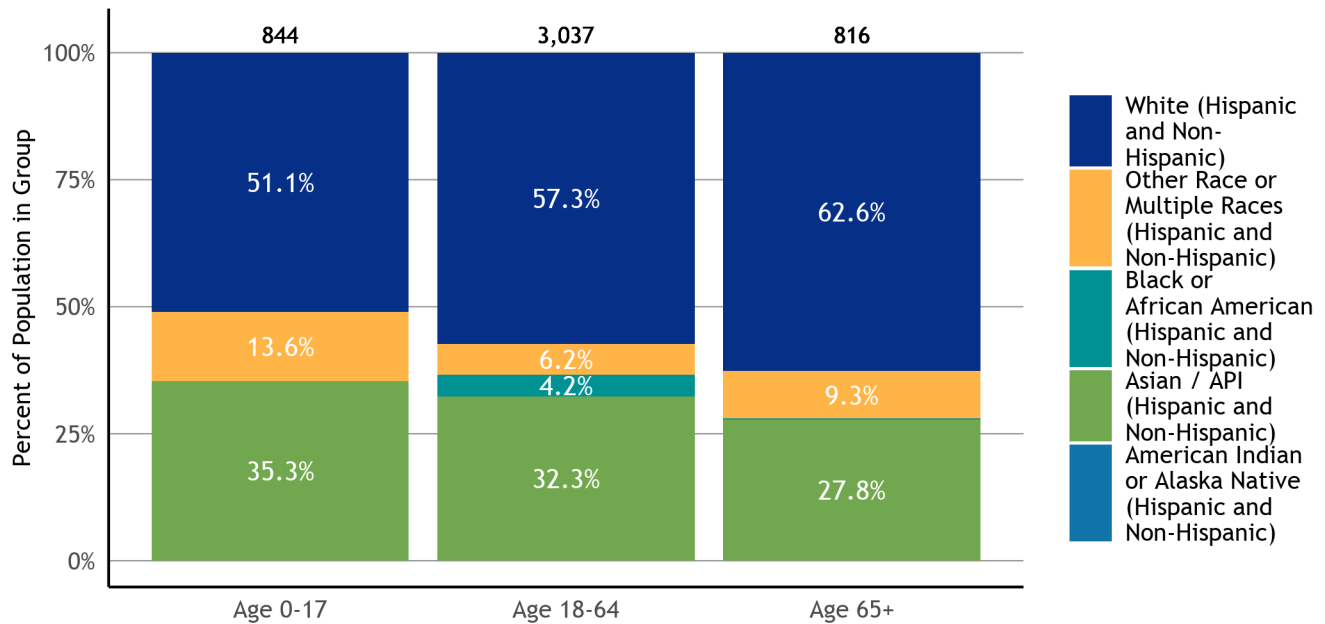


Figure 3: Senior and Youth Population by Race

Universe: Total population

Notes: In the sources for this table, the Census Bureau does not disaggregate racial groups by Hispanic/Latinx ethnicity, and an overlapping category of Hispanic / non-Hispanic groups has not been shown to avoid double counting in the stacked bar chart.

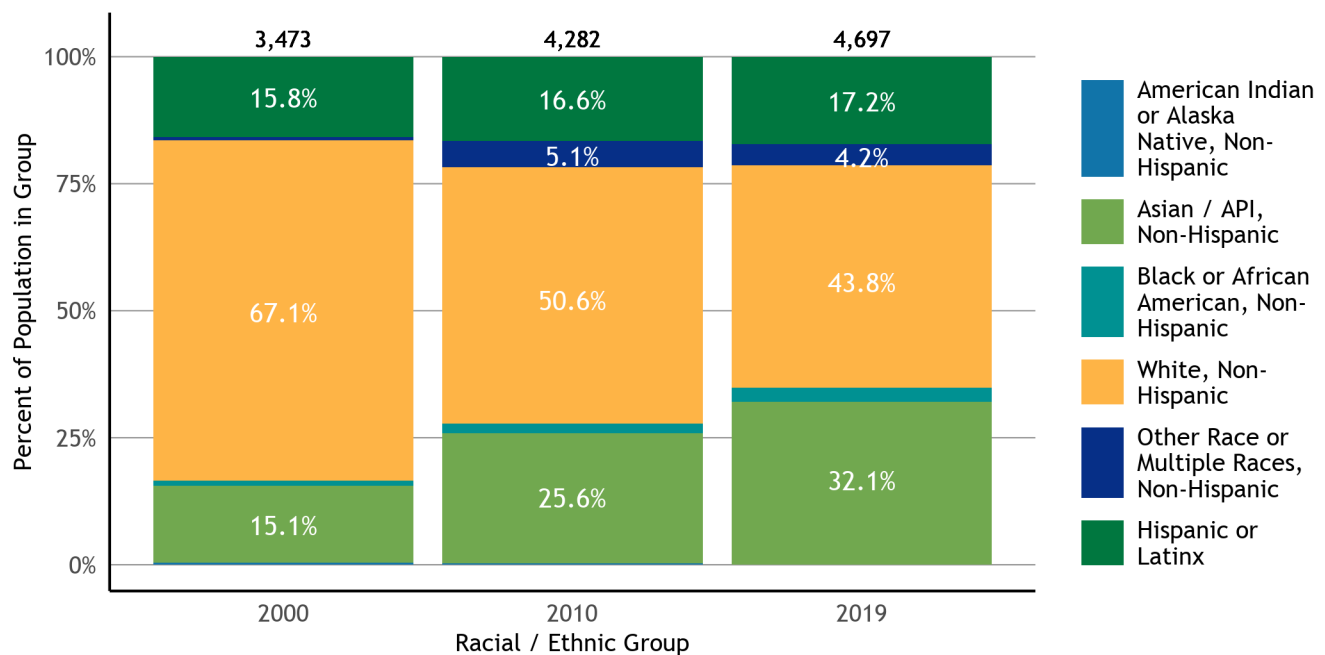
Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B01001(A-G)

### 4.3 Race and Ethnicity

Understanding the racial makeup of a city and region is important for designing and implementing effective housing policies and programs. These patterns are shaped by both market factors and government actions, such as exclusionary zoning, discriminatory lending practices and displacement that has occurred over time and continues to impact communities of color today<sup>9</sup>. Since 2000, the percentage of residents in Brisbane identifying as White has decreased - and by the same token the percentage of residents of all other races and ethnicities has increased - by 23.3 percentage points, with the 2019 population standing at 2,057 (see Figure 4). In absolute terms, the Asian / API, Non-Hispanic population increased the most while the White, Non-Hispanic population decreased the most.

<sup>9</sup> See, for example, Rothstein, R. (2017). The color of law : a forgotten history of how our government segregated America. New York, NY & London, UK: Liveright Publishing.





**Figure 4: Population by Race, 2000-2019**

Universe: Total population

Notes: Data for 2019 represents 2015-2019 ACS estimates. The Census Bureau defines Hispanic/Latinx ethnicity separate from racial categories. For the purposes of this graph, the “Hispanic or Latinx” racial/ethnic group represents those who identify as having Hispanic/Latinx ethnicity and may also be members of any racial group. All other racial categories on this graph represent those who identify with that racial category and do not identify with Hispanic/Latinx ethnicity.

Source: U.S. Census Bureau, Census 2000, Table P004; U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002

## 4.4 Employment Trends

### 4.4.1 Balance of Jobs and Workers

A city houses employed residents who either work in the community where they live or work elsewhere in the region. Conversely, a city may have job sites that employ residents from the same city, but more often employ workers commuting from outside of it. Smaller cities typically will have more employed residents than jobs there and export workers, while larger cities tend to have a surplus of jobs and import workers. To some extent the regional transportation system is set up for this flow of workers to the region’s core job centers. At the same time, as the housing affordability crisis has illustrated, local imbalances may be severe, where local jobs and worker populations are out of sync at a sub-regional scale.

One measure of this is the relationship between *workers* and *jobs*. A city with a surplus of workers “exports” workers to other parts of the region, while a city with a surplus of jobs must conversely “import” them. Between 2002 and 2018, the number of jobs in Brisbane decreased by 20.3% (see Figure 5).

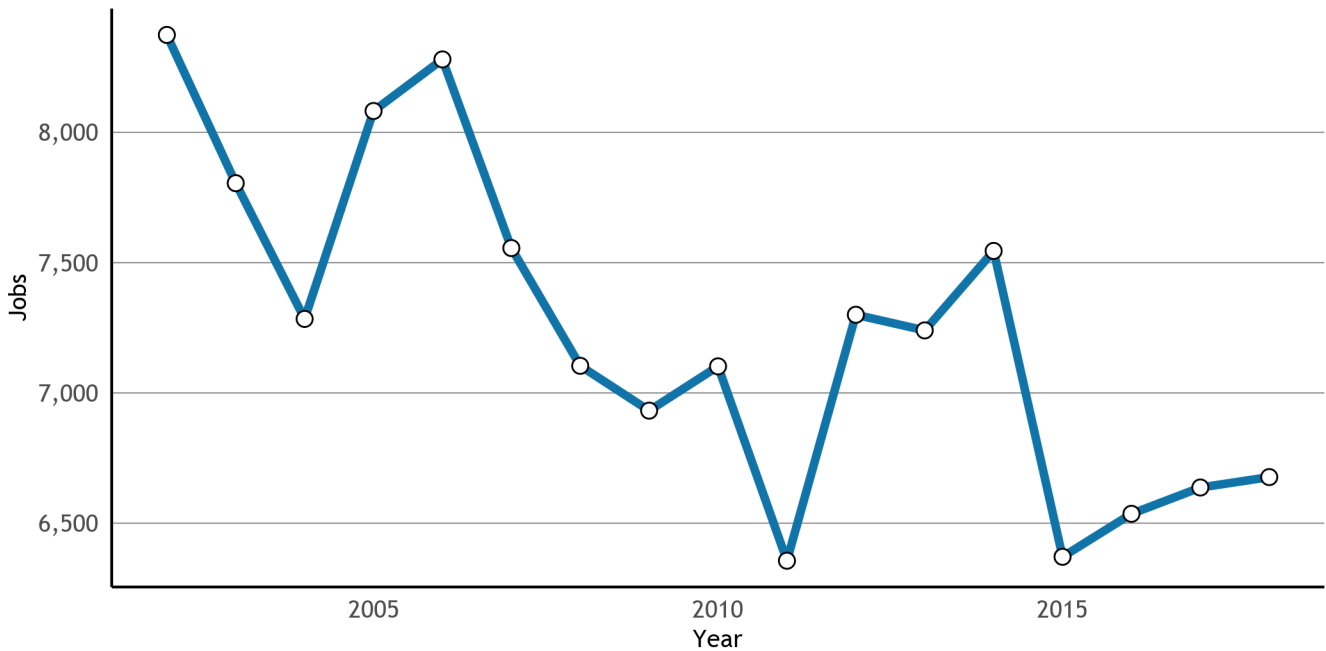


Figure 5: Jobs in a Jurisdiction

Universe: Jobs from unemployment insurance-covered employment (private, state and local government) plus United States Office of Personnel Management-sourced Federal employment  
 Notes: The data is tabulated by place of work, regardless of where a worker lives. The source data is provided at the census block level. These are crosswalked to jurisdictions and summarized.  
 Source: U.S. Census Bureau, Longitudinal Employer-Household Dynamics, Workplace Area Characteristics (WAC) files, 2002-2018

There are 2,636 employed residents, and 6,769 jobs<sup>10</sup> in Brisbane - the ratio of jobs to resident workers is 2.57; Brisbane is a net importer of workers.

Figure 6 shows the balance when comparing jobs to workers, broken down by different wage groups, offering additional insight into local dynamics. A community may offer employment for relatively low-income workers but have relatively few housing options for those workers - or conversely, it may house residents who are low wage workers but offer few employment opportunities for them. Such relationships may cast extra light on potentially pent-up demand for housing in particular price categories. A relative surplus of jobs relative to residents in a given wage category suggests the need to import those workers, while conversely, surpluses of workers in a wage group relative to jobs means the community will export those workers to other jurisdictions. Such flows are not inherently bad, though over time, sub-regional imbalances may appear. Brisbane has more low-wage jobs than low-wage residents (where low-wage refers to jobs paying less than \$25,000). At the other end of the wage spectrum, the city has more high-wage jobs than high-wage residents (where high-wage refers to jobs paying more than \$75,000) (see Figure 6).<sup>11</sup>

<sup>10</sup> Employed residents in a jurisdiction is counted by place of residence (they may work elsewhere) while jobs in a jurisdiction are counted by place of work (they may live elsewhere). The jobs may differ from those reported in Figure 5 as the source for the time series is from administrative data, while the cross-sectional data is from a survey.

<sup>11</sup> The source table is top-coded at \$75,000, precluding more fine grained analysis at the higher end of the wage spectrum.

APPENDIX D

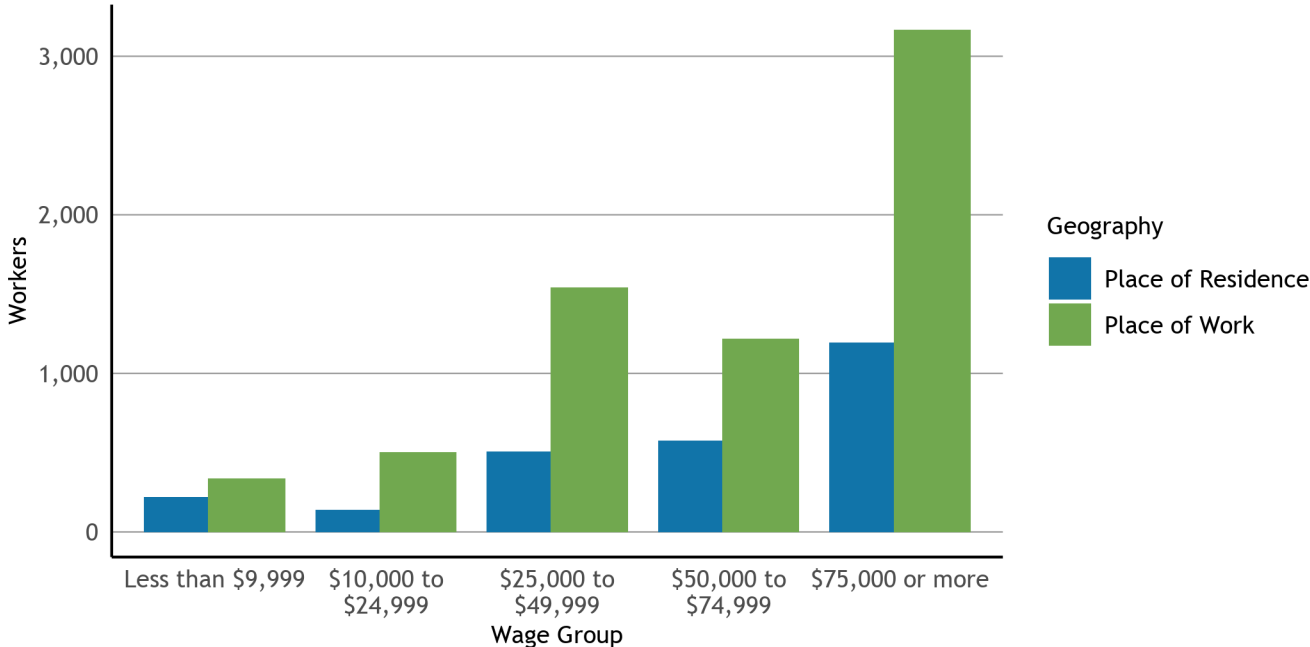
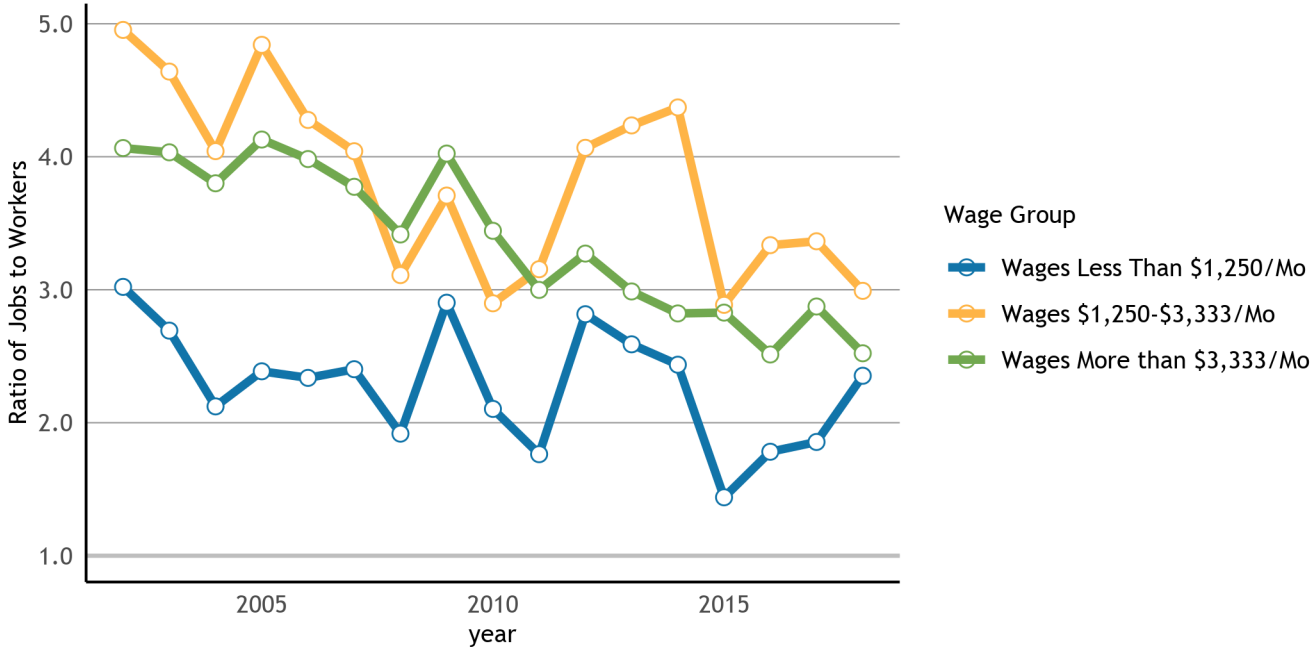


Figure 6: Workers by Earnings, by Jurisdiction as Place of Work and Place of Residence

Universe: Workers 16 years and over with earnings
Source: U.S. Census Bureau, American Community Survey 5-Year Data 2015-2019, B08119, B08519

Figure 7 shows the balance of a jurisdiction’s resident workers to the jobs located there for different wage groups as a ratio instead - a value of 1 means that a city has the same number of jobs in a wage group as it has resident workers - in principle, a balance. Values above 1 indicate a jurisdiction will need to import workers for jobs in a given wage group. At the regional scale, this ratio is 1.04 jobs for each worker, implying a modest import of workers from outside the region (see Figure 7).



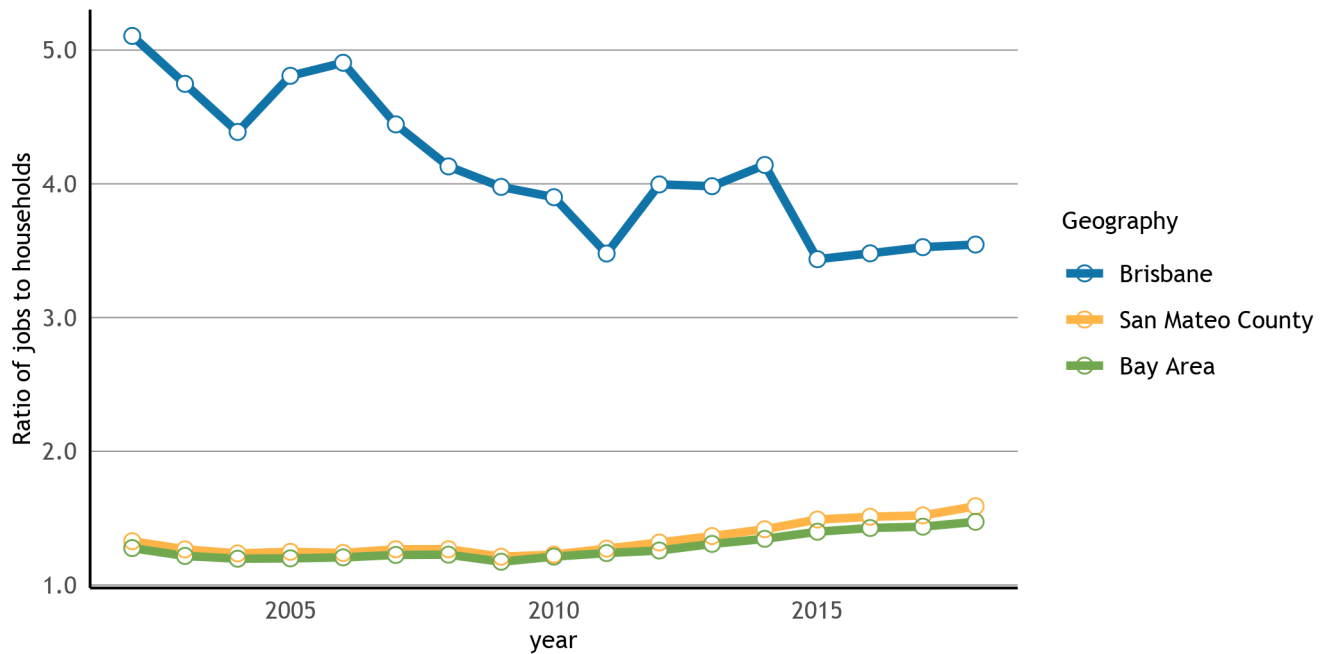


### Figure 7: Jobs-Worker Ratios, By Wage Group

Universe: Jobs in a jurisdiction from unemployment insurance-covered employment (private, state and local government) plus United States Office of Personnel Management-sourced Federal employment  
 Notes: The ratio compares job counts by wage group from two tabulations of LEHD data: Counts by place of work relative to counts by place of residence. See text for details.  
 Source: U.S. Census Bureau, Longitudinal Employer-Household Dynamics, Workplace Area Characteristics (WAC) files (Jobs); Residence Area Characteristics (RAC) files (Employed Residents), 2010-2018

Such balances between jobs and workers may directly influence the housing demand in a community. New jobs may draw new residents, and when there is high demand for housing relative to supply, many workers may be unable to afford to live where they work, particularly where job growth has been in relatively lower wage jobs. This dynamic not only means many workers will need to prepare for long commutes and time spent on the road, but in the aggregate it contributes to traffic congestion and time lost for all road users.

If there are more jobs than employed residents, it means a city is relatively jobs-rich, typically also with a high jobs to household ratio. Thus bringing housing into the measure, the *jobs-household ratio* in Brisbane has decreased from 5.11 in 2002, to 3.55 jobs per household in 2018 (see Figure 8).



### Figure 8: Jobs-Household Ratio

Universe: Jobs in a jurisdiction from unemployment insurance-covered employment (private, state and local government) plus United States Office of Personnel Management-sourced Federal employment; households in a jurisdiction  
 Notes: The data is tabulated by place of work, regardless of where a worker lives. The source data is provided at the census block level. These are crosswalked to jurisdictions and summarized. The ratio compares place of work wage and salary jobs with households, or occupied housing units. A similar measure is the ratio of jobs to housing units. However, this jobs-household ratio serves to compare the number of jobs in a jurisdiction to the number of housing units that are actually occupied. The difference between a jurisdiction's jobs-housing ratio and jobs-household ratio will be most pronounced in jurisdictions with high vacancy rates, a high rate of units used for seasonal use, or a high rate of units used as short-term rentals.  
 Source: U.S. Census Bureau, Longitudinal Employer-Household Dynamics, Workplace Area Characteristics (WAC) files (Jobs), 2002-2018; California Department of Finance, E-5 (Households)

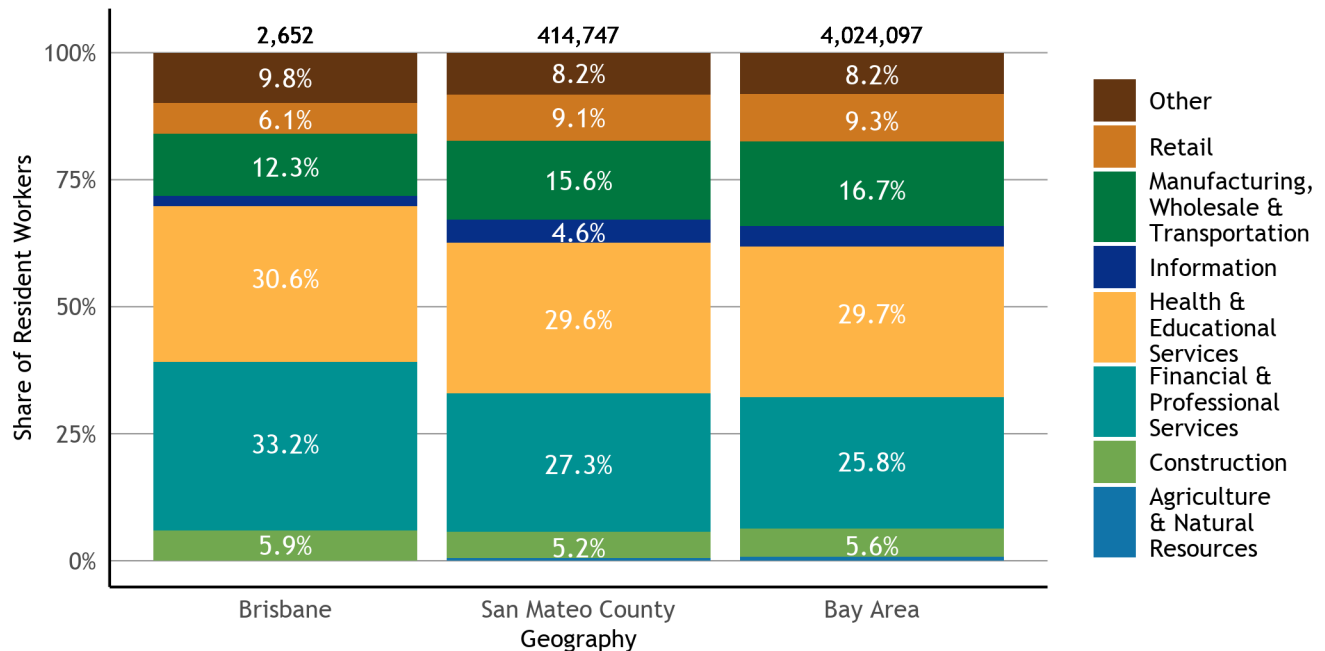
#### 4.4.2 Sector Composition



ASSOCIATION OF BAY AREA GOVERNMENTS  
 METROPOLITAN TRANSPORTATION COMMISSION



In terms of sectoral composition, the largest industry in which Brisbane residents work is *Financial & Professional Services*, and the largest sector in which San Mateo residents work is *Health & Educational Services* (see Figure 9). For the Bay Area as a whole, the *Health & Educational Services* industry employs the most workers.



**Figure 9: Resident Employment by Industry**

Universe: Civilian employed population age 16 years and over

Notes: The data displayed shows the industries in which jurisdiction residents work, regardless of the location where those residents are employed (whether within the jurisdiction or not). Categories are derived from the following source tables: Agriculture & Natural Resources: C24030\_003E, C24030\_030E; Construction: C24030\_006E, C24030\_033E; Manufacturing, Wholesale & Transportation: C24030\_007E, C24030\_034E, C24030\_008E, C24030\_035E, C24030\_010E, C24030\_037E; Retail: C24030\_009E, C24030\_036E; Information: C24030\_013E, C24030\_040E; Financial & Professional Services: C24030\_014E, C24030\_041E, C24030\_017E, C24030\_044E; Health & Educational Services: C24030\_021E, C24030\_024E, C24030\_048E, C24030\_051E; Other: C24030\_027E, C24030\_054E, C24030\_028E, C24030\_055E

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table C24030

#### 4.4.3 Unemployment

In Brisbane, there was a 6.9 percentage point decrease in the unemployment rate between January 2010 and January 2021. Jurisdictions through the region experienced a sharp rise in unemployment in 2020 due to impacts related to the COVID-19 pandemic, though with a general improvement and recovery in the later months of 2020.

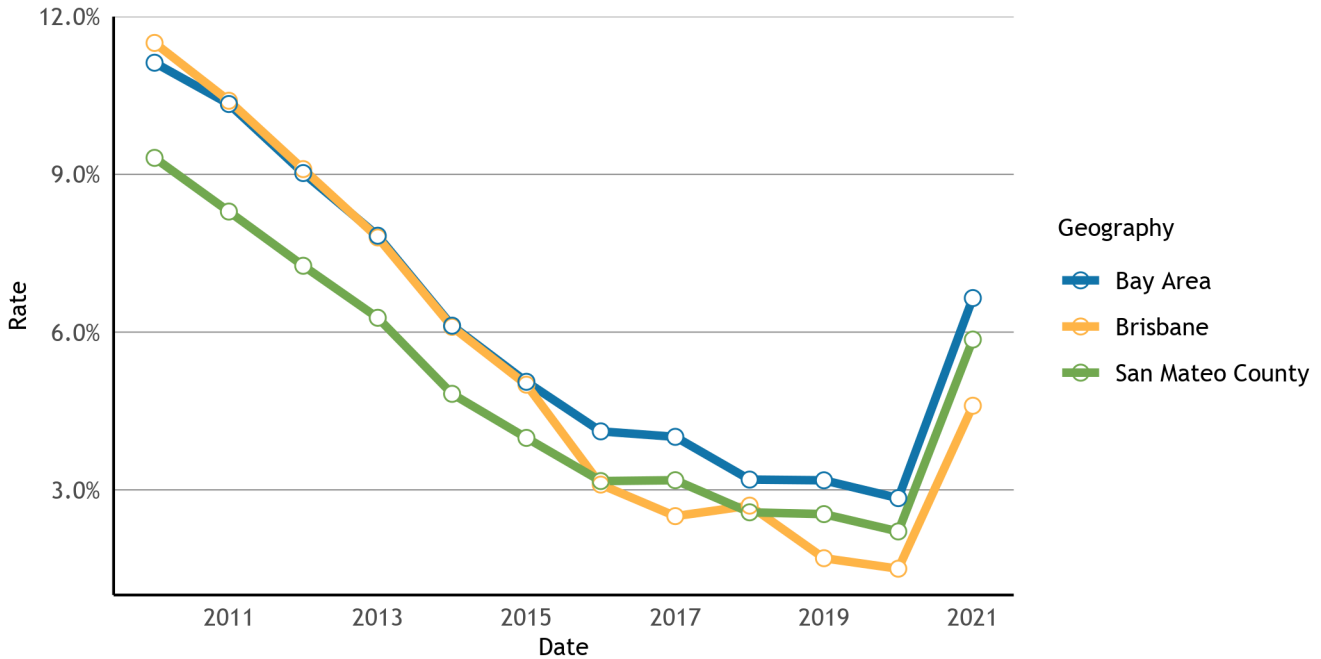


Figure 10: Unemployment Rate

Universe: Civilian noninstitutional population ages 16 and older

Notes: Unemployment rates for the jurisdiction level is derived from larger-geography estimates. This method assumes that the rates of change in employment and unemployment are exactly the same in each sub-county area as at the county level. If this assumption is not true for a specific sub-county area, then the estimates for that area may not be representative of the current economic conditions. Since this assumption is untested, caution should be employed when using these data. Only not seasonally-adjusted labor force (unemployment rates) data are developed for cities and CDPs.

Source: California Employment Development Department, Local Area Unemployment Statistics (LAUS), Sub-county areas monthly updates, 2010-2021.

### 4.5 Extremely Low-Income Households

Despite the economic and job growth experienced throughout the region since 1990, the income gap has continued to widen. California is one of the most economically unequal states in the nation, and the Bay Area has the highest income inequality between high- and low-income households in the state<sup>12</sup>.

In Brisbane, 54.1% of households make more than 100% of the Area Median Income (AMI)<sup>13</sup>, compared to 9.8% making less than 30% of AMI, which is considered extremely low-income (see Figure 11).

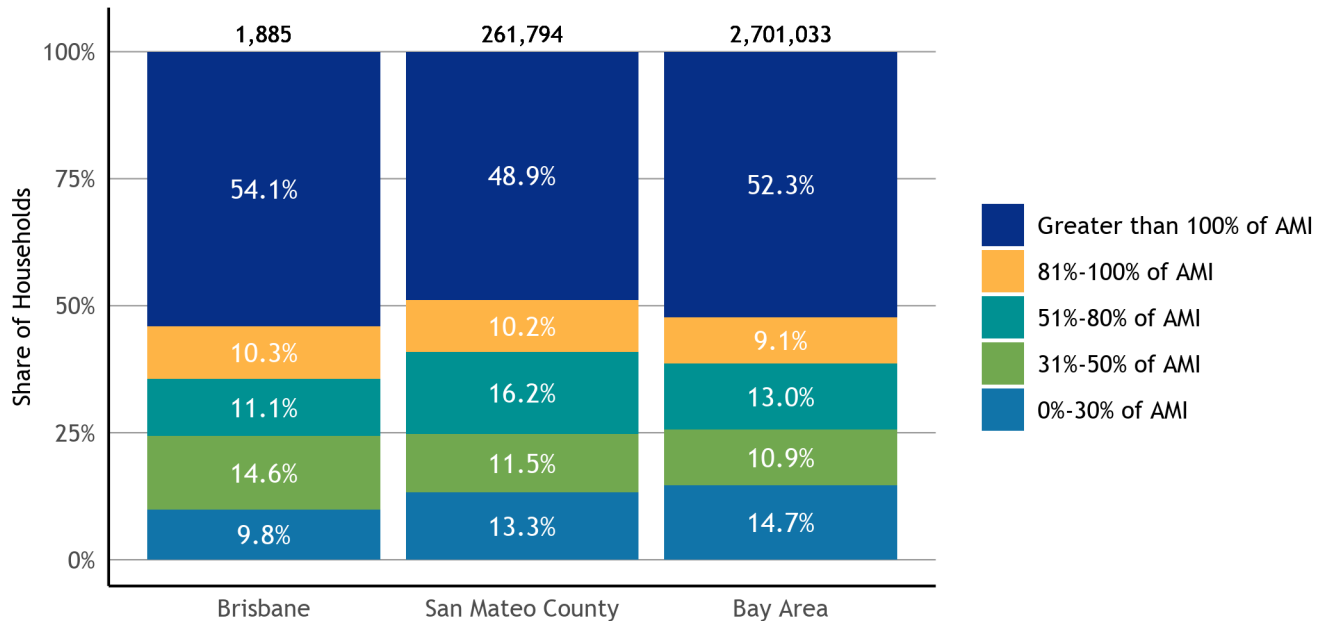
<sup>12</sup> Bohn, S. et al. 2020. Income Inequality and Economic Opportunity in California. Public Policy Institute of California.

<sup>13</sup> Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located. Households making between 80 and 120 percent of the AMI are moderate-income, those making 50 to 80 percent are low-income, those making 30 to 50 percent are very low-income, and those making less than 30 percent are extremely low-income. This is then adjusted for household size.





Regionally, more than half of all households make more than 100% AMI, while 15% make less than 30% AMI. In San Mateo County, 30% AMI is the equivalent to the annual income of \$44,000 for a family of four. Many households with multiple wage earners - including food service workers, full-time students, teachers, farmworkers and healthcare professionals - can fall into lower AMI categories due to relatively stagnant wages in many industries.



**Figure 11: Households by Household Income Level**

Universe: Occupied housing units

Notes: Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located. The data that is reported for the Bay Area is not based on a regional AMI but instead refers to the regional total of households in an income group relative to the AMI for the county where that household is located. Local jurisdictions are required to provide an estimate for their projected extremely low-income households (0-30% AMI) in their Housing Elements. HCD's official Housing Element guidance notes that jurisdictions can use their RHNA for very low-income households (those making 0-50% AMI) to calculate their projected extremely low-income households; this document does not contain the required data point of projected extremely low-income households. Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

Throughout the region, there are disparities between the incomes of homeowners and renters. Typically, the number of low-income renters greatly outpaces the amount of housing available that is affordable for these households.

In Brisbane, the largest proportion of renters falls in the *Greater than 100% of AMI* income group, while the largest proportion of homeowners are found in the *Greater than 100% of AMI* group (see Figure 12).

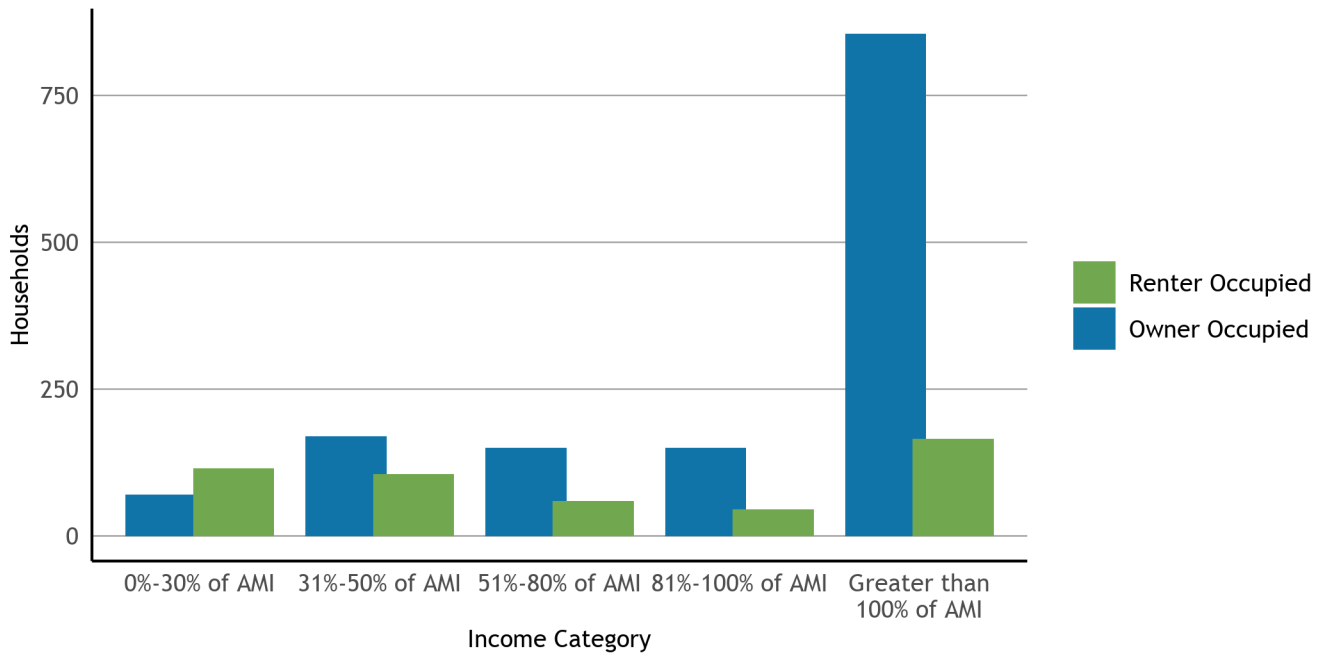


Figure 12: Household Income Level by Tenure

Universe: Occupied housing units

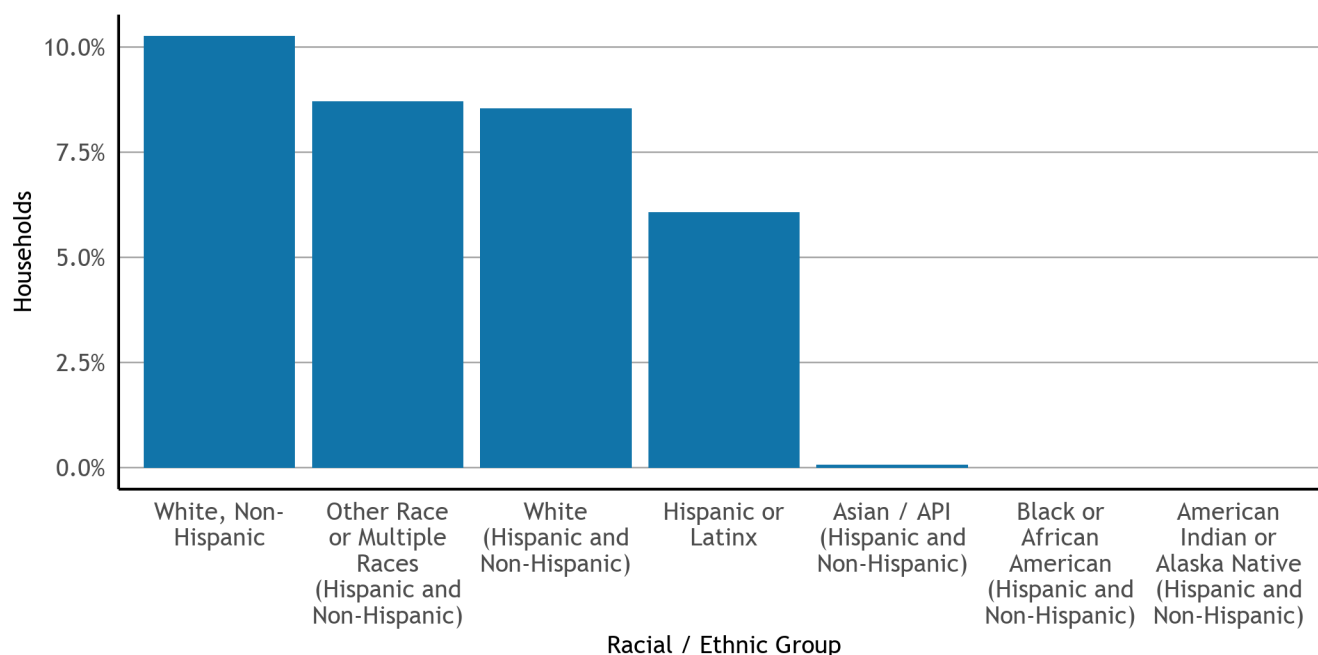
Notes: Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located.

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

Currently, people of color are more likely to experience poverty and financial instability as a result of federal and local housing policies that have historically excluded them from the same opportunities extended to white residents.<sup>14</sup> These economic disparities also leave communities of color at higher risk for housing insecurity, displacement or homelessness. In Brisbane, Other Race or Multiple Races (Hispanic and Non-Hispanic) residents experience the highest rates of poverty, followed by White (Hispanic and Non-Hispanic) residents (see Figure 13).

<sup>14</sup> Moore, E., Montojo, N. and Mauri, N., 2019. Roots, Race & Place: A History of Racially Exclusionary Housing the San Francisco Bay Area. Hass Institute.





**Figure 13: Poverty Status by Race**

*Universe: Population for whom poverty status is determined*

*Notes: The Census Bureau uses a federally defined poverty threshold that remains constant throughout the country and does not correspond to Area Median Income. For this table, the Census Bureau does not disaggregate racial groups by Hispanic/Latinx ethnicity. However, data for the white racial group is also reported for white householders who are not Hispanic/Latinx. Since residents who identify as white and Hispanic/Latinx may have very different experiences within the housing market and the economy from those who identify as white and non-Hispanic/Latinx, data for multiple white sub-groups are reported here. The racial/ethnic groups reported in this table are not all mutually exclusive. Therefore, the data should not be summed as the sum exceeds the population for whom poverty status is determined for this jurisdiction. However, all groups labelled "Hispanic and Non-Hispanic" are mutually exclusive, and the sum of the data for these groups is equivalent to the population for whom poverty status is determined.*

*Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B17001(A-I)*

## 4.6 Tenure

The number of residents who own their homes compared to those who rent their homes can help identify the level of housing insecurity - ability for individuals to stay in their homes - in a city and region. Generally, renters may be displaced more quickly if prices increase. In Brisbane there are a total of 1,892 housing units, and fewer residents rent than own their homes: 25.1% versus 74.9% (see Figure 14). By comparison, 39.8% of households in San Mateo County are renters, while 44% of Bay Area households rent their homes.

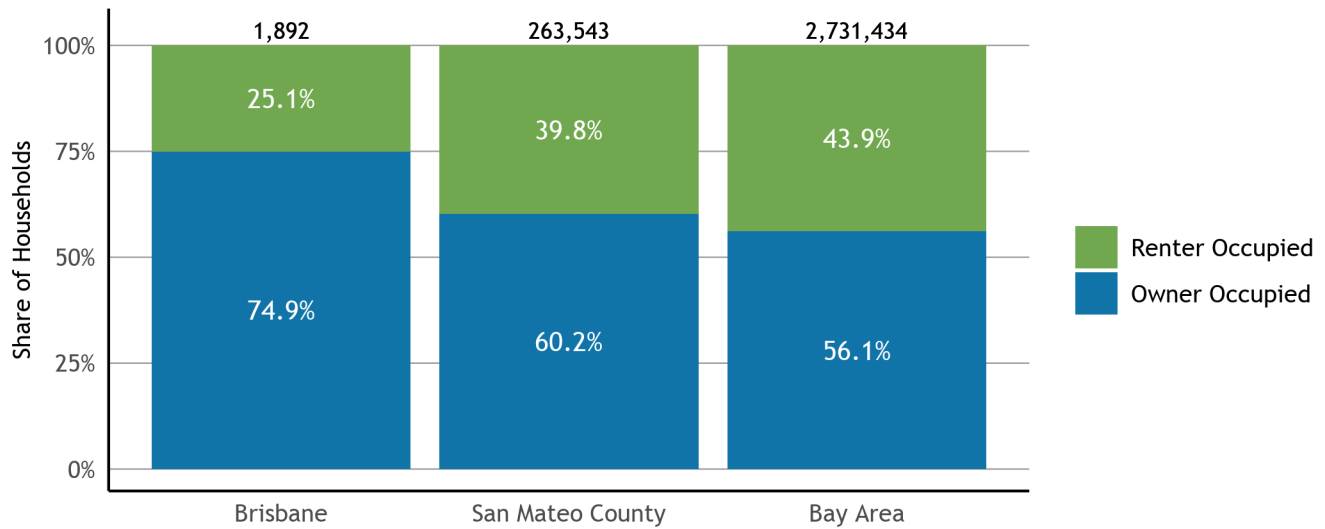


Figure 14: Housing Tenure

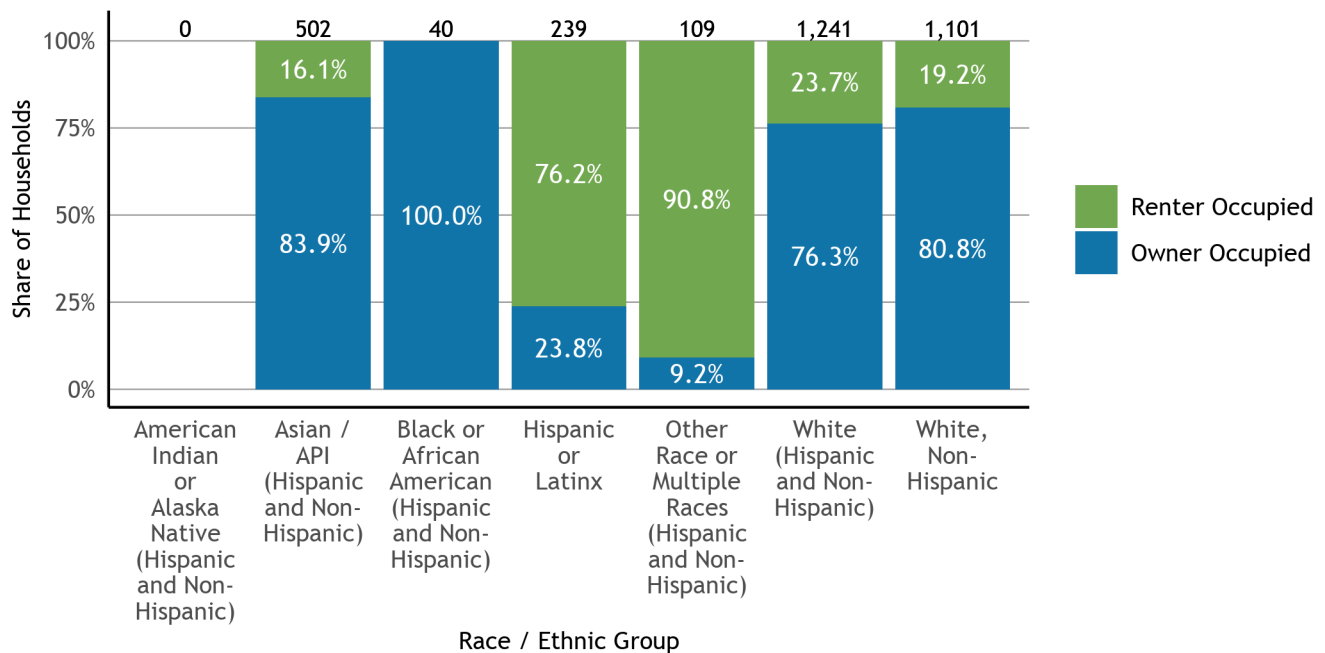
Universe: Occupied housing units

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003

Homeownership rates often vary considerably across race/ethnicity in the Bay Area and throughout the country. These disparities not only reflect differences in income and wealth but also stem from federal, state, and local policies that limited access to homeownership for communities of color while facilitating homebuying for white residents. While many of these policies, such as redlining, have been formally disbanded, the impacts of race-based policy are still evident across Bay Area communities.<sup>15</sup> In Brisbane, 100.0% of Black households owned their homes, while homeownership rates were 83.9% for Asian households, 23.8% for Latinx households, and 76.3% for White households. Notably, recent changes to state law require local jurisdictions to examine these dynamics and other fair housing issues when updating their Housing Elements.

<sup>15</sup> See, for example, Rothstein, R. (2017). The color of law: a forgotten history of how our government segregated America. New York, NY & London, UK: Liveright Publishing.





**Figure 15: Housing Tenure by Race of Householder**

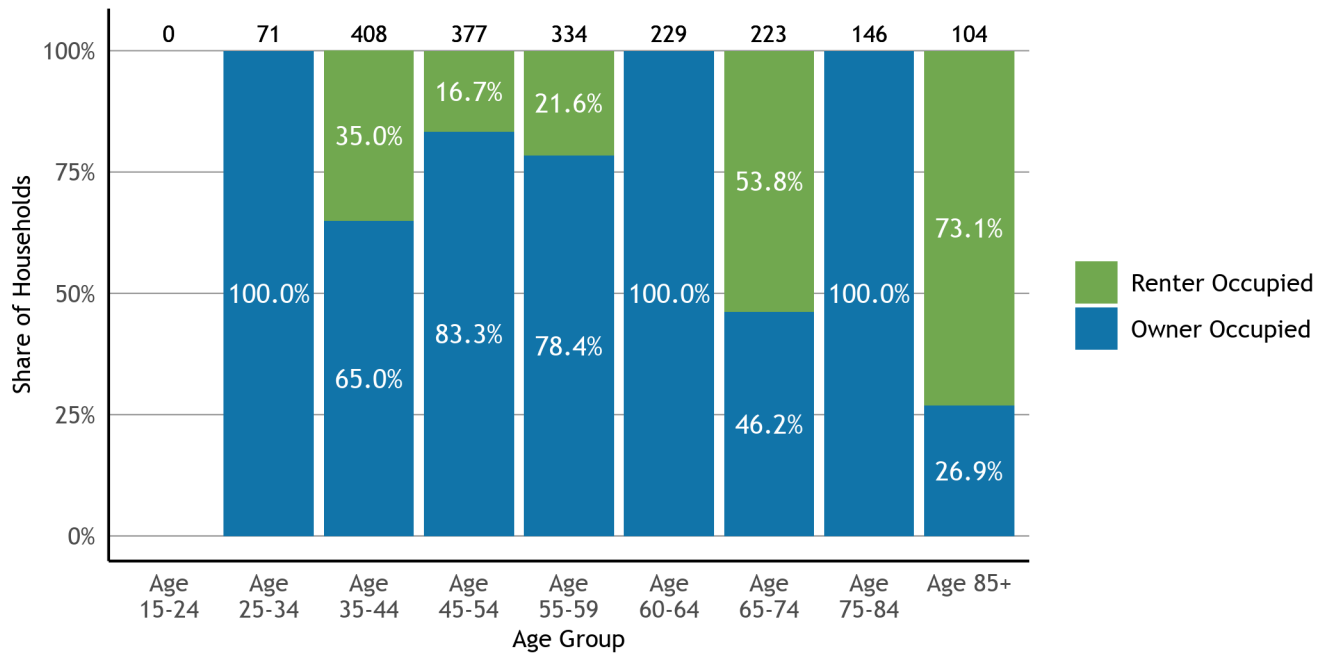
Universe: Occupied housing units

Notes: For this table, the Census Bureau does not disaggregate racial groups by Hispanic/Latinx ethnicity. However, data for the white racial group is also reported for white householders who are not Hispanic/Latinx. Since residents who identify as white and Hispanic/Latinx may have very different experiences within the housing market and the economy from those who identify as white and non-Hispanic/Latinx, data for multiple white sub-groups are reported here. The racial/ethnic groups reported in this table are not all mutually exclusive. Therefore, the data should not be summed as the sum exceeds the total number of occupied housing units for this jurisdiction. However, all groups labelled “Hispanic and Non-Hispanic” are mutually exclusive, and the sum of the data for these groups is equivalent to the total number of occupied housing units.

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003(A-I)

The age of residents who rent or own their home can also signal the housing challenges a community is experiencing. Younger households tend to rent and may struggle to buy a first home in the Bay Area due to high housing costs. At the same time, senior homeowners seeking to downsize may have limited options in an expensive housing market.

In Brisbane, 29.9% of householders between the ages of 25 and 44 are renters, while 41.4% of householders over 65 are (see Figure 16).

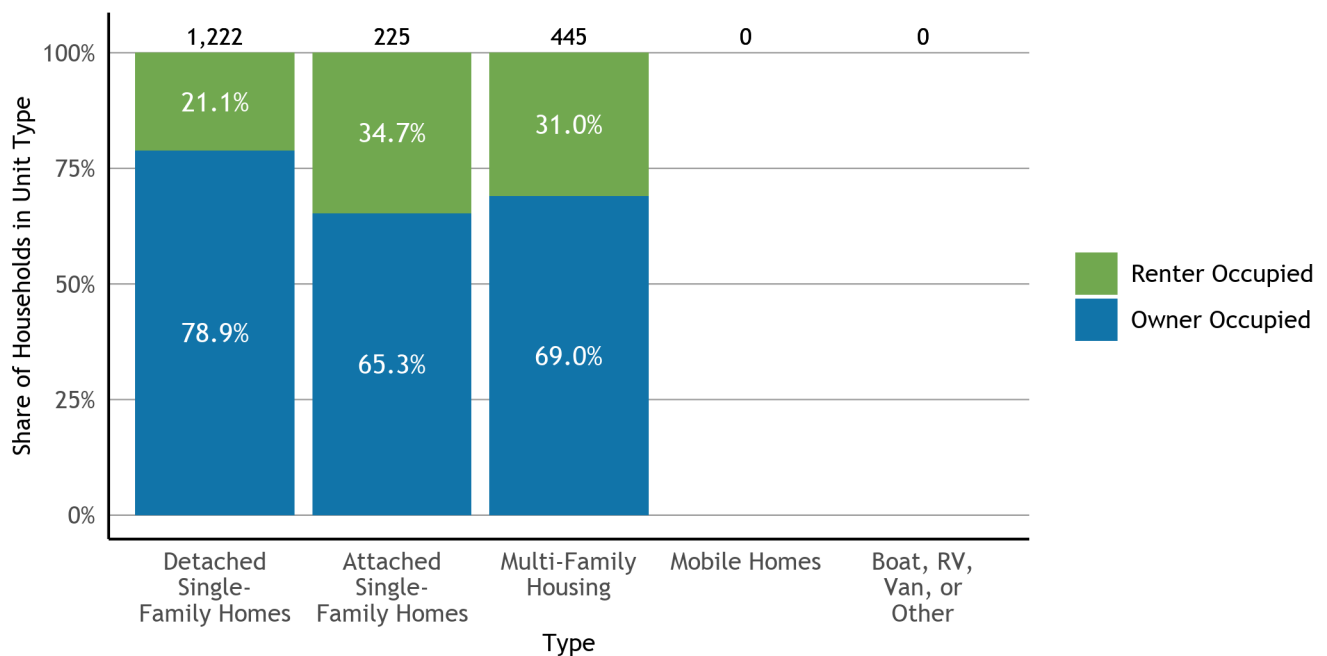


**Figure 16: Housing Tenure by Age**

Universe: Occupied housing units

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25007

In many cities, homeownership rates for households in single-family homes are substantially higher than the rates for households in multi-family housing. In Brisbane, 78.9% of households in detached single-family homes are homeowners, while 69.0% of households in multi-family housing are homeowners (see Figure 17).



## Figure 17: Housing Tenure by Housing Type

Universe: Occupied housing units

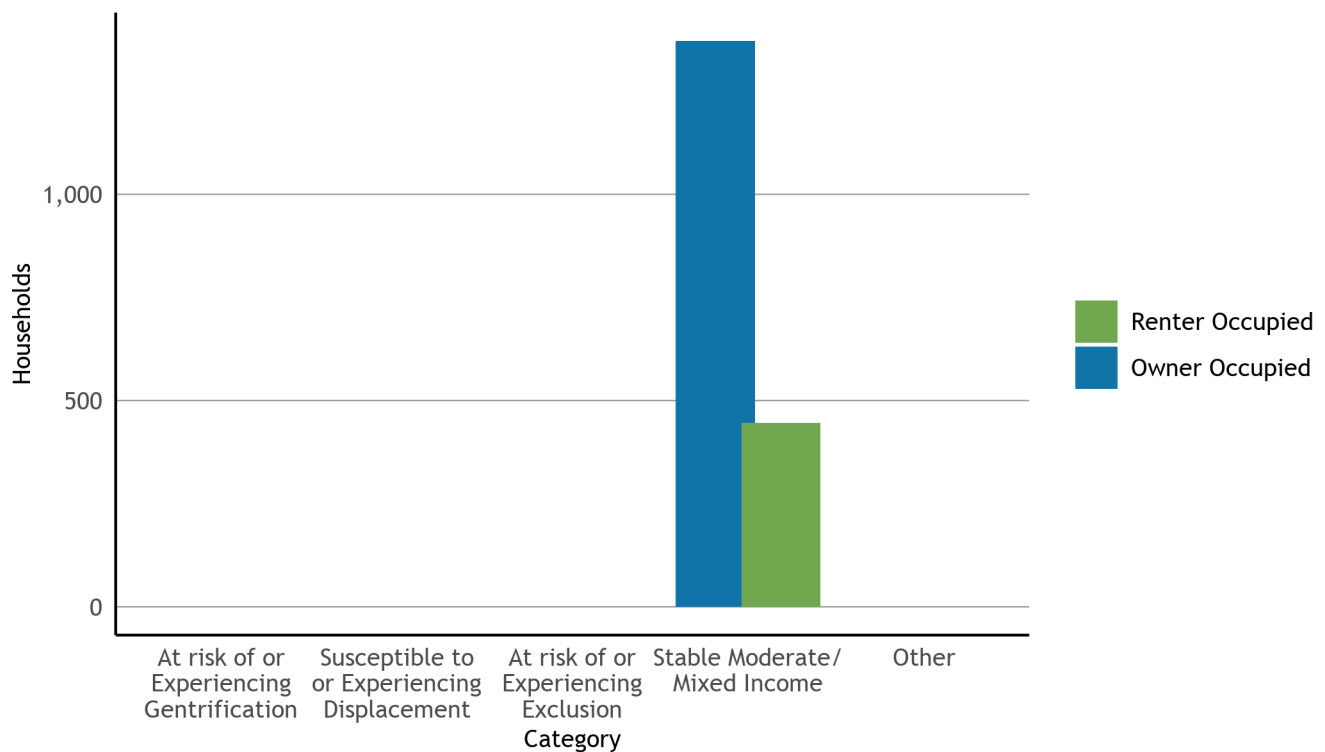
Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25032

### 4.7 Displacement

Because of increasing housing prices, displacement is a major concern in the Bay Area. Displacement has the most severe impacts on low- and moderate-income residents. When individuals or families are forced to leave their homes and communities, they also lose their support network.

The University of California, Berkeley has mapped all neighborhoods in the Bay area, identifying their risk for gentrification. They find that in Brisbane, 0.0% of households live in neighborhoods that are susceptible to or experiencing displacement and 0.0% live in neighborhoods at risk of or undergoing gentrification.

Equally important, some neighborhoods in the Bay Area do not have housing appropriate for a broad section of the workforce. UC Berkeley estimates that 0.0% of households in Brisbane live in neighborhoods where low-income households are likely to be excluded due to prohibitive housing costs.<sup>16</sup>



<sup>16</sup> More information about this gentrification and displacement data is available at the Urban Displacement Project's webpage: <https://www.urbandisplacement.org/>. Specifically, one can learn more about the different gentrification/displacement typologies shown in Figure 18 at this link: [https://www.urbandisplacement.org/sites/default/files/typology\\_sheet\\_2018\\_0.png](https://www.urbandisplacement.org/sites/default/files/typology_sheet_2018_0.png). Additionally, one can view maps that show which typologies correspond to which parts of a jurisdiction here: <https://www.urbandisplacement.org/san-francisco/sf-bay-area-gentrification-and-displacement>



## Figure 18: Households by Displacement Risk and Tenure

Universe: Households

Notes: Displacement data is available at the census tract level. Staff aggregated tracts up to jurisdiction level using census 2010 population weights, assigning a tract to jurisdiction in proportion to block level population weights. Total household count may differ slightly from counts in other tables sourced from jurisdiction level sources. Categories are combined as follows for simplicity: At risk of or Experiencing Exclusion: At Risk of Becoming Exclusive; Becoming Exclusive; Stable/Advanced Exclusive At risk of or Experiencing Gentrification: At Risk of Gentrification; Early/Ongoing Gentrification; Advanced Gentrification Stable Moderate/Mixed Income: Stable Moderate/Mixed Income Susceptible to or Experiencing Displacement: Low-Income/Susceptible to Displacement; Ongoing Displacement Other: High Student Population; Unavailable or Unreliable Data

Source: Urban Displacement Project for classification, American Community Survey 5-Year Data (2015-2019), Table B25003 for tenure.

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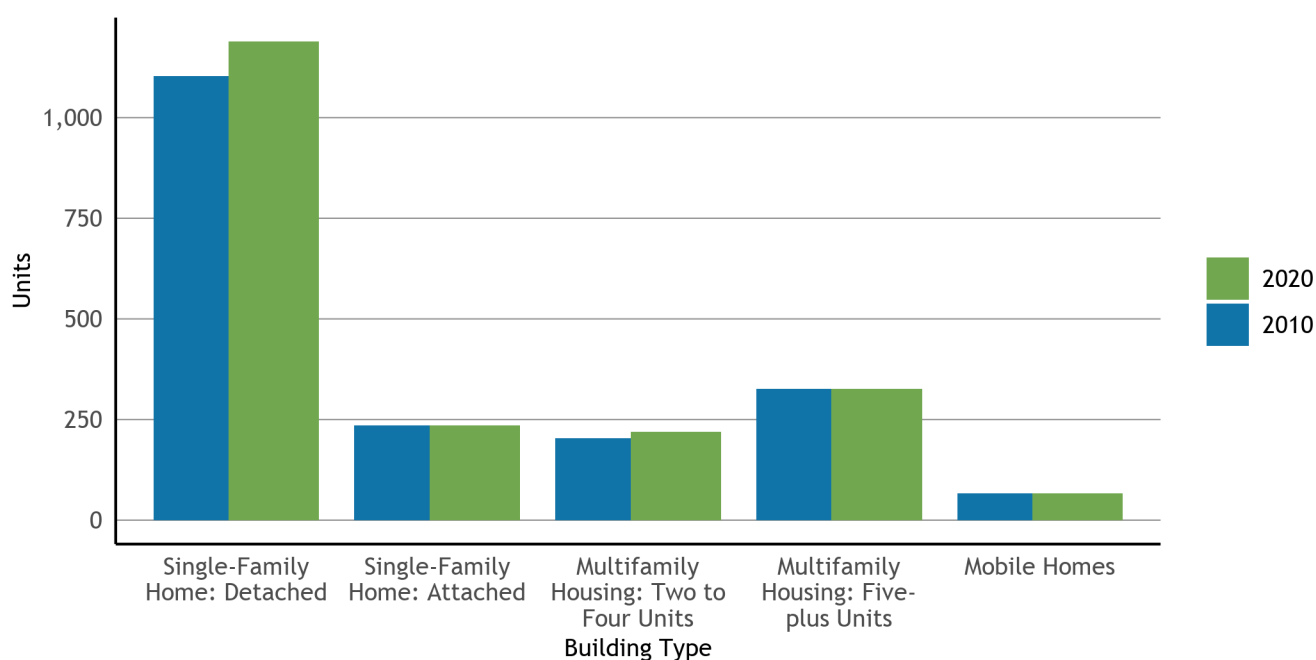


## 5 HOUSING STOCK CHARACTERISTICS

### 5.1 Housing Types, Year Built, Vacancy, and Permits

In recent years, most housing produced in the region and across the state consisted of single-family homes and larger multi-unit buildings. However, some households are increasingly interested in “missing middle housing” - including duplexes, triplexes, townhomes, cottage clusters and accessory dwelling units (ADUs). These housing types may open up more options across incomes and tenure, from young households seeking homeownership options to seniors looking to downsize and age-in-place.

The housing stock of Brisbane in 2020 was made up of 58.4% single family detached homes, 11.5% single family attached homes, 10.8% multifamily homes with 2 to 4 units, 16.0% multifamily homes with 5 or more units, and 3.2% mobile homes (see Figure 19). In Brisbane, the housing type that experienced the most growth between 2010 and 2020 was *Single-Family Home: Detached*.



**Figure 19: Housing Type Trends**

Universe: Housing units

Source: California Department of Finance, E-5 series

Production has not kept up with housing demand for several decades in the Bay Area, as the total number of units built and available has not yet come close to meeting the population and job growth experienced throughout the region. In Brisbane, the largest proportion of the housing stock was built 1980 to 1999, with 510 units constructed during this period (see Figure 20). Since 2010, 6.6% of the current housing stock was built, which is 129 units.

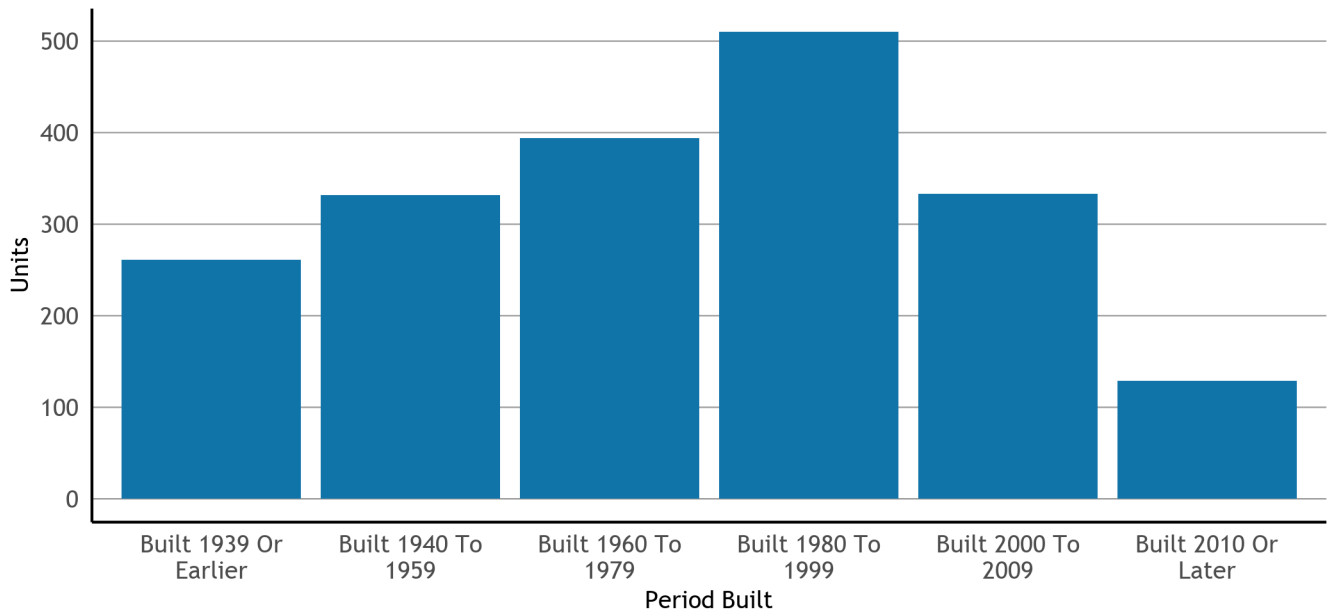


Figure 20: Housing Units by Year Structure Built

Universe: Housing units

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25034

Vacant units make up 3.4% of the overall housing stock in Brisbane. The rental vacancy stands at 0.0%, while the ownership vacancy rate is 0.0%. Of the vacant units, the most common type of vacancy is *Other Vacant* (see Figure 21).<sup>17</sup>

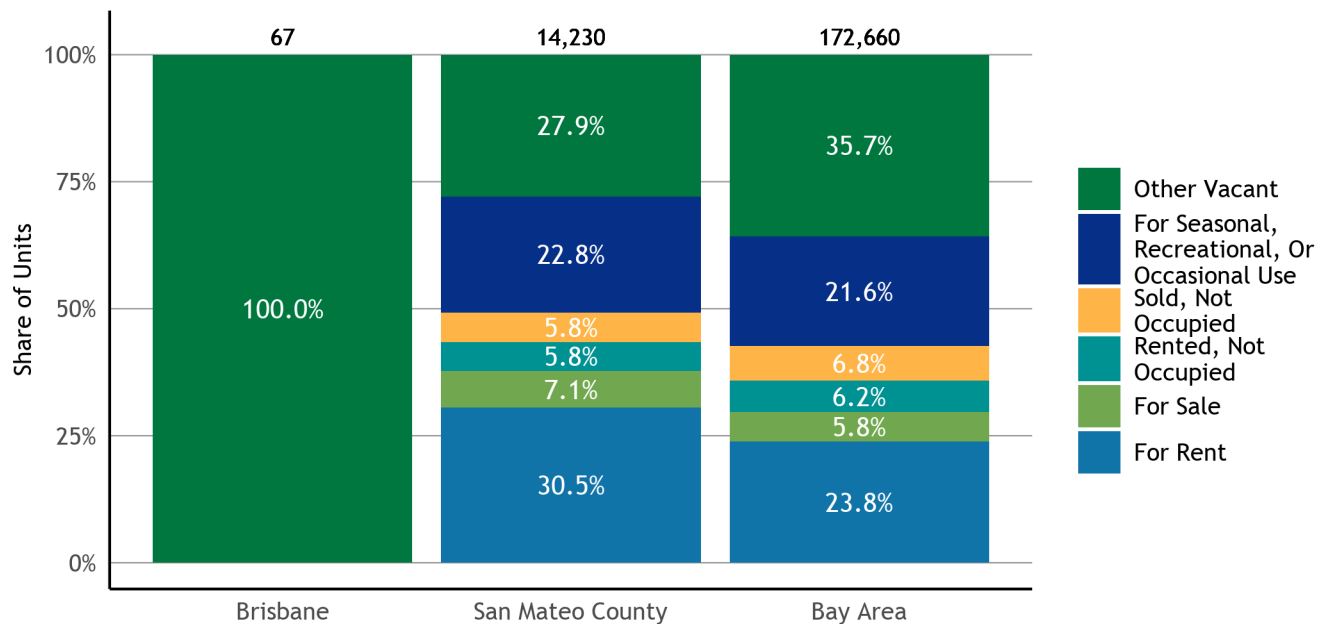
Throughout the Bay Area, vacancies make up 2.6% of the total housing units, with homes listed for rent; units used for *recreational or occasional use*, and units not otherwise classified (*other vacant*) making up the majority of vacancies. The Census Bureau classifies a unit as vacant if no one is occupying it when census interviewers are conducting the American Community Survey or Decennial Census. Vacant units classified as “for recreational or occasional use” are those that are held for short-term periods of use throughout the year. Accordingly, vacation rentals and short-term rentals like AirBnB are likely to fall in this category. The Census Bureau classifies units as “other vacant” if they are vacant due to foreclosure, personal/family reasons, legal proceedings, repairs/renovations, abandonment, preparation for being rented or sold, or vacant for an extended absence for reasons such as a work assignment, military duty, or incarceration.<sup>18</sup> In a region with a thriving economy and housing market like the Bay Area, units being renovated/repared and prepared for rental or sale are likely to represent a large portion of the “other vacant” category.

<sup>17</sup> The vacancy rates by tenure is for a smaller universe than the total vacancy rate first reported, which in principle includes the full stock (3.4%). The vacancy by tenure counts are rates relative to the rental stock (occupied and vacant) and ownership stock (occupied and vacant) - but exclude a significant number of vacancy categories, including the numerically significant *other vacant*.

<sup>18</sup> For more information, see pages 3 through 6 of this list of definitions prepared by the Census Bureau: <https://www.census.gov/housing/hvs/definitions.pdf>.



Additionally, the need for seismic retrofitting in older housing stock could also influence the proportion of “other vacant” units in some jurisdictions.<sup>19</sup>



**Figure 21: Vacant Units by Type**

Universe: Vacant housing units

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25004

Between 2015 and 2019, 74 housing units were issued permits in Brisbane. 74.3% of permits issued in Brisbane were for above moderate-income housing, 25.7% were for moderate-income housing, and 0.0% were for low- or very low-income housing (see Table 3).

**Table 3: Housing Permitting**

Income Group	value
Above Moderate Income Permits	55
Moderate Income Permits	19
Low Income Permits	0
Very Low Income Permits	0

Universe: Housing permits issued between 2015 and 2019

Notes: HCD uses the following definitions for the four income categories: Very Low Income: units affordable to households making less than 50% of the Area Median Income for the county in which the jurisdiction is located. Low Income: units affordable to households making between 50% and 80% of the Area Median Income for the county in which the jurisdiction is located. Moderate Income: units affordable to households making between 80% and 120% of the Area Median Income for the county in which the jurisdiction is located.

<sup>19</sup> See Dow, P. (2018). Unpacking the Growth in San Francisco’s Vacant Housing Stock: Client Report for the San Francisco Planning Department. University of California, Berkeley.



Above Moderate Income: units affordable to households making above 120% of the Area Median Income for the county in which the jurisdiction is located.

Source: California Department of Housing and Community Development (HCD), 5th Cycle Annual Progress Report Permit Summary (2020)

### 5.2 Assisted Housing Developments At-Risk of Conversion

While there is an immense need to produce new affordable housing units, ensuring that the existing affordable housing stock remains affordable is equally important. Additionally, it is typically faster and less expensive to preserve currently affordable units that are at risk of converting to market-rate than it is to build new affordable housing.

The data in the table below comes from the California Housing Partnership’s Preservation Database, the state’s most comprehensive source of information on subsidized affordable housing at risk of losing its affordable status and converting to market-rate housing. However, this database does not include all deed-restricted affordable units in the state, so there may be at-risk assisted units in a jurisdiction that are not captured in this data table. There are 0 assisted units in Brisbane in the Preservation Database. Of these units, 0.0% are at High Risk or Very High Risk of conversion.<sup>20</sup>

Table 4: Assisted Units at Risk of Conversion

Income	Brisbane	San Mateo County	Bay Area
Low	0	4656	110177
Moderate	0	191	3375
High	0	359	1854
Very High	0	58	1053
<b>Total Assisted Units in Database</b>	<b>0</b>	<b>5264</b>	<b>116459</b>

Universe: HUD, Low-Income Housing Tax Credit (LIHTC), USDA, and CalHFA projects. Subsidized or assisted developments that do not have one of the aforementioned financing sources may not be included.

Notes: While California Housing Partnership’s Preservation Database is the state’s most comprehensive source of information on subsidized affordable housing at risk of losing its affordable status and converting to market-rate housing, this database does not include all deed-restricted affordable units in the state. Risk: affordable homes that are at-risk of converting to market rate in 10+ years and/or are owned by a large/stable non-profit, mission-driven developer.

Source: California Housing Partnership, Preservation Database (2020)

### 5.3 Substandard Housing

<sup>20</sup> California Housing Partnership uses the following categories for assisted housing developments in its database: Very-High Risk: affordable homes that are at-risk of converting to market rate within the next year that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer. High Risk: affordable homes that are at-risk of converting to market rate in the next 1-5 years that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer. Moderate Risk: affordable homes that are at-risk of converting to market rate in the next 5-10 years that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer. Low Risk: affordable homes that are at-risk of converting to market rate in 10+ years and/or are owned by a large/stable non-profit, mission-driven developer.



Housing costs in the region are among the highest in the country, which could result in households, particularly renters, needing to live in substandard conditions in order to afford housing. Generally, there is limited data on the extent of substandard housing issues in a community. However, the Census Bureau data included in the graph below gives a sense of some of the substandard conditions that may be present in Brisbane. For example, 0.0% of renters in Brisbane reported lacking a kitchen and 0.0% of renters lack plumbing, compared to 0.0% of owners who lack a kitchen and 0.0% of owners who lack plumbing.

*Universe: HUD, Low-Income Housing Tax Credit (LIHTC), USDA, and CalHFA projects. Subsidized or assisted developments that do not have one of the aforementioned financing sources may not be included.*

*Notes: While California Housing Partnership’s Preservation Database is the state’s most comprehensive source of information on subsidized affordable housing at risk of losing its affordable status and converting to market-rate housing, this database does not include all deed-restricted affordable units in the state. Source: California Housing Partnership, Preservation Database (2020)*

### 5.4 Home and Rent Values

Home prices reflect a complex mix of supply and demand factors, including an area’s demographic profile, labor market, prevailing wages and job outlook, coupled with land and construction costs. In the Bay Area, the costs of housing have long been among the highest in the nation. The typical home value in Brisbane was estimated at \$1,076,910 by December of 2020, per data from Zillow. The largest proportion of homes were valued between \$750k-\$1M (see Figure 22). By comparison, the typical home value is \$1,418,330 in San Mateo County and \$1,077,230 the Bay Area, with the largest share of units valued \$1m-\$1.5m (county) and \$500k-\$750k (region).

The region’s home values have increased steadily since 2000, besides a decrease during the Great Recession. The rise in home prices has been especially steep since 2012, with the median home value in the Bay Area nearly doubling during this time. Since 2001, the typical home value has increased 168.0% in Brisbane from \$401,810 to \$1,076,910. This change is below the change in San Mateo County, and above the change for the region (see Figure 23).

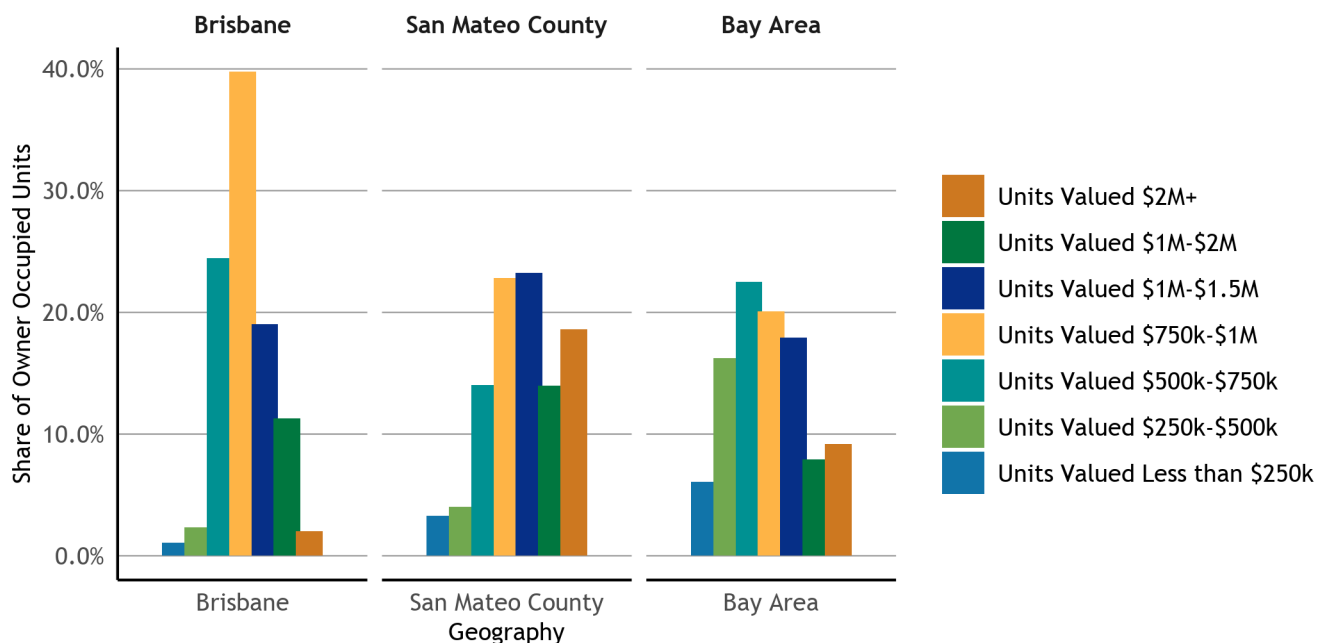




Figure 22: Home Values of Owner-Occupied Units

Universe: Owner-occupied units

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25075

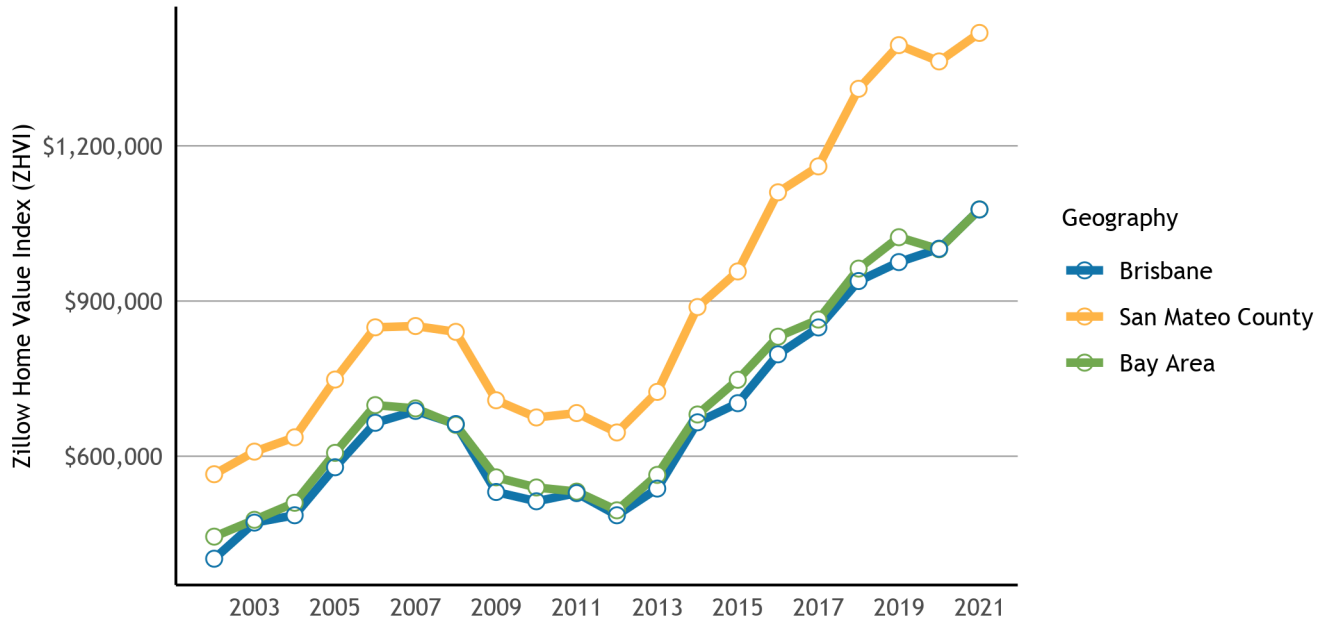


Figure 23: Zillow Home Value Index (ZHVI)

Universe: Owner-occupied housing units

Notes: Zillow describes the ZHVI as a smoothed, seasonally adjusted measure of the typical home value and market changes across a given region and housing type. The ZHVI reflects the typical value for homes in the 35th to 65th percentile range. The ZHVI includes all owner-occupied housing units, including both single-family homes and condominiums. More information on the ZHVI is available from Zillow. The regional estimate is a household-weighted average of county-level ZHVI files, where household counts are yearly estimates from DOF's E-5 series For unincorporated areas, the value is a population weighted average of unincorporated communities in the county matched to census-designated population counts.

Source: Zillow, Zillow Home Value Index (ZHVI)

Similar to home values, rents have also increased dramatically across the Bay Area in recent years. Many renters have been priced out, evicted or displaced, particularly communities of color. Residents finding themselves in one of these situations may have had to choose between commuting long distances to their jobs and schools or moving out of the region, and sometimes, out of the state.

In Brisbane, the largest proportion of rental units rented in the Rent \$1500-\$2000 category, totaling 23.6%, followed by 22.6% of units renting in the Rent \$1000-\$1500 category (see Figure 24). Looking beyond the city, the largest share of units is in the \$3000 or more category (county) compared to the \$1500-\$2000 category for the region as a whole.



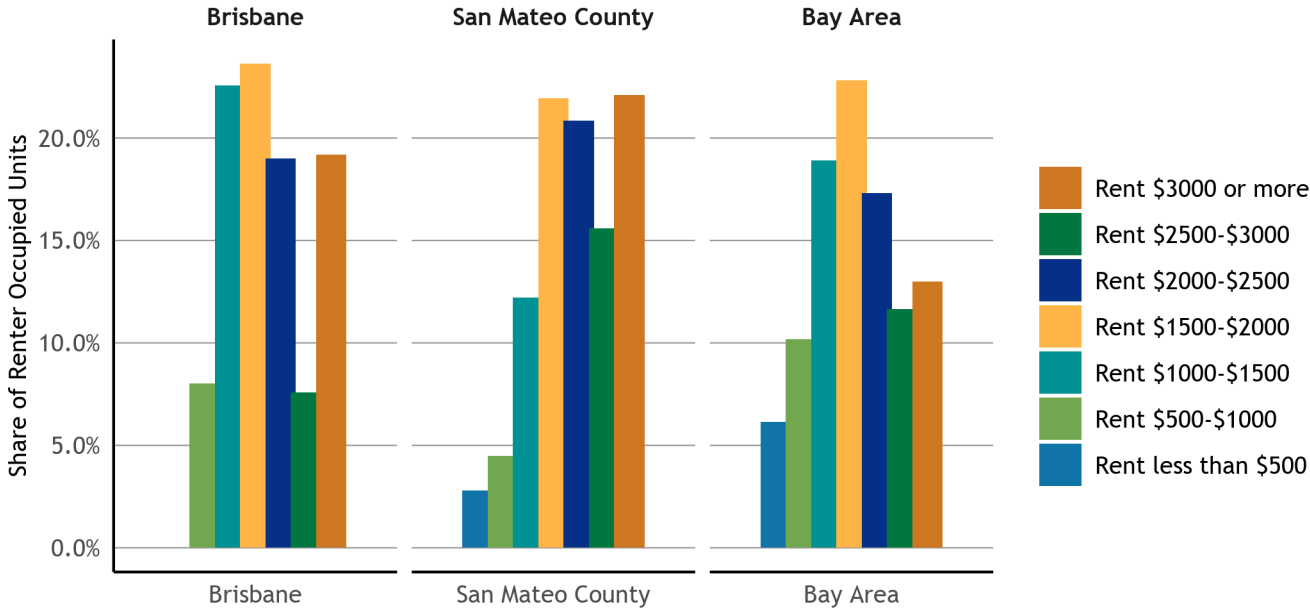
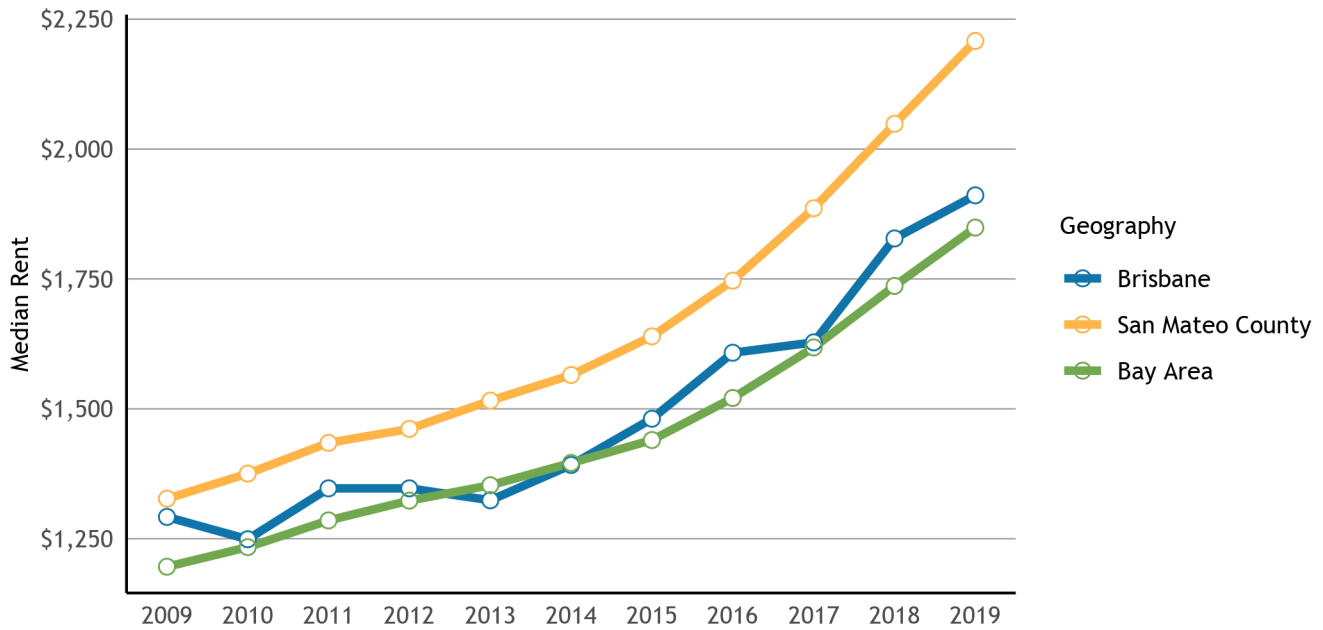


Figure 24: Contract Rents for Renter-Occupied Units

Universe: Renter-occupied housing units paying cash rent
Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25056

Since 2009, the median rent has increased by 47.9% in Brisbane, from \$1,390 to \$1,910 per month (see Figure 25). In San Mateo County, the median rent has increased 41.1%, from \$1,560 to \$2,200. The median rent in the region has increased significantly during this time from \$1,200 to \$1,850, a 54% increase.

21 While the data on home values shown in Figure 23 comes from Zillow, Zillow does not have data on rent prices available for most Bay Area jurisdictions. To have a more comprehensive dataset on rental data for the region, the rent data in this document comes from the U.S. Census Bureau’s American Community Survey, which may not fully reflect current rents.



**Figure 25: Median Contract Rent**

Universe: Renter-occupied housing units paying cash rent

Notes: For unincorporated areas, median is calculated using distribution in B25056.

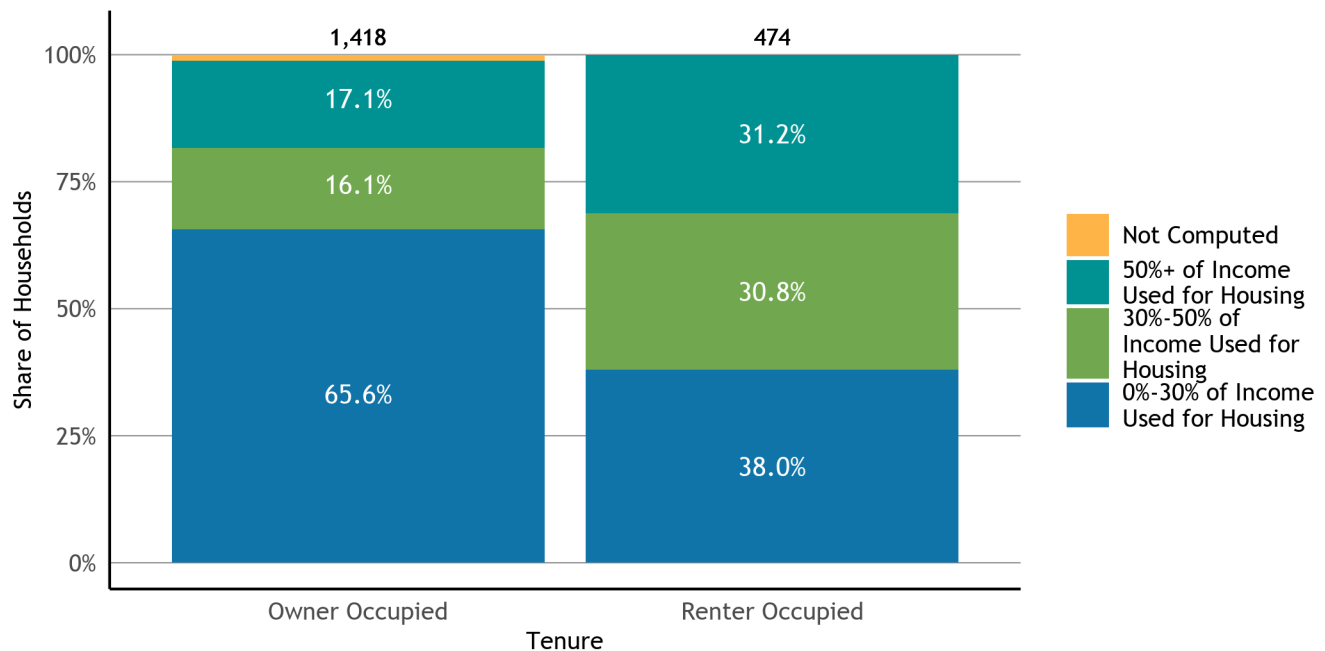
Source: U.S. Census Bureau, American Community Survey 5-Year Data releases, starting with 2005-2009 through 2015-2019, B25058, B25056 (for unincorporated areas). County and regional counts are weighted averages of jurisdiction median using B25003 rental unit counts from the relevant year.

### 5.5 Overpayment and Overcrowding

A household is considered “cost-burdened” if it spends more than 30% of its monthly income on housing costs, while those who spend more than 50% of their income on housing costs are considered “severely cost-burdened.” Low-income residents are the most impacted by high housing costs and experience the highest rates of cost burden. Spending such large portions of their income on housing puts low-income households at higher risk of displacement, eviction, or homelessness.







**Figure 26: Cost Burden by Tenure**

*Universe: Occupied housing units*

*Notes: Cost burden is the ratio of housing costs to household income. For renters, housing cost is gross rent (contract rent plus utilities). For owners, housing cost is “select monthly owner costs”, which includes mortgage payment, utilities, association fees, insurance, and real estate taxes. HUD defines cost-burdened households as those whose monthly housing costs exceed 30% of monthly income, while severely cost-burdened households are those whose monthly housing costs exceed 50% of monthly income.*

*Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25070, B25091*

Renters are often more cost-burdened than owners. While the housing market has resulted in home prices increasing dramatically, homeowners often have mortgages with fixed rates, whereas renters are more likely to be impacted by market increases. When looking at the cost burden across tenure in Brisbane, 30.8% of renters spend 30% to 50% of their income on housing compared to 16.1% of those that own (see Figure 26). Additionally, 31.2% of renters spend 50% or more of their income on housing, while 17.1% of owners are severely cost-burdened.

In Brisbane, 17.6% of households spend 50% or more of their income on housing, while 23.5% spend 30% to 50%. However, these rates vary greatly across income categories (see Figure 27). For example, 78.4% of Brisbane households making less than 30% of AMI spend the majority of their income on housing. For Brisbane residents making more than 100% of AMI, just 6.9% are severely cost-burdened, and 74.0% of those making more than 100% of AMI spend less than 30% of their income on housing.

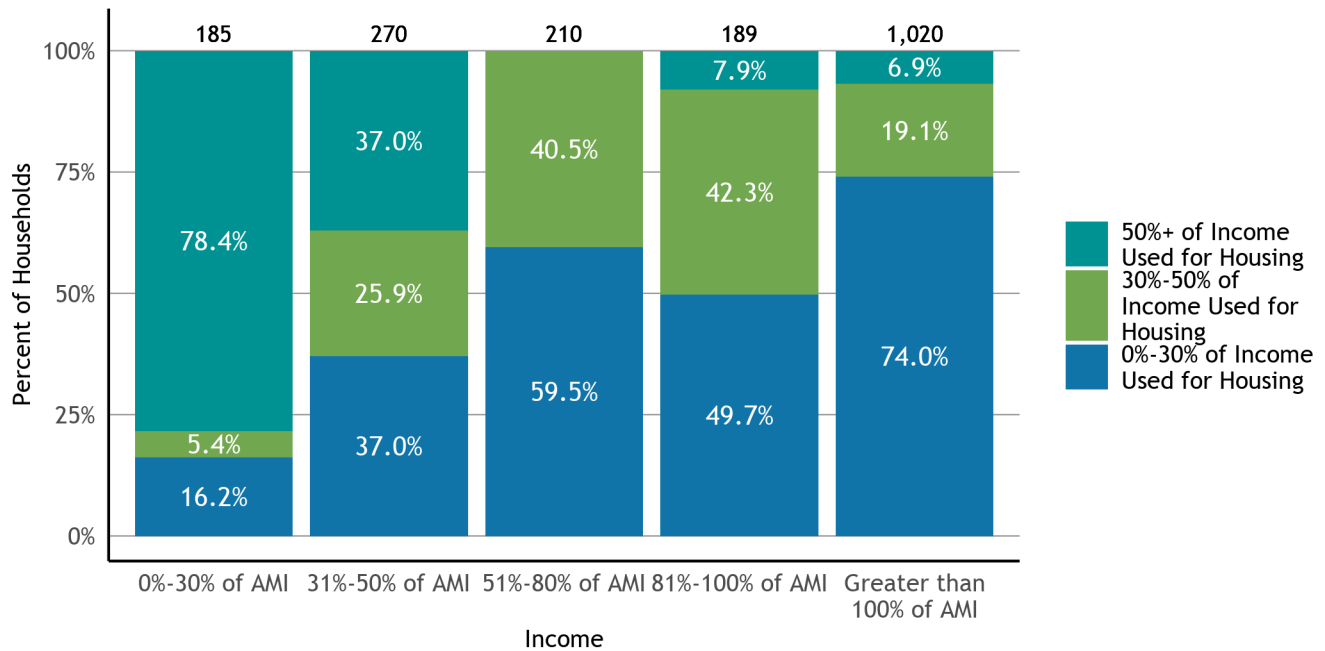


Figure 27: Cost Burden by Income Level

Universe: Occupied housing units

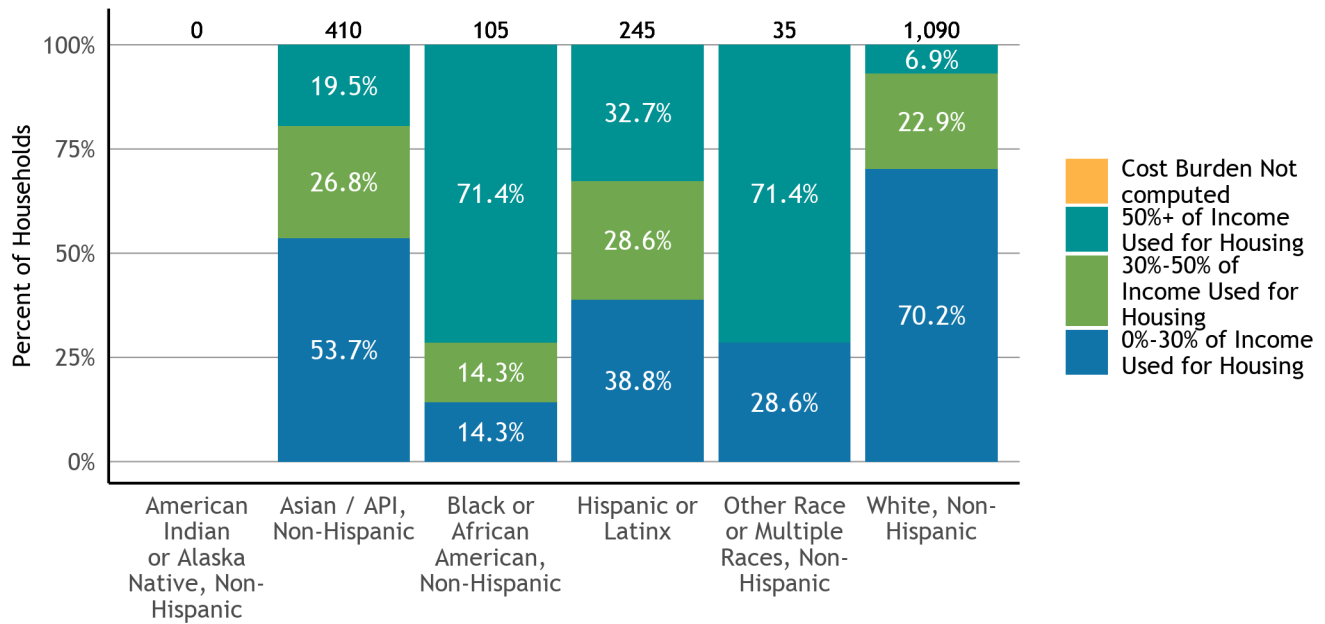
Notes: Cost burden is the ratio of housing costs to household income. For renters, housing cost is gross rent (contract rent plus utilities). For owners, housing cost is "select monthly owner costs", which includes mortgage payment, utilities, association fees, insurance, and real estate taxes. HUD defines cost-burdened households as those whose monthly housing costs exceed 30% of monthly income, while severely cost-burdened households are those whose monthly housing costs exceed 50% of monthly income. Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located.

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

Currently, people of color are more likely to experience poverty and financial instability as a result of federal and local housing policies that have historically excluded them from the same opportunities extended to white residents. As a result, they often pay a greater percentage of their income on housing, and in turn, are at a greater risk of housing insecurity.

Hispanic or Latinx residents are the most cost burdened with 28.6% spending 30 to 50% of their income on housing, and Black or African American, Non-Hispanic residents are the most severely cost burdened with 71.4% spending more than 50% of their income on housing (see Figure 28).





**Figure 28: Cost Burden by Race**

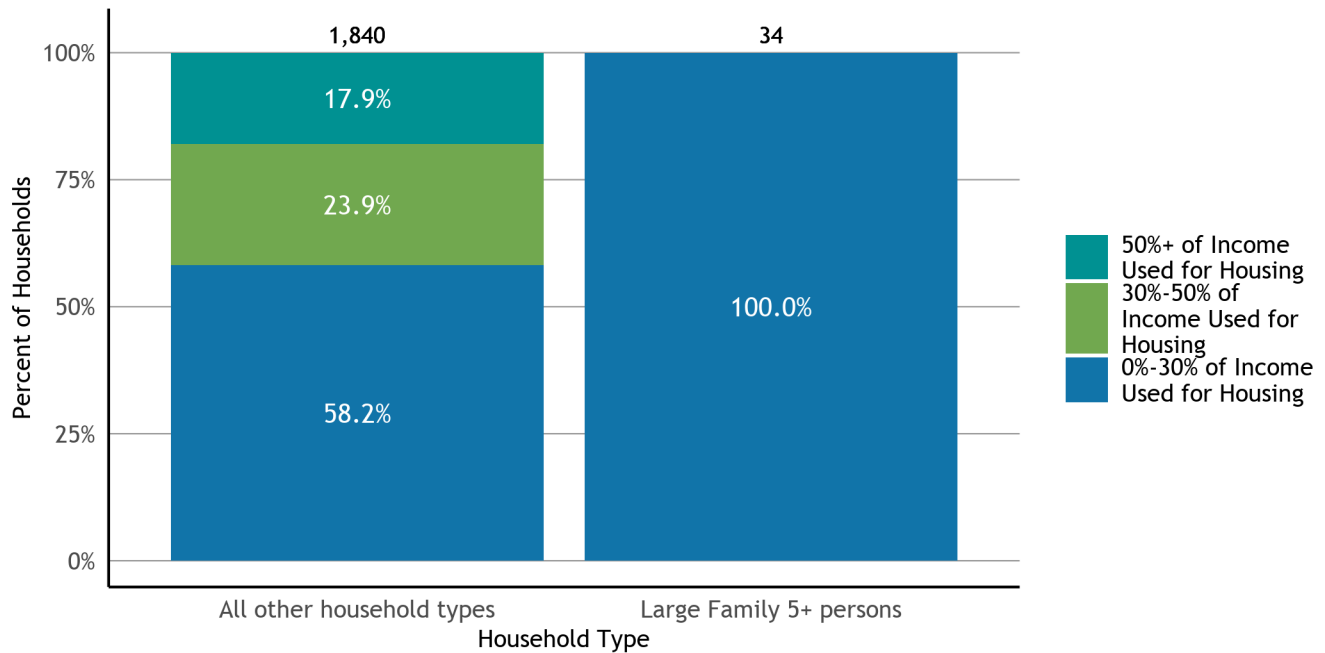
Universe: Occupied housing units

Notes: Cost burden is the ratio of housing costs to household income. For renters, housing cost is gross rent (contract rent plus utilities). For owners, housing cost is “select monthly owner costs”, which includes mortgage payment, utilities, association fees, insurance, and real estate taxes. HUD defines cost-burdened households as those whose monthly housing costs exceed 30% of monthly income, while severely cost-burdened households are those whose monthly housing costs exceed 50% of monthly income. For the purposes of this graph, the “Hispanic or Latinx” racial/ethnic group represents those who identify as having Hispanic/Latinx ethnicity and may also be members of any racial group. All other racial categories on this graph represent those who identify with that racial category and do not identify with Hispanic/Latinx ethnicity.

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

Large family households often have special housing needs due to a lack of adequately sized affordable housing available. The higher costs required for homes with multiple bedrooms can result in larger families experiencing a disproportionate cost burden than the rest of the population and can increase the risk of housing insecurity.

In Brisbane, 0.0% of large family households experience a cost burden of 30%-50%, while 0.0% of households spend more than half of their income on housing. Some 23.9% of all other households have a cost burden of 30%-50%, with 17.9% of households spending more than 50% of their income on housing (see Figure 29).



**Figure 29: Cost Burden by Household Size**

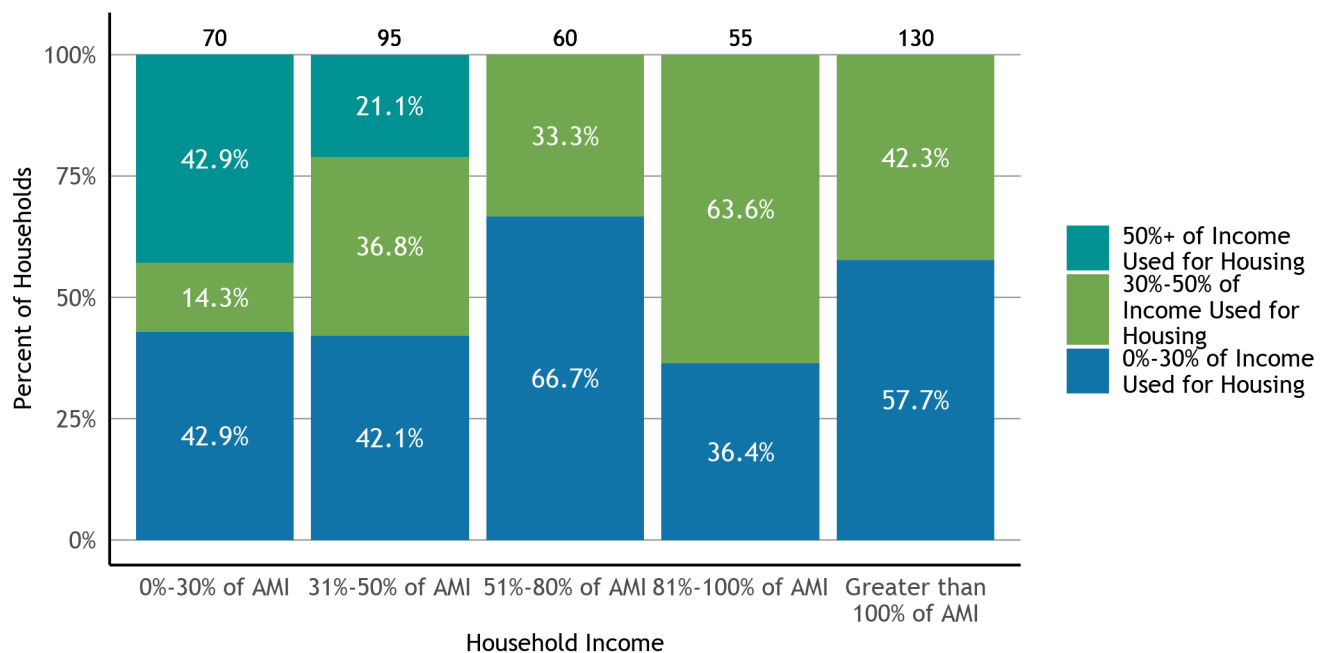
Universe: Occupied housing units

Notes: Cost burden is the ratio of housing costs to household income. For renters, housing cost is gross rent (contract rent plus utilities). For owners, housing cost is “select monthly owner costs”, which includes mortgage payment, utilities, association fees, insurance, and real estate taxes. HUD defines cost-burdened households as those whose monthly housing costs exceed 30% of monthly income, while severely cost-burdened households are those whose monthly housing costs exceed 50% of monthly income.

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

When cost-burdened seniors are no longer able to make house payments or pay rents, displacement from their homes can occur, putting further stress on the local rental market or forcing residents out of the community they call home. Understanding how seniors might be cost-burdened is of particular importance due to their special housing needs, particularly for low-income seniors. 42.9% of seniors making less than 30% of AMI are spending the majority of their income on housing. For seniors making more than 100% of AMI, 57.7% are not cost-burdened and spend less than 30% of their income on housing (see Figure 30).





**Figure 30: Cost-Burdened Senior Households by Income Level**

Universe: Senior households

Notes: For the purposes of this graph, senior households are those with a householder who is aged 62 or older. Cost burden is the ratio of housing costs to household income. For renters, housing cost is gross rent (contract rent plus utilities). For owners, housing cost is “select monthly owner costs”, which includes mortgage payment, utilities, association fees, insurance, and real estate taxes. HUD defines cost-burdened households as those whose monthly housing costs exceed 30% of monthly income, while severely cost-burdened households are those whose monthly housing costs exceed 50% of monthly income. Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located.

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

Overcrowding occurs when the number of people living in a household is greater than the home was designed to hold. There are several different standards for defining overcrowding, but this report uses the Census Bureau definition, which is more than one occupant per room (not including bathrooms or kitchens). Additionally, the Census Bureau considers units with more than 1.5 occupants per room to be severely overcrowded.

Overcrowding is often related to the cost of housing and can occur when demand in a city or region is high. In many cities, overcrowding is seen more amongst those that are renting, with multiple households sharing a unit to make it possible to stay in their communities. In Brisbane, 7.6% of households that rent are severely overcrowded (more than 1.5 occupants per room), compared to 1.8% of households that own (see Figure 31). In Brisbane, 8.6% of renters experience moderate overcrowding (1 to 1.5 occupants per room), compared to 5.4% for those own.



**Figure 31: Overcrowding by Tenure and Severity**

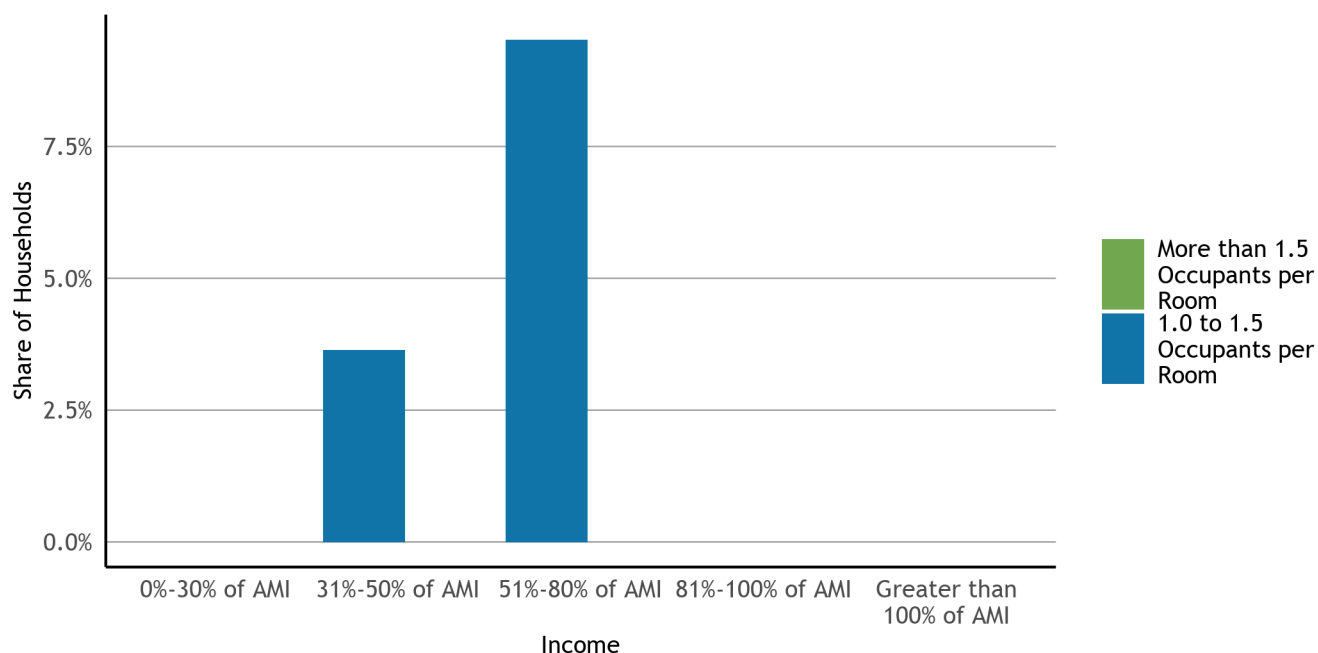
Universe: Occupied housing units

Notes: The Census Bureau defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens), and units with more than 1.5 persons per room are considered severely overcrowded.

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

Overcrowding often disproportionately impacts low-income households. 0.0% of very low-income households (below 50% AMI) experience severe overcrowding, while 0.0% of households above 100% experience this level of overcrowding (see Figure 32).





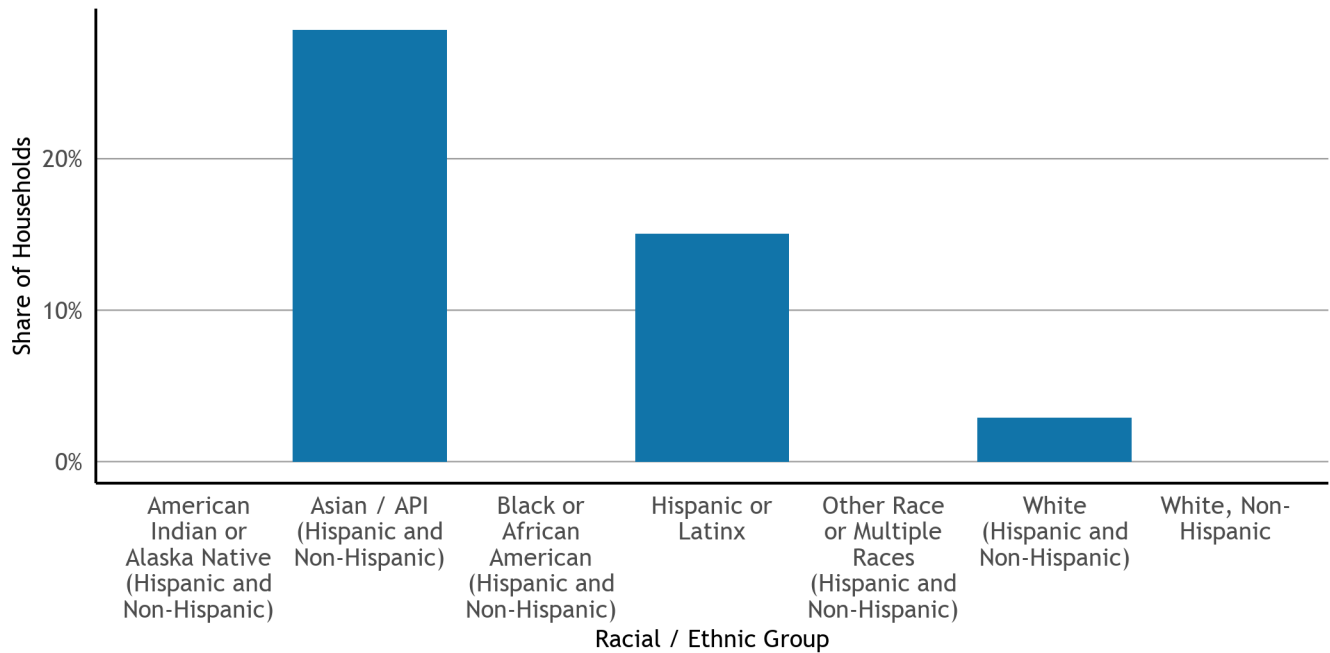
**Figure 32: Overcrowding by Income Level and Severity**

Universe: Occupied housing units

Notes: The Census Bureau defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens), and units with more than 1.5 persons per room are considered severely overcrowded. Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located.

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

Communities of color are more likely to experience overcrowding similar to how they are more likely to experience poverty, financial instability, and housing insecurity. People of color tend to experience overcrowding at higher rates than White residents. In Brisbane, the racial group with the largest overcrowding rate is *Asian / API (Hispanic and Non-Hispanic)* (see Figure 33)



**Figure 33: Overcrowding by Race**

Universe: Occupied housing units

Notes: The Census Bureau defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens), and units with more than 1.5 persons per room are considered severely overcrowded. For this table, the Census Bureau does not disaggregate racial groups by Hispanic/Latinx ethnicity. However, data for the white racial group is also reported for white householders who are not Hispanic/Latinx. Since residents who identify as white and Hispanic/Latinx may have very different experiences within the housing market and the economy from those who identify as white and non-Hispanic/Latinx, data for multiple white sub-groups are reported here. The racial/ethnic groups reported in this table are not all mutually exclusive. Therefore, the data should not be summed as the sum exceeds the total number of occupied housing units for this jurisdiction. However, all groups labelled "Hispanic and Non-Hispanic" are mutually exclusive, and the sum of the data for these groups is equivalent to the total number of occupied housing units.

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25014

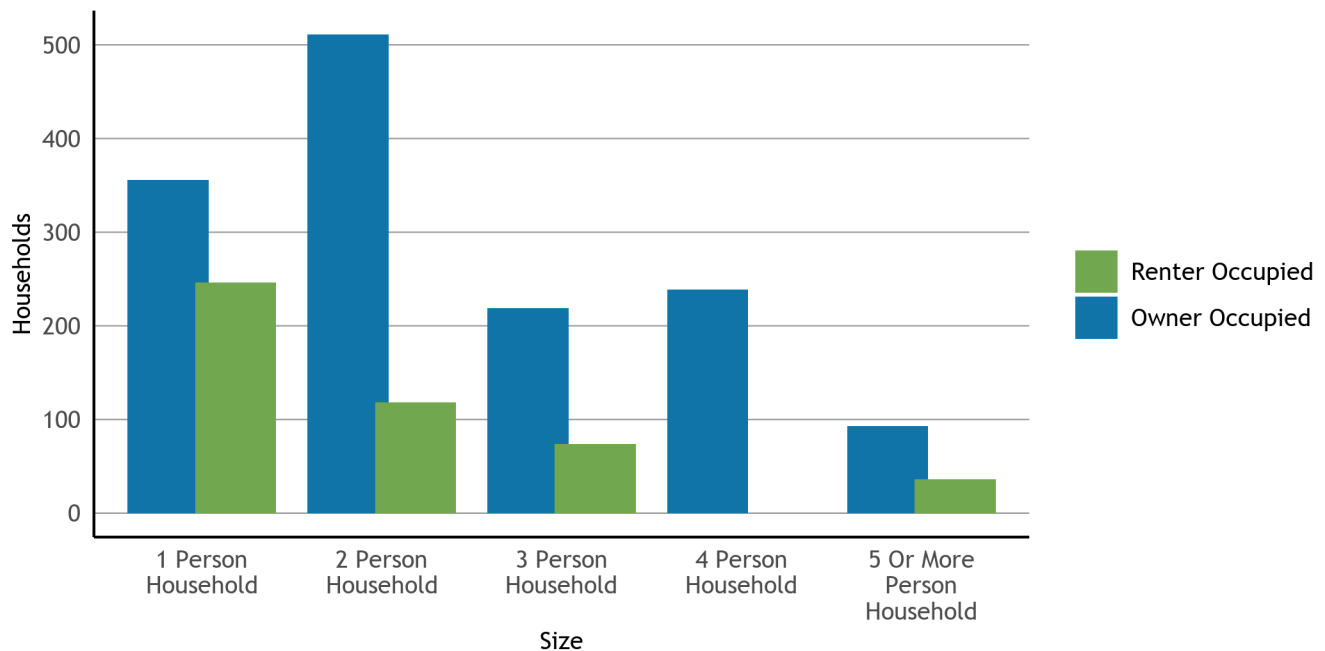




## 6 SPECIAL HOUSING NEEDS

### 6.1 Large Households

Large households often have different housing needs than smaller households. If a city's rental housing stock does not include larger apartments, large households who rent could end up living in overcrowded conditions. In Brisbane, for large households with 5 or more persons, most units (72.1%) are owner occupied (see Figure 34). In 2017, 0.0% of large households were very low-income, earning less than 50% of the area median income (AMI).



**Figure 34: Household Size by Tenure**

Universe: Occupied housing units

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25009

The unit sizes available in a community affect the household sizes that can access that community. Large families are generally served by housing units with 3 or more bedrooms, of which there are 824 units in Brisbane. Among these large units with 3 or more bedrooms, 5.0% are owner-occupied and 95.0% are renter occupied (see Figure 35).

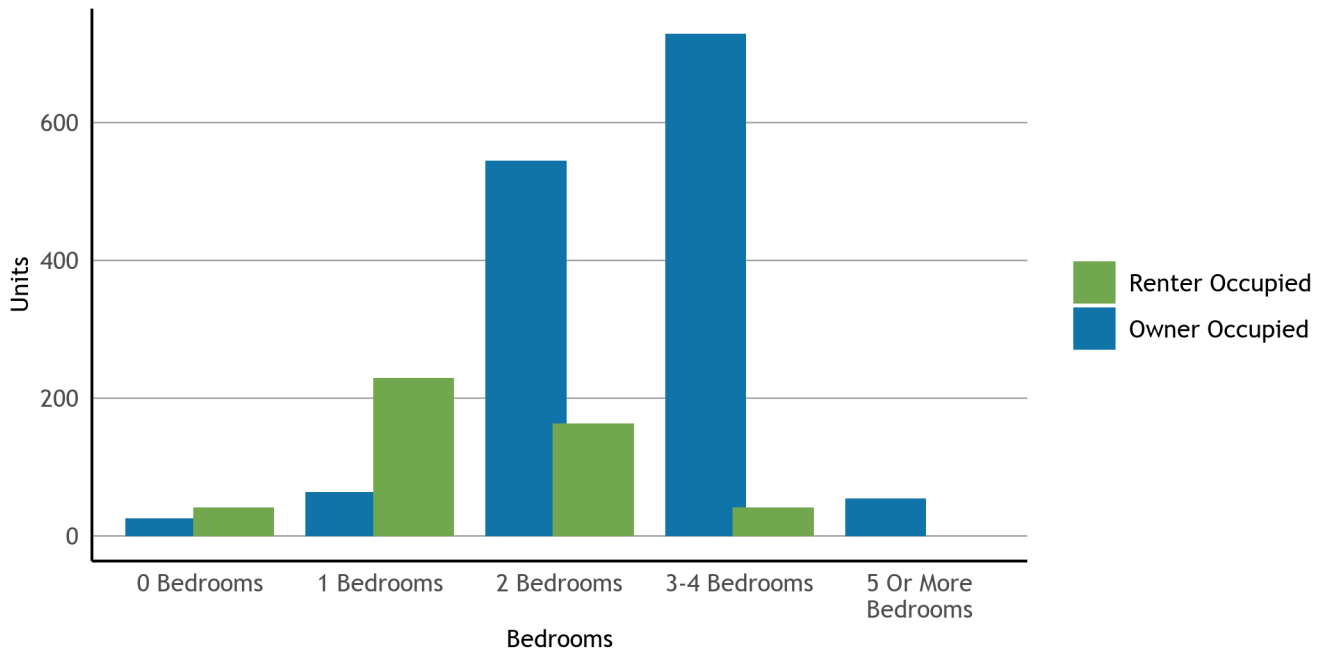


Figure 35: Housing Units by Number of Bedrooms

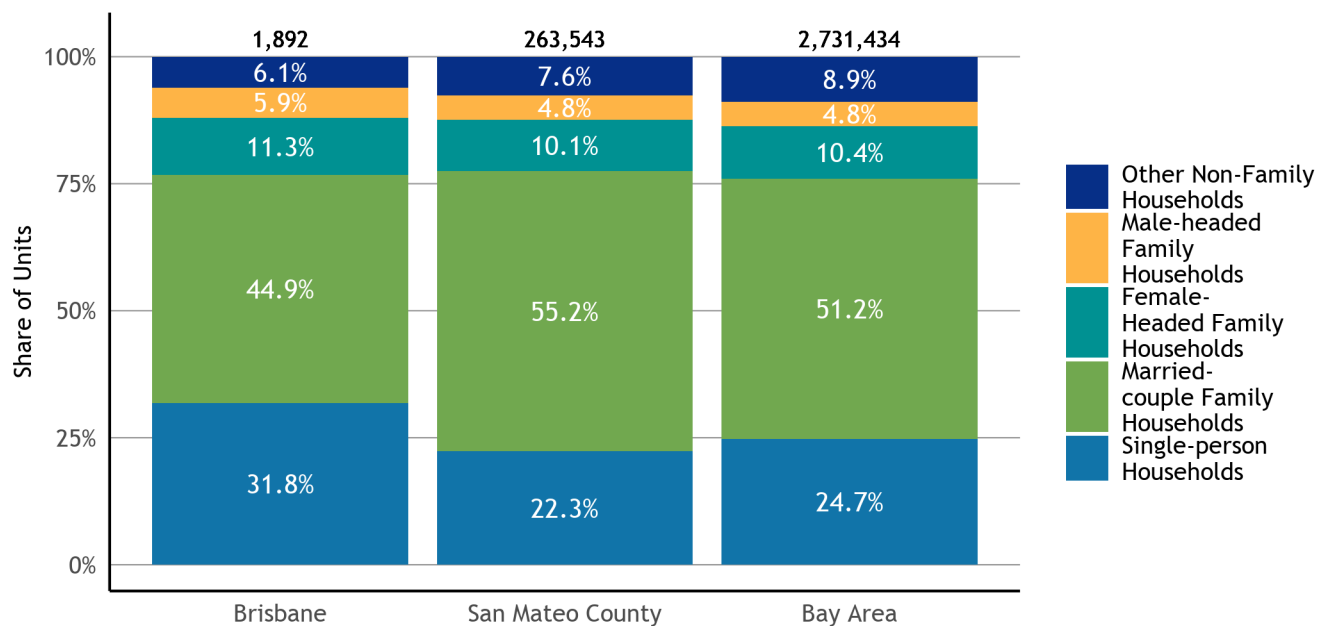
Universe: Housing units

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25042

## 6.2 Female-Headed Households

Households headed by one person are often at greater risk of housing insecurity, particularly female-headed households, who may be supporting children or a family with only one income. In Brisbane, the largest proportion of households is *Married-couple Family Households* at 44.9% of total, while *Female-Headed Households* make up 11.3% of all households.





**Figure 36: Household Type**

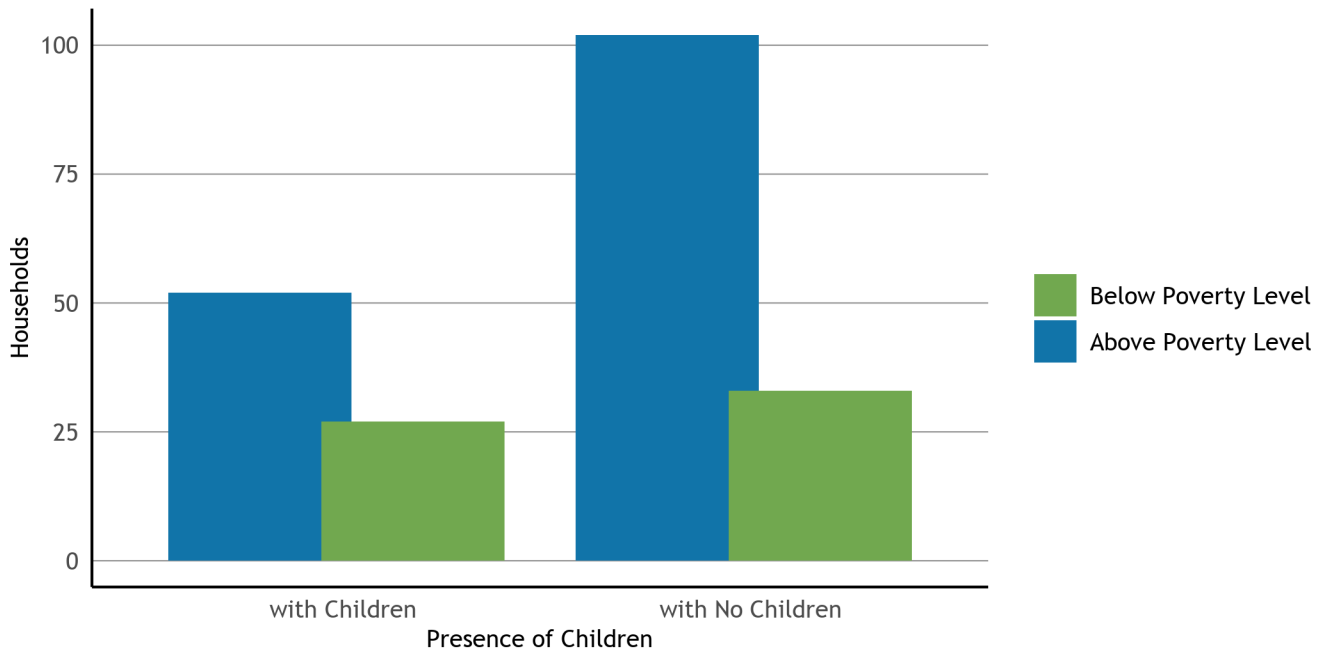
Universe: Households

Notes: For data from the Census Bureau, a “family household” is a household where two or more people are related by birth, marriage, or adoption. “Non-family households” are households of one person living alone, as well as households where none of the people are related to each other.

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B11001

Female-headed households with children may face particular housing challenges, with pervasive gender inequality resulting in lower wages for women. Moreover, the added need for childcare can make finding a home that is affordable more challenging.

In Brisbane, 34.2% of female-headed households with children fall below the Federal Poverty Line, while 24.4% of female-headed households *without* children live in poverty (see Figure 37).



**Figure 37: Female-Headed Households by Poverty Status**

Universe: Female Households

Notes: The Census Bureau uses a federally defined poverty threshold that remains constant throughout the country and does not correspond to Area Median Income.

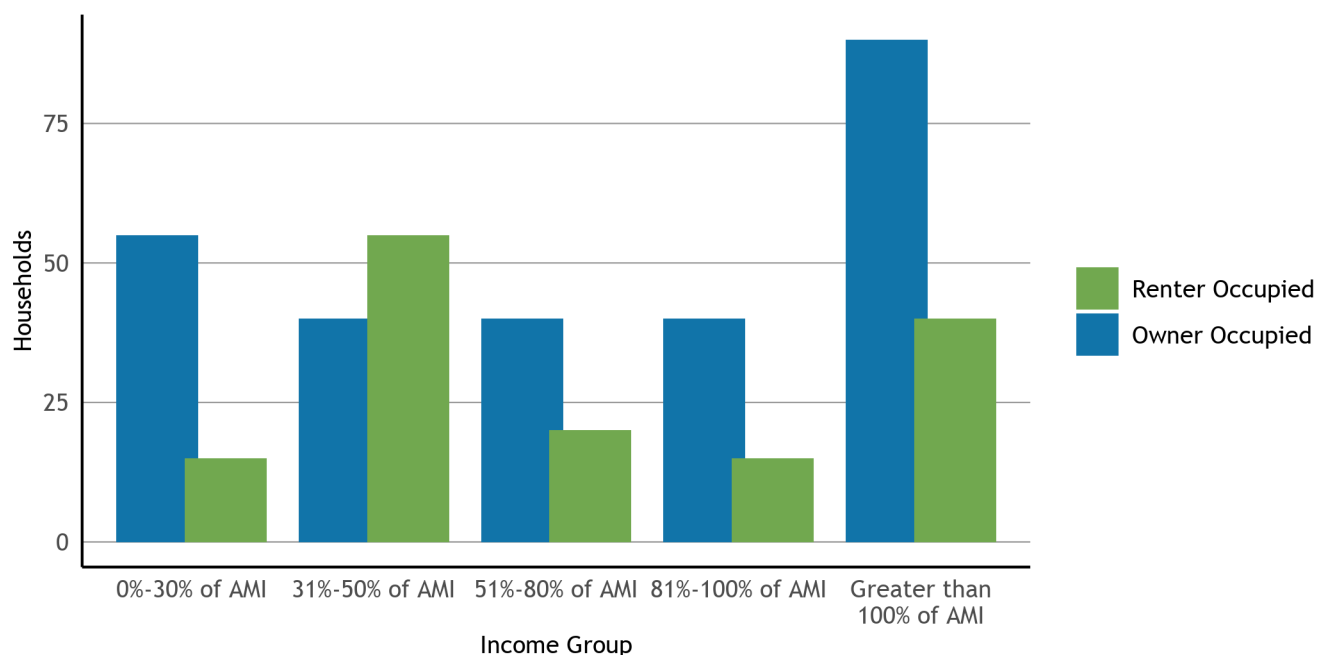
Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B17012

### 6.3 Seniors

Senior households often experience a combination of factors that can make accessing or keeping affordable housing a challenge. They often live on fixed incomes and are more likely to have disabilities, chronic health conditions and/or reduced mobility.

Seniors who rent may be at even greater risk for housing challenges than those who own, due to income differences between these groups. The largest proportion of senior households who rent make 31%-50% of AMI, while the largest proportion of senior households who are homeowners falls in the income group *Greater than 100% of AMI* (see Figure 38).





**Figure 38: Senior Households by Income and Tenure**

Universe: Senior households

Notes: For the purposes of this graph, senior households are those with a householder who is aged 62 or older. Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this chart are based on the HUD metro area where this jurisdiction is located.

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

## 6.4 People with Disabilities

People with disabilities face additional housing challenges. Encompassing a broad group of individuals living with a variety of physical, cognitive and sensory impairments, many people with disabilities live on fixed incomes and are in need of specialized care, yet often rely on family members for assistance due to the high cost of care.

When it comes to housing, people with disabilities are not only in need of affordable housing but accessibly designed housing, which offers greater mobility and opportunity for independence. Unfortunately, the need typically outweighs what is available, particularly in a housing market with such high demand. People with disabilities are at a high risk for housing insecurity, homelessness and institutionalization, particularly when they lose aging caregivers. Figure 39 shows the rates at which different disabilities are present among residents of Brisbane. Overall, 8.1% of people in Brisbane have a disability of any kind.<sup>22</sup>

<sup>22</sup> These disabilities are counted separately and are not mutually exclusive, as an individual may report more than one disability. These counts should not be summed.

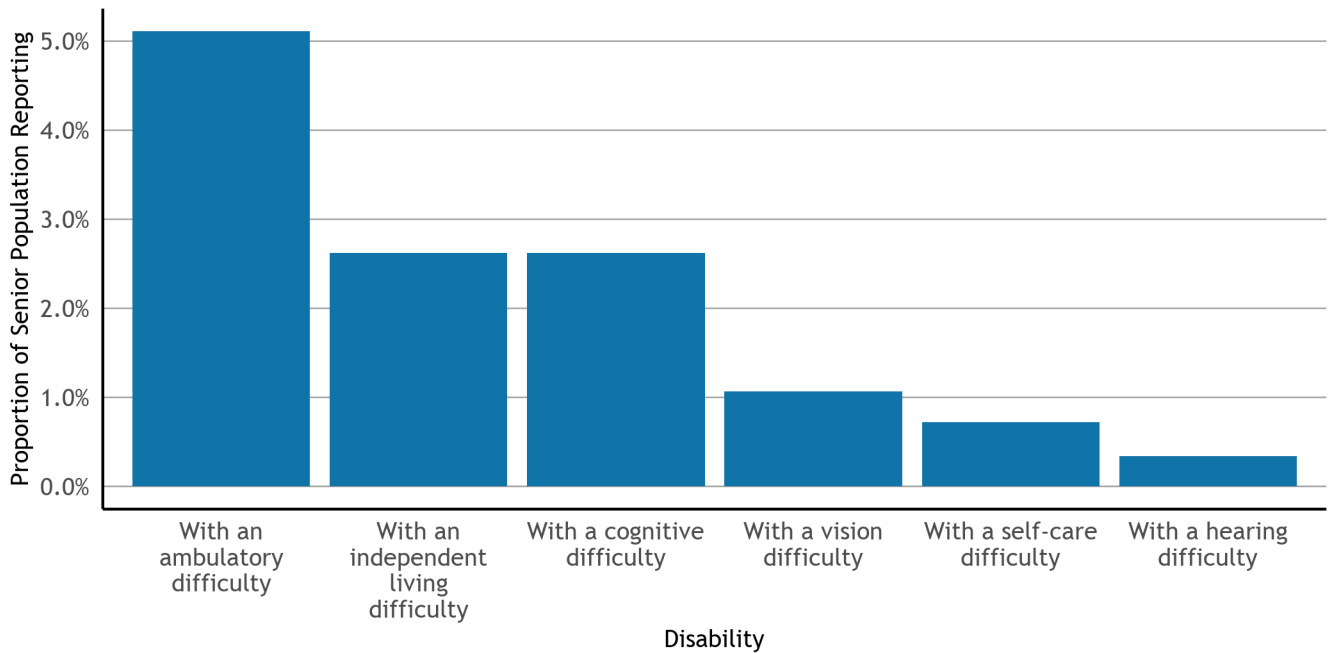


Figure 39: Disability by Type

Universe: Civilian noninstitutionalized population 18 years and over  
 Notes: These disabilities are counted separately and are not mutually exclusive, as an individual may report more than one disability. These counts should not be summed. The Census Bureau provides the following definitions for these disability types: Hearing difficulty: deaf or has serious difficulty hearing. Vision difficulty: blind or has serious difficulty seeing even with glasses. Cognitive difficulty: has serious difficulty concentrating, remembering, or making decisions. Ambulatory difficulty: has serious difficulty walking or climbing stairs. Self-care difficulty: has difficulty dressing or bathing. Independent living difficulty: has difficulty doing errands alone such as visiting a doctor’s office or shopping.  
 Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B18102, Table B18103, Table B18104, Table B18105, Table B18106, Table B18107.

State law also requires Housing Elements to examine the housing needs of people with developmental disabilities. Developmental disabilities are defined as severe, chronic, and attributed to a mental or physical impairment that begins before a person turns 18 years old. This can include Down’s Syndrome, autism, epilepsy, cerebral palsy, and mild to severe mental retardation. Some people with developmental disabilities are unable to work, rely on Supplemental Security Income, and live with family members. In addition to their specific housing needs, they are at increased risk of housing insecurity after an aging parent or family member is no longer able to care for them.

In Brisbane, of the population with a developmental disability, children under the age of 18 make up 46.2%, while adults account for 53.8%.

Table 5: Population with Developmental Disabilities by Age

Age Group	value
Age 18+	14
Age Under 18	12

Universe: Population with developmental disabilities



Notes: The California Department of Developmental Services is responsible for overseeing the coordination and delivery of services to more than 330,000 Californians with developmental disabilities including cerebral palsy, intellectual disability, Down syndrome, autism, epilepsy, and related conditions. The California Department of Developmental Services provides ZIP code level counts. To get jurisdiction-level estimates, ZIP code counts were crosswalked to jurisdictions using census block population counts from Census 2010 SF1 to determine the share of a ZIP code to assign to a given jurisdiction.

Source: California Department of Developmental Services, Consumer Count by California ZIP Code and Age Group (2020)

The most common living arrangement for individuals with disabilities in Brisbane is the home of parent /family /guardian.

**Table 6: Population with Developmental Disabilities by Residence**

Residence Type	value
Home of Parent /Family /Guardian	26
Other	0
Foster /Family Home	0
Intermediate Care Facility	0
Community Care Facility	0
Independent /Supported Living	0

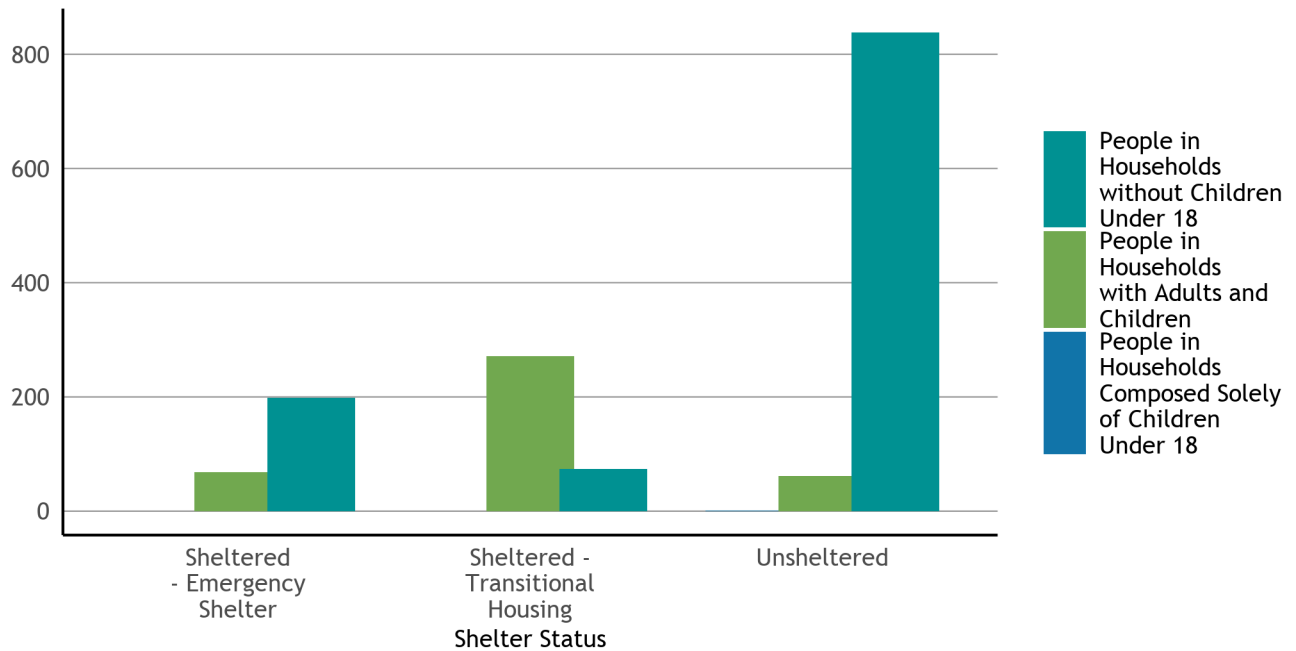
Universe: Population with developmental disabilities

Notes: The California Department of Developmental Services is responsible for overseeing the coordination and delivery of services to more than 330,000 Californians with developmental disabilities including cerebral palsy, intellectual disability, Down syndrome, autism, epilepsy, and related conditions. The California Department of Developmental Services provides ZIP code level counts. To get jurisdiction-level estimates, ZIP code counts were crosswalked to jurisdictions using census block population counts from Census 2010 SF1 to determine the share of a ZIP code to assign to a given jurisdiction.

Source: California Department of Developmental Services, Consumer Count by California ZIP Code and Residence Type (2020)

## 6.5 Homelessness

Homelessness remains an urgent challenge in many communities across the state, reflecting a range of social, economic, and psychological factors. Rising housing costs result in increased risks of community members experiencing homelessness. Far too many residents who have found themselves housing insecure have ended up unhoused or homeless in recent years, either temporarily or longer term. Addressing the specific housing needs for the unhoused population remains a priority throughout the region, particularly since homelessness is disproportionately experienced by people of color, people with disabilities, those struggling with addiction and those dealing with traumatic life circumstances. In San Mateo County, the most common type of household experiencing homelessness is those without children in their care. Among households experiencing homelessness that do not have children, 75.5% are unsheltered. Of homeless households with children, most are sheltered in transitional housing (see Figure 40).



**Figure 40: Homelessness by Household Type and Shelter Status, San Mateo County**

Universe: Population experiencing homelessness

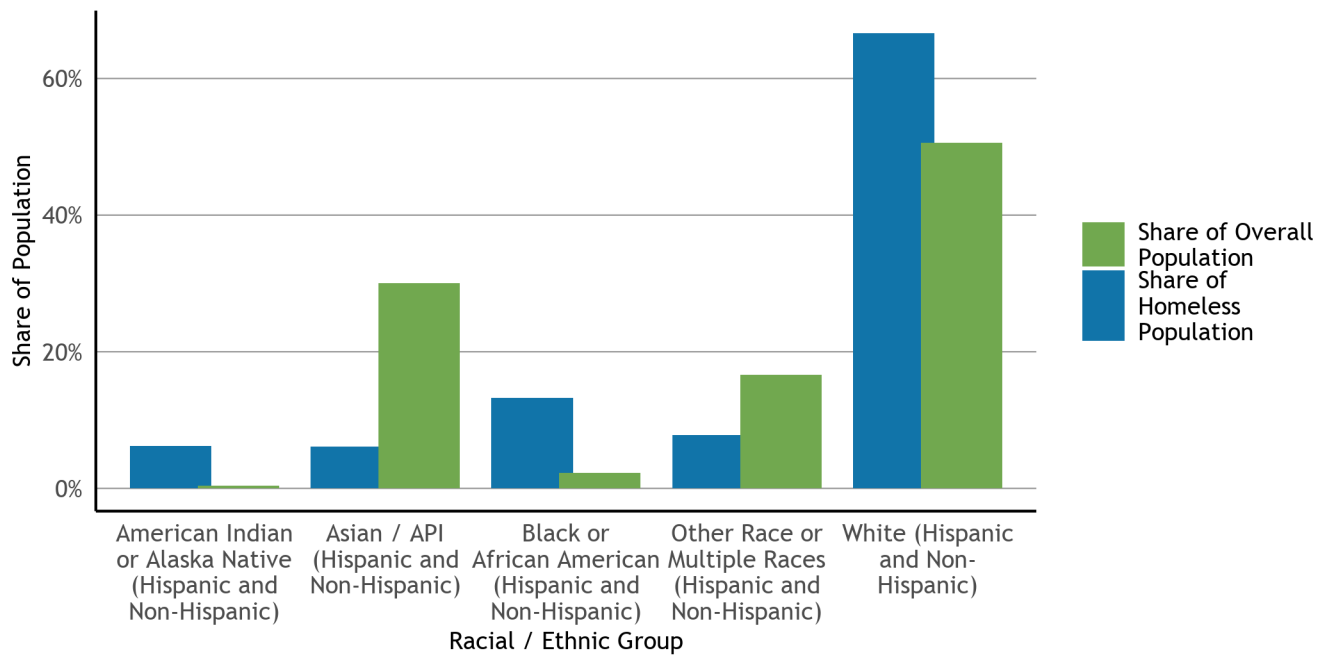
Notes: This data is based on Point-in-Time (PIT) information provided to HUD by CoCs in the application for CoC Homeless Assistance Programs. The PIT Count provides a count of sheltered and unsheltered homeless persons on a single night during the last ten days in January. Each Bay Area county is its own CoC, and so the data for this table is provided at the county-level.

Source: U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports (2019)

People of color are more likely to experience poverty and financial instability as a result of federal and local housing policies that have historically excluded them from the same opportunities extended to white residents. Consequently, people of color are often disproportionately impacted by homelessness, particularly Black residents of the Bay Area. In San Mateo County, White (Hispanic and Non-Hispanic) residents represent the largest proportion of residents experiencing homelessness and account for 66.6% of the homeless population, while making up 50.6% of the overall population (see Figure 41).







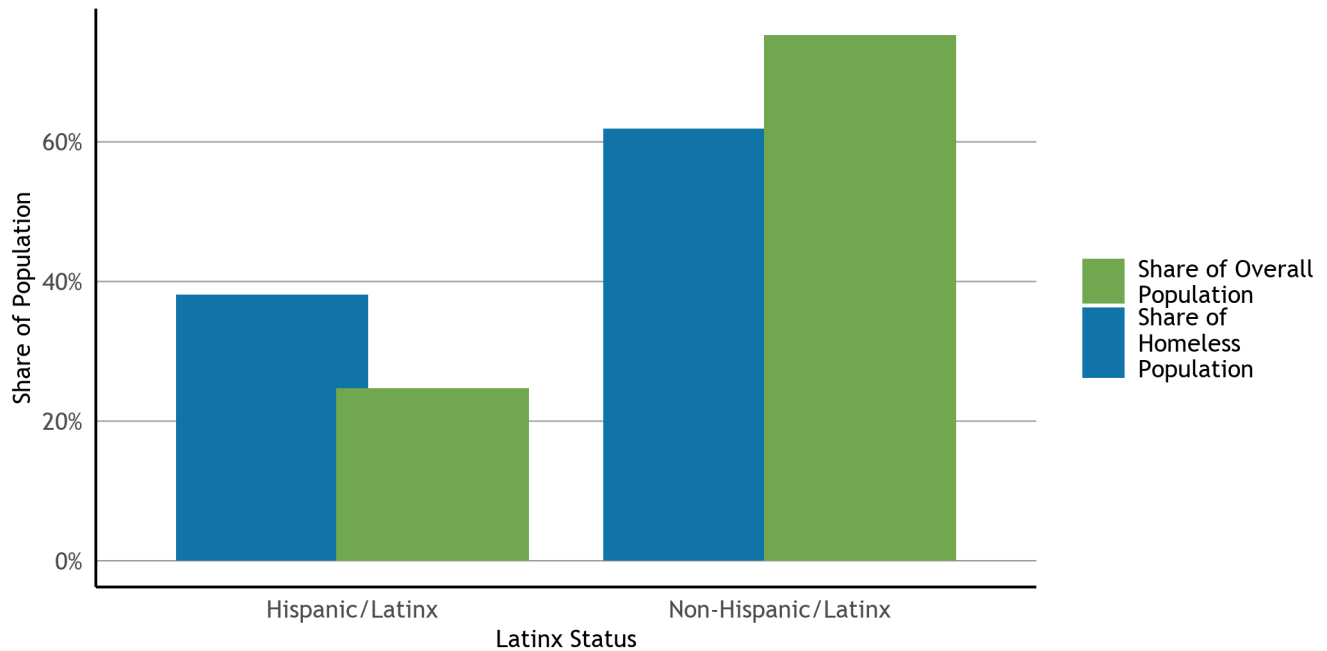
**Figure 41: Racial Group Share of General and Homeless Populations, San Mateo County**

*Universe: Population experiencing homelessness*

*Notes: This data is based on Point-in-Time (PIT) information provided to HUD by CoCs in the application for CoC Homeless Assistance Programs. The PIT Count provides a count of sheltered and unsheltered homeless persons on a single night during the last ten days in January. Each Bay Area county is its own CoC, and so the data for this table is provided at the county-level. HUD does not disaggregate racial demographic data by Hispanic/Latinx ethnicity for people experiencing homelessness. Instead, HUD reports data on Hispanic/Latinx ethnicity for people experiencing homelessness in a separate table. Accordingly, the racial group data listed here includes both Hispanic/Latinx and non-Hispanic/Latinx individuals.*

*Source: U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports (2019); U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B01001(A-I)*

In San Mateo, Latinx residents represent 38.1% of the population experiencing homelessness, while Latinx residents comprise 24.7% of the general population (see Figure 42).



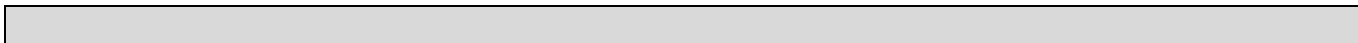
**Figure 42: Latinx Share of General and Homeless Populations, San Mateo County**

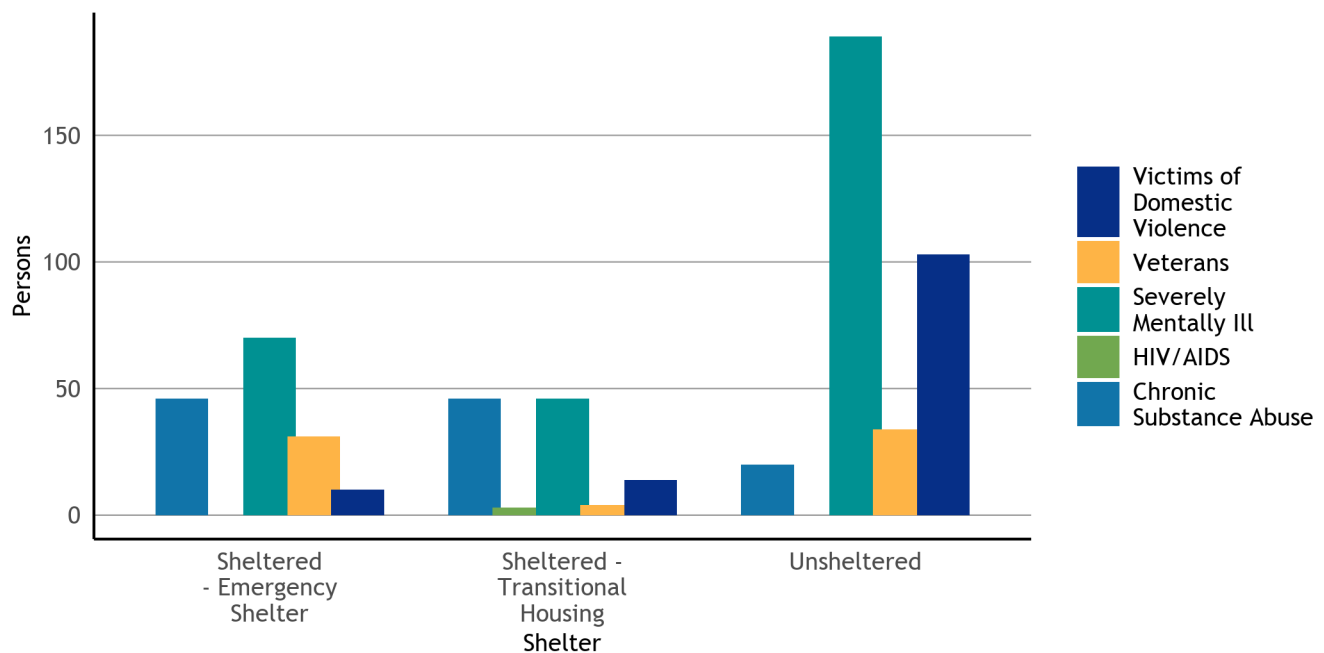
Universe: Population experiencing homelessness

Notes: This data is based on Point-in-Time (PIT) information provided to HUD by CoCs in the application for CoC Homeless Assistance Programs. The PIT Count provides a count of sheltered and unsheltered homeless persons on a single night during the last ten days in January. Each Bay Area county is its own CoC, and so the data for this table is provided at the county-level. The data from HUD on Hispanic/Latinx ethnicity for individuals experiencing homelessness does not specify racial group identity. Accordingly, individuals in either ethnic group identity category (Hispanic/Latinx or non-Hispanic/Latinx) could be of any racial background.

Source: U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports (2019); U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B01001(A-1)

Many of those experiencing homelessness are dealing with severe issues - including mental illness, substance abuse and domestic violence - that are potentially life threatening and require additional assistance. In San Mateo County, homeless individuals are commonly challenged by severe mental illness, with 305 reporting this condition (see Figure 12). Of those, some 62.0% are unsheltered, further adding to the challenge of handling the issue.





**Figure 43: Characteristics for the Population Experiencing Homelessness, San Mateo County**

Universe: Population experiencing homelessness

Notes: This data is based on Point-in-Time (PIT) information provided to HUD by CoCs in the application for CoC Homeless Assistance Programs. The PIT Count provides a count of sheltered and unsheltered homeless persons on a single night during the last ten days in January. Each Bay Area county is its own CoC, and so the data for this table is provided at the county-level. These challenges/characteristics are counted separately and are not mutually exclusive, as an individual may report more than one challenge/characteristic. These counts should not be summed.

Source: U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports (2019)

In Brisbane, there were no reported students experiencing homeless in the 2019-20 school year. By comparison, San Mateo County has seen a 37.5% decrease in the population of students experiencing homelessness since the 2016-17 school year, and the Bay Area population of students experiencing homelessness decreased by 8.5%. During the 2019-2020 school year, there were still some 13,718 students experiencing homelessness throughout the region, adding undue burdens on learning and thriving, with the potential for longer term negative effects.

**Table 7: Students in Local Public Schools Experiencing Homelessness**

AcademicYear	Brisbane	San Mateo County	Bay Area
2016-17	0	1910	14990
2017-18	0	1337	15142
2018-19	0	1934	15427
2019-20	0	1194	13718

Universe: Total number of unduplicated primary and short-term enrollments within the academic year (July 1 to June 30), public schools

Notes: The California Department of Education considers students to be homeless if they are unsheltered, living in temporary shelters for people experiencing homelessness, living in hotels/motels, or temporarily doubled up and sharing the housing of other persons due



to the loss of housing or economic hardship. The data used for this table was obtained at the school site level, matched to a file containing school locations, geocoded and assigned to jurisdiction, and finally summarized by geography. Source: California Department of Education, California Longitudinal Pupil Achievement Data System (CALPADS), Cumulative Enrollment Data (Academic Years 2016-2017, 2017-2018, 2018-2019, 2019-2020)

### 6.6 Farmworkers

Across the state, housing for farmworkers has been recognized as an important and unique concern. Farmworkers generally receive wages that are considerably lower than other jobs and may have temporary housing needs. Finding decent and affordable housing can be challenging, particularly in the current housing market.

In Brisbane, there were no reported students of migrant workers in the 2019-20 school year. The trend for the region for the past few years has been a decline of 2.4% in the number of migrant worker students since the 2016-17 school year. The change at the county level is a 57.1% decrease in the number of migrant worker students since the 2016-17 school year.

Table 8: Migrant Worker Student Population

AcademicYear	Brisbane	San Mateo County	Bay Area
2016-17	0	657	4630
2017-18	0	418	4607
2018-19	0	307	4075
2019-20	0	282	3976

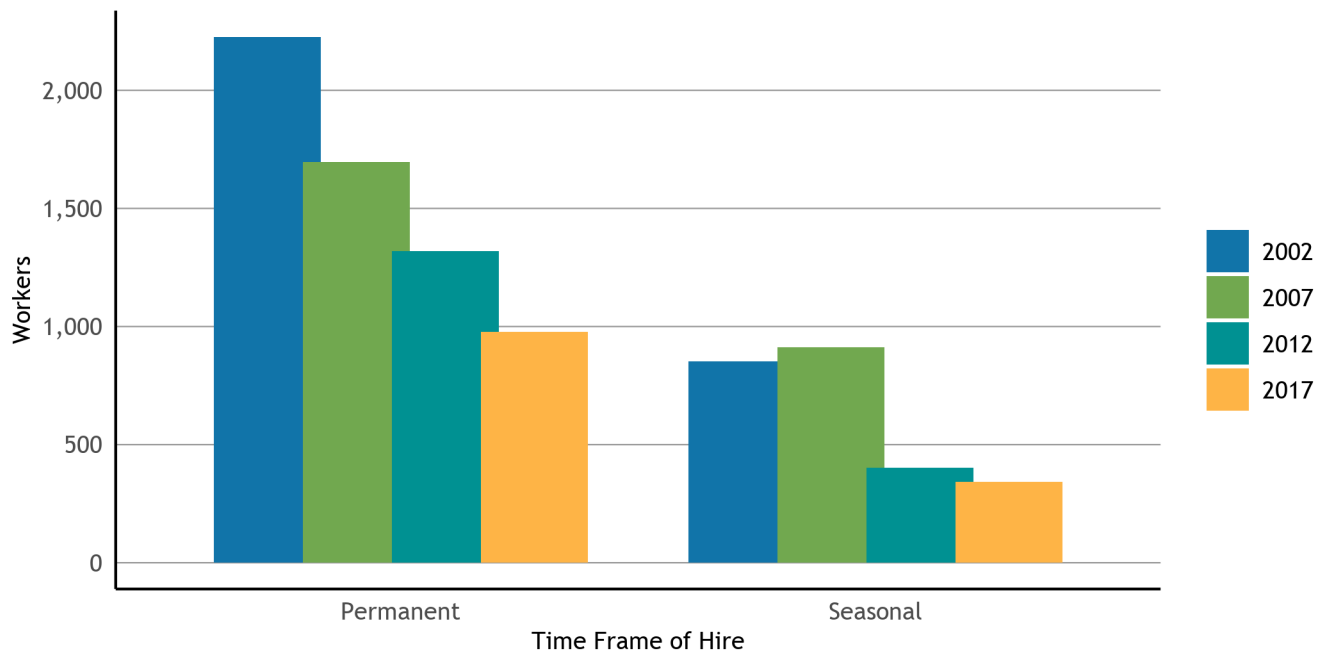
Universe: Total number of unduplicated primary and short-term enrollments within the academic year (July 1 to June 30), public schools

Notes: The data used for this table was obtained at the school site level, matched to a file containing school locations, geocoded and assigned to jurisdiction, and finally summarized by geography.

Source: California Department of Education, California Longitudinal Pupil Achievement Data System (CALPADS), Cumulative Enrollment Data (Academic Years 2016-2017, 2017-2018, 2018-2019, 2019-2020)

According to the U.S. Department of Agriculture Census of Farmworkers, the number of permanent farm workers in San Mateo County has decreased since 2002, totaling 978 in 2017, while the number of seasonal farm workers has decreased, totaling 343 in 2017 (see Figure 44).





**Figure 44: Farm Operations and Farm Labor by County, San Mateo County**

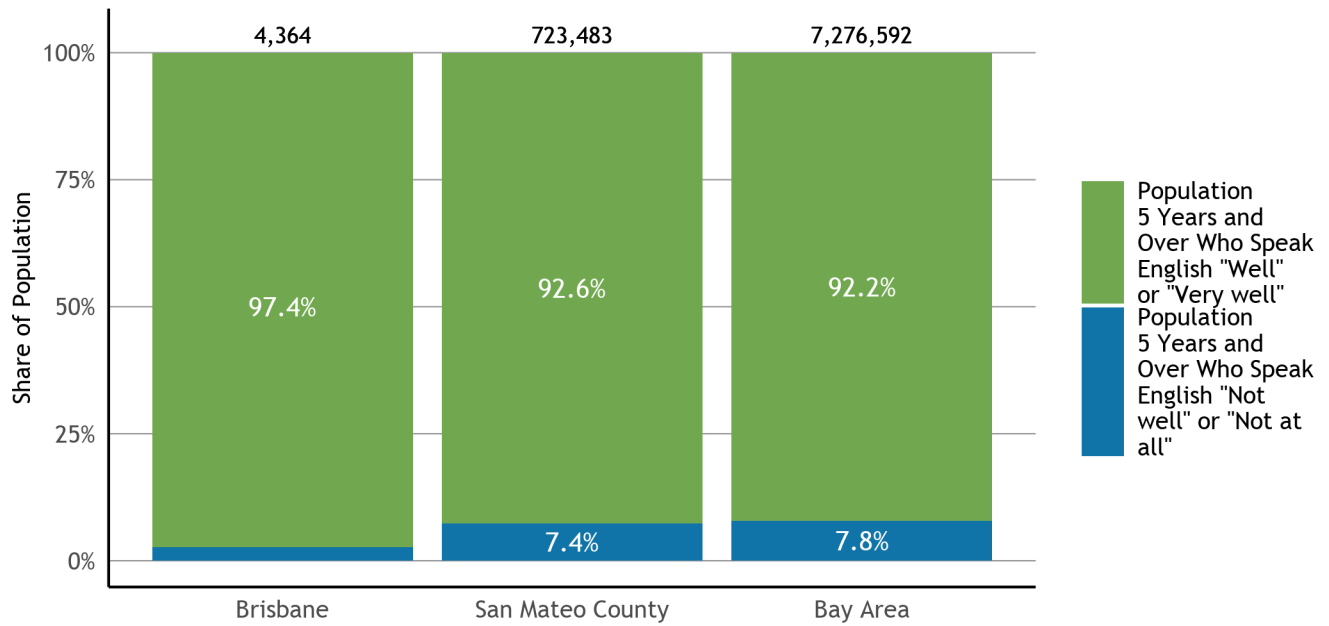
*Universe: Hired farm workers (including direct hires and agricultural service workers who are often hired through labor contractors)*

*Notes: Farm workers are considered seasonal if they work on a farm less than 150 days in a year, while farm workers who work on a farm more than 150 days are considered to be permanent workers for that farm.*

*Source: U.S. Department of Agriculture, Census of Farmworkers (2002, 2007, 2012, 2017), Table 7: Hired Farm Labor*

## 6.7 Non-English Speakers

California has long been an immigration gateway to the United States, which means that many languages are spoken throughout the Bay Area. Since learning a new language is universally challenging, it is not uncommon for residents who have immigrated to the United States to have limited English proficiency. This limit can lead to additional disparities if there is a disruption in housing, such as an eviction, because residents might not be aware of their rights or they might be wary to engage due to immigration status concerns. In Brisbane, 2.6% of residents 5 years and older identify as speaking English not well or not at all, which is below the proportion for San Mateo County. Throughout the region the proportion of residents 5 years and older with limited English proficiency is 8%.



**Figure 45: Population with Limited English Proficiency**

Universe: Population 5 years and over

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B16005



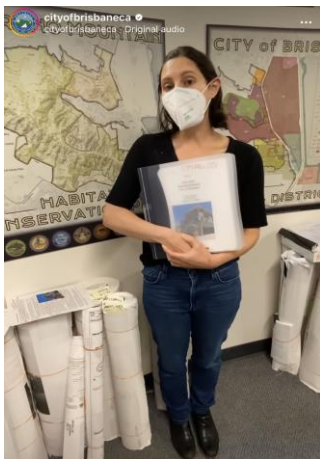


## APPENDIX E - PUBLIC PARTICIPATION

Government Code Section 65583(c)(8) requires the City to “make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element.” In order to meet this requirement, the City undertook various means of gaining community input on the 2023-2031 Housing Element. A number of events were offered to the public through both our participation in the Countywide 21 Elements collaborative and through the Planning Commission or City Council as study sessions and workshops, from early 2021 through July 2022, leading up to the preparation and publication of the draft Housing Element in August 2022. All workshops and meetings prior to February 2023 were held virtually and were available to participate or view live, or view after the event, due to COVID-19 restrictions. However, the City did provide numerous in-person engagement opportunities in 2022 as in-person community events gradually resumed.



*1 City staff tabling at the Farmer's Market*



*media video post*



*the Brisbane Library*

### Public Review of Draft Element and AB 215 Compliance

The draft Housing Element was made available to the public for comment, consistent with Government Code Section 65585(b)(1) (AB 215, Statutes of 2021), for more than 30 days, through the City’s Housing Element webpage and as a paper copy at City Hall and the City’s Library. All public comments received on the Draft Element were considered by the City Council at a public hearing on October 6, 2022, more than 10 days after closure of the formal 30-day public comment period, and have been incorporated into the Element (see Attachments E.1 and E.2). Additionally, responses to a community survey regarding noteworthy Housing Element policies and programs were considered by the Council at the October 6 hearing and are incorporated into the Element (see Attachment E.3).

Following receipt of comments on the first draft of the Element from the State Department of Housing and Community Development (HCD), the Planning Commission held a virtual public hearing to recommend adoption and certification of the draft Element, as revised following Council’s subsequent review, on January 12, 2023. Subsequently, a revised draft of the Element containing redlined revisions addressing HCD comments was posted on the City’s website on January 27, 2023. The City Council considered the revised draft Element at a hybrid public meeting on February 2, 2023, submitted written testimony, and took verbal testimony. The Council voted to adopt the Element and certify its



compliance with State law per Appendix F of the Element. The revised Element remained on the City website for more than seven days after it was posted before the revised Element was submitted to HCD on February 7.



4 Staff and Planning Commissioners tabling at Day in the Park

The following provides an outline of events and public surveys.

#### Public Participation, Outreach, Education Events and Surveys

Date	Host	Event Title and Format	Outreach
3/25/21	Brisbane Planning Commission	Planning Commission - Housing Element Introductory Workshop.  Livestreamed via: YouTube, City Website link and Local City TV Broadcast Channel 27.	City's physical posting places (City Hall, Library, Mission Blue Center) Marquee Sign Boards at the Community Park/Old County Road and Mission Blue Drive and Monarch Drive. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the City's YouTube channel and website to continue to be available to the public.
4/01/21	STAR Article	"Housing Element Update News"	City of Brisbane Monthly Newsletter, mailed to all residents and business addresses in Brisbane and published on the City's website. <a href="#">STAR Newsletter Archive   City of Brisbane (brisbaneca.org)</a>
4/13/21	Countywide, 21 Elements	Housing Element introductory meeting with an individual city-focused breakout room to discuss the process.	April STAR Article. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the 21



Date	Host	Event Title and Format	Outreach
			Elements Let's Talk Housing website and link from the City's Housing Element Update webpage, to continue to be available to the public.
4/22/21	Countywide, 21 Elements	Let's Talk Housing: All About RHNA, A deeper dive into the Regional Housing Needs Allocation (RHNA) process.	April STAR Article. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the 21 Elements Let's Talk Housing website and link from the City's Housing Element Update webpage, to continue to be available to the public.
10/13/21	Countywide, 21 Elements	Why Affordability Matters Why are our housing prices so high, and how did we get here? What does "housing affordability" mean? How is it measured? Who needs affordable housing?	City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the 21 Elements Let's Talk Housing website and link from the City's Housing Element Update webpage, to continue to be available to the public.
10/27/21	Countywide, 21 Elements	Housing and Racial Equity Why does where you live matter? Why are our neighborhoods segregated, even though our communities are diverse? What can we do to create more inclusive and equitable communities?	City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the 21 Elements Let's Talk Housing website and link from the City's Housing Element Update webpage, to continue to be available to the public.
11/10/21	Countywide, 21 Elements	Housing in a Climate of Change How can we create more housing given water shortages and greenhouse gas emissions? How does more housing *reduce* emissions?	City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the 21 Elements Let's Talk Housing website and link from the City's Housing Element Update webpage, to continue to be available to the public.
12/01/21	STAR Article	"Housing Element Update News"	City of Brisbane Monthly Newsletter, mailed to all residents and business addresses in Brisbane and published on the

Date	Host	Event Title and Format	Outreach
12/01/21	Countywide, 21 Elements	Putting it all Together for a Better Future Where do we have space to create new housing choices? How do we promote design excellence in new buildings and new communities?	City's website. December STAR Article. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the 21 Elements Let's Talk Housing website and link from the City's Housing Element Update webpage, to continue to be available to the public.
12/8/21 - 2/6/22	Balance Brisbane	Online Survey created by Balancing Act and Brisbane Planning staff, provided to the public through Brisbane's dedicated Housing Element Update webpage to gather Brisbane specific public input on potential housing sites for rezoning. (See Attachment E.1, Balance Brisbane Summary Report)	December STAR Article. Marquee Sign Boards at the Community Park/Old County Road and Mission Blue Drive and Monarch Drive. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Email blast to Planning Commission/Housing Element mailing list. Program available in English and Chinese.
12/16/21	Brisbane Planning Commission	Workshop: Demographics, Housing Needs and Introduction to the Balancing Act Tool. Guest speaker, ECONorthwest, consultant on the Affordable Housing Strategic Plan. <i>Meeting Packet</i>	December STAR Article. City's physical posting places (City Hall, Library, Mission Blue Center) Marquee Sign Boards at the Community Park/Old County Road and Mission Blue Drive and Monarch Drive. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the City's YouTube channel and website to continue to be available to the public. Email blast to Planning Commission/Housing Element mailing list. Flyer mailer to multi-family residential addresses.
12/21 - 1/31/22	AFFH Survey (See Appendix C3.)	Online Survey: Countywide Fair Housing Survey by Root Policy on discrimination regarding access to housing.	January STAR Article. City's physical posting places Marquee Sign Boards at the Community Park/Old County Road and Mission Blue Drive and Monarch Drive.



Date	Host	Event Title and Format	Outreach
			City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Email blast to Planning Commission/Housing Element mailing list.
1/22	STAR Article	"Housing Element Update News"	City of Brisbane Monthly Newsletter, mailed to all residents and business addresses in Brisbane and published on the City's website.
1/27/22	Brisbane Planning Commission	Workshop: Balance Brisbane update, Review of Performance from the 2015-2022 Housing Element, Overview of Affirmatively Furthering Fair Housing. <i>Meeting Packet</i>	January STAR Article. City's physical posting places (City Hall, Library, Mission Blue Center) Marquee Sign Boards at the Community Park/Old County Road and Mission Blue Drive and Monarch Drive. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the City's YouTube channel and website to continue to be available to the public. Email blast to Planning Commission/Housing Element mailing list.
2/22	STAR Article	"Housing Element Update News"	City of Brisbane Monthly Newsletter, mailed to all residents and business addresses in Brisbane and published on the City's website.
2/10/22	Brisbane Planning Commission	Workshop: Balance Brisbane update, Housing Needs and Rules to Meet the RHNA and Constraints to Housing. <i>Meeting Packet</i>	February STAR Article. City's physical posting places (City Hall, Library, Mission Blue Center) Marquee Sign Boards at the Community Park/Old County Road and Mission Blue Drive and Monarch Drive. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the City's YouTube channel and website to continue to be available to the public. Email blast to Planning Commission/Housing Element

Date	Host	Event Title and Format	Outreach
			mailing list.
2/24/22	Brisbane Planning Commission	Workshop: Selection of Housing Sites for Rezoning <i>Meeting Packet</i>	February STAR Article. City's physical posting places (City Hall, Library, Mission Blue Center) Marquee Sign Boards at the Community Park/Old County Road and Mission Blue Drive and Monarch Drive. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the City's YouTube channel and website to continue to be available to the public. Email blast to Planning Commission/Housing Element mailing list.
3/22	STAR Article	"Housing Element Update News"	City of Brisbane Monthly Newsletter, mailed to all residents and business addresses in Brisbane and published on the City's website.
3/10/22	Brisbane Planning Commission	Workshop: Goals, Policies and Programs. <i>Meeting Packet</i>	March STAR Article. City's physical posting places (City Hall, Library, Mission Blue Center) Marquee Sign Boards at the Community Park/Old County Road and Mission Blue Drive and Monarch Drive. City's Social Media Outlets (Facebook, Twitter, Instagram and Nextdoor). Recorded and retained on the City's YouTube channel and website to continue to be available to the public. Email blast to Planning Commission/Housing Element mailing list.
4/22	STAR Article	"Housing Element Update News"	City of Brisbane Monthly Newsletter, mailed to all residents and business addresses in Brisbane and published on the City's website.
5/22	STAR Article	"Housing Element Update News"	City of Brisbane Monthly Newsletter, mailed to all residents and business addresses

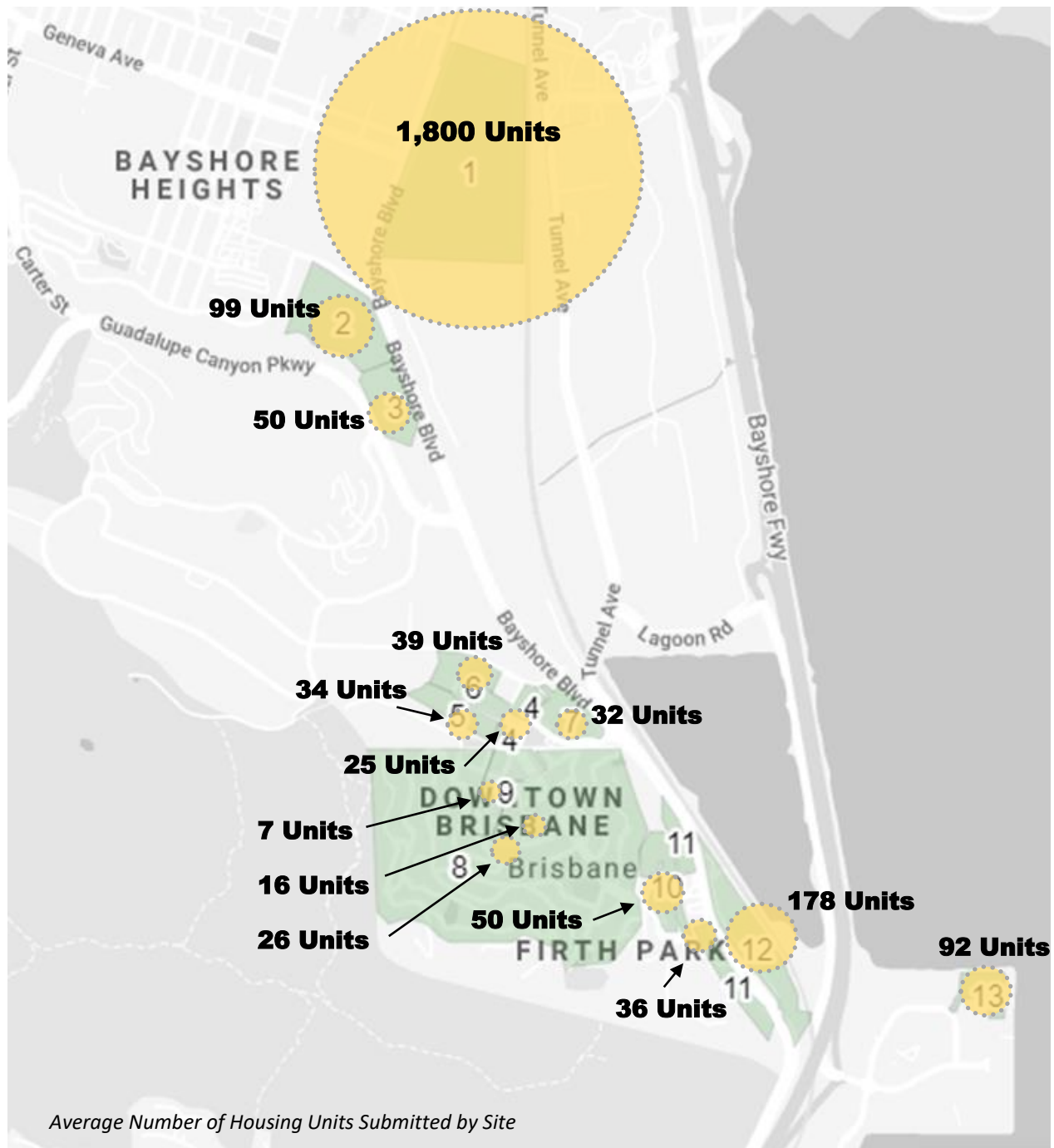


Date	Host	Event Title and Format	Outreach
			in Brisbane and published on the City's website.
7/28/22	Planning Commission	Workshop: Preliminary Draft Goals, Policies, and Programs <a href="#">Meeting Packet</a>	Farmer's Market tabling 7/14 and 7/28/22; Signboard; Weekly BLAST 7/15 and 7/22; Housing Element email notification 7/19/22; Housing Element webpage; Facebook, Nextdoor, and Instagram posts
8/8/22	N/a	Publication of Public Draft Housing Element	September 2022 STAR; Farmer's Market tabling 8/4/22, 8/18/22, 8/25/22, 9/8/22; Signboards; Weekly BLAST 8/12-9/8/22; Housing Element email notification 8/12/22 and 9/8/22; Housing Element webpage; Facebook, Nextdoor and Instagram posts; Citywide mailer to multi-family units; HOA emails; engagement with community groups (Lion's Club, Mother's of Brisbane, Brisbane Village Helping Hands, Sunshine Senior Room)
8/11/22	Planning Commission	Workshop: Overview of Draft Housing Element <a href="#">Meeting Packet</a>	Farmer's Market tabling 8/4/22; Signboard; Housing Element webpage; Facebook, Nextdoor, and Instagram posts
8/11/22-9/23/22	N/a	Community survey (online and hard copy)	Weekly BLAST 8/12/22-9/23/22, September STAR, Farmers Market Tabling 8/18/22, 8/25/22, 9/8/22; Display at Brisbane Library (QR code)
8/25/22	Planning Commission	Public Hearing <a href="#">Meeting Packet</a>	Farmer's Market tabling 8/18/22 and 8/25/22; Signboards; Weekly BLAST 8/19/22; flyer mailer to multi-family residential addresses; Housing Element email notification 8/12/22 and 8/19/22; Housing Element webpage; Facebook, Nextdoor, and Instagram posts
8/31/22	Planning Staff	"Coffee with a Planner" at Brisbane Library- informal drop-in conversations about the Draft Housing Element	Facebook, Nextdoor, and Instagram posts; Weekly BLAST 8/26/22
9/1/22	STAR Article	Draft Housing Element Public Comment period reminder and community survey	September STAR (mailed to every household)
10/1/22	Planning Staff	"Day in the Park" community event; information booth on Housing Element and	September STAR; Signboards; Weekly BLAST emails September 2022; Facebook, Nextdoor, and

<i>Date</i>	<i>Host</i>	<i>Event Title and Format</i>	<i>Outreach</i>
		planning projects	Instagram posts;
<b>10/6/22</b>	City Council	Public Hearing <i>Meeting Packet</i>	Signboards; Weekly BLAST 9/23/22 and 9/30/22; Housing Element email notification 9/27/22; flyer mailer to multi-family residential addresses; Facebook, Nextdoor, and Instagram posts; Housing Element webpage
<b>1/12/2023</b>	Planning Commission	Public Hearing <i>Meeting Packet</i>	January STAR article, 1/6/23 Housing Element email notification, 1/6/23 Weekly BLAST
<b>2/2/2023</b>	City Council	Public Hearing <i>Meeting Packet</i>	February STAR article, 1/20/23 and 1/30/23 Housing Element email notifications, Instagram and Facebook posts, Housing Element webpage



### BALANCE BRISBANE SUMMARY REPORT



- Key:**
- |                               |   |  |
|-------------------------------|---|--|
| 1. Baylands (Northwest)       | 5. Parkside PAOZ-2 (Parkside)           | 10. Lower Thomas Hill (Lower Acres)        |
| 2. Levinson (Guadalupe Hills) | 6. Parkside PAOZ-2 Extension (Parkside) | 11. Southwest Bayshore (SW)                |
| 3. Peking (Guadalupe Hills)   | 7. Parkside PAOZ-3 (Parkside)           | 12. Southeast Bayshore (SE) aka Former VWR |
| 4. Parkside PAOZ-1 (Parkside) | 8. Central Brisbane (SFD/MFD/ADU)       | 13. Marina (Sierra Point)                  |
|                               | 9. Visitacion Ave (Central Brisbane)    |  |



**Quick Stats:**

- Simulation tool launched at the beginning of December 2021 and closed February 6, 2022
- Available in English and Simplified Chinese
- Nearly 450 page views
- 54 Submissions
- Participants spent, on average, 6 minutes using the tool
- The Baylands planning area was identified as a housing site on 88% of submissions

**Planning Subareas vs. Sites**

Balance Brisbane included 13 sites, as seen on the map, that may have been a collection of one or more individual parcels, categorized by a planning area correlating with the planning areas identified within the General Plan. For example, the Guadalupe Hills planning area includes 2 sites that encompass a single parcel each - Levinson and Peking – while the Parkside planning area includes 4 sites which each comprise multiple parcels. Refer to Table 1 for the classification of sites and planning areas.

<i>Planning Area</i>	<i>Site</i>
<i>Baylands</i>	Northwest (NW)
<i>Central Brisbane</i>	Single and Multifamily (SFD/MFD)
	Visitacion Ave
<i>Guadalupe Hills</i>	ADUs
	Levinson
<i>Parkside</i>	Peking
	PAOZ-1
	PAOZ-2
	PAOZ-2 Extension
<i>Sierra Point</i>	PAOZ-3
	Marina
<i>South Bayshore Blvd</i>	Southwest Bayshore (SW)
	Southeast Bayshore (SE) <i>aka Former VWR</i>
<i>Lower Brisbane Acres</i>	Lower Thomas Hill

*Table 1: Sites by Planning Area*

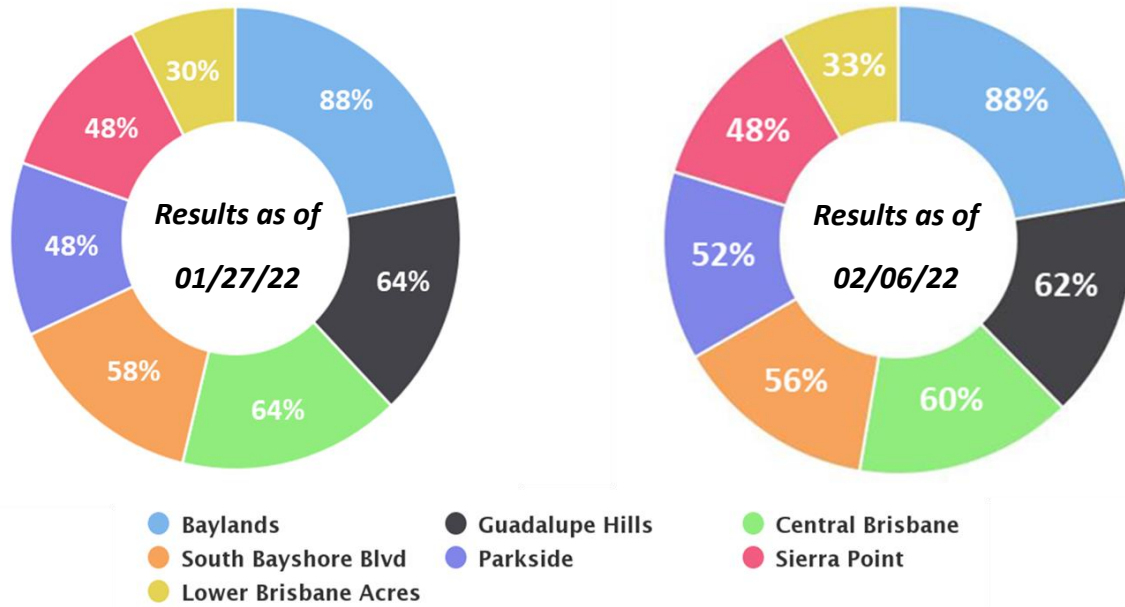
**Simulation Results:**

Figure 1 represents the percentage of all submissions that identified housing for each planning area. For example, of the 54 submissions, 88 percent (about 47) selected the Baylands as a site that could accommodate housing units mandated by the State during the upcoming 2023-31 Housing Element cycle. The remaining planning areas, excluding the Lower Brisbane Acres, were identified to accommodate some housing on the majority of the submissions as well, with the Sierra Point, Parkside, South Bayshore Boulevard, Central Brisbane, and Guadalupe Hills planning areas receiving housing units on 48-62 percent of the submissions.



Figure 1: Percentage of submissions that identified housing by planning area in January and at close in February.

**PERCENTAGE OF SUBAREAS IDENTIFIED FOR HOUSING BY SUBMISSION**



However, while the submissions showed participants indicated housing could be accommodated within multiple planning areas throughout the City, the quantities of housing units they submitted, excluding those on the Baylands, was fairly low. Figure 2 illustrates the average number of housing units allocated by site. The Baylands received by and far the most average number of housing units. This is in part because [Measure JJ](#) allows between 1,800 and

**AVERAGE HOUSING UNIT ALLOCATION BY SITE**

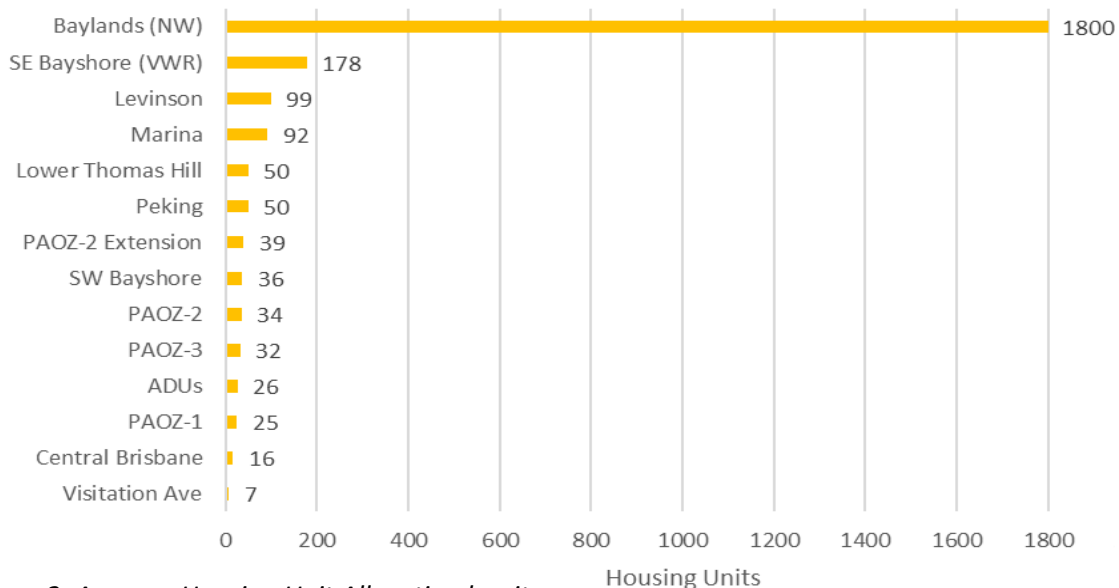


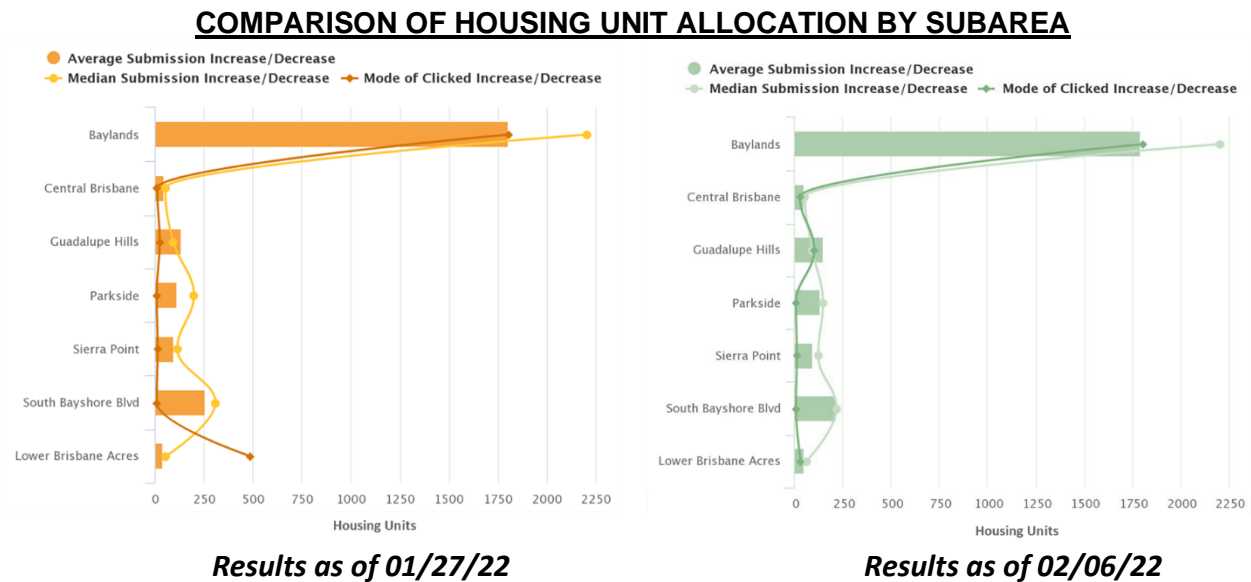
Figure 2: Average Housing Unit Allocation by site.

2,200 housing units to be developed within the northwest quadrant of the site and the simulation did not allow users to select fewer units, unless they decided no units would be constructed on the Baylands due to the Specific Plan not being adopted in time. Figure 3, shows the average, median, and mode of all submission, by planning area in January and at close; there was very little difference between the January snapshot and at close.

Table 2 provides a more detailed breakdown of Figure 2, the average number of housing units allocated by site. The table indicates the lowest, highest, and average number of housing units submitted for each site within the planning areas.

As indicated previously, nearly all submissions allocated housing units to the Baylands; only 4 submissions allocated zero housing units to the Baylands. It could also accommodate nearly all of Brisbane’s Regional Housing Needs Allocation (RHNA) if the Specific Plan is adopted within the statutory deadline prescribed under State law. Should the Baylands not accommodate any of Brisbane’s RHNA, Table 3 shows the lowest, highest, and average number of housing units of the 4 submissions that allocated zero units to the Baylands.

Figure 3: Housing Unit Allocation by subarea in January 2022 and at close in February.



Tables 2 and 3 also indicate if the average number of housing units submitted per site could qualify as accommodating affordable housing. To qualify under State law, the minimum density of a site must be 20 dwelling units per acre (DU/AC) in order to be claimed as affordable. As shown in Table 2, no sites other than the Baylands could be classified as affordable using the average number of housing units from the submissions. However, when only considering the submissions that excluded the Baylands, Table 3, 4 sites could be classified as affordable at the densities preferred by respondents.



Table 2: Low, High, and Average Number of Housing Units Allocated by Site and Affordability

SITE	Amount Submitted			Gross		Net		Qualifies as affordable?
	Low	High	Average	Acres	DU/AC	Acres	DU/AC	
BAYLANDS (NW)	0	2,200	1,800	55	32.73			Yes
CENTRAL BRISBANE	0	104	16	8.95	1.79			No
VISITATION AVE	0	25	7	0.81	8.64			No
ADUS	0	122	26	NA	NA			*
LEVINSON	0	940	99	21.95	4.51	10.98	0.41	No
PEKING	0	350	50	9.37	5.34	2.81	1.90	No
PAOZ-1	0	105	25	2.36	10.59			No
PAOZ-2	0	190	34	6.85	4.96			No
PAOZ-2 EXTENSION	0	250	39	8.96	4.35			No
PAOZ-3	0	260	32	7.85	4.08			No
MARINA	0	760	92	6.51	14.13			No
SW BAYSHORE	0	195	36	12.03	2.99			No
SE BAYSHORE (VWR)	0	1,050	178	17.5	10.17			No
LOWER THOMAS HILL	0	480	50	9.6	5.21			No
<b>TOTAL</b>			<b>2,484</b>					
<b>EXCLUDING BAYLANDS</b>			<b>684</b>					

\* 60% OF ADU PRODUCTION COULD QUALIFY AS AFFORDABLE PER THE CENTER FOR COMMUNITY INNOVATION, OR 16 ADUS

Table 3: Low, High, and Average Number of Housing Units Allocated by Site and Affordability – for submissions that allocated zero housing units to the Baylands

SITE	Amount Submitted			Gross		Net		Qualifies as affordable?
	Low	High	Average	Acres	DU/AC	Acres	DU/AC	
CENTRAL BRISBANE	0	38	21	8.95	2.35			No
VISITATION AVE	0	25	13	0.81	16.05			No
ADUS	56	122	96	NA	NA			*
LEVINSON	40	940	340	21.95	15.49	10.98	30.97	Yes
PEKING	0	350	173	9.37	18.46	2.81	61.57	Yes
PAOZ-1	0	105	76	2.36	32.20			Yes
PAOZ-2	0	190	110	6.85	16.06			No
PAOZ-2 EXTENSION	0	250	135	8.96	15.07			No
PAOZ-3	0	260	140	7.85	17.83			No
MARINA	0	760	204	6.51	31.34			Yes
SW BAYSHORE	0	195	101	12.03	8.40			No
SE BAYSHORE (VWR)	50	1,050	350	17.5	20.00			Yes
LOWER THOMAS HILL	30	480	158	9.6	16.46			No
<b>TOTAL</b>			<b>1,917</b>					

\* 60% OF ADU PRODUCTION COULD QUALIFY AS AFFORDABLE PER THE CENTER FOR COMMUNITY INNOVATION, OR 58 ADUS

**Simulation Comments:**

Balance Brisbane also allowed participants to submit comments as part of their submissions, and many participants did so. The list below contains recurring concerns or comments offered by participants:

Recurring comments:

- Water forecasting/allocation for increased housing units/population
- Transportation, traffic management, and circulation must improve (with increased density) e.g.:
  - i. More/increased rush hour shuttles to BART/Caltrain/Muni in San Francisco/Oyster Point ferry
  - ii. Extend Muni (San Francisco Municipal Railway) to Central Brisbane
  - iii. More bike/pedestrian paths to transit
- Housing at Sierra Point would serve jobs and create a mixed-use neighborhood
- Sea level rise implications
- Importance of quality of life, i.e., noise, traffic, and environmental impacts should be thoroughly understood, considered, and addressed

Participants were also asked to identify additional sites that were not included in the simulation. The list below includes every additional site mentioned by participants, excluding any that were already included within the simulation. Some sites, such as Crocker Industrial Park and parcels along Bayshore Boulevard were mentioned more than once.

Other sites to consider comments:

- All of Crocker Industrial Park
- Along Bayshore Blvd, Visitation Ave, and San Francisco Ave
- Vacant industrial sites
- All of Sierra Point
- Above Lagoon Rd (Nonresidential portion of Baylands)
- Infill on Ridge
- The Quarry

**ATTACHMENT E.1**

**Public Comments Received During 30-day Public Review Period**

|



Question/Comment via website

dolores <brisbaneca@municodeweb.com>

Mon 8/15/2022 2:32 PM

To: Ayres, Julia <jayres@ci.brisbane.ca.us>

**Public**

**Comments** Received during  
30 day comment period  
8/8/22-9/922

This message was sent from outside the company by someone with a display name matching a user in your organization.  
Please do not click links or open attachments unless you recognize the source of this email and know the content is safe.

Submitted on Monday, August 15, 2022 - 2:32pm

Submitted by anonymous user: 45.26.48.234

Submitted values are:

First Name dolores

Last Name GOMEZ

Phone Number

Email Address brischic@sonic.net

Is this related to Brisbane's Draft 2023-2031 Housing Element? Yes

Would you like all or part of the draft Housing Element to be translated to Simplified Chinese or Spanish? No

Question/Comment

No one is addressing; WATER, TRAFFIC. Are we talking these dwelling to be on the Baylands? If so , okay. But Brisbane proper is FULL. Please do not cram more housing and people here.

The results of this submission may be viewed at:

<https://www.brisbaneca.org/node/15871/submission/10472>

To: Planning Commission, Staff  
From Dana Dillworth  
RE: Housing Element 2022 GPA 1, Housing Element Update  
August 25, 2022

Has this Housing Element been circulated through the State Clearing House? What is its number? Perhaps it needs to be recirculated.

I wonder how the County of San Mateo and the State of California's Natural Resources departments would respond to a Housing Element which seeks to take irreplaceable, environmentally sensitive habitat (with 60% protection) out of the mix for no-limits, no further study or review dense housing. The City has stated that they have the ability to repay the funders for these properties, however Our General Plan (R-BA) has a stated goal of limiting housing to be protective. This element is inconsistent with our General Plan and our goals of environmental protection for San Bruno Mountain.

I question your lack of CEQA review. In addition, I question the goal to meet ever-increasing RHNA numbers and their impact on a town of this size. It should be questioned, if not challenged.

How do our RHNA numbers keep increasing? How is this a "fair-share" of 2,226 units required of a town of 2,100? We have rezoned multiple times to meet the same goal. (ADU's could +/- double the town, Parkside overlay, and Baylands). Seriously, the only stated goal of our housing element should be to provide low and very-low income housing with protections that they should never be placed into market-rate service without an equivalent in-situ remedy.

Not subject to CEQA in this moment, but a complete CEQA review IS required because you are advising on a foreseeable action by the City that will have enormous environmental impacts.

If the Brisbane Baylands EIR is the only environmental review for this element, in spite of how impressive, the Baylands EIR was not done with the knowledge of SB 9 or imminent State legislation(s) that will further take our Public Open Space resources, Parking facilities, and Transportation corridors to the benefit of dense housing developers.

The Baylands EIR never imagined an elimination of R-1 housing which quadruples housing stock over night under new State mandates. Mums the word, let's not tell the public what is really happening. Additionally, the stated purpose of the Baylands EIR was to meet one developer's goal. It requires adhering to sustainability standards that are not required throughout town because our conservation element hasn't had equal updates. It also requires sufficient water supply to support a new population of 4,000, now even more new residents and building supportive infrastructure. What part(s) of the Bayland's agreement for Open Space, Recreation, Infrastructure, and Community Facilities will be required of the landowners in the Brisbane Acres or other places you might move this high-density zoning to?

CEQA requires that all elements in the General Plan be in balance. When was the last time you studied and mapped open space, conservation, our natural resources, and safety requirements with such diligence? It was 1991-1994 for me. What does the recent 20-year drought mean and how did Covid impact the need and dynamics of housing? What about sea-level rise? Those are the types of studies that are necessary for this Housing Element to be current.

Brisbane Acres are inaccurately being mapped and referred to as Central Brisbane. (Figure B.7.2) I object to this new map, if approved, because Central Brisbane is a specific land use. The map homogenizes the town, it ignores the difference and importance of our R-BA districts which is mentioned in our Open Space Plan as having a special ecological importance. Many



acres were purchased with Open Space funds for improvement for habitat of rare and endangered species. There is an existing environmental determination that requires lower impacts and not scarring the hillside for infrastructure. To speak so casually of the Brisbane Acres' ability to meet or may meet thousands of units of housing needs is unacceptable because you have not considered the impacts to our streets.

As I see block-long cranes and laden cement trucks lumber up a wide part of Humboldt Road to only back down the hill because of the potential jack-knifing or break failures at every turn, I wonder about the future of Brisbane if we adopt a housing plan that would have enormous impacts to our upper acres and the safety of our residents without looking at the obvious constraints, as an exercise.

The city is in negotiations with the Baylands developer. I cannot believe that out of 1800 housing units there will only be about 200 units for low-income housing. Are you aware that the Baylands developers, with city approval, have asked for \$3.5 millions of dollars from the state for clean-up funds? We were told that the reason for so many units, was to pay for the clean-up. What gives?

This element includes language of what to do, where to find units if the current land uses don't produce. Is that a reality? Baylands could renege and we have to place hundreds of units of low-income housing elsewhere? That language should be addressed so that we don't have surprise re-zonings, because alternatives were considered in a public forum, but none have been studied.

Why are the Baylands developers in stakeholder meetings only being asked to do the minimum? In 600 acres, there are many opportunities for housing (if proven to be safe) to meet the needs for all sectors of society, for assisted and transitional housing, for experimental off-grid communities. Near a transit hub, all pluses. How is it that the Baylands developer is not being considered as a greater resource for meeting the needs of the community as a whole? Perhaps the mandate is too low or too weak. Given our years of no new affordable housing, our plan should be immediate solutions. Not the rehashing of systems that don't work expecting a for-profit developer to uphold community values and commitments.

I ask that you send this back to the council for further studies. I ask that you learn the impacts of the new legislation from Sacramento and invite speakers from Community Catalysts <https://catalystsca.org> to provide an alternative view of the Housing mandates. I ask that you question our RHNA numbers and learn what other communities are doing with viewing a presentation from Pam Lee an attorney representing communities who question the recent long arm reach of Sacramento: <https://vimeo.com/738853753> and question whether we have unlimited resources for developers who don't uphold their promises or contribute to the good of their community.

Where was a discussion of sustainability, of eco-villages? Of truly affordable, life-supporting community housing? Of local food production? Where is the James Wine's concept of garden cities? As my family seeks a different, affordable community, we are reminded of the developments of the 70's that had lesser impacts to the land and created livable spaces. I shutter at the thought that you have allowed the developer of the Baylands to be required to do so little for the overriding considerations you are asking us to once more consider.

Thank you.

**Viana, Alberto**

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**From:** Anthony Lavaysse ~~alavaysse@norcal.org~~  
**Sent:** Friday, August 26, 2022 12:53 PM  
**To:** Planning Commissioners  
**Subject:** Attn: Planning Commission

Hello Commissioners,

My name is Tony Lavaysse, and I recently spoke at the Planning Commission meeting on 8-25-22. My comments were related to the Housing Element and our construction workforce.

As I said, I have been a carpenter for over 27 years. It has been my experience that there is a great disparity between local carpenters wages from contractor to contractor.

As a Union Organizer, it is part of my job to walk job sites in an effort to meet with workers and gather information. The data has shown that the unrepresented carpenters make substantially less per hour with little, or more often, no benefits. This highlights the need to hire RESPONSIBLE contractors.

My hope is to raise the bottom for all carpenters in an effort to improve the quality of life for them and their families. Thus elevating the community as a whole. We achieve this through Area Labor Standards.

Local Hire  
Health Care  
A Living Wage

I hope this provides you with a better understanding of the challenges of the unrepresented workforce. There is a definite need for Area Labor Standards, and responsible General Contractors and Sub-Contractors.

I look forward to discussing this with you further.

Respectfully,  
Anthony Lavaysse  
**Field Representative**  
***Nor Cal Carpenters Union***  
(341)688-1494

**Ayres, Julia**

---

**From:** Kendra Ma ~~<kendrama@transformca.org>~~  
**Sent:** Tuesday, August 23, 2022 3:58 PM  
**To:** Swiecki, John; Johnson, Kenneth; Ayres, Julia  
**Cc:** housingelements@hcd.ca.gov  
**Subject:** Brisbane Draft Housing Element Comment  
**Attachments:** Brisbane HE Comments\_TransForm.pdf

**Follow Up Flag:** Follow up  
**Flag Status:** Completed

Hi Brisbane Community Development Team,

My name is Kendra and I am the Policy Analyst at TransForm. We are a nonprofit policy advocacy organization focusing on better land use and transportation policy at the local, regional, and state level. Thank you for releasing a draft of the City's Housing Element for review and public comment. Our team has put together some feedback that we would like to see addressed in the Housing Element.

We applaud the City for releasing their draft Housing Element for feedback. We'd love to see if the Element can include clearer goals and language around parking policies and TDM strategies. Please see the attachment in this email to see our comments and recommendations.

Feel free to reach out if you have any questions - we know this is a busy time of year and we thank you so much for your hard work around this!

Thanks,  
Kendra

--

**Kendra Ma, Policy Analyst**  
(she/her/hers)

**TransForm**

560 14th Street, Suite 400, Oakland, CA 94612

Sign up for our emails at [www.TransFormCA.org](http://www.TransFormCA.org). Follow us on [Twitter](#), [Instagram](#), [Facebook](#), and [LinkedIn](#), too.



August 23, 2022

Community Development Department  
 City of Brisbane  
 50 Park Place  
 Brisbane, CA 94005

Re: Draft Housing Element Needs Ambitious Parking Updates

Dear Brisbane Community Development Department,

TransForm is a regional non-profit focused on creating connected and healthy communities that can meet climate goals, reduce traffic, and include housing affordable for everyone. We applaud Brisbane's work to date on the Draft Housing Element. However, to meet housing, transportation, and climate goals, Brisbane needs to expand on its successful programs and initiate some new ones.

In particular, there will need to be an effective mix of:

- Reducing parking provision and providing incentives and programs to drive less (Transportation Demand Management or TDM)
- Developing sufficient programs to meet affordable home targets of RHNA

We appreciate Program 6.A.5 which will continue a study to potentially lower parking standards. However this program has an excessive timeline given it is a continued policy from the previous cycle, and does not commit to any specific parking reforms. We do support the work Brisbane has done in this area, including the last cycle's parking reforms which lowered parking space requirements and linked parking provision to unit size, yet as the housing crisis grows and as we see stronger, newer models of parking policy it is time for stronger commitments to reform.

The need to eliminate or greatly reduce parking minimums is more important than ever. **Each new parking space costs \$30,000-\$80,000.**<sup>1</sup> With inflation driving up construction costs since these estimates, two spaces may now cost up to \$200,000. Beyond construction costs, parking takes up essential space that could provide more homes, services, or community amenities.

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<https://www.shoupdogg.com/wp-content/uploads/sites/10/2016/05/Cutting-the-Cost-of-Parking-Requirements.pdf>

TransForm recommends that Brisbane consider the following policies in the Housing Element:

1. Requiring unbundled parking for certain transit oriented developments. This is easier for building managers to implement now with new parking tech tools like [Parkade](#).
2. Implementing TDMs such as requiring developers to buy annual bus passes for residents at a discounted bulk rate.

To show the tremendous transportation and climate benefits of these policies, as well as some of the financial savings for residents and reduced costs for development, we have used our GreenTRIP Connect tool to [create scenarios](#) for a potential future development site at **145 Park Lane**. This site is identified in Brisbane's draft Housing Element Site Inventory as a potential future opportunity site outside of any specific zoning district with lower parking provision. The California Office of Planning and Research recommends GreenTRIP Connect as a tool to use while developing General Plans and is especially useful during the development of Housing Elements (the tool is free to use and supports better planning at the site and city-wide level).

By implementing the strategies above at **145 Park Lane**, GreenTRIP Connect predicts:

1. Implementing unbundling and providing transit passes at this site would decrease demand for parking by 36% and result in resident transportation savings of \$792 per year.
2. With right-sized parking, incorporating the benefits of unbundled parking and free transit passes, the development would cost \$6,378,000 less to build relative to current parking standards.
3. When combined with 100% affordable housing these strategies resulted in an incredible 60% reduction in driving and greenhouse gas emissions for the site, compared to the city average.
4. If an affordable development with smart parking strategies were built on this site each household would drive 6,282 less miles per year creating a greener and safer community.

By eliminating the high costs of parking, homes can be offered at more affordable prices, reducing the number of community members that face extreme housing cost burdens, getting priced out of their community, and/or becoming unsheltered. Residents, new and old alike, will greatly benefit from the reduction in vehicle traffic and associated air pollution (see scenarios [here](#)).

In addition to parking and transportation strategies, we applaud some of the proposed strategies to support more affordable homes, since these would have such tremendous benefits as noted in the GreenTRIP scenario. Two of the most important are Programs 2.D.1 and 2.E.1 that streamline affordable development to help reach RHNA goals, by subsidizing the cost of affordable housing through fee waivers and adopting an Affordable Housing Strategic Plan, respectively. These programs are a cost-effective complement to strategies focused on housing production.

The GreenTRIP scenarios and the chart on the final page of our Scenario document also show the imperative of programs to accelerate development of affordable homes, like Programs 2.D.1 and 2.E.1. Not only do these households use transit more and drive much less than average, but success in this area can help provide homes for unsheltered individuals and families. A commitment to these programs will show that Brisbane is committed to planning for all levels of the 803 BMR RHNA units anticipated in this cycle.

Please let me know if you have any questions. TransForm hopes this information explains why Brisbane should make parking reform a priority in the Housing Element update.

Sincerely,  
Kendra Ma  
Housing Policy Analyst  
kendrama@transformca.org

City of Brisbane  
50 Park Place  
Brisbane, CA 94005

To the honorable Brisbane City Council,

The San Mateo Anti-Displacement Coalition (SMADC) appreciates this opportunity to urge you to take swift action to stop a wave of evictions by passing a robust just cause for eviction ordinance.

SMADC works with communities and their leaders to preserve, protect, and produce quality affordable homes. We represent community organizations across San Mateo County committed to fight housing displacement for low-income people, communities of color, people living with disabilities, and others who have faced structural and systemic barriers to safe, stable, healthy, and affordable homes. Our members provide direct services for tenants, organize residents, and advocate for low-income communities of color.

Thousands of San Mateo County residents are facing evictions that threaten to cause displacement or even homelessness. The Legal Aid Society of San Mateo County has seen the number of unlawful detainer evictions increase by 60% in May this year compared to the first four months of 2022. Evictions create lasting harm to individuals, families, and our communities. Evictions disrupt childrens' education, cause workers to miss work and lose employment, force people into precarious housing situations or out of our communities entirely, and lead to lasting mental and physical health impacts.

**A local just cause for eviction ordinance is one of the most powerful tools our cities can implement to prevent evictions.** Just cause for eviction ordinances, which already exist in two dozen California cities, require landlords to have "good cause" when pursuing eviction, such as the tenant failing to comply with the lease or the owner moving in. They give tenants stability, security, and legal protection against unfair and arbitrary evictions. They protect tenants who speak up against poor living conditions, discrimination, or landlord harassment from retaliatory evictions. A [recent study](#) in four California cities, including East Palo Alto, found that evictions and eviction filings decreased after passing local just cause for eviction ordinances.

San Mateo County is increasingly becoming a home to renters, and our laws need to catch up to safeguard their homes. Across the county, 40% of households are renters. This rate is much higher for people of color due to decades of discrimination and exclusion from homeownership opportunities: 58% of Black, 62% of Latino, 53% of South Asian, and 46% of Filipino households in San Mateo County are renters ([Bay Area Equity Atlas](#)). Nearly half of all renters in the county are cost-burdened, spending more than one-third of their income on rent. A staggering 71% of Central American residents are cost burdened, leaving little left over for food, child care, healthcare, or other basic needs ([Bay Area Equity Atlas](#)).

California passed the Tenant Protection Act (TPA), a state just cause for eviction law in 2019,<sup>1</sup> but that law leaves out many tenants and has loopholes that have limited its effectiveness. This law explicitly authorizes cities to pass stronger local ordinances, because the state legislature intended the state law to be a floor, not a ceiling, on tenant protections.<sup>2</sup> We also note that cities are not constrained by the Costa-Hawkins Act in enacting local just cause laws.

Local eviction protections allow us to add protections based on the problems we see locally. San Mateo County is at the epicenter of one of the most dire housing crises in the state, and we need stronger local protections.

Though Brisbane is moving in the right direction by surpassing its Regional Housing Needs Allocation (RHNA) goals for moderate and above moderate-income housing over the 5th cycle, the city needs to pay more attention to the lower-income sector of the population. More than 40 percent of households are cost burdened, meaning that they pay higher than 30 percent of their income in rent. As a result, Brisbane's lower-income population has suffered displacement.

Brisbane can better demonstrate its commitment to protecting renters by promoting a range of best practices.

Local just cause for eviction should:

1. **Regulate Ellis Act evictions.** California's Ellis Act<sup>3</sup> allows landlords to take their property off the rental market, while giving localities the power to regulate these evictions to protect tenants and prevent abuse. Under state law, removing the property from the rental market is an allowable just cause reason to evict,<sup>4</sup> but without any local regulation, this reason is a loophole that threatens to swallow the rule. A local just cause ordinance should provide explicit procedures and protections, including: requiring landlords to follow a transparent process in order to remove a property from the rental market; providing tenants with longer notice (120-days or 1-year for tenants who are elderly or have disabilities); requiring landlords to remove the entire building from the rental market, not just a single unit; establishing penalties for landlords who re-rent the property after pursuing a bad faith Ellis Act eviction; and giving tenants the right to return at the same rent if the property is re-rented.
2. **Regulate owner move-in evictions.** Under state law, the owner move-in just cause provision<sup>5</sup> lacks specificity and has been frequently abused. Local ordinances like Richmond's provide

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<sup>1</sup> Civil Code § 1946.2.

<sup>2</sup> Civil Code § 1946.2(g)(1)(B).

<sup>3</sup> Gov. Code § 7060 et seq.

<sup>4</sup> Civil Code § 1946.2(b)(2)(B).

<sup>5</sup> Civil Code § 1946.2(b)(2)(A).



further regulation to prevent this abuse. A local just cause ordinance should include detailed provisions to prevent abuse, including: prevent corporate landlords from using owner move-in as a just cause reason to evict; require the notice to state the name, address, and relationship to the landlord of the person intended to occupy the unit; restrict owner move-ins when there are vacant units in the building or in other properties owned by the landlord, or when the person moving in already lives in the property or in another property owned by the landlord; and provide that the landlord or their relative must intend in good faith to move in within 90 days after the tenant vacates and occupy the unit as their primary residence for at least 36 consecutive months. If the landlord or their relative specified in the notice fails to move in within 90 days, the landlord should be required to offer the unit to the tenant who vacated and pay for the tenant's moving expenses. A local just cause ordinance should also bar owner move-in evictions where the tenant has lived in the unit for at least five years and is either elderly, disabled, or terminally ill.

3. **Increase relocation payments for all no-fault evictions.** State law only provides for relocation payments equal to one month of the tenant's rent,<sup>6</sup> which is inadequate to cover the costs of moving, security deposits, first and last month's rent at a new rental unit, and increased rent levels. These are all unplanned expenses for the tenant, and the tenant should be reasonably compensated commensurate with the loss of their housing through no fault of their own.. A local just cause ordinance should cover a minimum of four months of the tenant's rent to cover the full costs of relocation for all no-fault evictions, with additional payments for tenants who are low-income, disabled, elderly, have minor children, or are long-term tenants.
4. **Expand which units are governed by just cause.** State law excludes many types of housing units from just cause protections, including units less than 15 years old and many single-family home rentals.<sup>7</sup> A local just cause law should cover all units on the market, with only narrow exceptions for certain types of housing (e.g. deed restricted units in affordable developments). In East Palo Alto, the vast majority of single-family homes are covered by their just cause for eviction ordinance..
5. **Provide greater specificity for all "no-fault" just cause eviction reasons to ensure maximum compliance.** Legal aid service providers frequently report that some property owners use the ambiguity in state law to evict tenants without cause using the no-fault reasons – including substantial remodel, removing the property from the rental market and owner move-in, as discussed above. To protect tenants from eviction and homelessness due to abuse of the law, many cities have developed best practices around providing further specificity to the definitions of these no-fault reasons. A local just cause ordinance should provide greater specificity for all no-fault reasons to ensure tenants are not evicted without just cause
6. **More specifically define "at-fault" just cause reasons for eviction.** Local just cause ordinances should also enumerate and specifically define "at-fault" just causes for eviction, to ensure that things such as minor curable lease violations do not lead to immediate evictions.

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<sup>6</sup> Civil Code § 1946.2(d)(2)-(3).

<sup>7</sup> Civil Code § 1946.2(e).

7. **Provide tenants with recourse if their landlord attempts to recover possession in violation of the law.** State law lacks adequate enforcement mechanisms. A local just cause ordinance should clearly state that a tenant may assert their landlord's failure to comply with any requirement of the ordinance as an affirmative defense in an eviction case and provide aggrieved tenants with a private right of action for equitable relief, damages, and restitution so tenants can enforce their rights if their landlord violates the law. A local just cause ordinance should also provide for enforcement by the City Attorney or County Counsel.
8. **Create a rental registry.** Listing all properties available for rent in the city, especially affordable rentals. Aggregating information about rental availability helps tenants with special housing needs.

Many communities across the state and in San Mateo County have passed strong local just cause for eviction protections, including East Palo Alto and Mountain View. In order to create a just cause for eviction ordinance, we urge you to take the following actions:

- **Include a housing element program to adopt a local just cause for eviction ordinance.** Every Bay Area jurisdiction must update its housing element by January of 2023, and every housing element must include actions to affirmatively further fair housing (AFFH). Renters are disproportionately people of color, due to decades of discrimination and outright exclusion from homeownership opportunities. Moreover, arbitrary evictions often target people of color, immigrants, and other members of protected classes who may be "less desirable" renters in the minds of some landlords. Cities should include a commitment to adopt a just cause for eviction ordinance in the program of actions that will be taken in order to meet the AFFH requirements, address the housing needs of low-income renters, as well as to meet the requirement to preserve existing, non-subsidized, affordable housing stock.
- **Prioritize just cause for eviction for council consideration in 2022.** With evictions already on the rise, we need just cause for eviction passed this year. We urge you to take a public position to support passing a strong local ordinance in 2022.

Cities such as Richmond,<sup>8</sup> Berkeley,<sup>9</sup> and many others have already passed strong just cause for eviction ordinances, creating strong models for your city to follow. The Anti-Displacement Coalition is also happy to arrange meetings between jurisdiction representatives and renter protection advocates to help you craft an ordinance that works best for your community.

Ultimately, our communities need long-term, permanent solutions to stop and reverse displacement and create safe, affordable, healthy, and stable housing for all. As we build towards these long term solutions, we urge you to take action today to expand & pass just cause for eviction protections.

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<sup>8</sup> Chapter 11.100 of [Richmond City Code](#).

<sup>9</sup> Chapter 13.76.130 of [Berkeley City Code](#).

We look forward to working with you to advance this and other important policy solutions,

Sincerely,

Ramon Quintero  
*Urban Habitat*

Suzanne Moore  
*Pacifica Housing 4 All*

Adriana Guzman  
*Faith in Action*

Karyl Eldridge  
*One San Mateo*

Maria Chatterjee  
*Legal Aid Society of San Mateo County*

David Carducci  
*Legal Aid Society of San Mateo County*

Jeremy Levine  
*Housing Leadership Council of San Mateo County*

Maria Paula Moreno  
*Nuestra Casa in East Palo Alto*

Diana Reddy  
*One Redwood City*

Ofelia Bello  
*YUCA*



Campaign for Fair Housing Elements  
fairhousingelements.org



## The City of Brisbane

Via email: [jswiecki@brisbaneca.org](mailto:jswiecki@brisbaneca.org)

Cc: [HousingElements@hcd.ca.gov](mailto:HousingElements@hcd.ca.gov)

*September 9, 2022*

### **Re: Brisbane's Draft Housing Element**

To the City of Brisbane:

The Campaign for Fair Housing Elements and YIMBY Law thank the City for its [draft housing element](#). We have but a few comments.

The Draft correctly notes there is much work to be done to accommodate the City's housing need. Today, Brisbane hosts almost twice as many workers as residents (Draft, p.I-2). Virtually all of these workers and residents commute into or out of Brisbane; almost no one lives *and* works in the City (*id.* p.II-10). This living pattern emits greenhouse gases, and the City should endeavor to change it. For Brisbane to be sustainable, it needs to be affordable.

A key part of the problem is that the City's zoning laws enforce an artificial shortfall of at least 1,182 homes below need (*id.* p.II-28). A shortfall of such magnitude requires bold reforms. We credit the City's intent to adopt the Baylands Specific Plan to meet its housing need on paper (*id.* pp.III-2, V-7, B-6), but note the City does not actually believe its lower-income need will be met (*id.* p.V-2).

We therefore challenge the City to go farther. A large, vacant site such as the Baylands is an opportunity that few Bay Area cities have: why restrict most of it to low-density development? (See *id.* p.III-7.) The City should also "remove," as State law requires, the

constraints that its R-2, R-3, and NCRO-2 zoning districts admittedly impose on “affordable housing development.” (Compare *id.* p.IV-2 with Gov. Code § 65583(c)(3).)

We also approve the City’s attention to protecting residents from displacement, and look forward to seeing Brisbane’s Affordable Housing Strategic Plan next year. (See Draft, p.V-16.) There is no Program 3.E.1 listed, however, as Policy 2.D suggests. (Compare *id.* p.V-9 with *id.* p.V-15.) We would like to see this clarified.

Please contact me if you have questions, and good luck.

Sincerely,



**Keith Diggs**

Housing Elements Advocacy Manager, YIMBY Law

[keith@yimbylaw.org](mailto:keith@yimbylaw.org)





City of Brisbane  
50 Park Place  
Brisbane, CA 94005

To the honorable Brisbane City Council,

The Housing Leadership Council (HLC) appreciates this opportunity to comment on the city of Brisbane's housing element. HLC works with communities and their leaders to create and preserve quality affordable homes. We were founded by service providers and affordable housing professionals over 20 years ago to change the policies at the root cause of our housing shortage.

Though Brisbane has surpassed its Regional Housing Needs Allocation (RHNA) goals for moderate- and above moderate-income housing over the 5th cycle, the city faces significant challenges as it plans for housing at all levels of affordability over the next eight years. Home prices have more than doubled over 20 years, from less than \$500,000 in 2002 to more than \$1 million in 2020.<sup>1</sup> More than 40% of households are cost burdened, meaning they pay more than 30% of their income in rent.<sup>2</sup> As a result, Brisbane's lower- and middle-income population has collapsed. 903 households made less than \$75,000 per year in 2000; by 2020, just 601 did. The city has lost almost 80% of its residents earning less than \$25,000 per year over just 20 years.<sup>3</sup>

In response to Brisbane's urgent housing need, this letter provides proposals for changes and additions to the housing element that will enable the city to meet its housing obligations for all residents regardless of income. The first part of this letter examines Brisbane's site inventory analysis, evaluating whether the city has demonstrated capacity for affordable housing as required by the Regional Housing Needs Allocation. The second portion of this letter suggests changes and additions to Brisbane's goals, policies, and programs that will help the city better meet the housing needs of all its residents.

### **Site Inventory & Methodology**

With their site inventory, cities demonstrate that they have adequate locations with the necessary policies in place to produce the RHNA allocations. Recent changes to state law require cities to meet a higher burden of proof for affordable housing in their site inventories. Sites projected for lower-income housing must demonstrate substantial evidence that the

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<sup>1</sup> Appendix D: [ABAG/MTC Housing Needs Data Report](#), p. 33

<sup>2</sup> Appendix D: [ABAG/MTC Housing Needs Data Report](#), p. 7

<sup>3</sup> Chapter 2: [Needs Analysis](#), p. 13

existing use will be discontinued during the planning period, particularly if more than 50% of sites projected for lower-income housing are non-vacant.<sup>4</sup>

Brisbane's draft housing element claims that 49% of its low-income homes in the 6th RHNA cycle will be built on non-vacant sites. If true, the city would not need to provide substantial evidence that non-vacant sites will be redeveloped for lower-income housing over the planning period. However, HLC will demonstrate that Brisbane's housing element relies on nonvacant sites for a majority of its lower-income housing and so must provide more evidence to justify the inclusion of some sites in the inventory or identify new policies and programs to support its claims. Most likely, the draft housing element will need to do both.

The housing element site inventory & methodology section claims to demonstrate capacity for 500 lower-income units, 254 of which will be built on vacant sites and 246 of which will be built on nonvacant sites. Of the 254 lower-income units projected for vacant sites, 225 are supposed to come from the Brisbane Baylands project, 24 are supposed to come from ADUs, and another 5 are supposed to come from pending projects.<sup>5</sup>

However, the inventory significantly overestimates the number of units that will be built at the Brisbane Baylands site over the planning period. Under Brisbane's current housing element policies and programs, the site is unlikely to be fully developed during the planning period. Brisbane's housing element outlines a simple story: The city approved Measure JJ in 2018, allowing 1,800-2,200 homes to be built on the Baylands site. The housing element claims that "the City is conservatively calculating the realistic capacity of the Baylands" by assuming that 1,800 units will be built on the site, the lower bound approved by Measure JJ.<sup>6</sup>

The housing element's narrative regarding the Baylands omits several relevant details. For example, the housing element does not mention that the owner of the Baylands proposed a Baylands Specific Plan in 2010 that would have allowed up to 4,434 homes on the site.<sup>7</sup> A 2013 environmental impact report found that the Baylands project would produce a lower environmental impact if a larger quantity of housing were placed near the planned commercial areas. Yet no significant action was taken on the project until 2018, when Brisbane's city council voted to approve a General Plan amendment allowing a maximum of just 2,200 homes, less than half the original proposal.

Now that the Baylands are able to move forward, there is still a low likelihood that the site will be developed over the planning period. As proposed in the 2011 revised draft Brisbane Baylands Specific Plan, the project was planned to be built over a 30-year schedule. The housing element presents no evidence that the residential portion of the new project would move forward on a faster timeline.

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<sup>4</sup> HCD's [Site Inventory Guidebook](#), p. 27

<sup>5</sup> Appendix B: [Sites Selection Methodology & Inventory](#), p. 9

<sup>6</sup> Appendix B: [Sites Selection Methodology & Inventory](#), p. 11

<sup>7</sup> Brisbane Baylands [Environmental Impact Report: Project Description](#), p. 30

In fact, the housing element indicates there will be further delays. According to program 2.A.2 in the housing element, the city does not plan to approve the current proposed Baylands Specific Plan until January 31, 2026, the maximum time the city can legally delay upzoning.<sup>8</sup> Even after the Baylands Specific Plan is approved, Brisbane City Manager Clay Holstine has publicly said soil remediation and other environmental cleanup will take at least three years.<sup>9</sup> The housing element recognizes environmental remediation could be a constraint, but does not acknowledge the projected timeline.<sup>10</sup> HLC believes this constraint could be addressed by allowing environmental remediation to occur concurrently with the project approval process, but the housing element makes no such commitments nor analyzes whether they are even possible pursuant to Measure JJ.

Under the very best case scenario outlined in Brisbane's housing element, the Baylands doesn't even start to break ground until 2029, meaning the proposed 1,800 minimum homes will certainly not be developed within the planning period. However, HLC believes amendments could be made to the housing element that would justify inclusion the Baylands as an opportunity site, though at a reduced realistic capacity reflecting the fact that some homes will not be built within the planning period.

In order to justify inclusion of any portion of the Baylands in its site inventory, the housing element must commit to expedite approval of the Baylands Specific Plan by the end of 2023 (rather than the start of 2026), expedite all relevant permit processing for the Baylands project, and allow remediation to occur concurrently with the approval process so actual development can occur as rapidly as possible. The city should also share plans from the Baylands developer demonstrating that they intend to develop housing at the Baylands site within the planning period.

Then, the city should only count the number of units expected to be built before 2031 toward its 6th cycle RHNA allocation, meaning the site should have a lower realistic capacity for this planning period. HLC believes a reasonable estimate for the Baylands's realistic capacity during this planning cycle is 50%, amounting to 900 total homes, though we would support a different number if the city could provide credible evidence the Baylands will be built on a faster timeline

Lastly, the city should either (1) create a basket of development incentives to ensure the Baylands developer actually builds the planned affordable housing, (2) present a written commitment from the Baylands developer to meet the affordability goals outlined in the housing element, or (3) adjust the housing element's affordability assumptions for the Baylands downward. Either way, even in the best case scenario, Brisbane will likely need to reduce the absolute number of affordable housing units it projects at the Baylands, which will reduce its affordable housing count as well. If Brisbane has to count at least 8 fewer affordable units at the Baylands site, which would be the case if the city uses an appropriate site capacity, the city will

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<sup>8</sup> Chapter 5: [Housing Plan](#), p. 7

<sup>9</sup> SF Curbed, [Baylands housing could take ten years](#)

<sup>10</sup> Chapter 4: [Constraints](#), pp. 6-7



be planning for a majority of its affordable housing on nonvacant sites in the Parkside neighborhood and must therefore provide substantial evidence that those sites are realistic.

Absent the evidence described above, the state department of Housing and Community Development should not allow any part of the Brisbane Baylands to be counted towards the housing element. Even if the Baylands is accepted as an opportunity site, it should be accepted at a lower realistic capacity absent evidence to the contrary. The city likely needs to identify capacity elsewhere, which will require significant upzoning and other policy changes.

Regardless of whether or not HCD accepts the Baylands as an opportunity site, Brisbane's site inventory has several other gaps. For example, the city includes dozens of single-family parcels in its site inventory that were used in both the 4th and 5th cycles, meaning the city needs to provide a site-by-site analysis demonstrating its projections for these sites are realistic. No such analysis is provided in the draft housing element.

The housing element also assumes 246 lower-income homes will be built in its Parkside neighborhood on six non-vacant parcels located in its POAZ-1 and POAZ-2 districts, all of which are non-vacant. The housing element assumes that 100% of new homes built on these sites will be affordable, an unlikely assumption considering there is no track record of building affordable homes in Brisbane. To HLC's knowledge, no project with affordable homes has been proposed in the Parkside neighborhood since the districts were implemented in 2018. The city needs to provide substantial evidence of redevelopment over the planning period and change local policies in order to include these sites in the inventory.

Several constraints to housing do not receive adequate consideration in the site inventory or the constraints analysis and so require further discussion as well. Table B.4.2 in the site inventory document, Current Land Use and Development Standards, describes development standards that may constrain housing development, but which are not adequately analyzed in the constraints analysis. In particular, HLC notes the following standards likely pose a constraint on housing and should be addressed in the goals, policies, and programs:

- **Floor Area Ratio** of 0.72 in R-3 districts constrains multi-family homes in this district.
- **Max density** in R-3, SCRO-1, PAOZ-1, and PAOZ-2 zones is too low for the vast majority of affordable housing projects to qualify for tax credits, and it also precludes for-profit developers taking significant advantage of the city's inclusionary housing ordinance. Density in these zones should be increased to at least 50 du/ac.
- **Parking minimums** remain a barrier in the city, though Brisbane's council made some progress by passing an ordinance reducing parking minimums for housing serving disabled populations in 2016.<sup>11</sup> Brisbane is a transit rich city, and its parking minimums pose an unnecessary constraint on new homes. Brisbane should remove all parking requirements for housing serving populations with special housing needs and create an overlay zone cutting parking requirements in half for all new homes in all districts within 0.75 miles of a CalTrain station.

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<sup>11</sup> Chapter 4: [Constraints](#), p. 4; Brisbane City Code Section 17.34.020: [Minimum Parking Requirements](#)

- **Height limits** are identified as a constraint in the housing element in some zoning districts: “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.”<sup>12</sup> But the city does not adequately consider how height limits constrain development throughout its multi-family districts or take any action to address the constraint. Therefore, the city should anticipate housing need by raising height limits in the R-3, SCRO-1, PAOZ-1, and PAOZ-2 zones.

Other constraints may go underanalyzed and unaddressed as well. In order to demonstrate substantial evidence that any of its opportunity sites are realistic, Brisbane will need to make significant changes to its programs to address barriers to development and identify new sites.

### Goals, Policies, and Programs

In the following section, HLC describes how Brisbane can strengthen its Goals, Policies, and Programs to more effectively promote low- and very low-income housing as needed to create a viable site inventory. The city already has a number of strong policies and programs in place. However, several programs that would otherwise be adequate lack clear timelines and quantified objectives. Some opportunities to promote affordable housing go unconsidered

New state laws have added new requirements to the goals, policies, and programs section of a housing element. Passed in 2018, AB 1397 requires cities to directly connect policies and programs to the identified needs, governmental constraints, and site inventory, among other analyses.<sup>13</sup> Another 2018 law, AB 686, implemented Affirmatively Furthering Fair Housing mandates, specifically requiring cities to consider how their goals, policies, and programs can better advance fair housing goals, especially the production of low- and very low-income housing. The specific programs cities implement must include “concrete steps, timelines and measurable outcomes.”<sup>14</sup>

As released for public comment, Brisbane’s draft housing element has several policies that meet these criteria, for which the city merits recognition. Program 2.C.1, “Amend the density bonus ordinance,” promises a series of useful improvements to the city’s density bonus laws. Program 2.E.5, “Adopt an ordinance establishing ... a nexus fee applicable to new commercial development to fund affordable housing,” could raise substantial revenue for affordable homes.

However, Brisbane’s goals, policies, and programs include some proposals that indicate the city needs to do more outreach before its housing element merits certification. Program 2.E.1, “Adopt and implement an Affordable Housing Strategic Plan (AHSP),” describes several of the routine actions Brisbane was supposed to have taken before submitting its housing element. All

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<sup>12</sup> Chapter 4: [Constraints](#), p. 2

<sup>13</sup> See, e.g., Gov. Code, § 65583, subs. (b), (c); HCD, Building Blocks, at <https://www.hcd.ca.gov/community-development/building-blocks/index.shtml>

<sup>14</sup> HCD’s [Affirmatively Furthering Fair Housing Guidebook](#), p. 55

of the steps that Brisbane describes in this program should have already been taken in order to produce the draft housing element.<sup>15</sup> In order to improve this program, Brisbane should:

- **Commit to issuing an annual Notice of Funding Availability** for a 100% affordable housing development within the first two years of the planning period. The housing element implies the city has current affordable housing funds and proposes to raise further revenue, but presents no clear plan to allocate funding.<sup>16</sup>
- **Set a revenue raising goal for Program 2.E.5** to ensure the city raises adequate revenue to finance its affordable housing goals.
- **Identify at least one city-owned site to be dedicated to affordable housing and amend Program 2.E.6.** Commit to issuing a Request for Proposals within the first two years of the planning period and provide a metric for the city's housing goals on the site.
- **Create a community engagement plan to commence immediately**, from now until January 2023, that engages the stakeholders described in Program 2.E.1. Input from these stakeholders should be used to inform other new policies and programs in the housing element once Brisbane receives comments from HCD on its first draft.

Other programs intended to support Brisbane's Affordable Housing Strategic Plan require stronger commitments and deliverables. Program 2.D.1, "Evaluate methods to subsidize the cost of affordable or special needs housing," and Program 2.F.3, "evaluate potential to acquire vacant sites and underdeveloped properties in order to ... land bank for future affordable housing projects," describe significant steps the city might take as part of the AHSP, both of which should have been taken as part of the standard housing element process.

As is, neither program will reliably lead to any new incentives for affordable housing because they both promise to "evaluate" changes, not actually make them. These programs can be improved by making stronger commitments to take specific actions that will subsidize the cost of affordable housing and land bank for future affordable housing.

At times, Brisbane proposes programs with actions that are antithetical to the goals they are supposedly trying to promote, though often with the best of intentions. Program 4.A.1, "Adopt and implement anti-displacement programs," considers some misguided policies while ignoring best practices. The program proposes a local preference for residents in affordable housing. "Local Preference" policies make it impossible for affordable housing developers to qualify for state and federal tax credits, which do not allow exclusion of any kind. As such, this action represents a constraint on housing for the very communities this program attempts to help.

Brisbane can better demonstrate its commitment to protecting renters by promoting a range of best practices. Some proposals that Brisbane could add to Program 4.A.1 include:

- **Increase relocation payments for no-fault evictions** from one month to two months rent. Current state law mandates only one month of relocation benefits for renters, which typically does not cover the full cost and disruption of unplanned moves.

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<sup>15</sup> Chapter 5: [Housing Plan](#), p. 10

<sup>16</sup> Chapter 5: [Housing Plan](#), p. 6, 10

- **Extend “just cause for eviction” protections** to tenants from their first day of residency. State law AB 1482 only extends just cause for eviction protections to tenants after one years of residency, exposing many renters to disruptive evictions.
- **Create a rental registry** listing all properties available for rent in the city, especially affordable rentals. Aggregating information about rental availability helps tenants with special housing needs locate the best options to accomodate them.

Several other policies and programs could be added or improved to make affordable housing development in Brisbane more likely, as described below:

- **Add Policy 1.C**, “Promote fair housing by creating incentives for development of affordable housing and special needs housing development.”
- **Add Program 1.C.1**, “Rightsize parking,” to allow
  - a. Halve parking minimums for all developments located within 0.5 miles of a CalTrain station or the Camino Real commercial corridor.
  - b. Eliminate parking minimums entirely for all units made accessible to those with mental or physical disabilities. Members of disabled groups are less likely to drive, so the city can easily cut costs and promote more affordable housing choices by allowing facilities to rightsize parking.
- **Add Program 1.C.2**, “Affordable housing overlay zone,” to create an overlay zone that
  - a. Eliminates parking requirements, floor area ratio, density limits, and lot coverage maximums for 100% affordable housing developments in which at least 60% of homes serve lower-income households, to apply throughout the R-1, R-2, R-3, NCRO-1, NCRO-2, SCRO-1 zones.
  - b. Increases height limits to 45 feet for 100% affordable housing developments as previously described in this program.
  - c. Waives or defers impact fees for 100% affordable housing developments as previously described in this program.
  - d. Expedites permit processing and environmental review for 100% affordable housing developments as previously described in this program.
- **Add Program 1.C.3**, “Allow housing on sites with institutional uses.”
  - a. Apply Brisbane’s housing overlay zone (as described in the prior policy) to all sites used for institutional purposes, such as educational facilities and churches, regardless of underlying zoning.
- **Amend Program 2.D.2**, “encourage development of ADUs and junior ADUs,” to include
  - a. Create preapproved ADU designs which receive by-right approval and expedited permit processing. This program has been included in many San Mateo County housing elements, from smaller communities like Portola Valley and Atherton to larger cities like Redwood City.
  - b. Waive impact fees for ADUs with at least 15-year deed restrictions for low- or very low-income housing. In order to justify its projections for affordable ADUs, Brisbane needs substantial new policies to promote ADU production of lower-income housing.
- **Amend Program 2.A.2**, “Adopt the Baylands/Specific Plan,” to
  - a. Expedite approval of the Baylands Specific Plan by the end of 2023

- b. Expedite all relevant permit processing for the Baylands project
- c. Expedite any supplemental environmental review of the Baylands so as to ensure remediation can occur as rapidly as possible.
- d. Offer concessions and waivers to the Baylands pursuant to density bonus law.
- **Add Program 2.A.7**, "Update Zoning Code," to
  - a. Increase allowable building heights to 50 feet in NCRO-2, SCRO-1, PAOZ-1, and PAOZ-2 zones. Increase allowable building height to 35 feet in R-3 zones.
  - b. Increase allowable density to
    - 100 dwelling units per acre in NCRO-2 and SCRO-1 zones
    - 50 dwelling units/acre in PAOZ-1 and PAOZ-2 zones
    - 35 dwelling units/acre in R-3 zones
  - c. Increase FAR to 3 in R-3 zones.

All of the above programs should be implemented as early in the planning period as possible, particularly the zoning code updates that will make new homes much more feasible to build. The draft housing element may benefit from adoption or adjustment of other policies as well, which HLC may recommend in the coming months as we review the document more closely.

HLC wants to be a partner to the city, sharing our collective knowledge of state law and best practices to facilitate fair housing. Please contact me or other HLC staff if you would like to talk further about how Brisbane can identify and implement policies that will best meet the community's needs.

Thank you for your consideration,



Jeremy Levine

*Policy Manager, Housing Leadership Council of San Mateo County*

## Question/Comment via website

Ronald &lt;brisbaneca@municodeweb.com&gt;

Fri 9/9/2022 1:40 PM

To: Ayres, Julia &lt;jayres@ci.brisbane.ca.us&gt;

This message was sent from outside the company by someone with a display name matching a user in your organization. Please do not click links or open attachments unless you recognize the source of this email and know the content is safe.

Submitted on Friday, September 9, 2022 - 1:40pm

Submitted by anonymous user: 207.62.246.90

Submitted values are:

First Name Ronald

Last Name Colonna

Phone Number 658-533-6748

Email Address rcolonna@j...@...@...

Is this related to Brisbane's Draft 2023-2031 Housing Element? Yes

Would you like all or part of the draft Housing Element to be translated to Simplified Chinese or Spanish? No

Question/Comment

As a long time resident of Paul Ave. I am asking that some attention by the Draft 2023-2031 Housing Element be paid to state which property owners had placed on them by actions of the City. That state is one of inaction because of the imposition of excessive conditions/ costs under which anything can be done. Prior to a city council action - done on the spur of the moment many years ago, because of the city attorney's interjection when it became apparent that a group of property owners were intent on moving forward with development - lots in the Acres were treated the same as lots in the City Proper survey area: one had to improve the street in front of his/her lot as a condition of moving forward. Now, any lot on Margaret or Paul has to improve ALL of Margaret and ALL of Paul Avenues in order to move forward.

For those wanting open space at any cost to others this was a marvelous solution, and it had all the honorable justifications on its face, such as 'excessive slopes, no fire truck turn-around, environmental sensitivity, etc.

Some points in fact: 1) There have been full sized fire trucks up there (a small fire at what is now 91 Paul Ave. many years ago). All the emergency vehicles were able to leave by backing down to the Paul/Margaret intersection to turn around. Just this past year a full sized fire truck accessed Paul Ave. for testing street access purposes and retreated without incident. (For that matter a proper turn-around could be accomplished at the location where the Paul Ave. water tank had been located (that tank's handling by the City is a whole other story).

2) There are many houses on the upper City Proper streets that are on slopes equal to and far-in-excess-of slopes on Paul and Margaret. In other words, slope acceptance for individual lots should be based on the lot itself and not on a blanket inclusion in a survey section - as the council did in its distinction regarding street improvement requirements.

3) The environmental concerns involved are environmental conceits of a few that have been easily adopted by others once it's clear that there will be no cost to any of them. Example: Do the right/ legal

## **ATTACHMENT 5**

thing and pay the market price for the properties that are so desired: No way. The entire community would likely never agree to spending the relatively small amount assessed to each for these treasures when it's confided to them that, though the 'taking' of these property rights is illegal, if it can be done by 'hook or crook' at great expense to those with the foresight to have purchased those rights - then so be it ! (I recognize the 'back-handed compliment' that any attempted theft confers in recognizing the foresight.)

I am desirous that a study be done - one done soon - so that people can move forward. Whether I'm dealing with a City that has purchased the vacant lots at market value or the individuals owning them, we can move forward on improvements if some honest resolutions are found.

An aside: I don't believe that the City, or the involved property owners, or the people walking the paths up the mountain would want to see the streets developed to the fullest extent that the codes ask. Neither aesthetically, nor financially. There's a small developed area on a hillside in Orinda in which they did such, and it looks terrible and out-of-place.....

Thank you.

The results of this submission may be viewed at:

<https://www.brisbaneca.org/node/15871/submission/10505>

## Question/Comment via website

Peter &lt;brisbaneca@municodeweb.com&gt;

Fri 9/9/2022 1:51 PM

To: Ayres, Julia &lt;jayres@ci.brisbane.ca.us&gt;

This message was sent from outside the company by someone with a display name matching a user in your organization. Please do not click links or open attachments unless you recognize the source of this email and know the content is safe.

Submitted on Friday, September 9, 2022 - 1:51pm

Submitted by anonymous user: 24.4.153.254

Submitted values are:

First Name Peter

Last Name Sutherland

Phone Number [REDACTED]

Email Address [REDACTED]@hotmail.com

Is this related to Brisbane's Draft 2023-2031 Housing Element? Yes

Would you like all or part of the draft Housing Element to be translated to Simplified Chinese or Spanish?

Question/Comment

This is concerning the potential development of the Lower Acres section of the 2023-2031 Draft Housing Element. I would like to expand and elaborate on the following section of the draft survey I recently completed and submitted:

"Encourage preservation of privately-owned parcels in the Residential Brisbane Acres (R-BA) zoning district by allowing the development potential of those parcels to be transferred to other sites in the City that are more suitable for residential development (e.g., sites without sensitive habitat, sites with existing street and utility infrastructure, sites near community amenities). (See Draft Housing Element Program 2.G.1)"

I think the above is a very good idea. However, as in the purchase of the former Bank of America site, I would greatly welcome and support the purchase of said, privately owned lots by the City of Brisbane, if a land swap cannot be achieved or is not viable. There are several very important reasons to support such actions: 1. The lower acres is now a natural, forested habitat for extensive and diverse wildlife such as owls, falcons, grey foxes, endangered butterflies, opossums, coyotes, skunks, rare plants, etc. Development will, more likely than not, drive wildlife further down the hill into our established streets and backyards - as opposed to further up the (very steep) hill. 2. Clearing trees, forest, and brush for development will facilitate mudslides and floods - not covered by homeowner's insurance policies. Ground and soil quality has been proven to be subpar in previous mudslide incidents. Large storms, hurricanes, and super-storms are most certainly in our future (<https://www.nytimes.com/interactive/2022/08/12/climate/california-rain-storm.html>). Those that live downhill could also suffer big consequences. 3. Increased vulnerability, fatality and liability in fire situations. In order to support infrastructure and other services, many big and expensive homes will need to be built on the Lower Acres which will certainly include numerous vehicles per household. In the event of fire, which has happened several times before on our hill, large amounts of vehicles will be flooding Kings Rd., Humboldt, Margaret, Glenn Park, Paul, San Mateo, etc, - mostly on single lane



## **ATTACHMENT 5**

roads- including police SUVs, fire trucks, large SUVs, trucks, etc. Chaos and potential injury/death is the most likely outcome in this scenario. Single lane streets simply cannot support a proper and timely evacuation under such devastating and disastrous circumstances. 4. Increased traffic on single lane, and narrow roads- both before and after construction- will heavily impede access for existing residents of the upper Brisbane streets. Delivery, mail, moving, and construction trucks and vehicles are often already an impediment on the aforementioned streets. Full-scale street blockage is also a familiar phenomenon and all would only increase in occurrences.

Lastly, I would like to bring attention to above-mentioned issues and considerations for the future development of other areas of Brisbane that would be affected in a similar fashion which, unfortunately, I know less about, but may have similar, negative consequences as a result of significant development. Thank you for your consideration...

The results of this submission may be viewed at:

<https://www.brisbaneca.org/node/15871/submission/10506>

**ATTACHMENT E.2**

**City Responses to Public Comments Received During 30-day Public Review Period**



## APPENDIX E.2 CITY'S RESPONSES TO PUBLIC COMMENTS

Nine comment emails or letters were received during the public comment period, from 8/8/22 to 9/9/22. These are provided separately within this Appendix and included:

1. Dolores Gomez (8/15/22)
2. Dana Dilworth (8/25/22)
3. Transform (8/23/22)
4. Anthony Lavaysse (8/26/22)
5. San Mateo Anti-displacement Coalition (SMADC) (9/9/22)
6. Campaign for Fair Housing Elements and YIMBY Law (9/9/22)
7. Housing Leadership Council (9/9/22)
8. Ronald Colonna (9/9/22)
9. Peter Sutherland (9/9/22)

The following provides a brief synopsis of the comments and the City's response.

### DOLORES GOMEZ

Dolores Gomez questioned water supply and traffic impacts within central Brisbane. Note that the rezoning to provide for housing where it is not already permitted is planned for the Baylands only.

### DANA DILWORTH

Dana Dilworth provided various comments related to CEQA. Note that the City's CEQA determination is that the Housing Element is exempt, per CEQA Guidelines §15061(b)(3) because it involves adoption of policies and programs that would not cause a significant effect on the environment and per Section 15183(d) for proposed and existing zoning programs, including those to meet the RHNA shortfall. Additionally, the Housing Element would not reduce the environmental protections within the San Bruno Mountain Habitat Conservation Plan area.

### TRANSFORM

Transform requested specific parking and transportation demand management (TDM) reforms, to drive less, and noted the importance of program strategies to support more affordable homes, such as 2.D.1 and 2.E.1. The comments are noted. The program to review parking 6.A.5 and the related program 6.B.1 to develop TDM policy is sufficiently inclusive to address Transform's comments through the future study to follow. Typographic errors in the parking table 4.1 have been corrected.

## ANTHOINY LAVAYSSE

Anthony Lavaysse requested provision of labor standards for housing construction workers.

## SMADC

SMADC requests a just cause eviction ordinance. In response, a new anti-displacement program has been included and prioritized for 2023, Program 4.A.14, “Adopt a just cause eviction ordinance to protect renters from arbitrary and unjustified evictions.”

## CAMPAIGN FOR FAIR HOUSING ELEMENTS AND YIMBY LAW

Comments were made about the opportunities and challenges in meeting the housing need, especially the opportunity provided by the Baylands. Per government code section 65583(b) the quantified objectives provided in Section 5.1 of the Housing Element provide a best estimate of actual production and are not required to match the RHNA. The typographic error referencing Program 3.E.1 has been changed to 2.E.1.

## HOUSING LEADERSHIP COUNCIL

HLC takes issue with the City’s reliance on the Parkside PAOZ-1 and PAOZ-2 and the Baylands areas for meeting the RHNA.

The Parkside areas are non-vacant sites, developed with aging warehouses, and were rezoned to allow for housing within the last Housing Element period, 5<sup>th</sup> cycle RHNA. These sites are consistent with Government Code Section 65583.2 which provides that the City may use nonvacant sites for up to 50 percent of the lower income housing need, provided the site zoning accommodates development at a density of at least 20 dwelling units per acre (du/ac; ref. Govt Code Section 65582.2(c)(3)(B)). The minimum density in the PAOZ-1 district is 20 du/ac and the minimum density in the PAOZ-2 district is 24 du/ac. They also meet the requirements of Gov’t Code Section 65583.2(c) which allows the City to use nonvacant sites identified in a previous housing element providing that the sites are zoned to permit by-right developments in which at least 20% of the units are affordable to low-income households, as residential development in the PAOZ districts are permitted by-right without discretionary review (ref: BMC Chapter 17.27)

The portion of the Baylands subarea identified for rezoning in this Housing Element is vacant, as defined by HCD’s Site Inventory Guidebook, and will be rezoned, via Specific Plan adoption, within the first 3 years of this 6<sup>th</sup> cycle RHNA, to meet the requirements of Section 65583.2(c)(3)(B), per Program 2.A.2 and 2.B1.

The Baylands accommodates the majority of the City’s RHNA and its development will approximately double the size of the City’s population, with either the minimum of 1,800 new housing units or the owner-developer proposed 2,200 new housing units. The owner-developer



submitted a draft Specific Plan in the Spring of 2022 proposing development of 2,200 units and has indicated their readiness to move forward with development upon its adoption.

The Draft Specific Plan submitted by the developer identifies residential construction in the first phase of project buildout. The State Department of Toxic Substances Control and the Regional Water Quality Control Board have also approved remedial action plans for the land areas proposed to be developed with residential uses. Regarding HLC's comments on other programs, the City contends that the proposed programs meet the State Housing Element law, both in letter and intent. While there are some programs that direct that the City will study an item, such as parking via Program 6.A.5, and therefore do not have firm a commitment to adopt a specific standard, these are additional voluntary initiatives that go above and beyond state requirements.

Finally, a number of programs are suggested by HLC to rezone Central Brisbane zoning districts and the surrounding residential districts. As detailed in the draft Housing Element, these areas are predominately made up of small sites under separate ownerships, and are largely nonvacant or have other constraints. Therefore, even with aggressive adjustments to development standards, these sites would not be likely to redevelop and are not a viable means to accommodate the City's RHNA.

## **RONALD COLONNA**

It's noted that Ronald Colonna expressed concerns about past actions related to the Brisbane Acres and requested a study be done related to acquisition of open space and housing.

## **PETER SUTHERLAND**

Peter Sutherland expressed support for the program to consider density transfer from the Brisbane Acres to other districts.

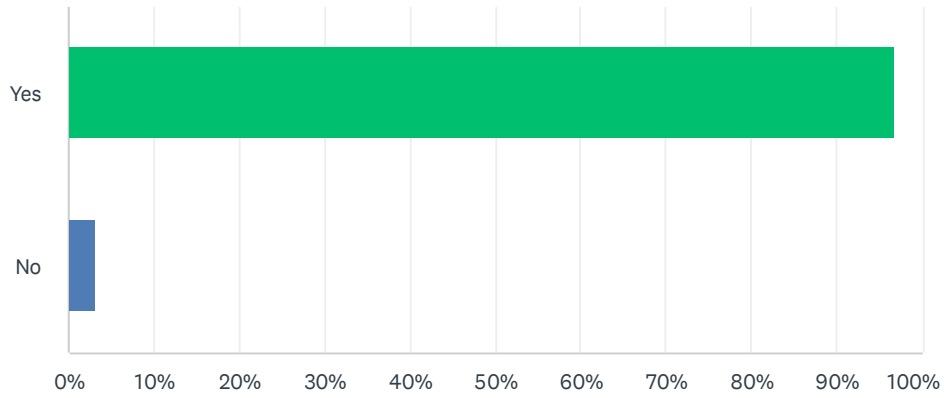


**ATTACHMENT E.3**  
**Community Survey Responses**



# Q1 Are you a Brisbane resident?

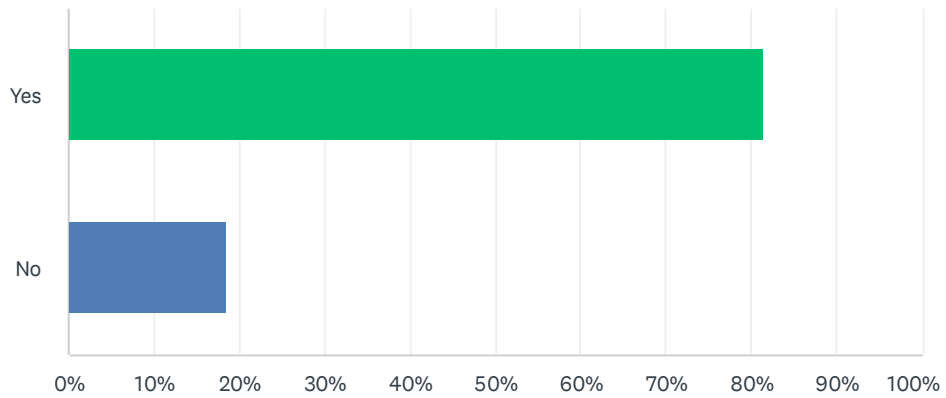
Answered: 126 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	96.83%	122
No	3.17%	4
TOTAL		126

## Q2 Do you own your place of residence?

Answered: 119 Skipped: 7

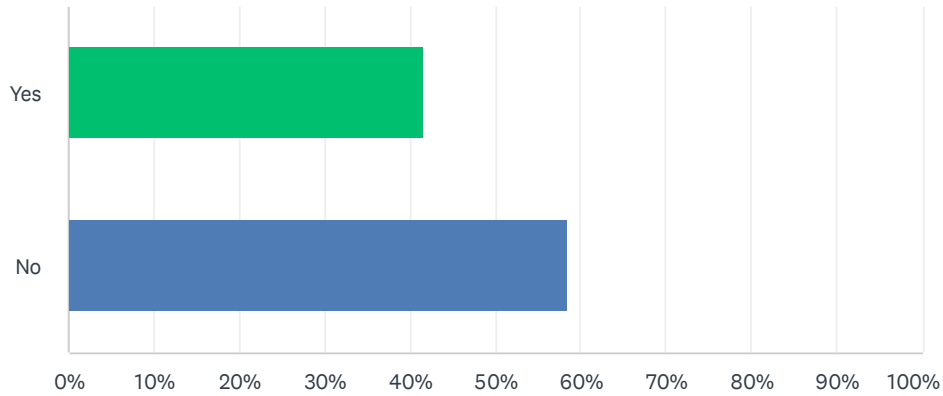


ANSWER CHOICES	RESPONSES	
Yes	81.51%	97
No	18.49%	22
TOTAL		119



### Q3 Have you considered adding an accessory dwelling unit to your property?

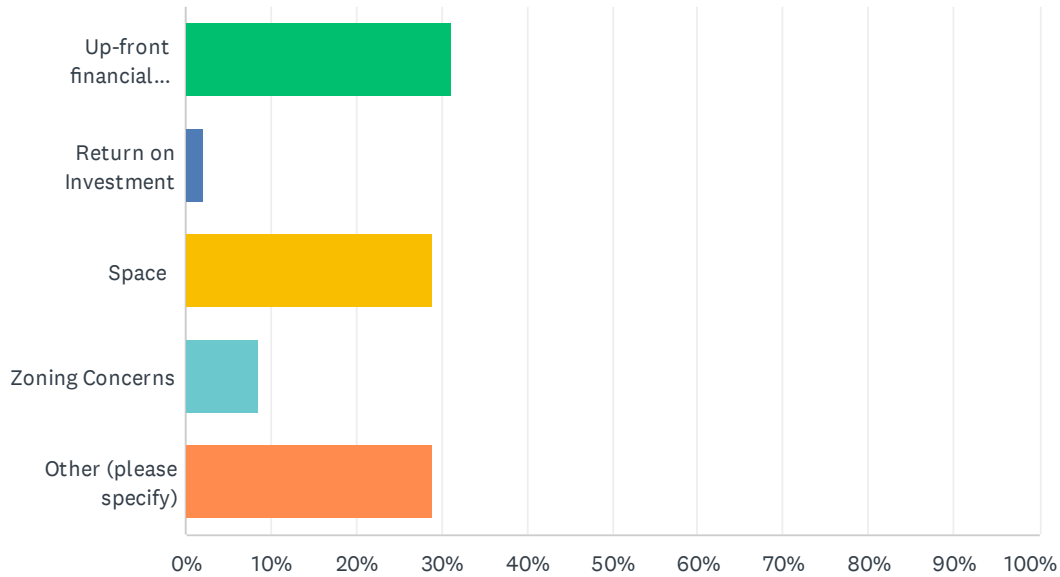
Answered: 94 Skipped: 32



ANSWER CHOICES	RESPONSES	
Yes	41.49%	39
No	58.51%	55
TOTAL		94

## Q4 What do you see as the biggest impediment to adding an Accessory Dwelling Unit (ADU)?

Answered: 93 Skipped: 33



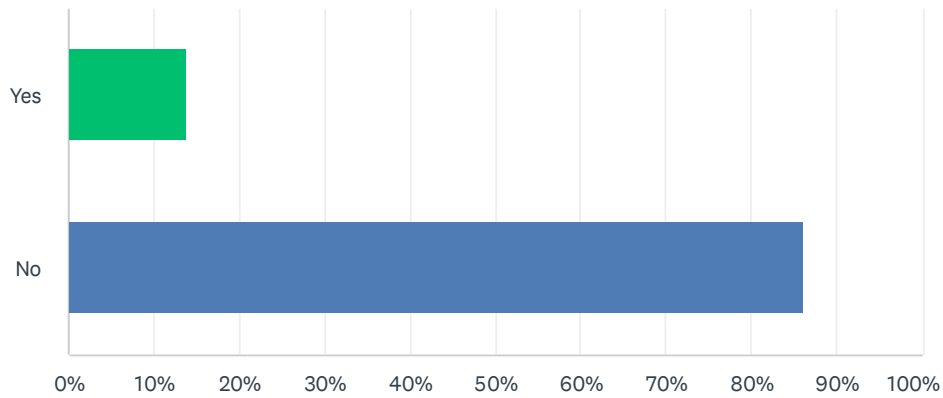
ANSWER CHOICES	RESPONSES	
Up-front financial concerns	31.18%	29
Return on Investment	2.15%	2
Space	29.03%	27
Zoning Concerns	8.60%	8
Other (please specify)	29.03%	27
<b>TOTAL</b>		<b>93</b>

#	OTHER (PLEASE SPECIFY)	DATE
1	Knowing where to start -> engineer, architect, etc	9/28/2022 12:19 PM
2	I live on the Ridge. Option not available	9/24/2022 6:08 AM
3	parking	9/20/2022 12:27 PM
4	Planning to move in the next few years and don't wish to make this investment.	9/14/2022 1:44 PM
5	impact on parking	9/12/2022 11:11 AM
6	Parking	9/10/2022 1:01 PM
7	We do have an ADU already.	9/8/2022 5:15 PM
8	all of the above + privacy	9/8/2022 12:14 PM
9	Definitely PARKING	9/8/2022 12:12 PM
10	Space; small house; not interested	9/8/2022 11:30 AM

11	The city not letting us have 80 units within our home without building out the footprint. No I cant you have two ADS? If you're not building out of the footprint?	9/6/2022 2:07 PM
12	live in condo	9/4/2022 4:32 PM
13	We do not want an ADU	9/2/2022 8:06 AM
14	up front financial concerns, return on investment; PUD's + HOA condos don't allow for ADU's. Brisbane parking spaces are inadequate & will get worse.	8/30/2022 2:43 PM
15	I don't want additional folks living on my property	8/29/2022 11:47 AM
16	I already have an ADU	8/27/2022 9:29 PM
17	No need	8/22/2022 11:36 PM
18	misuse of ADUs for the purposes of short-term rentals (either using the ADU as a short-term rental or using your house as a short-term rental after moving into the ADU), parking, additional demands for scarce water supplies, etc.	8/21/2022 1:25 PM
19	Can't	8/21/2022 12:38 PM
20	Parking	8/21/2022 8:21 AM
21	having the time to figure out all of the above, and etc.	8/20/2022 9:57 PM
22	City restrictions	8/20/2022 6:17 AM
23	not enough parking already	8/18/2022 7:34 PM
24	Large easement	8/18/2022 6:14 PM
25	Finances, privacy concerns, not wanting a tenant	8/18/2022 6:46 AM
26	Bad tenants	8/15/2022 8:30 PM
27	Parking for autos	8/12/2022 3:20 PM

### Q5 Are you are having difficulty maintaining your home due to costs?

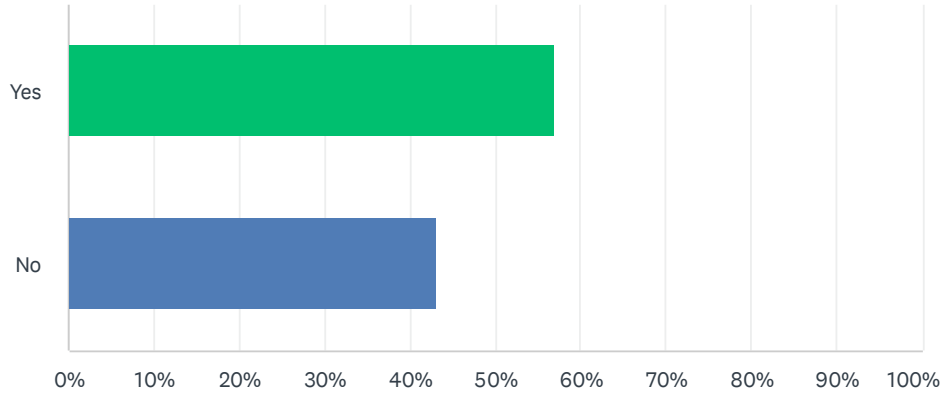
Answered: 94 Skipped: 32



ANSWER CHOICES	RESPONSES	
Yes	13.83%	13
No	86.17%	81
TOTAL		94

## Q6 Would you would like to make energy improvements to your home, but are delaying due to affordability?

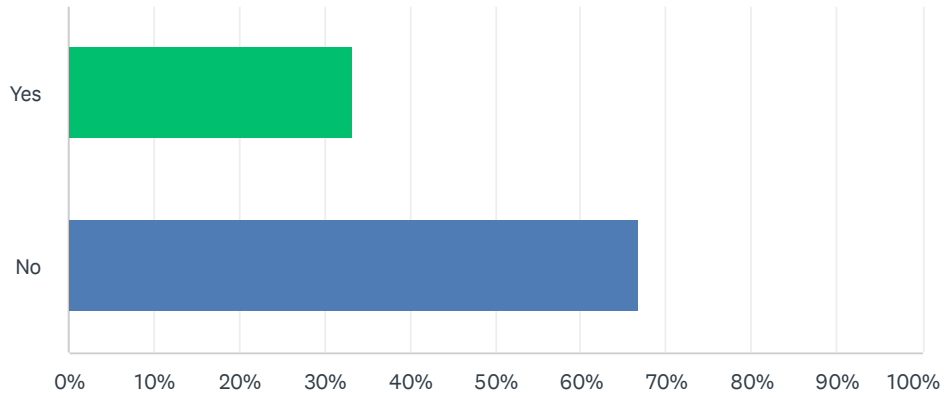
Answered: 95 Skipped: 31



ANSWER CHOICES	RESPONSES	
Yes	56.84%	54
No	43.16%	41
TOTAL		95

### Q7 If renting, do you feel that you are at risk of displacement due to rising rental rates?

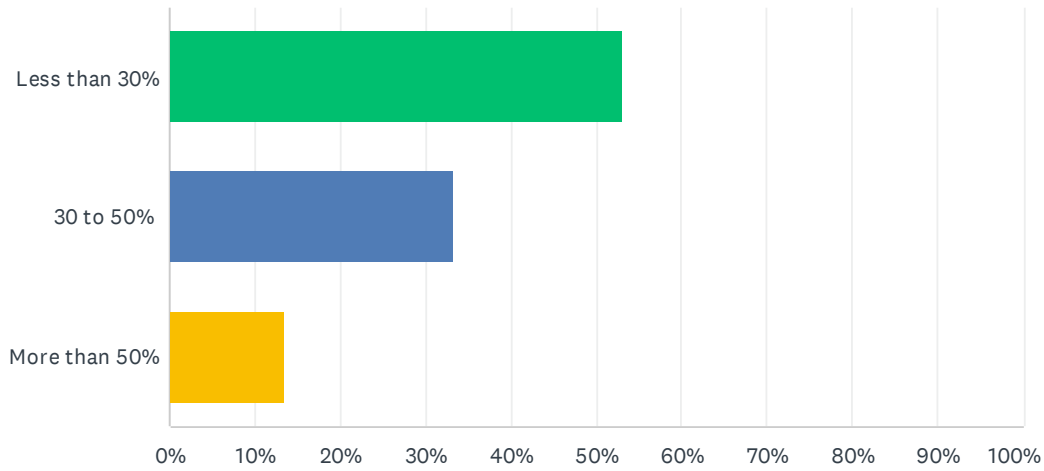
Answered: 54 Skipped: 72



ANSWER CHOICES	RESPONSES	
Yes	33.33%	18
No	66.67%	36
TOTAL		54

### Q8 How would you characterize your housing costs relative to your household income, either rent or house payment including taxes and insurance?

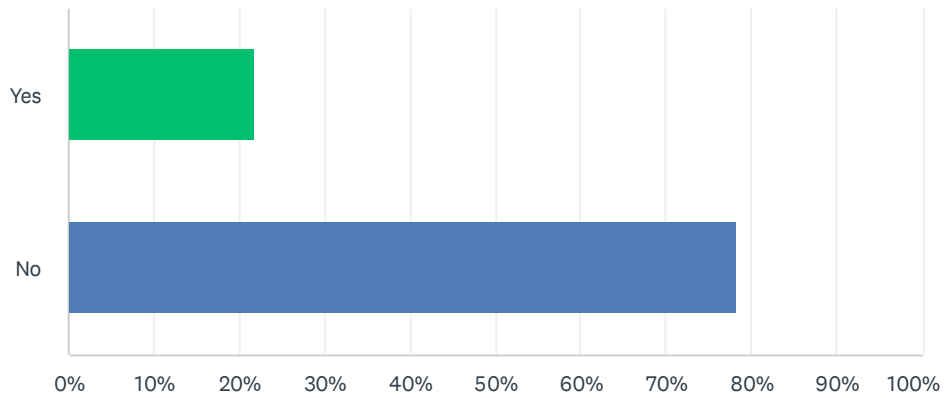
Answered: 111 Skipped: 15



ANSWER CHOICES	RESPONSES	
Less than 30%	53.15%	59
30 to 50%	33.33%	37
More than 50%	13.51%	15
<b>TOTAL</b>		<b>111</b>

### Q9 Do you work in Brisbane?

Answered: 120 Skipped: 6

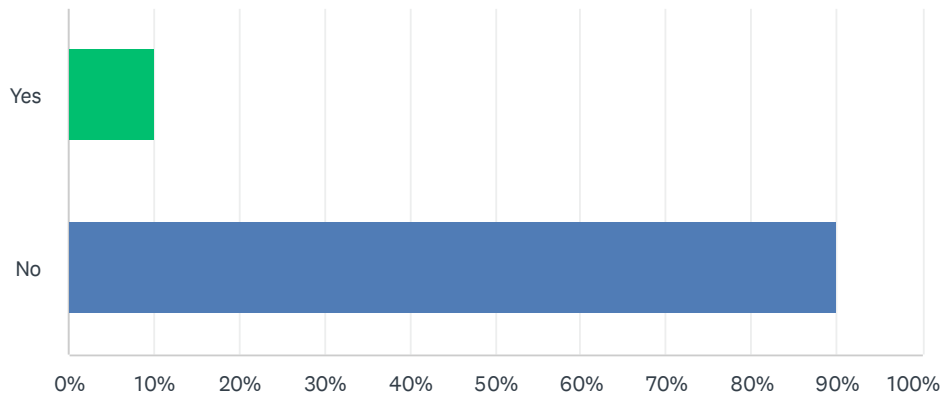


ANSWER CHOICES	RESPONSES	
Yes	21.67%	26
No	78.33%	94
TOTAL		120



### Q10 Are you a landlord or residential property manager in Brisbane?

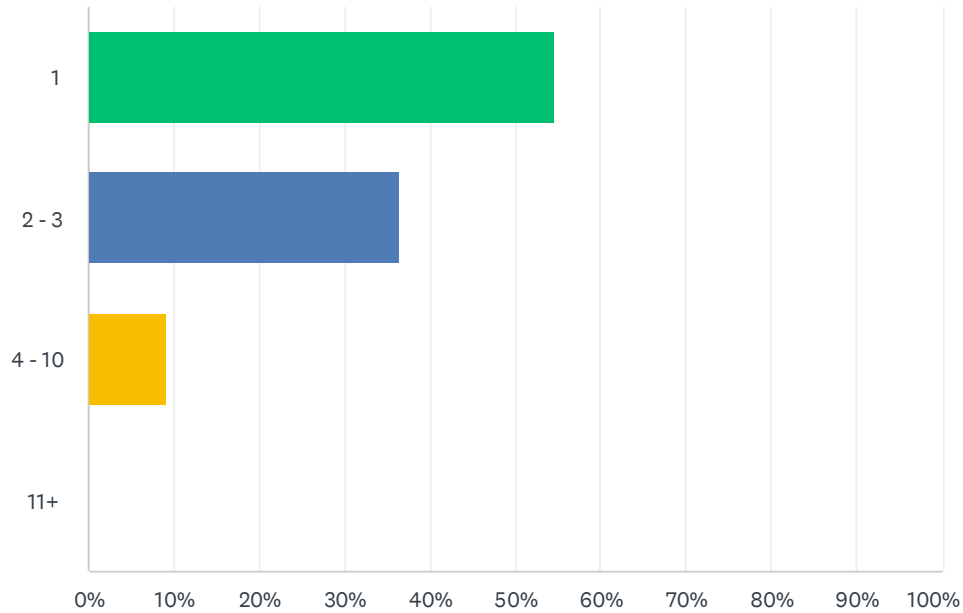
Answered: 120 Skipped: 6



ANSWER CHOICES	RESPONSES	
Yes	10.00%	12
No	90.00%	108
TOTAL		120

## Q11 How many residential housing units do you manage or own in Brisbane?

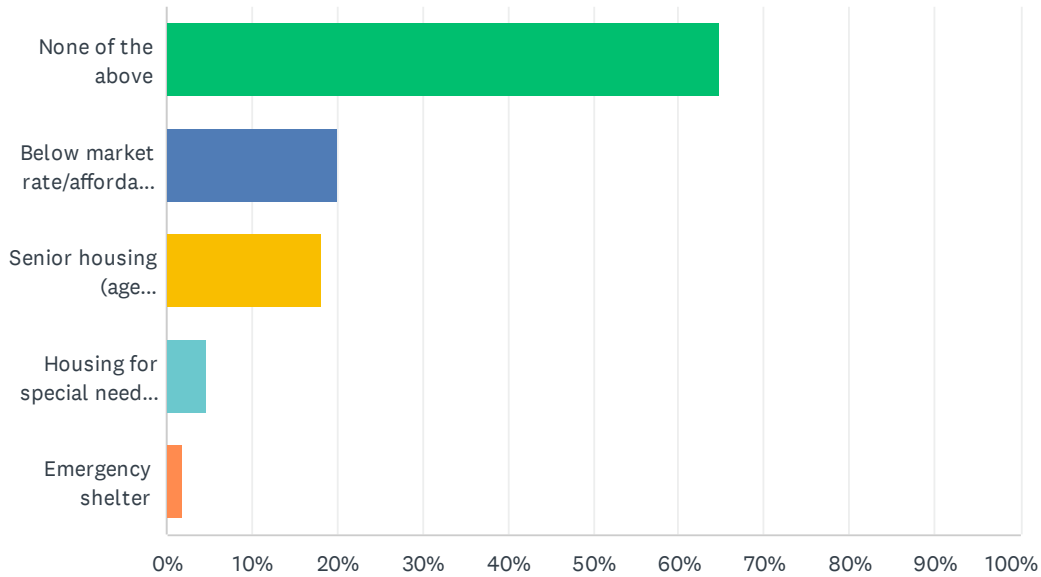
Answered: 11 Skipped: 115



ANSWER CHOICES	RESPONSES	
1	54.55%	6
2 - 3	36.36%	4
4 - 10	9.09%	1
11+	0.00%	0
TOTAL		11

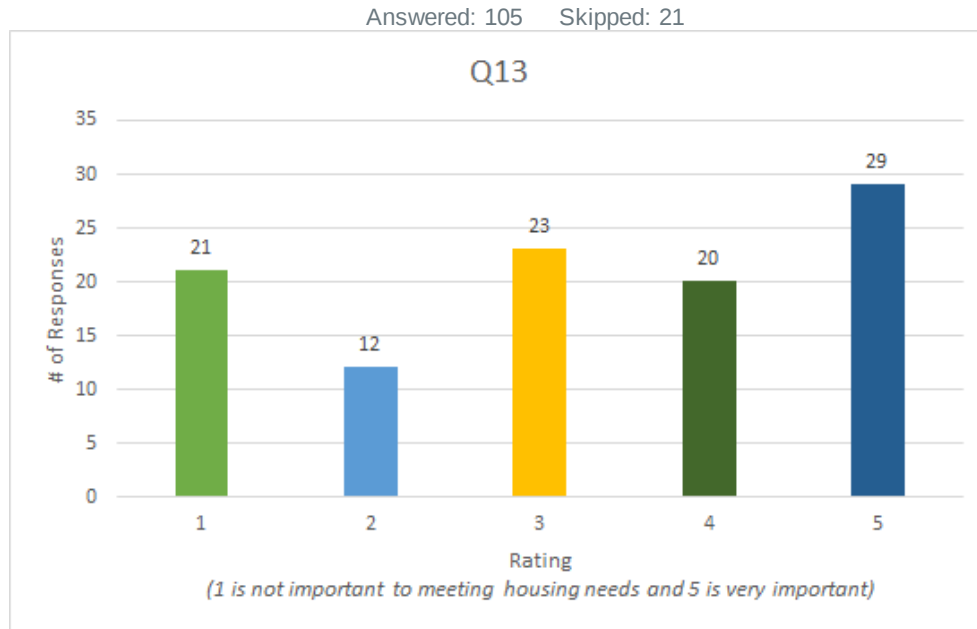
Q12 Are you, or is someone you know, seeking housing in Brisbane that fits in one or more of the following categories (check all that apply):

Answered: 105 Skipped: 21



ANSWER CHOICES	RESPONSES	
None of the above	64.76%	68
Below market rate/affordable (deed restricted)	20.00%	21
Senior housing (age restricted)	18.10%	19
Housing for special needs (disability, etc.)	4.76%	5
Emergency shelter	1.90%	2
Total Respondents: 105		

Q13 Study zoning districts that allow residential development where reducing minimum lot sizes may be appropriate to encourage development of tiny homes, row-homes, bungalows, or other similar small-scale housing developments. (See Draft Housing Element Program 2.A.5)



Total Respondents: 105

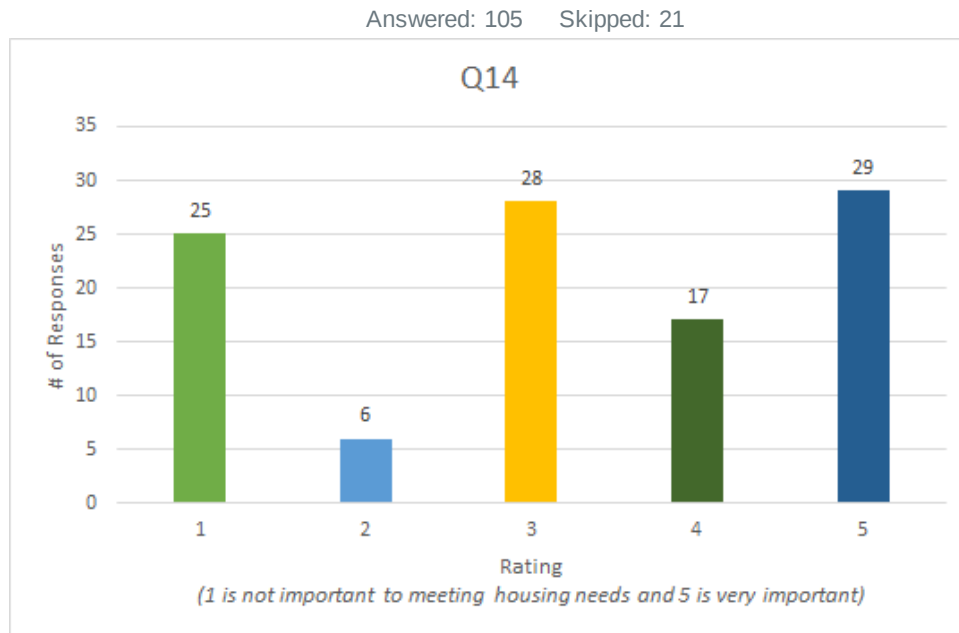
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Q14 Encourage the production of accessory dwelling units (ADUs) by funding a loan program to help offset the cost of ADU construction or adopting fee waivers. (See Draft Housing Element Program 2.D.2)



Total Respondents: 105

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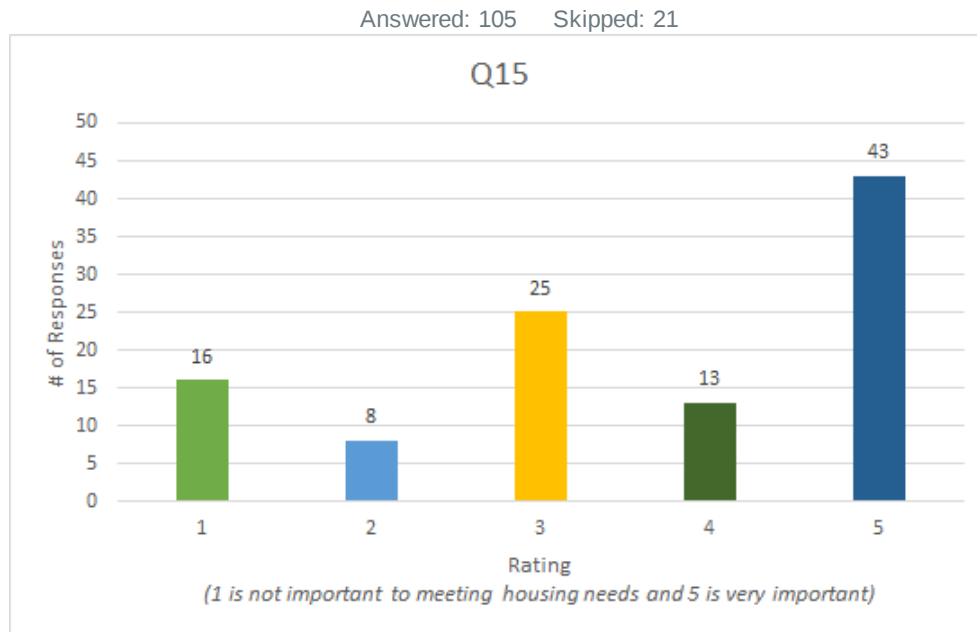


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Q15 Encourage preservation of privately-owned parcels in the Residential Brisbane Acres (R-BA) zoning district by allowing the development potential of those parcels to be transferred to other sites in the City that are more suitable for residential development (e.g., sites without sensitive habitat, sites with existing street and utility infrastructure, sites near community amenities). (See Draft Housing Element Program 2.G.1)



Total Respondents: 105

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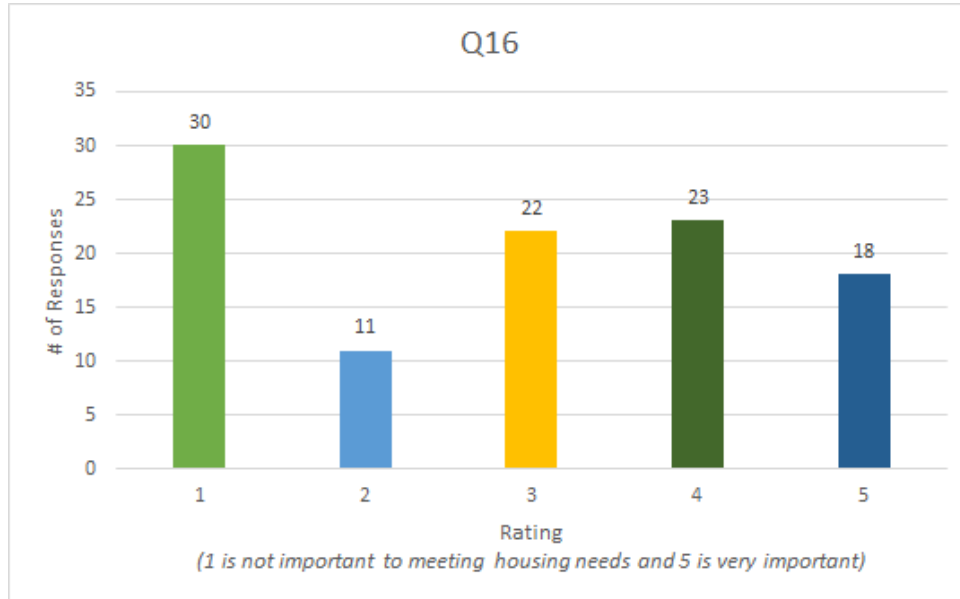
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**Q16 Increase the housing options for low income households with Housing Choice Vouchers in Brisbane by launching an education/outreach campaign targeting landlords/managers. (See Draft Housing Element Program 3.B.1)**

Answered: 105 Skipped: 21



Total Respondents: 105

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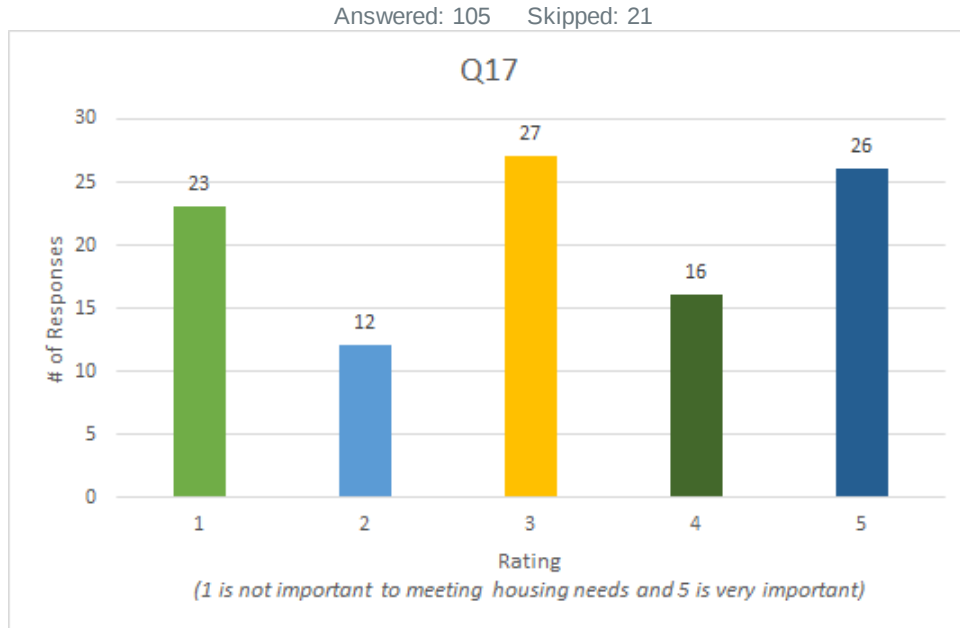


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105	2	8/11/2022 5:21 PM

**Q17 Reduce housing discrimination by providing fair housing training for landlords and tenants, and to provide training on financial literacy and housing counseling services for tenants. (See Draft Housing Element Program 4.A.3)**



Total Respondents: 105

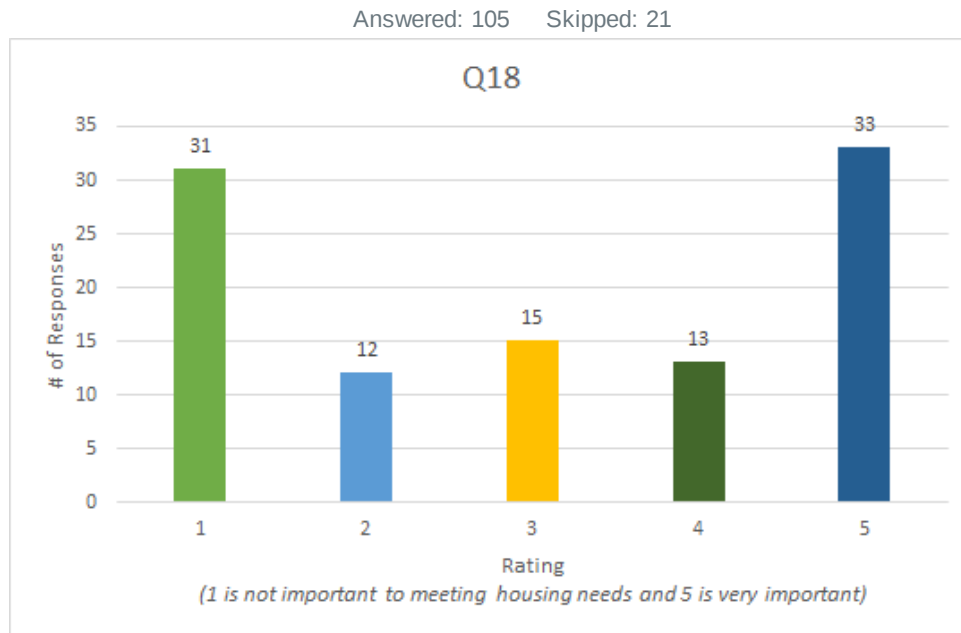
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105	2	8/11/2022 5:21 PM

Q18 Study whether residential rent control provisions State law may be appropriate in Brisbane to help prevent displacement of renters. (See Draft Housing Element Program 4.A.7)



Total Respondents: 105

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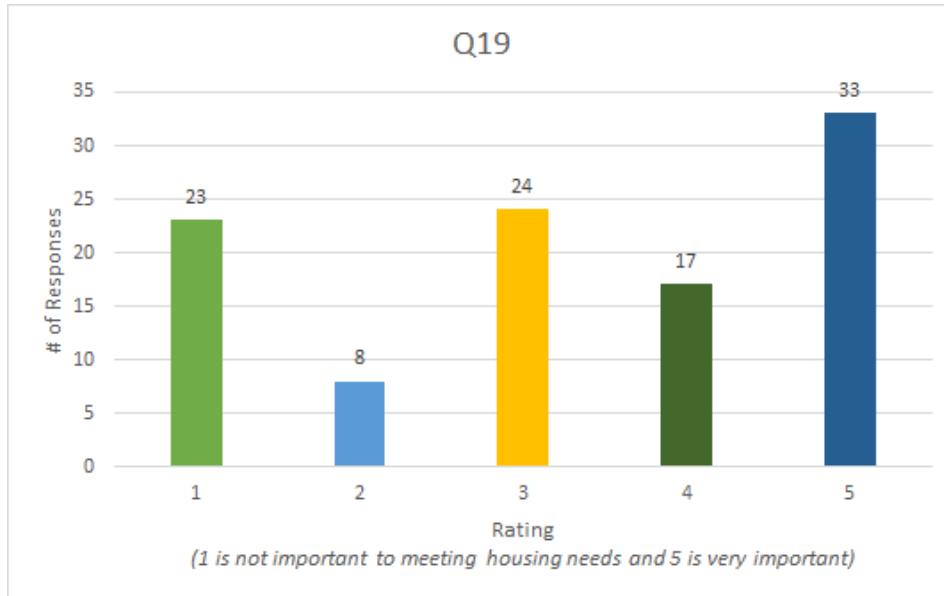
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### Q19 Imposing special fees on new commercial development that the City can use to fund the development of new housing for lower income residents or to help lower income residents stay in their existing housing?

Answered: 105 Skipped: 21



Total Respondents: 105

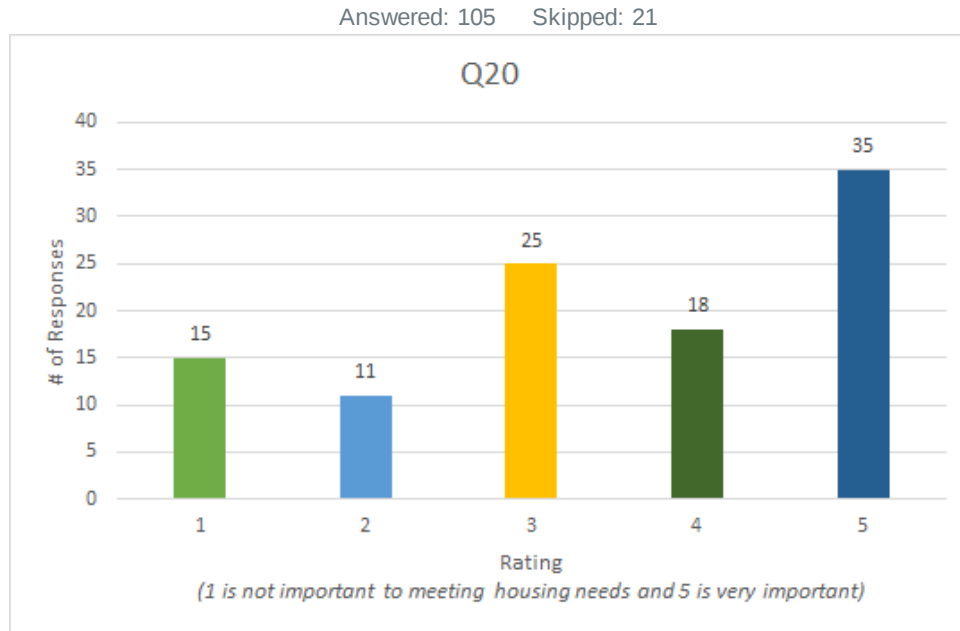
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Q20 Fund programs that assist low-income households to manage their utility costs, such as providing low-flow and other water or energy-conserving appliances, and training and counseling on water conservation measures in landscape design. (See Draft Housing Element Program 6.A.3)



Total Respondents: 105

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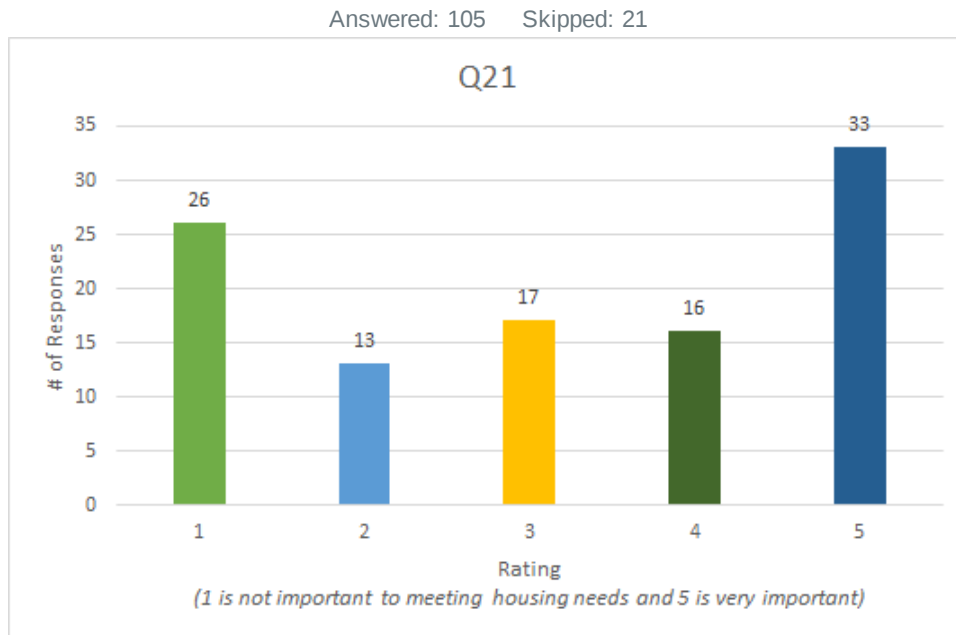


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Q21 Study potential updates to the zoning ordinance to reduce parking requirements for residential developments that provide and/or promote alternative modes of transportation for residents, such as prepaid transit fare cards, rideshare app credits, prepaid memberships to on-demand car rental on-site (e.g., ZipCar), or are in close proximity to high quality transit. (See Draft Housing Element Program 6.A.5)



Total Respondents: 105

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21	5	9/12/2022 11:17 AM
22	5	9/12/2022 11:12 AM
23	5	9/9/2022 8:04 PM
24	3	9/8/2022 5:19 PM
25	2	9/8/2022 12:31 PM
26	4	9/8/2022 12:29 PM
27	1	9/8/2022 12:22 PM
28	1	9/8/2022 12:20 PM
29	4	9/8/2022 12:17 PM
30	1	9/8/2022 12:13 PM
31	4	9/8/2022 12:11 PM
32	4	9/8/2022 12:09 PM
33	3	9/8/2022 12:07 PM
34	2	9/8/2022 11:36 AM
35	2	9/6/2022 3:45 PM
36	2	9/6/2022 3:30 PM
37	2	9/6/2022 2:18 PM
38	5	9/4/2022 10:54 PM
39	3	9/4/2022 4:35 PM
40	5	9/4/2022 10:31 AM
41	5	9/3/2022 3:18 PM
42	2	9/3/2022 1:51 PM
43	4	9/2/2022 11:28 AM
44	4	9/2/2022 11:26 AM
45	1	9/2/2022 11:15 AM
46	5	9/2/2022 11:11 AM
47	4	9/2/2022 8:14 AM
48	1	9/1/2022 6:18 PM
49	3	8/30/2022 4:27 PM
50	1	8/30/2022 2:47 PM
51	3	8/29/2022 11:51 AM
52	4	8/28/2022 5:46 PM
53	1	8/27/2022 9:36 PM

54	5	8/27/2022 8:30 PM
55	1	8/27/2022 7:22 PM
56	5	8/27/2022 4:50 PM
57	5	8/27/2022 4:16 PM
58	1	8/27/2022 12:11 PM
59	5	8/27/2022 7:10 AM
60	5	8/25/2022 4:40 PM
61	5	8/24/2022 2:43 PM
62	4	8/24/2022 2:36 PM
63	3	8/24/2022 2:23 PM
64	1	8/24/2022 12:48 PM
65	5	8/24/2022 8:32 AM
66	1	8/23/2022 10:39 AM
67	1	8/23/2022 4:40 AM
68	1	8/22/2022 6:13 PM
69	1	8/22/2022 3:20 PM
70	1	8/21/2022 7:15 PM
71	5	8/21/2022 4:33 PM
72	5	8/21/2022 2:05 PM
73	3	8/21/2022 12:51 PM
74	1	8/21/2022 9:27 AM
75	3	8/21/2022 9:26 AM
76	4	8/21/2022 8:24 AM
77	3	8/20/2022 2:43 PM
78	2	8/20/2022 6:19 AM
79	2	8/20/2022 12:05 AM
80	2	8/19/2022 7:03 PM
81	5	8/19/2022 6:02 PM
82	4	8/19/2022 5:05 PM
83	5	8/19/2022 4:51 PM
84	2	8/18/2022 9:19 PM
85	5	8/18/2022 7:40 PM
86	5	8/18/2022 6:58 PM
87	5	8/18/2022 6:18 PM
88	2	8/18/2022 1:49 PM
89	3	8/18/2022 1:20 PM
90	3	8/18/2022 1:16 PM
91	3	8/18/2022 1:07 PM

92	4	8/18/2022 1:03 PM
93	4	8/18/2022 6:54 AM
94	1	8/15/2022 8:39 PM
95	5	8/15/2022 12:30 PM
96	2	8/15/2022 11:35 AM
97	1	8/13/2022 11:47 PM
98	4	8/13/2022 7:36 PM
99	1	8/13/2022 12:59 AM
100	3	8/12/2022 8:21 PM
101	5	8/12/2022 8:00 PM
102	3	8/12/2022 6:53 PM
103	4	8/12/2022 6:47 PM
104	5	8/12/2022 5:07 PM
105	5	8/11/2022 5:21 PM

## Q22 Do you have other housing-related comments?

Answered: 59 Skipped: 67

#	RESPONSES	DATE
1	In regards to the very last question of the survey, parking is a separate issue from proximity to transportation which is important.	9/28/2022 12:21 PM
2	Stop listening to supporting "Old Timers" of Brisbane. You talk the talk- but stop allowing "founders" control who have already demonstrated racism. How many people of color own property here since the 1970s? On the "we look forward to seeing you at future housing Element meetings," not true. You write this to say this- but you allow "long time Founding Families" control. They will never change slow "progress." Delay/deflect/study- so they can stay in control.	9/28/2022 12:13 PM
3	No	9/24/2022 9:39 AM
4	Yes, there are a staggering amount of abandoned houses in substandard condition in Brisbane. Create mechanisms to force improvements or sell to someone who is happy to improve the properties. I did this here in town and would happily do it again to make brisbane a nicer place. Also creating better restaurants and amenities to bring people to town would improve real estate investment.	9/23/2022 7:33 PM
5	Relax requirements on added parking where a homeowner needs to add a (1) bedroom to stay in home	9/23/2022 6:40 PM
6	As far as I understand, Brisbane is short on fulfilling it's housing zoning requirements and I don't see anything happening with the baylands. The fundamental problem with our city, region, state, country and even world is a chronic shortage of housing. There is one simple way to alleviate this problem and that is just to allow housing development. I think it's unconscionable that we continue to make life tough for so many people.	9/22/2022 1:30 PM
7	Please don't copy San Francisco! Credit Card and money management should be taught in Brisbane schools. Also no email Can you send Housing Element Update information to M.C.Kiser at 359 Kings, Brisbane, CA 94005.	9/20/2022 12:36 PM
8	You've had years to produce housing. DO IT!!!!	9/20/2022 12:32 PM
9	no wonder people are leaving town. How dense does our housing have to be? there is no parking anymore.	9/20/2022 12:30 PM
10	We need to build as much new housing as fast as we can manage it. We cannot claim to be for the environment, for diversity & inclusion, or for economic development while continuing to delay development.	9/19/2022 5:30 PM
11	Limit 2 cars per household. No more housing in Brisbane and only 2 children. Send the homeless elsewhere. We don't want Star City to become a homeless encampment. Small houses at Sierra Point or the East side of Tunnel Ave. Move dirt to west side of Tunnel Ave. - For question about increasing housing options for low-income: this is not a low income community. -Reduce Housing discrimination question: I'm proud of our diversity and flags.	9/14/2022 1:54 PM
12	-Parking reqs shouldn't be reduced; we already have a parking problem -quality of life issues and the streets of a densely populated environment should be taken into account	9/13/2022 11:26 AM
13	Homes cost too much!! Can't buy now.	9/13/2022 11:23 AM
14	No	9/9/2022 8:04 PM
15	It seems that there are properties on Visitacion that are underutilized that could be used for housing.	9/8/2022 5:19 PM
16	No rent control. No reduction in off-street parking	9/8/2022 12:31 PM
17	Second half with the questions with the scale were to confusing for me to understand.	9/8/2022 12:22 PM



## Housing Element Survey

## ATTACHMENT 5

18	hard to understand the second part of the questions with the scale.	9/8/2022 12:20 PM
19	Zoning sucks as property line setbacks 400 sq ft restriction which increase code requirements.	9/8/2022 12:17 PM
20	Please expand and build more houses, apartments and condos (no HOAs)	9/6/2022 3:30 PM
21	What about building a D used inside your own house without going out of the footprint?	9/6/2022 2:18 PM
22	I lived here for 36 years, rented all 36 years with a dependent I take care of & now my SSA is less than my rent.	9/2/2022 11:28 AM
23	Study becoming a "Chapter City" to get back more home rule.	9/2/2022 11:15 AM
24	Parking is a frequent issue of concern for Brisbane residents. Only until access to reliable, high-quality transit options is vastly improved for Brisbane should any waivers for parking requirements on new construction even be considered. Separately, out-of-area speculative investment in Brisbane real estate is worthy of further investigation. Anecdotally, walking through town, apparently unoccupied homes are a frequent sight. In some cases, longtime residents sell, then the home remains vacant, sometimes "flipped" and resold, often left untouched and unoccupied. This trend depresses the number of available housing units, exacerbating housing scarcity and prices, while creating unideal neighborhood conditions (fewer "eyes on the street"). Efforts to incentivize or encourage homes to be occupied, by renters or owner-occupants, rather than speculated upon by absentee investors or institutional buyers could alleviate some housing scarcity and support Brisbane continuing to be a vibrant community.	9/1/2022 6:18 PM
25	Get more creative - the city was not planed for 100 year growth. Valley Dr, Crocker Par is where new housing belongs. Move the commercial businesses to the Baylands.	8/30/2022 2:47 PM
26	No	8/29/2022 11:51 AM
27	Yes I do. Why build more housing when California has a severe water shortage? Makes no sense.	8/27/2022 9:36 PM
28	No	8/27/2022 7:22 PM
29	The Bay Area needs much more housing if it intends to address cost and homelessness issues. Also transportation infrastructure etc.	8/27/2022 4:16 PM
30	State mandated RHNA numbers should be summarily dismissed. The problem is not lack of housing, but too many people in the State.	8/27/2022 12:11 PM
31	The City of Brisbane needs to build more housing in the coming years to meet the large demand that the Bay Area will see over the coming decade. With an abundance of economic opportunities and an attractive climate as climate change causes temperature rise outside of Coastal California, Brisbane needs to step-up it's building of affordable and market rate housing to attract a diverse grouping of residents. The City should also focus on transit-oriented development and expanding the non-automobile based transit options in the City to improve sustainability and provide more transportation options to residents.	8/25/2022 4:40 PM
32	I can't believe the existing senior housing has no elevator! Please protect the Lower Acres.	8/24/2022 2:43 PM
33	Do not impose parking permits	8/24/2022 2:36 PM
34	Encourage development of Parkside and we need to develop more senior housing in Brisbane. The wait list for what we have is ridiculous.	8/24/2022 12:48 PM
35	no	8/23/2022 4:40 AM
36	Water and energy conserving appliances are a great start, but I would love to see us leveraging passive house building techniques, in tandem with efficient all electric appliances, paired with on site solar generation and storage for this type of development. Especially for low income families its hard enough to make ends meet in the Bay Area as it is. It would be great to see the city making strides on affordable housing as we also make these residences as self sufficient as possible – aggressively reducing or largely eliminating a majority of utility bills for our most vulnerable residents.	8/22/2022 6:13 PM
37	There are many houses in Brisbane that have been sitting empty for years such as 125 San Bruno Ave, 213 Visitacion, 128 Alvarado St., and so many others. Efforts to get existing yet empty housing available for purchase or rent should be the #1 priority. Whether through	8/22/2022 3:20 PM

incentives or penalties, the city should be working with the property owners to make these empty houses available. This should happen before any new construction, zoning changes, or other programs are considered.

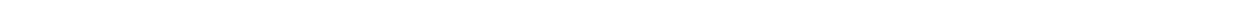
38	None	8/21/2022 4:33 PM
39	The vast majority of the proposed housing is not affordable to anyone who does not work in the tech sector and is not intended for people like teachers, police officers, firefighters, nurses, retail workers, and everyone else who keeps society working. Until the problem of affordability is addressed on a large scale (and not just, say, 10-15% of proposed housing units), the proposed housing will resolve none of the existing problems. And in fact, many of the tech companies have either left the San Francisco Bay Area or have downsized their staffing here (Tesla, Hewlett Packard, Oracle, Airbnb, Uber, Salesforce, Twitter, and many others) which has left vacant a huge amount of office space in San Francisco which could be converted to living space to address the new post-pandemic reality. And that utilization of vacant office space should be the objective now, not tiny homes/ADUs/etc.	8/21/2022 2:05 PM
40	not at this time	8/20/2022 2:43 PM
41	Regarding the question about whether I work in Brisbane, I said yes because I work from home, however my employer is not located in Brisbane. The question wasn't too clear. Parking requirements should not be reduced for new construction (with the possible exception of certain ADUs), regardless of how many incentives there are to take public transportation, because residents will still have cars that they park at home when they commute to work, especially if they live walking distance to a bus/train station.	8/20/2022 12:05 AM
42	We need to build apartments, not ADUs	8/19/2022 7:03 PM
43	Do not plan for housing on San Bruno Mountain. There is no entitlement that says everyone should be able to afford live, everywhere, anytime. Government helps affordability with right policies, but does not cancel out market forces.	8/19/2022 5:05 PM
44	No	8/18/2022 9:19 PM
45	this city needs to look into homes in Brisbane with 7 or more cars blocking the streets near them and using their garage space for an auto work shop	8/18/2022 7:40 PM
46	There are several "fallow" lots around Brisbane - sites that remain unoccupied for > 5 years - that could be developed. Also, space for parking cars is a big limitation given existing street widths.	8/18/2022 6:18 PM
47	A penalty structure should be imposed on homes that are kept vacant by the owner or some other mitigation effort to prevent investors to buy properties here and keep them vacant.	8/18/2022 1:20 PM
48	Rent control is covered already by CA State law - we don't need another rent control law for Brisbane. Yes, lower restrictions/requirements for tiny homes, small ADU's, etc. The new restrictions on homeowner short-term rentals (SRO's) have pushed us out of the ability to make money from our house when we are on vacation - this has made it harder to afford to live here.	8/18/2022 1:03 PM
49	There isn't much the City can do to control the cost of buying a home, but anything the City can do to control rent gouging would be helpful.	8/18/2022 6:54 AM
50	Do NOT reduce parking provision requirements, but yes look at zipcar or transit pass or rideshare. Multiunit dwellings MUST provide own underground parking. I'd look at an accessory unit but one bad scofflaw unevictable tenant can destroy your home and multiple years of rents. Scary.	8/15/2022 8:39 PM
51	We've built way to much in Brisbane for parking and eliminated convenient public transportation to make it easier to ride Muni, SamTrans or the Train. Brisbane needs a convenient Cal Train Station at the parkinglot or a reliable form of local transportation. The existing buses are not reliable	8/15/2022 12:30 PM
52	While I understand that it is hard to escape development, I'd love Brisbane to remain Brisbane na for it to preserve as much nature and habitats as possible.	8/15/2022 11:35 AM
53	Provide education on how to decrease housing expenses to ALL Brisbane residents, not just low income.	8/13/2022 11:47 PM
54	I have been renting in Brisbane since 2009, since then my rent has increased 120%. I think	8/13/2022 7:36 PM

rent control will help a low income people, that every year has to find a second job or share the apart. to be able to cover monthly expenses. Affordable housing for people who work hard, but not able to buy a home.

55	With increased population we also need to consider increased needs of school resources, public recreational areas and parking. There's been some contradictory elements in the past that if we're planning for increasing housing and population, maybe we shouldn't have reduced the public parking availability on the commercial streets. Please consider these elements as we increase housing as per California state requirements. We should also try to avoid extreme high density housing to maintain the culture and community of Brisbane.	8/13/2022 12:59 AM
56	We all like Brisbane as it is, we don't want a metropolis with hoards of people creating crowded and unsafe streets. I am thankful to live here.	8/12/2022 8:21 PM
57	Mo	8/12/2022 6:53 PM
58	I believe we should allow the badlands project to move forward. This project would really help the housing issues for Brisbane as required for the state	8/12/2022 6:47 PM
59	Build more housing in central Brisbane! It is unacceptable that it is majority single family homes. Allow more dense development in a good part of the peninsula. Development on or near Baylands is toxic and is not a great solution.	8/11/2022 5:21 PM

**ATTACHMENT E.4**

**Public Comments Received After First Submittal to HCD  
(October 2022-February 2023)**





City of Brisbane  
50 Park Place  
Brisbane, CA 94005

To the honorable Brisbane City Council and planning staff,

The Housing Leadership Council of San Mateo County appreciates this opportunity to engage the City of Brisbane on its housing element. On September 9, 2022, HLC sent the city [a letter](#) outlining opportunities to improve the initial draft of its housing element to better comply with state law and plan for new affordable homes. The city made few changes in response to HLC's comments before submitting the draft to the state department of Housing and Community Development (HCD) for review.

On January 4, 2023, HCD sent [a review letter](#) to the City of Brisbane requesting numerous changes to its draft housing element. Based on HCD's feedback and the current policy commitments stated in the housing element draft to be reviewed by Brisbane's planning commission, HLC maintains that Brisbane must include significant new policy changes in order to comply with housing element law.

The housing element under consideration by Brisbane's planning commission—apparently unchanged from the draft first submitted to HCD—relies primarily on the Baylands to meet Brisbane's housing need. Considering the long history of arbitrary delays to housing development on this site, it is absolutely critical that Brisbane do everything it can to promote development on the Baylands as soon as possible. To that end, HLC is glad to see the inclusion of the Baylands in Brisbane's housing element.

However, Brisbane's housing element provides few incentives to promote development of housing at the Baylands. In fact, the housing element anticipates potential delays, committing to approve a specific plan as late as 2026—and that is just the first of many steps on the road toward completing this development. In order to complete a valid housing element, the City must outline, in detail, a realistic schedule for the entitlement and development of the Baylands with necessary incentives, including:

- Expedite approval of the Baylands Specific Plan by the end of 2023, entitlements by the end of 2024, and supplemental environmental review (if needed) by the end of 2024
- Allow environmental remediation to occur concurrently with the entitlements process
- Offer concessions and waivers to the Baylands pursuant to density bonus law
- Allow base densities up to 30 dwelling units per acre and 40 feet height throughout the entirety of the Baylands residential portion and allow up to 60 du/ac and 70 feet height within a half mile of CalTrain.

Realistically, even with ideal incentives, many of the housing units projected for the Baylands site will be built after 2030, after the end of the 6th RHNA cycle. The Department of Housing and Community Development's [review letter](#) explicitly says Brisbane must fully consider "the affordability and availability for developing in the planning period of the Baylands" and then "adjust residential capacity assumptions." As demonstrated in HLC's [September 9, 2022 letter](#), due to development constraints on the site, Brisbane must likely reduce the number of units it projects from the Baylands to be built in the 6th RHNA cycle by 50% or more.

As a result of the reduction of units on the Baylands, more than 50% of Brisbane's low-income housing units will be located on other non-vacant sites located in the city's PAOZ zones. The city will then be required to analyze whether the preexisting uses on these sites pose a potential barrier to new housing development. This analysis will likely reveal that the preexisting uses on several of these sites preclude development of lower income housing, requiring the city to further identify new sites and rezone appropriately.

Brisbane's lack of adequate opportunity sites to demonstrate capacity for lower income homes will necessitate rezonings to comply with housing element law. As described in HLC's [September 9, 2022 letter](#), the city could create new opportunity sites and meet its RHNA allocation by adding Program 2.A.7, "Update Zoning Code," to

- Increase allowable building heights to 50 feet in NCRO-2, SCRO-1, PAOZ-1, and PAOZ-2 zones. Increase allowable building height to 35 feet in R-3 zones.
- Increase allowable density to
  - 60 dwelling units per acre in NCRO-2 and SCRO-1 zones
  - 50 dwelling units/acre in PAOZ-1 and PAOZ-2 zones
  - 35 dwelling units/acre in R-3 zones
- Increase FAR to 3 in R-3 zones.

The city should pursue a number of other policy changes to promote fair housing and remove barriers to its development. Again, thorough policy recommendations to address the majority of HCD comments are described in HLC's [September 9, 2022 comment letter](#). For the above reasons, **Brisbane's planning commission should direct staff to make significant changes to the housing element as requested by HCD and HLC and seek certification from HCD before pursuing housing element adoption.**

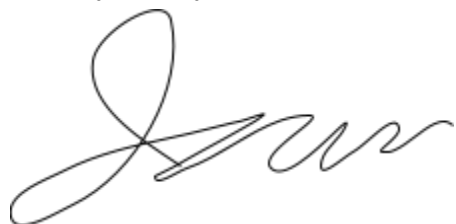
HLC recognizes that some of our proposed changes, particularly the rezoning proposals, may require substantial delay to housing element adoption as the city undergoes an EIR and other necessary public processes. Though unfortunate, these delays may be necessary for Brisbane to meet its legal obligations to plan for new homes.

Fundamentally, cities cannot analyze their way into new homes, nor can they analyze their way into compliance with state law. The housing element process challenges cities to provide a series of analyses and then commit to substantially change local policies in ways that incentivize new housing development within the planning period. Brisbane's current housing

element neither adequately analyzes nor takes action to address the barriers to fair housing development in the city.

HLC looks forward to continue working with Brisbane's leaders as they strive to implement more significant policies and programs that will help the city meet the housing needs of the entire community over the next eight years.

Thank you for your consideration,

A handwritten signature in black ink, appearing to read 'J. Levine', with a large, stylized initial 'J'.

Jeremy Levine

*Policy Manager, Housing Leadership Council of San Mateo County*

## Brisbane Housing Element 2023- 20XXX

This is a train-wreck waiting to happen. By not questioning the fairness of our double-the-size-of-your-town RHNA number assignment, we are now forced to have shovel to ground-somewhere, anywhere whether appropriate or not, whether safe or not. **These laws amount to extortion...** “Do this or we’re taking away your open space, your environmentally sensitive lands, your parking, your recreation areas... even your CC&R’s...” The law(s) you are trying to comply with, to bypass CEQA for only one element of the General Plan, this is out of balance, it has to be challenged.

Does today create our 30-day window for public comment period? The closing period is not clear. Have you properly informed the public of the changes, amendments since comments from the state? Have you informed the public that the elimination of R-1 will mean your neighbor can multiplex to any height, shade out your solar system, eat up your parking, tie into your sewer lines without any environmental or mitigating compensations?

Stand up to the profit-driven bullies in Sacramento and say NO, we can come up with a better low-income housing plan without destroying our whole town. Our RHNA number compliance is dependent on water availability and **we don't have the water.** We don't have any agreements in place to widen the roads or the myriad of improvements deemed necessary to support the growth for doubling our town.... to just to make 500 low-income units... based on a prior thoughtful community-reflected EIR. Where are your overriding considerations and agreements that the City will now take on these developer obligations? It's implied.

SB 9, SB 10 and a multitude of housing reform laws were placed into service since 2018, the document you referenced for CEQA compliance. The effects of these laws have not been properly vetted. To undergo NO environmental review at the tipping point of the shift from the exercise of RHNA numbers to the implementation anywhere without covenants to mitigate the impacts, is tantamount to conspiring to defraud the citizens. Please don't.

Incorporate by reference information regarding Housing Law changes for 2019, 2020, 2021, 2022.

2019 : <https://www.hklaw.com/en/insights/publications/2018/10/californias-2019-housing-laws-what-you-need-to-know>

2020 : <https://www.hklaw.com/en/insights/publications/2019/10/californias-2020-housing-laws-what-you-need-to-know>

2021: <https://www.hklaw.com/en/insights/publications/2020/09/californias-2021-housing-laws-what-you-need-to-know>

2022 : <https://www.hklaw.com/en/insights/publications/2021/10/californias-2022-housing-laws-what-you-need-to-know>

Brisbane had the mechanism to serve our low-income community's housing needs. It was the 20% set-aside tax revenue from our redevelopment projects. With the capital improvements going on at Sierra Point, and if you were to be sincere in your efforts to provide housing for all segments of the society, you could implement the set-aside requirement and have sufficient funds to produce low-income housing. It worked in the past. It is disciplined and fair.

At the time, we had a city council that made it a priority to produce mandated housing in order to not lose their set-aside funds. Instead, through this multiple-year RHNA exercise, you have



participated in allowing the city of Brisbane to play a game of monopoly with our public housing funds, to withhold funds and sit on properties for over decades, swap out for non-housing uses, and actually lose one unit due to burdensome regulations. There should be more accountability than to look at the issue, once again, and come up with a program at some later date. You have a one-year window for compliance.

The 20% set-aside tax policy works... no need for more time to figure it out, straight to implementation. At least that is a recommendation to make to the council.

You have to look at council and city manager bias as our stumbling block. If you don't, I will. To have a council member refer to this responsibility as serving "those people" with fearful remarks about folks from "the East Bay," and all council members nodding in unison... I think the issue is that our council does not have the capacity to carry out their responsibility to the public. You have a legal background, It's your job to generate laws to protect us from extortionists and fraud. Please do so.

The meeting I refer to council bias is on this clip between the minutes of 30:15 and 30:35.

<https://www.brisbaneca.org/citycouncil/page/joint-city-council-brisbane-gvmid-financing-authority-housing-authority-meeting>

I oppose approving this element because the alternate areas you considered for dense housing may be environmentally sensitive, inappropriate, and have land-use restrictions. We don't have any studies or protections for sea-level rise. Please ask the city for an assessment of mud slides and closed roadways during this last storm event to determine whether denser housing should be allowed on our steep, clay hillsides or safe on our landfills subject to liquefaction. Are we prepared for 4x the housing?

This is a multiplying event with multiple impacts and you choose to not look at them. If approved tonight, you appear to be complicit with this theft. I ask that you vote no or excuse yourselves from creating a law that violates our rights to equal representation by our public officials.

Please recirculate this document. Please inform the public of the true impacts and please create regulations that protect all of us of the theft of our public assets, from wearing-out our infrastructure, all for the benefit of for-profit foreign speculator development.

Thank you,  
Dana Dillworth  
earthhelp@earthlink.net



The Housing Element update represents a critical opportunity for Brisbane to improve its housing policies in a way that promotes abundant, affordable, and secure housing opportunities for all its residents. While we commend city staff for their efforts in this process, Brisbane's Draft Housing Element still has deficiencies in regard to detailing its pipeline projects that will render it unlikely to receive HCD certification. As such, we recommend that Brisbane add additional evidence to their site inventory in order to meet HCD's pipeline requirements.

### Site Inventory & Methodology

Brisbane's RHNA for this sixth cycle Housing Element update is 1,588 housing units. The Housing Element notes that Brisbane lacks adequate sites to meet RHNA, and as such a program was included for rezoning on the Baylands via adoption of a specific plan.

Based in part on the results of Balance Brisbane and the expertise of staff, consultants, and developers, the City identified the Baylands subarea as the most logical site to be put forward as meeting the RHNA plus the buffer, given that a range of 1,800 to 2,200 housing units is permitted per a General Plan Amendment completed in 2019, a single landowner/developer owns the multi-parceled site and is actively pursuing development of the site with housing, and it is vacant.

While the City General Plan allows for 1800-2200 housing units within the Baylands, it is currently zoned commercial C-1, which does not allow for housing. However, a specific plan is in process which will rezone the site for housing consistent with the adopted general plan.

**TABLE B.4.1**  
**Sites Inventory by Subarea Affordability Breakdown**

<i>Subareas</i>	<i>Total Units</i>	<i>Very Low</i>	<i>Low</i>	<i>Moderate</i>	<i>Above Moderate</i>	<i>Pipeline</i>
<b>Baylands</b>	1,800	145	80	287	1,288	-
<b>Parkside</b>	246	159	87	0	0	-
<b>Central Brisbane</b>	140	1	4	4	131	61
<b>ADUs</b>	40	12	12	12	4	-
<b>Totals</b>	2,226	317	183	303	1,423	-

*Table Source: Housing Resources Sites Inventory*

1

**This site inventory was developed to meet all statutory requirements and provide a realistic and achievable roadmap for the city to meet and exceed RHNA.**

<sup>1</sup>Appendix B-6



**As currently drafted, the site inventory relies on the existence and rezoning of the Baylands in order to meet RHNA requirements. We agree with staff’s analysis that the Baylands is an incredible site for housing, and can certainly meet the city’s housing requirements.**

**However, in order for this site to be included in Brisbane’s pipeline projects, it must meet HCD’s requirement to show schedules for entitlement and development.**

Specifically, *“While the element may utilize pipeline and potential development projects toward the RHNA, it must also demonstrate their affordability and availability in the planning period. Affordability must be demonstrated based on actual sales price, rent level or other mechanisms ensuring affordability (e.g., deed restrictions). Availability should account for the likelihood of project completion in the planning period and should address the status, necessary steps to issue permits, any barriers to development and other relevant factors.*

*For availability, the analysis should address the anticipated schedule for development, including completion, any known barriers to development in the planning period, impacts of remediation plans on site availability, infrastructure, phasing requirements, build out horizons and any other factors impacting the availability of sites in the planning period. Based on the outcomes of this analysis, the element should adjust residential capacity assumptions for the planning period.*

**We ask that staff provide substantial evidence that the Baylands site will be redeveloped and include a written schedule for the entitlement and development process into the Housing Element. Without this additional evidence, the housing element will be rejected from HCD, and Brisbane will be out of compliance.**

Whether or not HCD accepts the Baylands as an opportunity site, Brisbane’s site inventory still has several other gaps. For example, the city includes dozens of single-family parcels in its site inventory that were used in both the 4th and 5th cycles, meaning the city needs to provide a site-by-site analysis demonstrating its projections for these sites are realistic. No such analysis is provided in the draft housing element.

Several other policies and programs could be added or improved to encourage more affordable housing development in Brisbane as described below:

- **Amend Program 2.A.2, “Adopt the Baylands/Specific Plan,”** to
  - a. Expedite approval of the Baylands Specific Plan by the end of 2023.
  - b. Expedite all relevant permit processing for the Baylands project.
  - c. Expedite any supplemental environmental review of the Baylands so as to ensure remediation can occur as rapidly as possible.
  - d. Offer concessions and waivers to the Baylands pursuant to density bonus law.

**We ask that if staff is going to prioritize the Baylands as the primary opportunity site**



**for development, that they codify a written schedule for entitlement and development as well as expedite approvals and permitting in order to ensure the Baylands moves forward during this RHNA cycle.**

Thank you very much for your consideration,

Ali Sapirman  
South Bay & Peninsula Organizer / Affordable Housing  
Advocate Housing Action Coalition



Department of Housing and Community Development  
Housing Policy Division  
January 24, 2023

**RE: Comment on Housing Element of the City of Brisbane**

On behalf of the Bay Area Council, I write to express my concerns with the City of Brisbane's draft housing element. We urge the Department of Housing and Community Development to not approve a version of its element without clear and reliable commitments to moving forward the Brisbane Baylands project, which represents the vast majority of the housing growth that Brisbane forecasts in its draft housing element.

The Bay Area Council represents 300 of the region's largest businesses, and many of our members have direct experience building in the Bay Area. As a part of developing our comments on all housing elements we work on, we worked with our members to identify the strategies that their experiences teach them would build more housing in the Bay Area. Their perspective is especially valuable because they work in many cities in the Bay Area and can compare Brisbane to other similar jurisdictions.

As the legislative sponsor of SB 828 (Wiener), the Council and our members are especially keen to see housing element law succeed in the Bay Area. In addition to collecting our members' views, the Council developed several principles for housing element review. In general, we look for ways to:

- Reduce or eliminate discretionary review opportunities,
- Identify the cumulative impact of cost drivers, such as fee, and
- Review the approval process and set better timeline goals for project.

In reviewing Brisbane's element, we were challenged to apply these principles because so much of Brisbane's needs are going to be met by the Brisbane Baylands. Given that the Baylands plays such an outsized role in Brisbane's housing element, the City's housing element should follow these three principles to the highest degree possible for that specific project within the housing element itself, which we admit is not a usual practice for a city.

In general, we agree with HCD's request that Brisbane needs to enhance certainty that the City will approve the Baylands within the next year, so that the project can be completed within the housing element cycle period. To accomplish that, Brisbane should establish mandatory timelines for reviewing and approving the project that are clear and create actionable consequences if the City does not meet its own timelines. If these timelines are not met, housing element compliance should be revoked by triggers built into the element itself. There should be bright line tests for how the project is moving

along to ensure that the housing element as a whole is making progress on its housing goals, as most cities must do for their total housing pipeline during the housing element process.

On January 4, 2023, HCD sent a review letter to Brisbane requesting significant changes to its draft housing element. Based on HCD's feedback and the current policy commitments stated in the housing element draft, BAC encourages HCD to ensure that Brisbane's pipeline projections comply with housing element law, which generally requires that pipeline projections be based on past success or reasonably expected under new programmatic commitments to HCD.

To accomplish this, as HCD's letter points out, Brisbane's housing element should include a comprehensive development schedule for the Baylands project. Brisbane should commit to specific, measurable, and attainable programs that facilitate the development. Specifically, BAC recommends Brisbane:

- Provide a detailed schedule for the approval of the Baylands Specific Plan in 2023, entitlement approval by the end of 2024, and supplemental environmental review (if necessary) by the end of 2024.
- Allow environmental remediation to occur concurrently with the entitlement process.
- Support funding applications for the Baylands development, including for any necessary water infrastructure.

Without these changes, Brisbane's pipeline projection cannot reasonably be expected to result from new programmatic commitments or from past performance. To the extent Brisbane adopts the programs we recommend, we believe its housing element should be valid only if they are making progress to those commitments. If Brisbane does not make these commitments, we recommend HCD not certify its element. The Bay Area Council thanks you for the consideration of our comments, and we would be happy to answer any questions you might have.

Best wishes,



Louis Mirante, Bay Area Council  
Vice President of Public Policy  
[lmirante@bayareacouncil.org](mailto:lmirante@bayareacouncil.org)

SENT VIA EMAIL

CC: City of Brisbane and staff

**TO:** Brisbane City Council

**FROM:** Dana Dillworth

**RE:** Certification and Adoption of the 2023-2031 Housing Element and Findings of Categorical Exemptions Abusing the Intent of CEQA When New Material Information Exists

**February 2, 2023**

**1.) Don't pass this General Plan Amendment and findings under the threat of "builder's remedy." Sounds like extortion to me.**

Please refer to Penal Codes 518 and PC524 for Extortion and Attempted Extortion and all statutes for Criminal Conspiracy PC182, Misappropriation of Public Funds PC424, the Public Information, Right-to-Know, Transparency "Sunshine Laws" that apply, both federal and state.

You reference a "recent interpretation of State Law by HCD staff..." Provide us with a transcript of that conversation or the legal interpretation presented to be part of the record. Please state who made that claim, their basis, and their legal credentials.

**2.) Don't pass this General Plan Amendment and findings without the Public's 30-day chance to review the corrections YET TO BE formulated by staff.**

Approve now with mistakes, (or insertions of uncirculated, unapproved material Figure 3-1.2) and provide standards later? CEQA requires studies and full disclosure of environmental conditions to support the legislation BEFORE you pass it instead of utilizing a hodgepodge of ways to circumvent environmental laws.

CEQA requires a current environmental condition assessment. New conditions, not previously assessed are:

- Recent storms, their impacts on our infrastructure, (pg. 4-13) and
- New studies on sea-level rise penetrating into previously considered safe zones. (SFEI's recent report located in this L.A. Times article <https://www.latimes.com/environment/story/2023-01-17/new-sea-level-rise-maps-show-hidden-flood-risk-in-bay-area> ,) and
- VWR having new land covenants restricting housing and hospitals due to persistent "forever chemicals."
- Changes in work/live patterns due to Covid.

My objections to insufficient studies and insufficient environmental settings prior to approval are multiple, are otherwise hereby incorporated by reference.

**3.) Four days to review a document with this many references hidden in appendices is daunting.** Please make the corrections and circulate for public review PRIOR to certification. It's not a legal, certifiable document in its current state.

**4.) Make certain this is in compliance with the General Plan.**

In the 1994 Brisbane General Plan, and when planning for the Northeast Ridge occurred, in a multitude of required studies, there was recognition that we have a higher percentage of recreational opportunities per capita/unit of housing. It creates the low-crime, positivity of our community. Will that be the case in the future? How is sufficient Open Space, Transportation, and Recreation for new residents being addressed in this plan? Particularly the aging population referenced in 2.1.

Our roadway's level-of-service were above average. We had a balance between new business and affordable housing because there was a redevelopment mechanism, 20% set-aside. Balance seems to be missing in this document.

Thirty years later, a succession of laws have been passed in Sacramento to weaken the clean-up and risk-assessment standards and now blindly enforce high-density housing where it doesn't belong without any further environmental review. Builder willingness is the only need? Stand up to this nonsense.

HCD has made many recommendations that I am happy to see. But compliance with our General Plan needs to be done BEFORE you approve.

5.) **The Public Trust:** The Public is being betrayed. The City staff, council, commissions, and some builders/their councils, have openly conspired to take away our Public lands and resources with the State. (Appendix E, page 9). Is this still the case that these lands (Brisbane Acres (upper and lower), VWR and Sierra Point) are still on the table? Land use covenants, restricted use and access means nothing?

I would have hoped that, working in the Public's interest, you would have greater leverage with the Baylands developer (percentage-wise) when you signed the documents for \$3,000,000 Public Funds for clean-up studies. We were told we needed this vast number of housing units to get affordable housing and pencil things out... but the minimum, only 17% low-income housing? Their current intention is to put high-rises along the rail corridor for developmentally disabled communities. Does the Center for Independence of Individuals with Disabilities agree? The loudest, most polluted zone?

It's hard for me, teaching in magnet schools for people with various challenges seeking integration with society, to find this map and tone acceptable.

Brisbane's plan should be an Alternative Plan to integrate the necessary low-income housing units within existing housing, (vie for a lower RHNA number please) as we have done before, maximize ADU potential first, and not spot-zone. We haven't reviewed the Environmental Impacts nor guarantees of the newly mentioned Contra Costa County Water agreement. You are incorporating Baylands documents that are NOT YET public. **We have the right to know before it's incorporated into our General Plan.**

I totally object to you having \$500,000 in hand for low-income home rehabilitation and plan to sit on it for two more years. It seems criminal and seems endemic to this council.

5.) **CEQA requires alternative plans.** There is mention in the SB9 literature that Alternatives to R-1 = R-3 or 4 can be submitted. Where are the Alternatives? No mention of live-aboards, short-term RV rentals, or pod hotels.

Take a ride on BART and see how homeless people find respite. A pod hotel, even portable units with bathing—- quick and easy. Please, propose something more immediate than report out in three years.

6.) **Complete studies FIRST:** Your Planning Commission workshops are not a substitute for studies. The State can utilize other laws you didn't cover in your cursory PC 11/10/22 virtual workshop that includes the ability to change CC&R's. Please study and provide us the cumulative impacts of the new housing laws before you incorporate them by reference.

7.) **Sustainability:** Please define how the practice of converting every Public space to housing is sustainable. It's cannibalistic. It's an unfair advantage to people who have no sense of community. **Stand up for local control, come up with a better plan.** I would take ADU support in a hot minute.



Council Correspondence: Thursday 2/2 Council Meeting to Adopt Housing Element 7:30pm

Padilla, Ingrid <ipadilla@ci.brisbane.ca.us>

Thu 2/2/2023 8:02 PM

To: Council Members <CouncilMembers@ci.brisbane.ca.us>

Cc: Swiecki, John <johnswiecki@ci.brisbane.ca.us>; Ayres, Julia <jayres@ci.brisbane.ca.us>; Johnson, Kenneth <kjohnson@ci.brisbane.ca.us>; tmcmorrow <tmcmorrow@manatt.com>

 1 attachments (1 MB)

10112022\_item\_11a\_draft\_waterfront\_adaptation\_strategies\_final.pdf;

See correspondence from Danny Ames.

Ingrid Padilla  
City of Brisbane, City Clerk  
(415) 508-2113

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**From:** Danny Ames <cleanair@sbcglobal.net>  
**Sent:** Thursday, February 2, 2023 7:25 PM  
**To:** Padilla, Ingrid <ipadilla@ci.brisbane.ca.us>  
**Subject:** Thursday 2/2 Council Meeting to Adopt Housing Element 7:30pm

Hello Ingrid,  
Could you share with the council.  
Thank you. Danny

**TO:** Brisbane City Council  
**FROM:** Danny Ames  
**RE:** Certification and Adoption of the 2023-2031 Housing Element and Findings of Categorical Exemptions Abusing the Intent of CEQA When New Material Information Exists  
**February 2, 2023**

How is Brisbane planning for sea level rise?  
Here is San Francisco's strategy. Maybe we should consider working together.



Campaign for Fair Housing Elements  
fairhousingelements.org



The City of Brisbane

Via email: [jswiecki@brisbaneca.org](mailto:jswiecki@brisbaneca.org); [CouncilMembers@brisbaneca.org](mailto:CouncilMembers@brisbaneca.org)

Cc: [HousingElements@hcd.ca.gov](mailto:HousingElements@hcd.ca.gov)

*February 2, 2023*

To the City of Brisbane:

As we [wrote in September](#), the housing shortage in Brisbane demands “bold reforms” to ensure the City meets its fair share of the regional housing need. Since almost all of the City’s plan depends on one large development—the Baylands—we write with concern that [tonight’s draft housing element](#) does not make the Baylands’ timely development realistic.

Section 65583(c) of the Government Code requires the City to “remove” constraints on development where possible. (This is “appropriate” in a housing shortage.) The plan (pp. 5-6 to -8) only proposes by-right development in the Baylands at 20 units an acre, when much more is needed. The City reserves for later much “study,” “monitor[ing],” and “identify[ing]” when the surer course of action would be to legalize density *now*.

Brisbane has a rare vacant site that should be a shoo-in for affordable development. Please see to it that City permitting procedures do not stand in its way.

Sincerely,

**Keith Diggs**

Housing Elements Manager, YIMBY Law

[keith@yimbylaw.org](mailto:keith@yimbylaw.org)

## APPENDIX F - 2023-2031 HOUSING ELEMENT COMPLETENESS CHECKLIST

The Dept of Housing and Community Development (HCD) provides a completeness checklist to assist local governments in the preparation of their housing element. It includes the statutory requirements of Government Code section 65580 – 65588.

HCD has indicated that completion of the checklist is not an indication of statutory compliance but is intended to provide a check to ensure that relevant requirements are included in the housing element prior to submittal to the Department of Housing and Community Development pursuant to Government Code section 65585(b). Also, for purposes of the Checklist the term “analysis” is defined as a description and evaluation of specific needs, characteristics, and resources available to address identified needs.

## Public Participation

### Government Code section 65583, subdivision (c)(8)

Description of Requirement	Chapter/ Section	Page Number
Description of the diligent efforts the jurisdiction made to include all economic segments of the community and/or their representatives in the development and update of the housing element	Chapter 1, Section 1.3 and Appendix E	1-5 and 1-6 E-1 through E-9 All of Appendix E
Summary of the public input received and a description of how it will be considered and incorporated into the housing element.	Chapter 1 and Appendix E	1-5 and 1-6 Appendix E, Attachments E.1 and E.2

## Review and Revise

### Government Code section 65588, subdivision (a)

Description of Requirement	Chapter/ Section	Page Number
<u>Progress in implementation</u> – A description of the actual results or outcomes of the previous element’s goals, objectives, policies, and programs (e.g. what happened).	Appendix A, Sections 2 and 3	A-1 and A-3
<u>Effectiveness of the element</u> – For each program, include an analysis comparing the differences between what was projected or planned in the element and what was achieved.	Appendix A, Table A.4	A-13
<u>Appropriateness of goals, objectives, policies, and programs</u> –A description of how the goals, objectives, policies, and programs in the updated element are being changed or adjusted to incorporate what has been learned from the results of the previous element. (e.g. continued, modified, or deleted.)	Appendix A, Table A.3	A-9
<u>Special needs populations</u> – Provide a description of how past programs were effective in addressing the housing needs of the special populations. This analysis can be done as part of describing the effectiveness of the program pursuant to (2) if the jurisdiction has multiple programs to specifically address housing needs of special needs populations or if specific programs were not included, provide a summary of the cumulative results of the programs in addressing the housing need terms of units or services by special need group.	Chapter 2, Section 2.3 and 2.3.1, Appendix A, section 2, and Section 5, and Appendix D See also Programs 3.B.1, 3.B.3, 3.B.4, and 3.B.6	2-25- 2-32, A- 1
AB 1233 – Shortfall of sites from the 5 <sup>th</sup> cycle planning period – Failure to implement rezoning required due to a shortfall of adequate sites to accommodate the 5th cycle planning period RHNA for lower-income households triggers the provisions of Government Code section 65584.09.	No shortfall for 5 <sup>th</sup> cycle. 4 <sup>th</sup> cycle shortfall	3-4

	rezoning described in Chapter 3, Section 3.1.2, and Appendix A, Table A.4	
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## Housing Needs Assessment – Quantification and Analysis of Need Government Code section 65583, subdivision (a)(1)(2) and section 65583.1, subdivision (d)

For information on how to credit reductions to RHNA See “Housing Element Sites Inventory Guidebook” at [HCD’s technical assistance memos](https://www.hcd.ca.gov/community-development/housing-element/housing-element-memos.shtml) (https://www.hcd.ca.gov/community-development/housing-element/housing-element-memos.shtml)

Description of Requirement	Chapter/ Section	Page Number
Population (e.g., by age, size, ethnicity, households by tenure) and employment trends	Chapter 2, Section 2.1; Appendix D Sec. 4	2-1 D-10
Household characteristics including trends, tenure, overcrowdings and severe overcrowding	Chapter 2, Section 2.2; Appendix D Sec. 4 & 5	2-13 D-10 & D-28
Overpayment by income and tenure	Chapter 2, Section 2.2.8; Appendix D Sec. 5.5	2-17 D-35
Existing housing need for extremely low-income households	Chapter 2, Section 2.1.13; Appendix D Sec. 4.5	2-10 D-19
Projected housing needs: Regional Housing Needs Allocation (RHNA) by income group, including projected extremely low-income households	Chapter 2, Section 2.3, subsection 2.3.1 and Table 2.31; also refer to section 3.2.1.10	2-25
Housing stock conditions, including housing type, housing costs, vacancy rate	Chapter 2, Section 2.2; Appendix D Sec. 5	2-13 D-28
Estimate of the number of units in need of replacement and rehabilitation	Chapter 2, Section 2.2.10	2-23



## Identification and Analysis of the Housing Needs for Special Needs Populations

Government Code section 65583, subdivision (a)(7)

Description of Requirement	Chapter/ Section	Page Number
Elderly	Chapter 2, Sections 2.1.8 and 2.3.2; Appendix D Sec. 6.3	2-6; 2-28  D-47
Persons with Disabilities, including Developmental Disabilities	Chapter 2, Sections 2.1.9 and 2.3.3; Appendix D Sec. 6.4	2-7; 2-29  D-48
Large Households	Chapter 2, Sections 2.1.4 and 2.3.4; Appendix D Sec. 6.1	2-4; 2-29  D-44
Farmworkers (seasonal and permanent)	Chapter 2, Sections 2.1.12 and 2.3.6; Appendix D Sec. 6.6	2-10; 2-31  D-55
Female Headed Households	Chapter 2, Sections 2.1.3 and 2.3.5; Appendix D Sec. 6.2	2-3; 2-30  D-45
Homeless (seasonal and annual based on the point in time count)	Chapter 2, Sections 2.1.6 and 2.3.7; Appendix D Sec. 6.5	2-5; 2-31  D-50
Optional: Other (e.g. students, military) Institutional/group homes	Chapter 2, Section 2.1;	2-1

	Appendix D Sec. 6.7	D-56
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**Affirmatively Further Fair Housing - An Assessment of Fair Housing –  
Required for Housing Element due after 1/1/2021.  
Government Code section 65583, subdivision (c)(10)(A)**

**Part 1 Outreach**

Description of Requirement	Chapter/ Section	Page Number
Does the element describe and incorporate meaningful engagement that represents all segments of the community into the development of the housing element, including goals and actions?	Chapter 1, Section 1.3; Appendix C; Appendix E	1-5 to 1-6, Appendix C, Appendix E

**Part 2 Assessment of Fair Housing**

Description of Requirement	Chapter/ Section	Page Number
Does the element include a summary of fair housing enforcement and capacity in the jurisdiction?	Appendix C, Section I Appendix C.1, Section I	C-13  C.1-1
The element must include an analysis of these four areas: Integration and segregation patterns and trends	Appendix C, Section II Appendix C.1, Section II	C-19 C.1-7
Racially or ethnically concentrated areas of poverty	Appendix C, Section II Appendix C.1, Section II	C-19  C.1-30, C.1-31
Disparities in access to opportunity	Appendix C, Section III Appendix C.1, Section III	C-26  C.1-32-C.1-48
Disproportionate housing needs within the jurisdiction, including displacement risk	Appendix C, Section IV Appendix C.1, Section IV	C-29  C.1-49-C.1-69

**Part 3 Sites Inventory**

Description of Requirement	Chapter/ Section	Page Number
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## APPENDIX F

Did the element identify and evaluate (e.g., maps) the number of units, location and assumed affordability of identified sites throughout the community (i.e., lower, moderate, and above moderate income RHNA) relative to all components of the assessment of fair housing?	Appendix B Sec. 7; Appendix C, Section V	B-17  C-33- C-40
Did the element analyze and conclude whether the identified sites improve or exacerbate conditions for each of the fair housing areas (integration and segregation, racially and ethnically concentrated areas of poverty, areas of opportunity, disproportionate housing needs including displacement)?	Chapter 3, Section 3.1.1.2; Appendix B Sec. 3.4, Appendix C, Section V	3-2 – 3-3  B-5  C-33 – C-40



**Part 4 Identification of Contributing Factors**

Description of Requirement	Chapter/ Section	Page Number
Did the element identify, evaluate, and prioritize the contributing factors to fair housing issues?	Appendix C, Executive Summary	C-7, C-11

**Part 5 Goals and Actions Page**

Description of Requirement	Chapter/ Section	Page Number
Did the element identify, goals and actions based on the identified and prioritized contributing factors?	Appendix C, Executive Summary	C-11
Do goals and actions address mobility enhancement, new housing choices and affordability in high opportunity areas, place-based strategies for preservation and revitalization, displacement protection and other program areas?	Appendix C, Executive Summary	C-11

**Affordable Housing Units At-Risk of Conversion to Market Rate  
Government Code section 65583, subdivision (a)(9)**

See [Preserving Existing Affordable Housing](https://www.hcd.ca.gov/policy-research/preserving-existing-affordable-housing.shtml) (https://www.hcd.ca.gov/policy-research/preserving-existing-affordable-housing.shtml)

Description of Requirement	Chapter/ Section	Page Number
Provide an inventory of units at-risk of conversion from affordable to market-rate rents within 10 years of the beginning of the planning period. The inventory must list each development by project name and address, the type of governmental assistance received, the earliest possible date of change from low-income use, and the total number of elderly and nonelderly units that could be lost from the locality’s low-income housing stock in each year.	Chapter 5, Section 5.1	5-1 to 5-2
Provide an estimate and comparison of replacement costs vs. preservation costs	N/A; no cost associated with preserving City’s at-risk inventory	N/A
Identify qualified entities to acquire and manage affordable housing	N/A; no acquisition or changes in management of City’s at-	N/A

**APPENDIX F**

	risk inventory.	
Identify potential funding sources to preserve affordable housing	N/A; no cost associated with preserving City's at-risk inventory	N/A



**Analysis of Actual and Potential Governmental Constraints**  
**Government Code section, 65583, subdivisions (a)(5), (a)(4), (c)(1), and section 65583.2, subdivision (c)**

See “Accessory Dwelling Unit Handbook” at [HCD’s Accessory Dwelling Unit Assistance page](https://www.hcd.ca.gov/policy-research/accessorydwellingunits.shtml) (https://www.hcd.ca.gov/policy-research/accessorydwellingunits.shtml)

Description of Requirement	Chapter/ Section	Page Number
Land use controls (e.g. parking, lot coverage, heights, unit size requirements, open space requirements, Accessory Dwelling Unit (ADU) requirements, floor area ratios, growth controls (e.g., caps on units or population or voter approval requirements, conformance with the requirements of SB 330), inclusionary requirements, consistency with State Density Bonus Law and Housing Accountability Act, and consistency with zoning and development standard website publication and transparency requirements pursuant to Gov. Code § 65940.1 subd. (a)(1)(B)).	Chapter 4, Section 4.1.1	4-2 to 4-7
Local processing and permit procedures (e.g., typical processing times, permit types/requirements by housing type and zone, decision making criteria/findings, design/site/architectural review process and findings, description of standards [objective/subjective], planned development process). Element should also describe whether the jurisdiction has a process to accommodate SB 35 streamline applications and by-right applications for permanent supportive housing and navigation centers.	Chapter 4 Section 4.1.4	4-11 to 4-16
Building codes and their enforcement (e.g., current application of the California Building Code, any local amendments, and local code enforcement process and programs)	Chapter 4 Section 4.1.2	4-7 to 4-8
On and Off-Site improvement requirements (e.g., street widths, curbing requirements)	Chapter 4 Section 4.1.3	4-8 to 4-11
Fees and other exactions (e.g., list all fees regardless of entity collecting the fee, analyze all planning and impact fees for both single family and multifamily development, provided typical totals and proration to total development costs per square foot, and consistency with fee website publication and transparency requirements pursuant to Gov. Code § 65940.1 subd. (a)(1)(A)).	Chapter 4 Sections 4.1.1.4 4.1.4.1 Chapter 5, Program 7.A.9	4-7 and 4-11 to 4- 14, 5-21
Housing for persons with disabilities (e.g. definition of family, concentrating/siting requirements for group homes, reasonable accommodation procedures, application of building codes and ADA requirements, zoning for group homes and community care facilities)	Chapter 4 Section 4.1.5	4-22 to 4- 24
Analysis of locally-adopted ordinances that directly impact the cost and supply of housing (e.g. inclusionary ordinance, short-term rental ordinance)	Chapter 4 Section 4.1.1.2	4-2 to 4-6

## An Analysis of Potential and Actual Nongovernmental Constraints

### Government Code section, 65583, subdivision (a)(6)

Description of Requirement	Chapter/ Section	Page Number
Availability of financing	Chapter 4 Section 4.2.3	4-20 to 4-22
Price of land	Chapter 4 Section 4.2.1	4-18 to 4-19
Cost of Construction	Chapter 4 Section 4.2.2	4-19 to 4-20
Requests to develop housing below identified densities in the sites inventory and analysis	Chapter 3 Sections 3.1.4 and 3.2.1.9 and Chapter 4 Section 4.1.4.5	3-9 to 3-10 3-16 4-21
Typical timeframes between approval for a housing development project and application for building permits	Chapter 4 Section 4.1.4.2	4-14 to 4-16

## Zoning for a Variety of Housing Types

### Government Code section, 65583, subdivisions (a)(4), (c)(1), and subdivision 65583.2 subdivision (c)

Provide an analysis of zoning and availability of sites for a variety of housing types including the following:

Description of Requirement	Chapter/ Section	Page Number
Multifamily Rental Housing	Chapter 3, Sections 3.2.3.2 and 3.3. Also see Appendix D, ABAG/MTC Report, Section 2	3-21 and 3-24 D-6
Housing for Agricultural Employees (permanent and seasonal) (compliance with Health and Safety Code sections 17021.5, 17021.6, and 17021.8)	Chapter 3, Section 3.3 and Chapter 2, Section 2.1.13	3-24 2-10
Emergency Shelters (including compliance with new development/parking standards pursuant to AB 139/Gov. Code § 65583 subd. (a)(4)(A)).	Chapter 3, Section	3-14



	3.2.1.7	
Low Barrier Navigation Centers	Chapter 3, Section 3.2.1.7	3-14
Transitional Housing	Chapter 3, Sections 3.2.1.8, 3.2.1.10 3.3	3-15 3.2.1.10 3-24
Supportive Housing (including compliance with AB 2162, statutes of 2019)	Chapter 3, Section 3.2.1.8, 3.2.1.10 and 3.3	3-15 3.2.1.10 3-24
Single-Room Occupancy Units	Chapter 3, Section 3.3	3-24
Manufactured homes, including compliance with Gov. Code § 65852.3	Chapter 3, Sections 3.2.1.8 and 3.3	3-15 3-24
Mobile Home Parks	Chapter 3, Section 3.3	3-24
Accessory Dwelling Units	Chapter 3, Sections 3.2.1.10 and 3.3	3-17 3-24

## Site Inventory and Analysis

### Government Code, section 65583, subdivision (a)(3), section 65583.1, subdivision

See “Housing Element Sites Inventory Guidebook” and “Default Density Standard Option” at [HCD’s technical assistance memos](https://www.hcd.ca.gov/community-development/housing-element/housing-element-memos.shtml) (https://www.hcd.ca.gov/community-development/housing-element/housing-element-memos.shtml)

See [Site Inventory Form](https://www.hcd.ca.gov/community-development/housing-element/docs/Site_inventory_template09022020.xlsm) (https://www.hcd.ca.gov/community-development/housing-element/docs/Site\_inventory\_template09022020.xlsm) and [Site Inventory Form Instructions](https://www.hcd.ca.gov/community-development/housing-element/docs/Site_inventory_instructions.pdf) (https://www.hcd.ca.gov/community-development/housing-element/docs/Site\_inventory\_instructions.pdf)

### **Site Inventory – The site inventory must be prepared using the form adopted by HCD.**

A electronic copy of the site inventory is due at the time the adopted housing element is submitted to HCD for review and can be sent to [siteinventory@hcd.ca.gov](mailto:siteinventory@hcd.ca.gov).

### **Site Inventory**

Description of Requirement	Chapter/ Section	Page Number
<i>Sites Inventory Form Listing:</i> Parcel listing by parcel number, size, general plan and zoning, existing uses on non-vacant sites, realistic capacity, level of affordability by income group, publicly owned sites (optional).	Table B.7.2 Appendix B	B-22
<i>Prior Identified Sites:</i> Address whether sites are adequate to accommodate lower income needs based on identification in the prior planning period for non-vacant sites or two or more for vacant sites.	Table B.7.2 Appendix B	B-22
Map of sites	Chapter 3, Figure 3-1, 3-1.1, 3-1.2 (also within Appendix B)	3-6 – 3-8 (also B-18 – B-20)

### **Site Inventory Analysis and Methodology**

Description of Requirement	Chapter/ Section	Page Number
<i>RHNA Progress:</i> List the number of pending, approved or permitted units by income group based on actual or anticipated sales prices and rents since the beginning of the projection period	Appendix A Table A.2	A-6
<i>Environmental Constraints:</i> Address any known environmental or other constraints, conditions or circumstances, including mitigation measures, that impede development in the planning period	Chapter 4, Sections 4.2.4 and 4.1.1.3, Chapter 3, Section 3.1, Appendix B	3-2 to 3-4, 4-5 to 4-7, 4-29





<p><i>Appropriate density:</i> Identification of zoning to accommodate RHNA for lower-income households:</p> <ul style="list-style-type: none"><li>• Identify zones meeting the “default” density (Gov. Code § 65583.2 subd. (c)(3)(B)) or;</li><li>• Identify and analyze zones with densities less than the “deemed appropriate” (default) density that are appropriate to accommodate lower RHNA.</li></ul>	Chapter 3, Section 3.1.2; Appendix B Sec. 4	3-3 B-6
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## APPENDIX F

Description of Requirement	Chapter/ Section	Page Number
<p><i>Capacity:</i> Describe the methodology used in quantifying the number of units that can be accommodated on each APN:</p> <ul style="list-style-type: none"> <li>• If development is required to meet a minimum density, identify the minimum density, or;</li> <li>• Describe the methodology used to determine realistic capacity accounting for land use controls and site improvement requirements, typical density trends for projects of similar affordability, and current or planned infrastructure.</li> <li>• For sites with zones allowing non-residential uses, demonstrate the likelihood of residential development</li> </ul>	Chapter 3, Section 3.1.2; Appendix B Sec. 4	3-3  B-6
<p><i>Infrastructure:</i> Existing or planned infrastructure to accommodate the regional housing need, including water, sewer and dry utilities</p>	Section 4.1.3 Programs 2.A.2 2.B.6 6.A.1 6.A.2 6.A.3	4-8 to 4.10  and  5-5 to 5-6, 5-14 to 5-15
<p><i>Small and large sites:</i> Sites identified to accommodate lower RHNA that are less than one-half acre or larger than 10 acres require analysis to establish they are adequate to accommodate the development of affordable units.</p>	Chapter 3, Section 3.1.2; Appendix B Sec. 4	3-3  B-6
<p><i>Affirmatively Furthering Fair Housing:</i> Identified sites throughout the community that affirmatively furthers fair housing (see page 5 of checklist)</p>	Chapter 3, Sections 3.1.1.2, 3.1.3, 3.2.3, 3.2.3.3 3.3.  Chapter 5, Goal 1 policies and programs and Goal 2 programs 2.A.2 and 2.B.1.  Appendix C	3-2, 3-9, 3- 20, 3-21, 3- 20 and 3-24  5-3 to 5-6  Appendix C, C-37 through C- 44



<p><i>Nonvacant Sites Analysis:</i> For nonvacant sites, demonstrate the potential and likelihood of additional development within the planning period based on extent to which existing uses may constitute an impediment to additional residential development, past experience with converting existing uses to higher density residential development, current market demand for the existing use, any existing leases or other contracts that would perpetuate the existing use or prevent redevelopment of the site for additional residential development, development trends, market conditions, and regulatory or other incentives or standards to encourage additional residential development on these sites</p>	<p>Chapter 3, Section 3.1.2; Appendix B Sec. 4</p>	<p>3-3 B-6</p>
<p>If nonvacant sites accommodate 50 percent or more of the lower-income RHNA, demonstrate the existing use is not an impediment to additional development and will likely discontinue in the planning period, including adopted findings based on substantial evidence.</p>	<p>N/A (see Chapter 3, Section 3.1.2; Appendix B Sec. 4.1 for description)</p>	<p>3-3 B-9</p>
<p>Nonvacant sites that include residential units (either existing or demolished) that are/were occupied by, or subject to, affordability agreements for lower-income households within 5 years are subject to a housing replacement program. (Gov. Code § 65583.2 subd. (g)(3))</p>	<p>N/A</p>	<p>N/A</p>

**Alternative Methods to Accommodate the RHNA: Optional**

Description of Requirement	Chapter/ Section	Page Number
Accessory Dwelling Units: Analyze the number and affordability level of ADU units projected to be built within the planning period, including resources and incentives and other relevant factors such as potential constraints, and the likelihood of availability for rent	Chapter 3, Section 3.2.1.5; Appendix B 4.7	3-13  B-14
Existing Residential Units: number and affordability level of units rehabilitated, converted or preserved that meet the provisions of alternative adequate sites. In addition, this includes units in a motel, hotel, or hostel that are converted to residential units and made available to persons experiencing homelessness as part of a COVID-19 response and acquisition of mobile home park. If using this option, the adequate site alternative checklist must be provided.	N/A	N/A
Other: Jurisdictions are encouraged to consult with HCD regarding other alternative methods options including new manufactured housing park hook-ups, floating homes/live aboard berths, conversion of military housing, adaptive reuse of commercial uses, or other housing opportunities unique to the community to ensure their adequacy to accommodate RHNA.	N/A	N/A

**Other Miscellaneous Requirements**

Also see Technical Advisories issued by the Governor's Office of Planning and Research at: [New state legislation related to General Plans Appendix C](http://opr.ca.gov/docs/OPR_Appendix_C_final.pdf) ([http://opr.ca.gov/docs/OPR\\_Appendix\\_C\\_final.pdf](http://opr.ca.gov/docs/OPR_Appendix_C_final.pdf)) and [Fire Hazard Planning General Plan Technical Advice Series](http://opr.ca.gov/docs/Final_6.26.15.pdf) ([http://opr.ca.gov/docs/Final\\_6.26.15.pdf](http://opr.ca.gov/docs/Final_6.26.15.pdf))

Description of Requirement	Chapter/ Section	Page Number
Description of the means by which consistency with the general plan will be achieved and maintained. (Gov. Code § 65583 subd. (c)(8))	Chapter 1, Section 1.4 and Program 4.A.13	1-6 to 1-7 and 5-11
Description of construction, demolition, and conversion of housing for lower- and moderate-income households within the Coastal Zone (if applicable). (Gov. Code § 65588 subds. (c) and (d))	N/A	N/A
Description of opportunities for energy conservation in residential development. (Gov. Code § 65583 subd. (a)(8))	Chapter 5 Goal 6 and subsequent policies/prog rams	5-14 and 5-15
Description of consistency with water and sewer priority requirements pursuant to SB 1087 (Gov. Code § 65589.7)	Chapter 4 & 5 And Program 2.B.6	4-10 to 4-11 and 5-6



Other elements of the general plan triggered by housing element adoption: <ul style="list-style-type: none"><li>• Disadvantaged Communities (Gov. Code § 65302.10)</li><li>• Flood Hazard and Management (Gov. Code § 65302 subds. (d)(3) and (g)(2)(B))</li><li>• Fire Hazard (Gov. Code § 65302 and 65302.5)</li><li>• Environmental Justice (Gov. Code § 65302 subd. (h))</li><li>• Climate Adaptation</li></ul>	N/A	N/A
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## Schedule of Actions/Programs

### Government Code, section 65583, subdivisions (c)(1 – 7), and (10)

For adequate site programs See “Housing Element Sites Inventory Guidebook” at [HCD’s technical assistance memos](https://www.hcd.ca.gov/community-development/housing-element/housing-element-memos.shtml) (<https://www.hcd.ca.gov/community-development/housing-element/housing-element-memos.shtml>)

Program Description	Program numbers	Page number
<i>Program(s) to provide adequate sites (large/small sites, incentives for mixed use/nonvacant sites, publicly owned sites, annexation, etc)</i>	2.A.1, 2.A.2, 2.A.4, 2.B.1, 2.B.2, 2.B.4	5-5 and 5-6
If required: Program to accommodate a shortfall of adequate sites to accommodate the lower RHNA. This program must meet the specific criteria identified in Gov. Code § 65583.2 subd. (h) and (i).	2.A.2	5-5
If required: Program to accommodate an unaccommodated need from the previous planning period pursuant to Gov code § 65584.09	N/A	N/A
If required: Program when vacant/nonvacant sites to accommodate lower RHNA have been identified in multiple housing elements, if needed. (Gov. Code § 65583.2 subd. (c))	N/A	N/A
If required: Program to provide replacement units when occupied by, or deed restricted to lower-income households within the last 5 years, if needed. (Gov. Code § 65583.2 subd. (g)(3))	N/A	N/A
<i>Program(s) to assist in the development of housing to accommodate extremely-low, very-low, low or moderate-income households, including special needs populations</i>	Chapter 5 All programs under Goal 2	5-5 to 5-9
<i>Program to address governmental and nongovernmental constraints to the maintenance, improvement, and development of housing</i>	Chapter 5 All programs under Goal 7	5-16
<i>Program(s) to conserve and improve the condition of the existing affordable housing stock</i>	Chapter 5 All programs under Goal 3 Applicable Programs under Policy 4.A & 4.B,	5-9 to 5-12

### Comments:



Program Description	Program numbers	Page number
<i>Program(s) to promote and affirmative further fair housing opportunities</i>	Chapter 5 All programs under Goal 1	5-3 and 5-4
<i>Program(s) to preserve units at-risk of conversion from affordable to market-rate rents.</i>	3.A.1 3.A.2	5-9
<i>Program(s) to incentivize and promote the creation of accessory dwelling units that can be offered at an affordable rent.</i>	2.D.2 2.E.2 2.E.3 5.A.1	5-7 to 5-8 and 5-12 to 5-13

## Quantified Objectives

### Government Code, section 65583, subdivisions (b)

For an example table addressing this requirement visit [California Housing and Community Development Building Blocks](https://www.hcd.ca.gov/community-development/building-blocks/program-requirements/program-overview.shtml) (<https://www.hcd.ca.gov/community-development/building-blocks/program-requirements/program-overview.shtml>)

Description of Requirement	Chapter/Section	Page Number
Estimate the number of units likely to be constructed, rehabilitated and conserved or preserved by income level, including extremely low-income, during the planning period	Chapter 5, Tables 5.1, 5.2 and 5.3	5-1 to 5-2