

DATE: AUGUST 18, 2009

STUDY SESSION STAFF REPORT

AGENDA ITEM NO. 3.A.

TO: FOSTER CITY PLANNING COMMISSION

PREPARED BY: LESLIE J. CARMICHAEL, PLANNING MANAGER 

CASE NO.: EA-09-002, RZ-06-003, UP-99-022H

OWNER: NORTH PENINSULA JEWISH CAMPUS (NPJC)

PROJECT LOCATION: 800 FOSTER CITY BOULEVARD (APN: 094-471-090),
NEIGHBORHOOD 1

REQUESTED ACTION/PURPOSE

Review parking proposed for the proposed CultureWorks building at the North Peninsula Jewish Campus.

GENERAL INFORMATION

GENERAL PLAN DESIGNATION: Semi Public

ZONING DISTRICT: PF (Public Facilities) District

ZONING HISTORY: (See January 6, 2009 Study Session Staff Report for Zoning History)

SURROUNDING LAND USE: North: 15 Acre Vacant Lot/City Buildings
South: Foster's Landing Apartments
East: Foster City Boulevard/Treasure Isle Townhouses
West: Shell Boulevard/Foster City Recreation Center

LOT SIZE: Approximately 12 acres

KEY PLANNING OR DESIGN ISSUES

- Parking

PROJECT PERMIT PROCESSING REQUIREMENTS

The project involves four applications, three of which will require recommendations from the Planning Commission and final action by the City Council:

- Environmental Assessment – an environmental assessment updating the site description, traffic and parking information. If no significant environmental impacts are

identified, this will take the form of a Negative Declaration which will require review and recommendation by the Planning Commission with final action by the City Council.

- Rezoning – Amendment of the General Development Plan for the North Peninsula Jewish Campus to:
 - Change the description of the day school from K-5 to include grades K-8 and to specify a maximum number of students that are allowed to attend the school.
 - Change the permanent location shown on the Illustrative Site Plan for the Early Childhood Education to the southern edge of the play area and show retention of the existing parking lot along Shell Boulevard, which was previously approved with a Temporary Use Permit.
 - Change the designation of the Cultural Arts Center on the Illustrative Site Plan to be Cultural Arts/Day School.

This requires review and recommendation by the Planning Commission with final action by the City Council.

- Use Permit Modification – Modify the previously approved Use Permit for the campus to:
 - Amend the Cultural Arts Building from a 20,032 sq. ft. building with a 400 seat theater to a 35,117 sq. ft. CultureWorks Building, including a 400-seat theater in a 5,730 sq. ft. multi-purpose room, 1,200 sq. ft. community room, 819 sq. ft. music room for the Jewish Day School, 6 classrooms for the Jewish Day School, 2,471 sq. ft. of offices and teacher lounge for the Jewish Day School and related supporting facilities
 - Relocate one of the Early Childhood Education buildings to the west side of the site
 - Relocate the Teen Program building to the south edge of the site
 - 1,946 sq. ft. Lobby addition to Day School
 - Change the Palm Court to remove/relocate palms and change the surface material
 - Add landscaping to Day School Parking lot

This requires review and action by the Planning Commission, unless appealed to the City Council.

- Lease Modification - the Planning Commission is also asked to provide a recommendation to the City Council on a proposed change to the lease to retain the existing Early Childhood Education and Teen Programs in the current modular buildings instead of replacing them with traditional permanent buildings. (The Planning Commission discussed this at the January 6, 2009 Study Session.) This requires review and action by the City Council.
- The City Council will also review a request to change the penalty provisions in the lease (no recommendation from the Planning Commission is requested regarding this matter).

BACKGROUND

This project has been reviewed at three previous Study Sessions:

- September 12, 2006: Introduction to new plan with “lantern,” different from originally approved Fisher Friedman design.
- January 6, 2009: Review changes to design; consider proposed retention of modular buildings
- June 18, 2009: Review of more detailed plans, including revised façade treatments at rear with covered trellises and lobby addition to day school.

Please see the previous Study Session Staff Reports for a review of the project history.

The Planning Commission’s comments from the June 18, 2009 Study Session are summarized in Table 1, below. The applicant will respond to these comments in their submittal for the final Public Hearing.

Table 1 - Summary of June 18, 2009 Study Session Comments

Topic	Comment	Response to Date
Panelized aluminum canopy	Is the curve the same radius as the barrel vaulted roof?	yes
	How will rain be drained?	Roof is sloped to drain toward lantern and then internal drains take the water away.
	Re: texture - will there be any perforation? How will lighting be handled?	No; lighting at night comes from below; will provide more details on the aluminum, finish & how it will be detailed
Relationship between canopy and wing wall on west side	Do they touch each other?	It hits it and extends beyond it; there may be a slight gap, but it stops at a right angle.
Parking	What is surface for basketball/parking area?	Will be asphalt with different colored lines to differentiate between courts and parking. Basketball hoops are on rollers.
Landscaping at front	Tall grass is not a good substitution for water feature; would like water feature back. Or – would need more color to pick up colors in the building. It needs to make a better statement than the grass.	

Topic	Comment	Response to Date
Jerusalem Stone	The Planning Commission agreed to reduce the amount years ago but it must be high quality, textured Jerusalem Stone.	
Relationship to Mirabella	Include something that illustrates what it would feel like to someone walking between CultureWorks and Mirabella.	
Covered trellis	The more simple version shown at the Study Session is better.	
Environmental Review	Lighting should be studied in addition to traffic and parking, including light impacts on Mirabella. View impacts should be studied, including with Mirabella.	
Vehicular drop off	Vehicular drop off should be studied, along with pedestrian conflicts.	
Moving of portable buildings	Will the movement of the portables be conditioned on the construction of the CultureWorks building? Or let the buildings be moved anyway?	

Table 2, below summarizes the sizes of the components of the 2009 Proposal.

Table 2 - Summary of 2009 Proposal

Type of Use	Floor	2009 Proposal
Multi-purpose room (theater)	1 st	5,730 sq. ft. 400 seats
Community room	1 st	1,200 sq. ft.
Elementary School Classrooms	1 st	4 classrooms = total of 3,784 sq. ft.
Music room	2 nd	819 sq. ft.
Middle School Classrooms	2 nd	2 classrooms = total of 1,644 sq. ft.

Type of Use	Floor	2009 Proposal
Middle School offices & faculty lounge	2 nd	2,471 sq. ft.
Theater control booth	3 rd (mezzanine)	989 sq. ft.
Total gross building area		Ground floor: 22,838 sq. ft. Second floor: 11,400 sq. ft. Mezzanine: 989 sq. ft. Total: 35,227 sq. ft.
Youth and Teen Programs	Separate building	Retain 3,533 sq. ft. in existing modulars
Offices for Youth and Teen Programs	Separate building	Retain in existing modulars
Early Childhood Education	Separate buildings	Retain in existing modulars

ANALYSIS

ENVIRONMENTAL REVIEW

An Initial Study will be prepared, including an updated traffic analysis. Information will be included, as appropriate, from the previous Civic Center Master Plan Environmental Impact Report (EIR) and Addenda, but the staff feels that much of the information in the 1999 EIR is too outdated to utilize with another Addendum. If there are no potentially significant impacts identified, then a Draft Negative Declaration or Draft Mitigated Negative Declaration will be prepared for the Planning Commission's review and recommendation.

PARKING

Proposed: The applicant's proposal regarding parking is described below.

Parking Demand. In the spring of 2007, the City and NPJC selected Korve Engineering to prepare a parking analysis. The parking counts were updated in March and April of 2009 by Hi Comm security (see attached submittal from the NPJC, "Parking," dated August 10, 2009).

Maximum parking demand based on the parking counts is shown in the "Weekday Parking Demand" and "Weekend Demand" charts. Demand peaks between 9:00 AM and 12:00 PM weekdays. The lowest periods of use are after 5:00 PM and on weekends (periods that are expected to see the highest use of by CultureWorks). During the peak time (at 9 o'clock in the morning during the week), the current demand of the campus is 404 spaces.

The parking demand for the CultureWorks building was estimated using Institute of Traffic Engineers (ITE) data as well as actual data from comparable facilities, such as the Marin Jewish Community Center. A maximum parking demand for the CultureWorks Building would result from a simultaneous banquet (which generates more parking demand than a theater performance) a separate event in the Community Room and full staff usage. (The NPJC expects the instances of simultaneous usage to be minimal). This results in a demand of 223

parking spaces. Without simultaneous use, the maximum parking demand is estimated to be 179 spaces.

The NPJC expects limited weekday day time usage of the CultureWorks Building.

The maximum parking demand for the "worst case scenario" adds the maximum existing demand for the campus, 404 morning use spaces, adds 10% for growth to equal 444 spaces, then adds this to the to the maximum parking demand for the CultureWorks Building, 179 spaces, and equals 623 spaces.

Parking Supply. The NPJC Campus has 349 at grade parking spaces on their site, not counting 168 spaces on the adjoining gravel parking lot that is currently used for overflow parking. This includes the "temporary" paved Day School parking lot along Shell Boulevard that is proposed to become permanent. The revised CultureWorks proposal will add 40 parking spaces (60 with valet parking) to the south of the CultureWorks building to be used for special events, bringing the on-site total to 389 without valet parking. If the 168 spaces in the gravel lot are added, there are 557 spaces available.

The original analysis of parking demand contained in the Civic Center Master Plan EIR (p. 4.8-50) assumed that there would be some sharing of the parking spaces under the PG&E easement by the NPJC and the users of the 15-acre site (this was also covered in the Ground lease with the North Peninsula Jewish Campus). The Mirabella project proposes to use 244 of these spaces but there is no proposed user at this time for the remaining 4 acre site (2 of which are under the PG&E easement). When developed, the area under the PG&E easement is projected to hold 403 parking spaces. If 224 parking spaces for Mirabella are subtracted from the total 403 spaces, then 179 parking spaces are unallocated. If these 179 parking spaces were all available for the NPJC to use and added to their 389 on-site, this would total 568 available parking spaces without with the use of valet parking.

Valet Parking. The NPJC has submitted a proposed Valet Parking Plan prepared by Peninsula Parking (attached). The Valet Parking Plan includes detailed instructions that would be followed by the valet parking operator with one version having the drop-off at the round-about and the second version with the drop-off at the front of the theater on Balclutha Drive. Both versions include parking the cars in a portion of the area now developed with the gravel parking lot under the PG&E easement. The diagrams of the parking lot show the configuration after the parking lot is fully developed and paved. Both versions of the Valet Parking Plan include 170 cars parked in the designated area currently striped for 129 parking spaces, for a net gain of 41 spaces. The other portion of the parking lot under the PG&E easement would be available for self-parking. In addition, valet parking utilizing the area south of the CultureWorks Building during special events would accommodate an additional 20 spaces. As anticipated when the Civic Center Master Plan was adopted by the City the City Hall parking lot could also be used for evening and weekend events. The Campus has indicated that they would commit to requiring Staff to use the City Hall parking lot on evenings and weekends when CultureWorks events create parking demand issues. A total of all the possible spaces is listed below:

349 existing on-site spaces
40 new spaces south of CultureWorks building (for special events)
41 additional spaces provided by valet parking under the PG&E easement
20 additional spaces provided by valet parking south of the CultureWorks building
179 potentially available spaces under the PG&E power lines
119 City Hall
748 Total spaces available.

Comparison of Maximum Parking Demand to Parking Available. The maximum parking demand for the “worst case scenario” adds the maximum for the campus, 444 spaces, to the maximum parking demand for the CultureWorks Building, 179 spaces, and equals 623 spaces. This compares to a maximum of 748 total spaces available if: 1) valet parking is used, 2) all of the 179 potentially available spaces (those not allocated to Mirabella) under the PG&E power lines are available for use by the NPJC, and 3) the City Hall lot is available for use by the NPJC.

Demand Management. In addition to providing more parking spaces with the Valet Parking Plan, the NPJC has committed to take actions in an attempt to reduce parking. Some of the possible actions include:

- Encourage use of public transit and carpooling through transit vouchers and/or time off for employees
- Prohibit vendor parking in Foster City Blvd. lots
- Greater staff usage of non Foster City Blvd. lots

Timing of Construction of South Power Line Lot. The NPJC is in discussion with Sares Regis and PRS regarding a potentially earlier construction of this lot rather than waiting for it to be constructed with the Mirabella project. The timing of the construction will also be an item addressed with the City Council in the lease amendment.

Staff Comments/Recommendation: Staff has organized comments by topic below.

Projected Parking Demand. Staff has reviewed several iterations of the parking study prepared by Korve Engineers and later update by AE Comm, the comparison to the Marin JCC and the use of the sample calendar and agrees that the projections adequately portray the “worst case scenarios.”

Shared use of parking under PG&E easement. Shared use of the parking area under the PG&E easement has been anticipated in the Civic Center Master Plan. Staff believes that if valet parking is required for times of peak parking demand, there is an adequate “surplus” or “cushion” as described above to accommodate whatever use is approved for the 4-acres not currently part of the Mirabella proposal. Also, additional parking is available in the Government Center lot for major events.

Valet Parking Plan. Staff requested that the applicant prepare a Valet Parking Plan that could be followed by any valet parking vendor in the future and that the City has “pre-approved” and could rely on if and when it is needed to support large events. Staff believes that the proposed Valet Parking Plan does this. It has been reviewed by the Interdepartmental Evaluation Committee (IDEC). The only concerns raised were whether the option for drop-off in front of the Theater (instead of at the traffic circle) could function if the parking area remains in its current gravel configuration. Until the parking lot is constructed with a connection to Civic Center Drive, staff believes that the drop off at the traffic circle is the only workable option.

Another issue related to the Valet Parking Plan is what will trigger the requirement to use valet parking. Staff believes that some flexibility should be maintained to make adjustments after some trials with actual large events. Staff recommends creating a table using the information in the “Weekday Supply,” “Saturday Supply” and “Sunday Supply” tables to arrive at a threshold number of ticket sales or estimated attendance that would trigger the requirement for valet parking. A condition of approval that for an initial trial period, valet parking be required for any

events in the theater that exceeded these thresholds. After three uses of the valet parking, the initial plan may be adjusted by the Community Development Director to change the requirements for triggering the use of the Valet Parking Plan. An Annual Report shall be submitted to the Community Development Director describing the use of the Valet Parking Plan during the previous year and may include proposed adjustments for the Director's review and approval. The thresholds can also be adjusted when more parking is added with the construction of the paved parking under the PG&E easement.

An example of the proposed table is shown below. Separate tables would be prepared for weekday, Saturday and Sunday uses. The trigger would be set to include a "cushion" in case the "estimated demand without CW" was larger than projected.

Table 3 – Example of Table Including Trigger for Use of Valet Parking

	9am	10am	12pm	2pm	4pm	6pm	8pm
Estimated demand without CW	444	392	373	287	309	313	185
Available parking without valet	557	557	557	557	557	557	557
Parking available for CW	113	165	184	270	248	244	372
# seats or attendees to trigger valet parking requirement	*	*	*	*	*	*	*

* to be filled in prior to final Use Permit Staff Report

Demand Management. The NPJC has proposed some Transportation Demand Management measures to reduce parking demand. Staff recommends that a more detailed description of these measures be included in the submittal for the Use Permit and that a condition of approval be included requiring an annual report to be submitted by the NPJC to the City describing the past year's compliance with the proposed parking demand management measures.

Another option to control the parking demand is the scheduling of events, i.e., not scheduling overlapping large events and/or not scheduling a major event in the theater during peak demand for the health club. Staff recommends a condition of approval that the annual review of the Valet Parking Plan by the Community Development Director may include restrictions on the scheduling of events if other measures to accommodate parking demand have not worked satisfactorily.

PROPOSED SPECIAL CONDITIONS OF APPROVAL

Staff recommends the following special conditions of approval as described above:

- Valet parking shall be required for any events in the theater that exceed the thresholds indicated in the tables including “triggers” for valet parking. After three uses of the valet parking, the initial plan may be adjusted by the Community Development Director to change the requirements for triggering the use of the Valet Parking Plan. An Annual Report shall be submitted to the Community Development Director describing the use of the Valet Parking Plan during the previous year and may include proposed adjustments for the Director’s review and approval. The thresholds can also be adjusted when more parking is added with the construction of the paved parking under the PG&E easement.
- An Annual Report shall be submitted to the Community Development Director by January 31 of each year following the opening of the CultureWorks building, describing the use of the Valet Parking Plan during the previous year and may include proposed adjustments for the Director’s review and approval.
- An annual report shall be submitted by the NPJC to the City by January 31 of each year following the opening of the CultureWorks building, describing the past year’s compliance with the proposed parking demand management measures

The annual review of the Valet Parking Plan by the Community Development Director may include restrictions on the scheduling of events if other measures to accommodate parking demand have not worked satisfactorily.

Comments were received as part of the previous Interdepartmental Evaluation Committee (IDEC) review were attached to previous staff reports. These items would either be included in the next submittal of plans or would be included as conditions of approval.

SUMMARY

The following table outlines the project issues where the applicant and staff disagree and which require a decision by the Planning Commission.

Table 3 - Summary of Unresolved Issues

Planning Issue	Proposed By Applicant	Staff Recommendation
None		

Staff has prepared the following questions to assist the Planning Commission’s discussion:

1. Does the Commission agree with the approach to create tables to include “triggers” for the use of valet parking based on the data provided related to existing and projected parking demand?

2. Does the Commission agree that until the parking lot under the PG&E easement is constructed with a connection to Civic Center Drive, the only viable option in the Valet Parking Plan is the drop off at the traffic circle?

3. Are there changes that should be made to the Valet Parking Plan other than to not use the Theater Drop Off option until after a paved connection is constructed to Civic Center Drive?

Special Conditions of Approval

4. Are there additional special conditions of approval that should be included in addition to what has been already identified?

5. Are there any issues, concerns, or general matters that members of the Commission would like to discuss or ask staff to review?

NEXT STEPS

An environmental assessment will be prepared including traffic and parking as the key issues. Amendments to the Lease will be considered by the City Council.

The Environmental Assessment and General Development Plan amendment will be reviewed by the Planning Commission at a Public Hearing for recommendation to the City Council.

The Use Permit Modification will be reviewed by the Planning Commission at a Public Hearing and final at that level unless appealed to the City Council.

INDIVIDUALS, ORGANIZATIONS AND DOCUMENTS CONSULTED

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Robert Herman, Herman Colliver Locus Architects
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Dragana Monson, Herman Colliver Locus Architects
Todd Lee, Greystone West Engineering
Ray Towne, Public Works Director
Stan Workman, Traffic Engineer
Chuck Haney, Chief Building Official
John Mapes, Fire Marshal

ATTACHMENTS

"Parking" Powerpoint submitted by NPJC*
Valet Parking Plan prepared by Peninsula Parking*
IDEC letter dated July 8, 2009*
Study Session Staff Report dated June 18, 2009*
Study Session Staff Report dated January 6, 2009*
Study Session Staff Report dated September 12, 2006*
Plans*

*For Planning Commissioners only; available for review in the Community Development Department, City Hall, 610 Foster City Boulevard, Foster City.