



NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT AND NOTICE OF PUBLIC SCOPING SESSION

PROJECT TITLE: Town of Hillsborough 6th Cycle Housing Element (2023 – 2031) and Focused General Plan and Municipal Code Update Program Environmental Impact Report

PURPOSE OF THIS NOTICE: The Town of Hillsborough (Town) will be the Lead Agency and will prepare a Program Environmental Impact Report (EIR) for the proposed Hillsborough 6th Cycle Housing Element Update (2023 – 2031) and Focused General Plan and Municipal Code Update Project (Project or proposed Project). The Project, its location, and potential environmental effects are described below. This EIR is being prepared in accordance with the California Environmental Quality Act (CEQA) statute (Public Resources Code Section 21000 and following), the State of California CEQA Guidelines (California Code of Regulations, Title 14, Section 15000 and following), published court decisions interpreting CEQA, and locally adopted CEQA procedures. In accordance with CEQA Guidelines section 15082, this Notice of Preparation (NOP) is being circulated to obtain suggestions and information responsible, and/or trustee, and involved federal agencies and members of the public, including organizations and individuals, on the content and scope and content of the environmental analysis to be included in the EIR. Public agencies and members of the general public are invited to provide comments in writing. The Town is requesting input from you or your agency as to the scope and content of the environmental information relevant to your agency's or organization's statutory responsibilities or interests in connection with the proposed Project.

The Town is preparing the General Plan 6th Cycle Housing Element Update (2023-2031) as an update of the existing Housing Element of the General Plan, which dates from 2014. While the Housing Element is the focus, other elements (such as the Land Use, Circulation, Open Space and Conservation, Noise, and Public Safety Elements) may be revised to ensure General Plan consistency, as required by State law.

The subject EIR will provide an environmental assessment of the updated Housing, Land Use Circulation, Open Space and Conservation, Noise, and Public Safety Elements, as well as any updates to related implementation tools – Zoning Ordinance, Subdivision Ordinance and Objective Development Standards.

The overall purpose of the Housing Element Update is to revise the existing Housing Element to create a policy framework that will facilitate opportunities for a variety of housing types at a variety of income levels within Hillsborough to address the region's need for housing, as well as develop housing solutions to satisfy the Town's Cycle 6 housing unit Regional Housing Needs Allocation (RHNA).

PUBLIC COMMENT INVITED: You are invited to submit written comments and recommendations regarding the scope and content of the EIR that is being prepared. Comments should focus on discussing possible impacts on the physical environment, ways in which potential adverse effects might be minimized, and alternatives to the project in light of the purpose of the environmental review to provide useful and accurate information about such factors. Note that if you challenge this project proposal in court, for topics addressed in the EIR, you may be limited to raising only those issues you or someone else raised in written correspondence during the review period of the EIR or at the public meeting described in this notice. (Government Code Section 65009(b)(2)).

COMMENT PERIOD: A 30-day public review period for the Notice of Preparation (NOP) shall begin on June 9, 2023, and end on July 10, 2023, at 5:00 p.m. **All written comments regarding the EIR must be received by this deadline.**

Please send written public comments to Liz Ruess, Planning Manager, Town of Hillsborough at the address shown below. Specify “Housing Element Update EIR” in the subject line. Public agencies providing comments are requested to include a contact person for the agency.

Lead Agency Contact:

Liz Ruess, Planning Manager, Town of Hillsborough,
Department of Building & Planning,
1600 Floribunda Avenue,
Hillsborough, CA 94010
Email: LRuess@HILLSBOROUGH.NET.

Throughout the Housing Element Update process, the Town will be seeking input through a variety of engagement opportunities both in-person and virtual. Please visit the project website at www.hillsborough.net/HousingElementUpdate to stay informed about the project.

PUBLIC SCOPING MEETING:

The City Council will hold the public scoping meeting on **June 21st, 2023** to provide a forum to collect oral comments from agencies and members of the public regarding the scope of content of the EIR.

The meeting will be held on Wednesday **June 21st, 2023, starting at 9:00 a.m.**

To attend the meeting in person: Council Chambers, 1600 Floribunda Avenue, Hillsborough, CA 94010

To participate in the meeting via Zoom Video Conference:

Click here: [Meeting Link](#)

Visit <https://zoom.us/>; when prompted, enter:
Meeting ID: 872 3664 6711
Passcode: 439499

Agenda Materials: The City Council meeting agenda and materials will be posted on the Town’s website at:

[Hillsborough Agenda Center no later than 5:00](#) p.m. on Friday, June 16th.

FOR FURTHER INFORMATION: E-mail Liz Ruess at LRuess@HILLSBOROUGH.NET

Town of Hillsborough 6th Cycle Housing Element (2023 – 2031) and Focused General Plan and Municipal Code Update Program EIR

Project Description

PROJECT LOCATION: The Town of Hillsborough is located in the central-east portion of San Mateo County on the San Francisco Peninsula, approximately ten miles south of San Francisco. Hillsborough’s town limit extends from Interstate 280 (I-280) on the west to the City of San Mateo on the east, the City of Burlingame to the north, and unincorporated areas of San Mateo County to the south.

Freeways and highways offer regional access to Hillsborough, including the Junipero Serra Freeway (I-280) on the west and the Bayshore Freeway (US 101) to the east and Highway 92 to the south. Two regional arteries, Skyline Boulevard (SR 35) and El Camino Real (SR 82) also provides access from the west and east, respectively.

PLANNING AREA: The Town of Hillsborough encompasses approximately 6.1 square miles, and is almost entirely built-out. Hillsborough’s current sphere of influence (Planning Area) boundary does not extend outside the Town limits. The Town’s Planning Area consists of 3,928 acres (Figure 1 – Town Limits and Planning Area).

EXISTING LAND USES: Residential land uses, consisting mainly of low-density single-family housing with a minimum lot size of ½-acre represent the predominant land use in Hillsborough (2,961 acres), and account for approximately 75 percent of the total land area. There are no commercial or industrial uses within the Town. The only non-residential uses within the Town are public facilities, parks and open space land, private and public schools, and two private recreation clubs.

Table 1: Summary of Existing Land Uses

Land Use Designation	Acreage in Town Limits
Residential	2,961
Public Facilities and Services	55
Private Schools	43
Open Space and Conservation	264
Private Recreational	113
Roadways and Other Right of Way	492

The existing General Plan land use designations are shown on Figure 2 and the proposed General Pan land use designations and zoning designations are shown on Figure 3 and Figure 4 respectively in the attachments.

Land Use Category Description

The following descriptions of land use designations are contained in the Town's General Plan:

Residential Uses

The Residential (R) designation allows for the development of single-family dwellings in a manner that is consistent with the existing character of the community. Additional uses that may be allowed include home businesses, second units, family day care homes and other compatible uses identified in the Hillsborough Municipal Code. The maximum allowed density is one single-family dwelling per ½ acre.

Public Facilities and Services

The Public Facilities and Services (PFS) designation allows for the development and operation of services and facilities that are necessary to meet the community's needs, while maintaining the character of the community. Allowable uses include public schools, Town Hall, fire and police facilities, other governmental facilities, parks, and other recreational facilities.

Private Schools

The Private Schools (PS) designation includes private school facilities within Hillsborough. Allowable development and uses associated with private school operation are determined by City Council review and approval. In addition to activities directly related to the operation of a private school, residential dwellings for school employees may be allowed.

Open Space and Conservation

The Open Space and Conservation (OSC) designation is used to preserve environmentally sensitive areas and maintain a high quality of light, air, and scenic beauty in the community. Allowable uses include unimproved open space and public facilities.

Private Recreational

The Private Recreational (PR) designation includes recreational facilities within Hillsborough that are operated for private use. The two existing facilities, the Burlingame Country Club and the Hillsborough Racquet Club, were both formed before the Residential District Ordinance was adopted. Allowed uses include the country club, with associated social and commercial uses, and the racquet club. In addition to activities directly related to the operation of the country club, residential dwellings for club employees may be allowed.

Vacant Land Uses

The Town of Hillsborough is a largely built out, entirely single-family residential community with little vacant land and very few underutilized sites. The proposed updated Housing Element identifies 136 vacant parcels, but has determined that only 23 of them are likely to be developed over the next eight years.

Zoning Designations

The Town's zoning ordinance, Title 17 of the Hillsborough Municipal Code, was adopted to protect and promote the public health, safety, comfort, convenience, prosperity, and general welfare of residents in the town. Additional purposes of this zoning ordinance are to implement the goals, objectives, policies, and programs of the general plan and to manage future growth and development in accordance with

that plan. In addition, the zoning ordinance serves to conserve and protect the natural resources, natural beauty, and significant environmental amenities of the town, as well as promote adequate light, air, privacy, and open space for each dwelling and to retain the scale and character of existing residential neighborhoods. There is one designated zoning district within the town, namely, the Residence District (RD), which consists of all of the land within the boundaries of the town.

6th CYCLE HOUSING ELEMENT UPDATE

Housing Element Update

All cities and counties in California are required to meet their fair share of the State's housing needs. The planning process for accomplishing this is typically implemented every eight years through an update of the Housing Element of each jurisdiction's General Plan. Housing Elements are long-range policy documents mandated by the State and further required to be reviewed and certified by the State of California's Housing and Community Development Department (HCD). The Town of Hillsborough's most recent Housing Element Update covers the period of 2014-2022 (5th housing cycle) and included a Regional Housing Needs Allocation assignment of 91 new housing units at different income levels to be constructed during the 2014 through 2022 planning period.

All San Mateo County jurisdictions are undertaking planning for the 6th housing cycle and the RHNA assignments assigned to their jurisdiction for the 2023-2031 planning period. The proposed Housing Element update must be approved by HCD and adopted by the Town Council. The main components of the Housing Element update are dictated by State law and typically must include:

- A detailed analysis of the Town's demographic, economic, and housing characteristics
- A comprehensive analysis of the barriers to producing and preserving housing
- A review of the Town's progress in implementing its adopted housing policies and programs
- An identification of goals, objectives, and policies, in addition to a full list of programs that will help the Town carry out the plan's vision
- A list of sites that could accommodate new housing, demonstrating the Town's ability to meet its target number of new homes established in the RHNA

In addition, Housing Elements will have to address recent changes in state housing law enacted by SB 9 and SB 10 which took effect January 1, 2022.

SB 9 allows property owners to split a single-family lot into two lots, add a second home to their lot or split their lot into two and place duplexes on each. The last option would create four housing units on a property currently limited to a single-family house.

SB 10 would, notwithstanding any local restrictions on adopting zoning ordinances, authorize a local government to adopt an ordinance to zone any parcel for up to 10 units of residential density per parcel, at a height specified in the ordinance, if the parcel is located in a transit-rich area or an urban infill site, as those terms are defined.

State Regional Housing Needs Allocation (RHNA)

Under State law, each city and county in California must plan to accommodate its share of the regional housing need - called the Regional Housing Needs Allocation (RHNA) - for the coming 8-year planning period. The State determines the estimated need for new housing in each region of California, based on population projections and other factors including rates of vacancy, overcrowding, and cost burden.

The various regional planning agencies then allocate a target to each city or town within their jurisdiction, considering factors such as access to jobs, good schools, and healthy environmental conditions. RHNA is split into four categories representing different levels of affordability, based on area median income (AMI) in the county. The affordability categories are as follows:

- Very Low Income - Households making less than 50 percent of AMI
- Low Income - Households making 50-80 percent of AMI
- Moderate Income - Households making 80-120 percent of AMI
- Above Moderate Income - Households making more than 120 percent of AMI

The RHNA is required to meet the five statutory objectives summarized below:

1. Increase housing supply and mix of housing types, with the goal of improving housing affordability and equity in all cities and counties within the region.
2. Promote infill development and socioeconomic equity; protect environmental and agricultural resources; encourage efficient development patterns; and achieve greenhouse gas reduction targets.
3. Improve intra-regional jobs-to-housing relationship, including the balance between low-wage jobs and affordable housing units for low-wage workers in each jurisdiction.
4. Balance disproportionate household income distributions (more high-income allocation to lower-income areas, and vice-versa)
5. Affirmatively further fair housing

The RHNA must also be consistent with the growth pattern from the region's long-range plan for transportation, housing, the economy, and the environment, known as [Plan Bay Area 2050](#).

Hillsborough RHNA Assignment

The Town of Hillsborough has been assigned a RHNA goal of 554 new housing units for the 2023-2031 planning period as follows:

- Very Low-income units: 153
- Low-income Units: 88
- Moderate Income Units: 87
- Above Moderate Income Units: 223

This RHNA assignment represents an increase of 463 units or 509% over the previous (5th housing cycle) allocation.

Because the Housing Element has to plan for or have policies in place to accommodate the RHNA assignment in any given planning period, jurisdictions typically plan for a slightly higher number of housing units than the actual RHNA assignment. The Town of Hillsborough has determined it will include a buffer equaling approximately nine percent of the number of affordable housing units or an additional 51 units. Thus, for the purposes of the CEQA document the Town is planning for a total of 605 units (554 RHNA + 51 buffer units).

Proposed Housing Element and General Plan Updates

A draft of the 2023-2031 Housing Element and related documents were submitted for HCD review in March 2023. Town staff are currently revising the draft 2023-2031 Housing Element

and making revisions in response to HCD’s review comments.

The updated Housing Element must identify possible sites where future housing can be built, called opportunity sites, and identify the potential number of homes that can be built on those sites (see Figures 5, 6, and 7). Hillsborough anticipates accommodating the new housing by implementing the following five strategies:

- Facilitating the further development of Accessory Dwelling Units (ADUs)
- Facilitating the completion of Pipeline Projects
- Facilitating development on Vacant Opportunity Sites
- Facilitating development on Subdivision/Lot Split Sites
- Facilitating development on Multi-Family Opportunity Sites

Table 2: Housing Element Approaches

Approaches	Very Low Income	Low Income	Moderate Income	Above Moderate	Total Units
Approach 1: Accessory Dwelling Units (ADUs)	120	80	80	120	400
Approach 2: Pipeline Projects				12	12
Approach 3: Vacant Opportunity Sites				23	23
Approach 4: Subdivision/Lot Split Opportunity Sites:				43	43
Approach 5: Multi-family Residential Opportunity Sites:					
Tobin Clark	44		6	50	100
Town Hall	7	9			16
Nueva School & Burlingame Country Club			11		11
TOTAL	171	89	97	248	605 (9% Buffer)
RHNA Allocation	155	89	87	223	554

In addition to updating the Housing Element, the following other General Plan Elements and ordinances are proposed to be updated:

Land Use Element – proposed updates to include two new land use designations to allow for multi-family residential uses on two Town-owned sites.

Circulation Element – proposed updates may include necessary revisions to VMT impacts, circulation problem areas and solutions, etc.

Open Space and Conservation Element – revisions necessary to update a change in the land use designation in the Tobin Clark area, and open space areas converted to housing.

Public Safety Element – proposed updates to provide necessary revisions throughout the Element.

Noise Element – proposed updates to include revisions as necessary, depending on the analysis of vehicle trips generated by new residential development and increased construction activities.

Zoning Updates

The Draft Housing Element update does not include any rezoning of private properties. However, two Town-owned sites; Town Hall and Tobin Clark, are designed for rezoning to allow for multi-family development.

Objective Multi-family Development Standards

The Town will also establish Objective Development Standards for multi-family housing development that will establish objective standards for such things as lot coverage, floor area ratio, building height and setback requirements, and parking requirements.

Separate from the EIR, following a comprehensive community engagement process the Town will also establish Objective Design Standards and landscaping requirements for multi-family housing projects.

PROJECT OBJECTIVES:

The Project establishes the goals, policies, and programs that will provide Town staff and discretionary bodies with a foundation for decisions related to long-range planning for housing development within the town. The overarching goal of the program is to revise the adopted Housing Element to create a policy framework that meets the objectives listed below. For the purposes of this Program EIR, the project objectives include the following:

1. Promote the preservation and improvement of existing housing and neighborhoods, and promote new housing growth to provide more affordable and market rate housing that meets the Town's Cycle 6 Regional Housing Needs Allocation (RHNA).
2. Meet housing needs by encouraging a variety of housing development affordable at all income levels, including construction of Accessory Dwelling Units (ADUs), multi-family housing on Town-owned land, subdivision/lot split opportunity sites and other housing choices on vacant opportunity sites, private recreational sites, and institutionally owned sites.
3. Reduce, remove and/or mitigate potential governmental constraints and barriers to housing development and promote equal housing opportunities for all people; incorporate best practices related to land use, racial equity, mobility, housing affordability, safety, environmental justice, community services, and healthy neighborhoods.
4. Affirmatively further fair housing, and take meaningful actions to overcome patterns of segregation, promote fair housing choice, eliminate disparities in opportunities, and foster inclusive communities free from discrimination.
5. Provide adequate housing for all segments of the population, within the Town's constraints; promote and assist in the development of housing that meets the needs of special needs communities in Hillsborough while protecting the character of the Town.
6. Engage residents and stakeholders to generate ideas for potential Town-specific approaches to meet the Town's Cycle 6 RHNA, gain insight on the greatest challenges and opportunities that face Hillsborough, and ensure equitable and inclusive processes, policies, investments, and service systems.
7. Expand and update technology and innovative practices to create smart, sustainable communities, and adaptable infrastructure systems.
8. Protect lives and property from risks associated with wildfire-related emergencies; reduce the potential loss of life, injury, and property damage due to flooding, and seismic and geologic hazards.

PROGRAMMATIC EIR:

The Town of Hillsborough has determined that the proposed Housing Element Update Project will require preparation of a Program EIR pursuant to the California Environmental Quality Act (CEQA). The Program EIR will evaluate the environmental impacts resulting from implementation of the project and will recommend mitigation measures to avoid or reduce significant impacts, where applicable. The Program EIR also is intended to help the Town review future project proposals pursuant to section 15168 (Program EIR) of the CEQA Guidelines. The following environmental topics will be evaluated in the EIR:

- Aesthetics
- Agriculture and Forestry
- Air Quality
- Biological Resources
- Cultural Resources
- Energy
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Population and Housing
- Public Services
- Tribal Cultural Resources
- Transportation and Circulation
- Utilities and Service Systems
- Wildfire
- Cumulative Impacts
- Alternatives

OTHER PUBLIC AGENCIES WHOSE REVIEW OR APPROVAL IS REQUIRED:

- **California Department of Housing and Community Development (HCD)** will approve the Housing Element update prior to its adoption.

Attachments:

Figure 1: Town Limits and Planning Area

Figure 2: Existing General Plan Land Use Designations

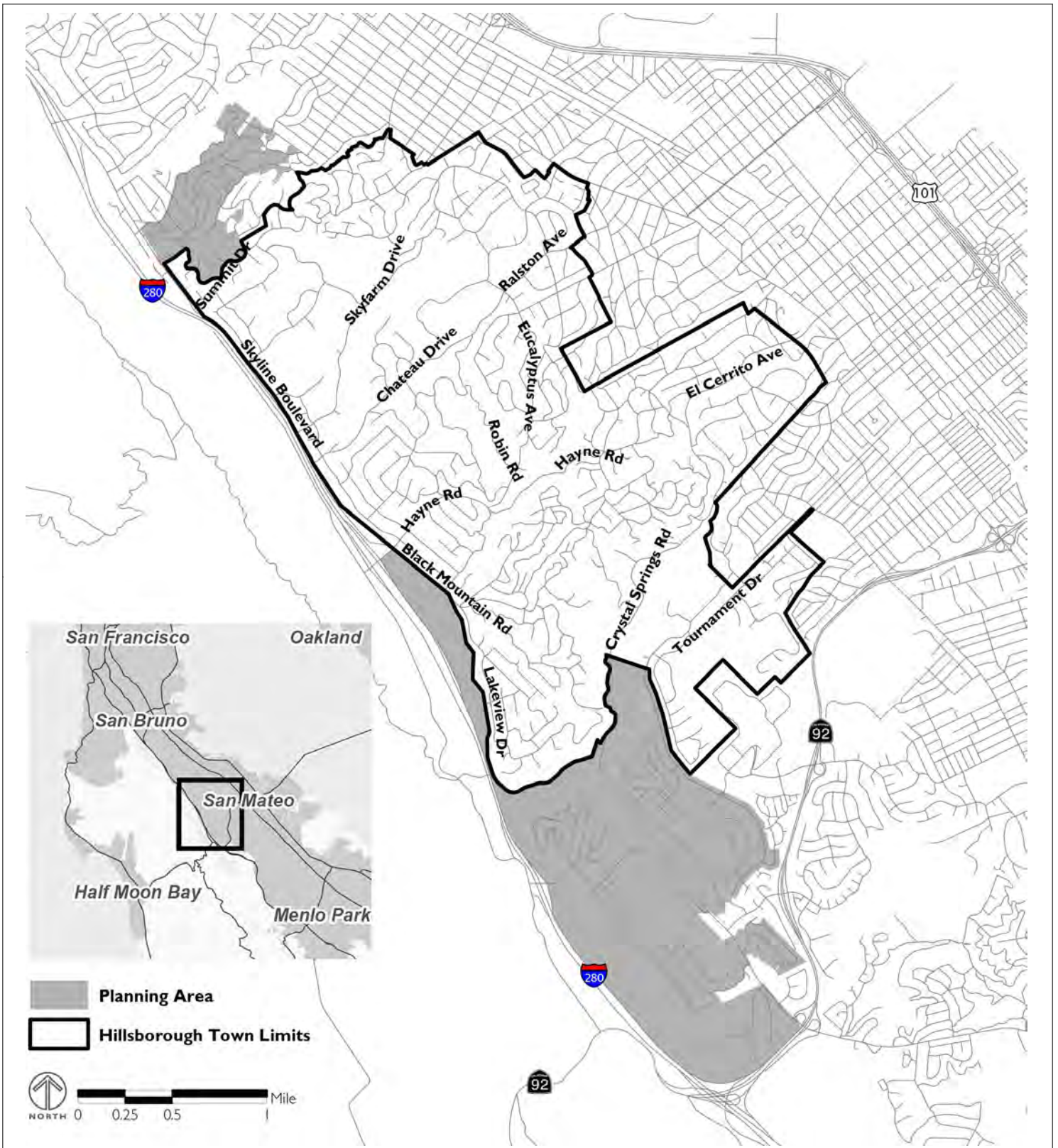
Figure 3: Proposed General Plan Land Use Designations

Figure 4: Proposed Zoning Map

Figure 5: Vacant Opportunity Sites

Figure 6: Proposed Subdivision and Lot Split Opportunity Sites

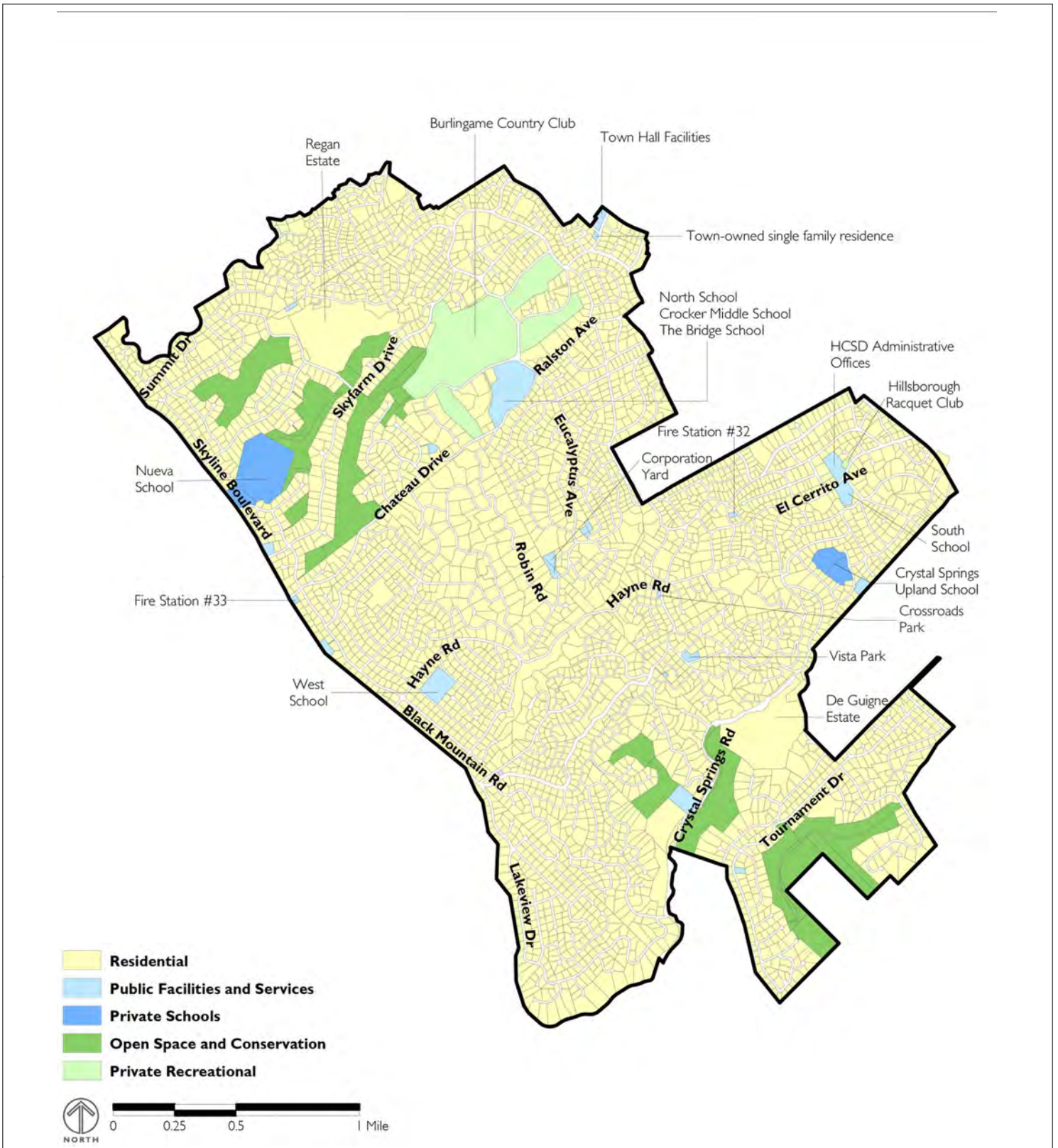
Figure 7: Proposed Multi-Family Opportunity Sites



Source: Hillsborough General Plan 2005

Figure 1 Town Limits and Planning Area Map

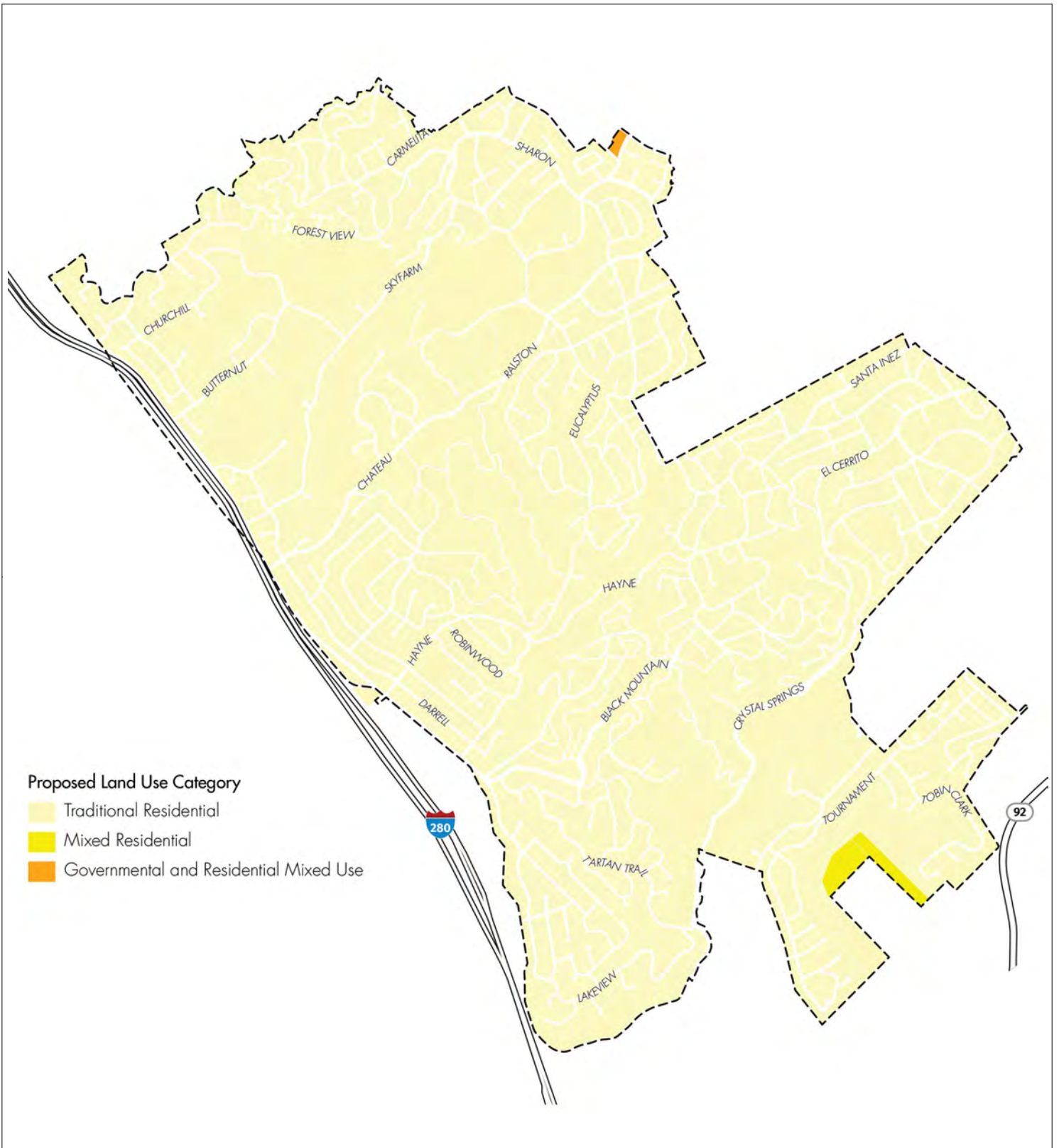
Hillsborough 6th Cycle Housing Element Update EIR



Source: Hillsborough General Plan 2005

Figure 2 Existing General Plan Land Use Designations

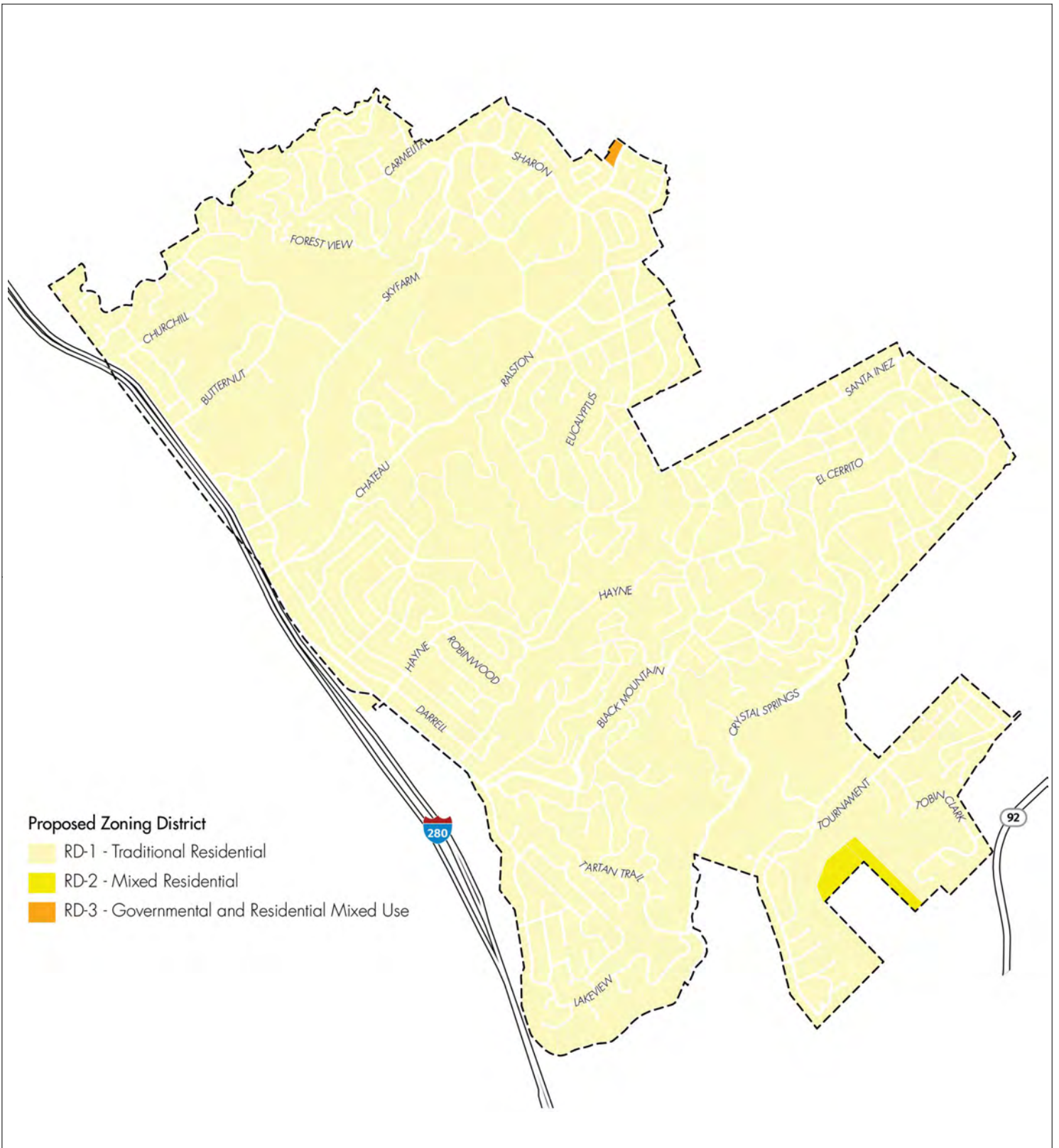
Hillsborough 6th Cycle Housing Element Update EIR



Source: Town of Hillsborough May 2023

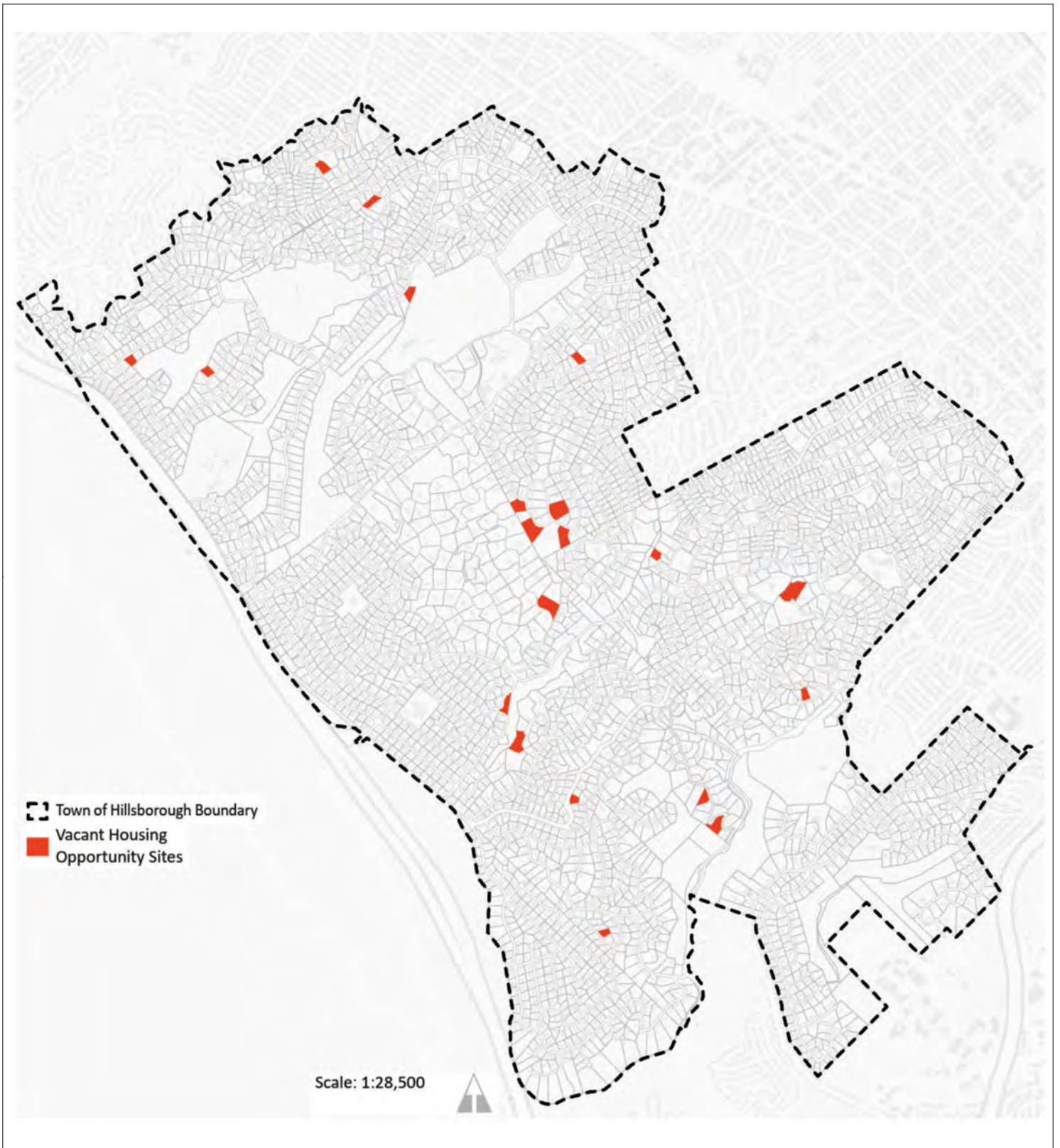
Figure 3 Proposed General Plan Land Use Designation

Hillsborough 6th Cycle Housing Element Update EIR



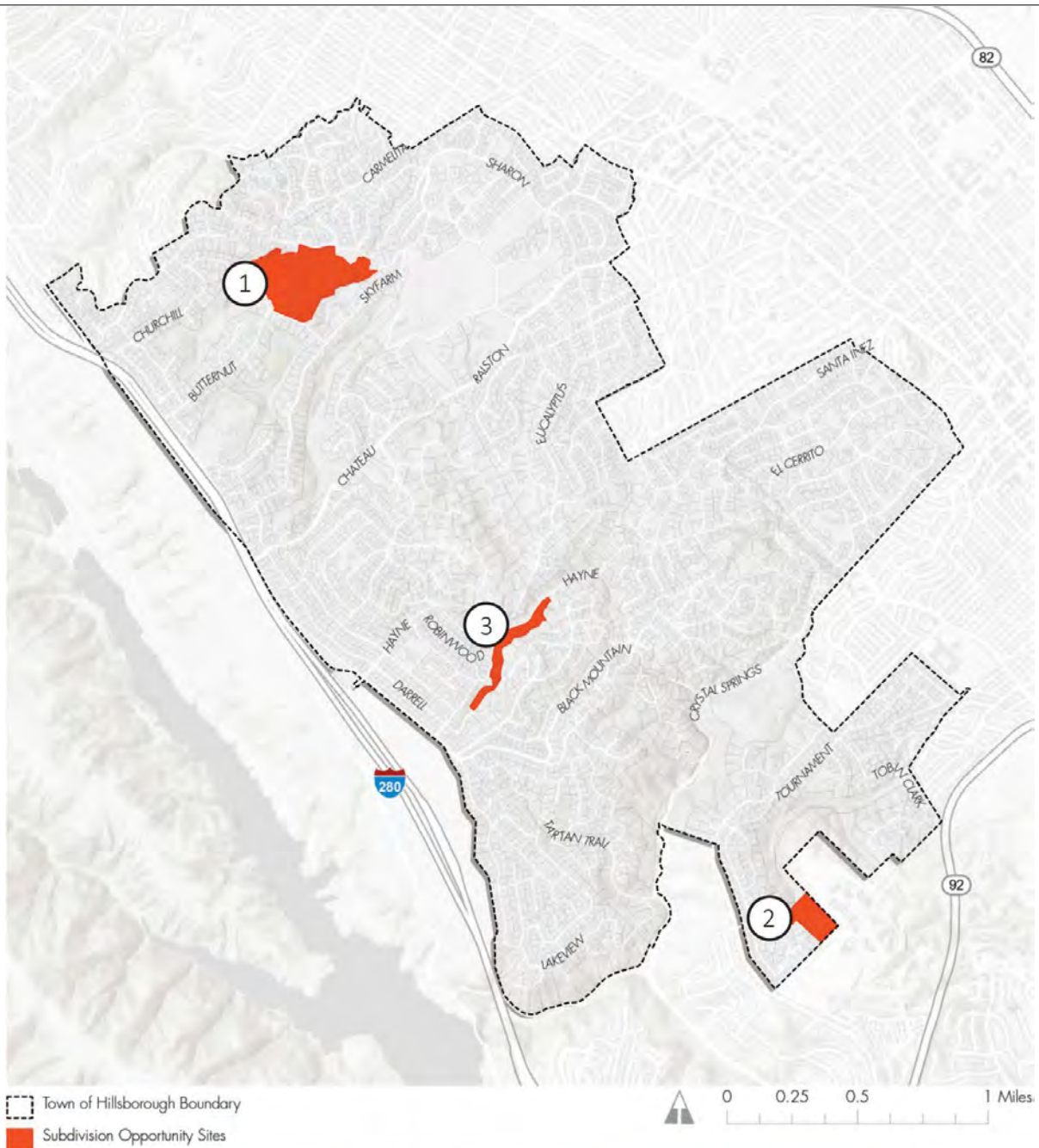
Source: Town of Hillsborough May 2023

Figure 4 Proposed Zoning Map
 Hillsborough 6th Cycle Housing Element Update EIR



Source: Hillsborough General Plan 2005

Figure 5 Vacant Opportunity Sites
Hillsborough 6th Cycle Housing Element Update EIR



Town of Hillsborough Boundary
 Subdivision Opportunity Sites

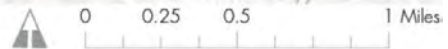


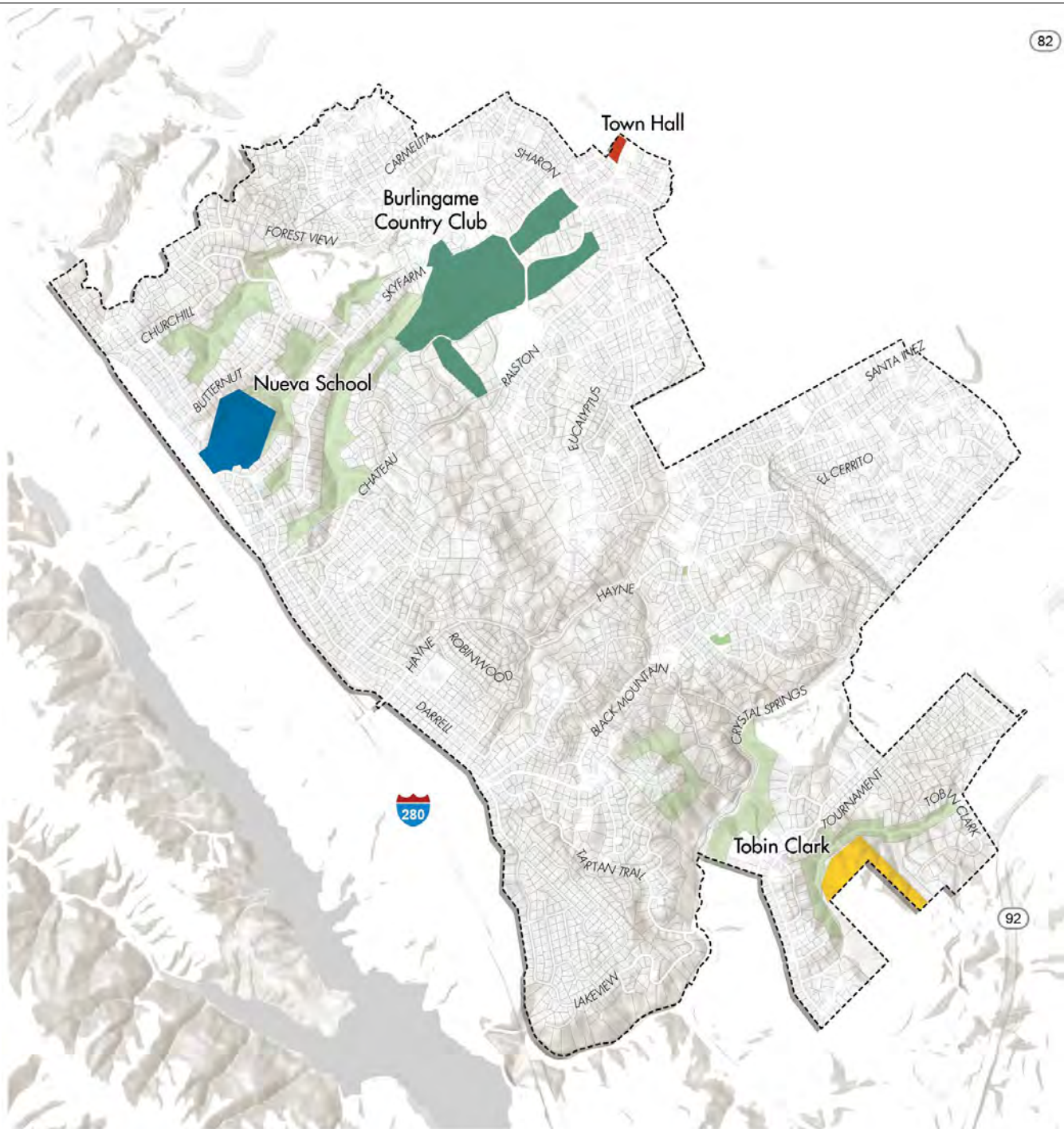
Table 8.9: Subdivision/Lot Split Opportunity Sites

	APN	Property Address / Name	Parcel Size	Potential Subdivision Yield
1	028040120	2260 Redington Road	49.52	35
2	038281280	50 Brooke Court	11.64	3
3	030191030	Hayne Road	10.90	5
TOTAL				43

Source: Houseal Lavigne 2023

Figure 6 Proposed Subdivision/Lot Split Opportunity Sites

Hillsborough 6th Cycle Housing Element Update EIR



- Legend**
- Town of Hillsborough
 - Burlingame Country Club
 - Nueva School
 - Tobin Clark
 - Town Hall

Source: Houseal Lavigne 2023

Figure 7 Proposed Multi-Family Opportunity Sites
Hillsborough 6th Cycle Housing Element Update EIR

