



general plan and zoning ordinance update

CITY COUNCIL STUDY SESSION

ENVISION BURLINGAME PROJECT UPDATE AND DISCUSSION ITEMS

September 7, 2016 | 7:00pm – 9:00pm
City Hall Council Chambers, 501 Primrose Road

PROJECT OVERVIEW AND UPDATE

In March 2015, the City of Burlingame initiated a three-year, community-led program to update the City's General Plan and Zoning Ordinance, called *Envision Burlingame*. The General Plan and Zoning Ordinance are the City's two documents that regulate all land use, environmental, and transportation decisions made by City leaders.

Envision Burlingame will result in goals and strategies for desired change in the City by presenting the question: "How do we want Burlingame to look, function and feel 25 years from now?" To answer this question, residents, business owners, and other community members have been engaged in a comprehensive discussion regarding mobility, urban design, recreation and parks, health, natural resources, and economic development opportunities.

Envision Burlingame has three broad objectives:

1. Develop a vision for Burlingame, with particular attention paid to the topics of stability and opportunities for desired change.
2. Update policies and regulations to ensure they address current regional, state, and federal requirements.
3. Create an updated and fully digital General Plan and Zoning Ordinance that are easily accessed, understood, and applied by residents, property and business owners, and decision makers.



general plan and zoning ordinance update

Below is a summary of the overall project schedule based on major project phases, each of which includes a variety of community outreach and public engagement activities and events.

Phase	Status
1. Existing Conditions and Opportunities.....	Completed Fall 2015
2. Vision and Transformative Strategies Framework	Completed Spring 2016
3. Concept Alternatives.....	Completed Summer 2016
4. Draft General Plan.....	In Progress
5. Environmental Review	Winter 2016
6. General Plan Hearings and Adoption.....	Winter - Spring 2017
7. Zoning Ordinance Update.....	Spring - Summer 2017
8. Specific Plan Technical Updates.....	Summer – Fall 2017

Consideration is being given to completing the Zoning Ordinance update in parallel with the General Plan, which would not affect the overall schedule to begin public hearings in early 2017.

What is the General Plan?

The General Plan is a policy document that is often described as the constitution or blueprint for development decisions. It establishes the “ground rules” for conserving resources, designing new projects, expanding public services, and improving community amenities. The General Plan covers issues ranging from urban design and mobility to public health and safety. Most importantly, it articulates the community's vision and will guide growth, change, and development in Burlingame for the next 25 years.

The City has not comprehensively updated its General Plan in over 40 years, and *the Envision Burlingame* process is an opportunity to define what Burlingame will look like, how it will function, and how people experience the City in the future. The General Plan can address almost any issue the community defines as important. At a minimum, however, the Plan must establish policy direction relating to the following:

- The use and development of properties citywide
- Accommodation of all modes of transportation
- The provision of parks and other open spaces to meet community needs
- The types of housing available in the community
- Use and protection of natural resources
- The provision of public safety services and protection against natural and human-caused hazards (including noise) in the City



general plan and zoning ordinance update

The current City of Burlingame General Plan is available online at:
www.burlingame.org/generalplan



general plan and zoning ordinance update

What is a Zoning Ordinance?

A Zoning Ordinance is the primary regulatory document for the use of property within a community; it defines specific standards and requirements that set forth the use(s) for which a property may be developed and restrictions on the placement of structures upon the property. It is different from the General Plan in the sense that the General Plan establishes the policy framework that guides decisions, whereas a Zoning Ordinance identifies the regulations that implement those policies. The current City of Burlingame Zoning Ordinance is included as Chapter 25 of the Municipal Code and is available online at: www.burlingame.org/zoning

What are Specific Plans?

A Specific Plan is another tool used to implement the General Plan. Specific Plans provide detailed guidance for defined neighborhoods or districts, and typically include specific policies, regulations, design guidelines, implementation actions and funding sources. Currently the City has three adopted specific plans:

- Burlingame Downtown Specific Plan (adopted in 2010)
- Bayfront Specific Plan (adopted in 2004 with amendments in 2006 and 2012)
- North Burlingame/Rollins Road Specific Plan (adopted in 2004 with amendments in 2007)

Each of these plans may require minor updates as a result of changes to both the General Plan and Zoning Ordinance. These updates would occur at the end of the Envision Burlingame process. Each of the current specific plans are available online at: www.burlingame.org/specificplans

COMMUNITY ENGAGEMENT AND INPUT PROCESS

Envision Burlingame includes a robust community outreach and engagement process. The following is a summary of meetings, interviews, workshops, surveys, and other events that have taken place during the first year and a half of the project (March 2015 – August 2016).

Stakeholder Interviews and Meetings

At the outset of the *Envision Burlingame* planning process, the consultant team conducted stakeholder interviews with members of the City Council, Planning Commissioners, business owners, residents, and others interested in Burlingame's plans for the future. This important step in the General Plan process provided an opportunity



general plan and zoning ordinance update

to understand the Burlingame community, identify desired project outcomes, and gain insight into current issues, assets, and opportunities.

Neighborhood Intercept Surveys

The City held a series of neighborhood intercept surveys in June 2015 at Burlingame's most popular commercial areas to gather information for the *Envision Burlingame* project. Members of the project team invited people to participate in an interactive exercise that asked them questions about Burlingame using printed poster boards and “voting” stickers. This approach engaged all age groups—especially families with young children—and allowed for informal and educational discussions. A summary of this input is available on the project website at:

<http://www.envisionburlingame.org/neighborhoodinterceptsurveys>

Community Workshop and Survey #1

On October 24, 2015, the City hosted the first community workshop on Envision Burlingame. The workshop was held at the Burlingame Recreation Center as an open house so members of the community were free to drop in anytime between 10 A.M. and 2 P.M. The workshop provided an opportunity to learn about the community-driven planning process that will update the City's General Plan and Zoning Ordinance. Over 70 members of the community shared their ideas and vision for Burlingame's future. For community members who were unable to attend the workshop, an online survey was available for the first three weeks of November 2015. Over 200 people participated virtually, providing feedback to many of the same questions presented at the workshop. A summary of this input is available on the project website at:

<http://www.envisionburlingame.org/communitysurvey1>

UC Berkeley Graduate Students

In February 2016, a group of UC Berkeley graduate students learning about community and stakeholder engagement held an outreach event at the Burlingame Caltrain station. The focus of this event was to engage commuters and young professionals about their thoughts and perspectives related to the future vision for the city. A video summary of their work is available at:

<http://www.envisionburlingame.org/ucberkeleystudentvideo>

Burlingame High School Student's Bayfront Project



general plan and zoning ordinance update

During the Spring semester of 2016, over 50 Burlingame High School students in three of Anna Liu's architecture classes participated in a project to reimagine Burlingame's Bayfront. MIG and City staff conducted a Bayfront walking tour with the high schoolers, after which the students chose priority sites to plan and design. Their proposals were showcased at Community Workshop #2 in May 2016. One student joined the CAC as a result of the high school project.

Community Workshop and Survey #2

On Saturday, May 21, 2016, the City hosted the second community workshop for *Envision Burlingame*. The workshop was an open house event in which community members could drop in at any time between 10 A.M. and 1 P.M. to review and comment on potential land use and circulation alternatives for six study areas within the city. Participants were given a workbook with specific questions to provide feedback. For community members who were unable to attend the workshop, an online survey was available from May 21 through June 24, with questions that corresponded directly to the workshop materials and workbook. In total, over 240 people participated in the workshop and survey. A summary of this input is available on the project website:

<http://www.envisionburlingame.org/communitysurvey2>

MILESTONE PRODUCTS

Several key milestone products have been developed since the beginning of the project, each of which will lead to the development of the updated General Plan. The following provides a summary of these key products.

Existing Conditions Report

In November 2015, the City published a comprehensive *Existing Conditions Report* that takes a "snapshot" of Burlingame's current characteristics, trends, and conditions. The report provides a detailed description of a wide range of topics within the city. It provides decision-makers, local agencies, and the community with context for making land use and policy decisions, and is intended to be objective and policy-neutral. The report, which is a key early milestone report, will also be used as the existing settings portion of the eventual *Environmental Impact Report* prepared for the updated General Plan. The report is available on the project website at:

www.envisionburlingame.org/existingconditionsreport and includes the following topical chapters:

- Chapter 1: Introduction
- Chapter 2: Land Use and Urban Form
- Chapter 3: Economics and Market Demand
- Chapter 4: Transportation and Mobility



general plan and zoning ordinance update

- Chapter 5: Infrastructure
- Chapter 6: Natural Resources and Hazards
- Chapter 7: Open Space, Parks and Recreation

Vision and Guiding Principles

During Winter/Spring 2016, City Staff, the consultant team, and the Community Advisory Committee crafted the Vision and Guiding Principles for the General Plan. The Vision is a broad, aspirational statement that succinctly summarizes the desired future for Burlingame. It is supported by a series of Guiding Principles that touch on the most important topics, opportunities or issues that will be addressed in the updated General Plan. These items were reviewed by the City Council and Planning Commission at the joint retreat in March 2016. They were also reviewed by the community during Workshop and Survey #2 in May/June 2016. The Vision and Guiding Principles establish the overall policy framework for the updated General Plan—and in turn, all goals, policies, standards and programs included in the Plan will relate back to the Vision and Guiding Principles.

Concept Alternatives

In Spring 2016, City staff and the consultant team developed an initial set of Concept Alternatives based on community input and technical analysis. The purpose of the Concept Alternatives was to show land use, mobility, and policy options for the future. The alternatives were organized around six key study areas that are expected to be the primary locations of land use changes resulting from the General Plan update: North Burlingame/Rollins Road, the Bayfront, Broadway, Howard Street in Downtown, El Camino Real, and California Drive. The consultant team presented an initial draft of the Concept Alternatives to the City Council and Planning Commission at the joint retreat in March 2016 for their review and comment. This feedback was used to refine the alternatives, which were then presented to the community during Workshop and Survey #2 in May/June 2016. As mentioned in the Community Engagement section above, over 240 community members commented on the alternatives, which helped guide development of the Emerging Land Use Concept being presented at the September 7 City Council Study Session.

COMMITTEE, COMMISSION, AND COUNCIL REVIEW PROCESS

Three key groups are guiding development of the General Plan, and have been involved throughout the process in different ways. The following describes the involvement of the Community Advisory Committee, the Planning Commission, and the City Council since the beginning of the *Envision Burlingame* process.



general plan and zoning ordinance update

Community Advisory Committee

The Community Advisory Committee (CAC) was established by the City Council early in the *Envision Burlingame* process to advise the project team throughout the development of the updated General Plan. Members include representatives from a variety of organizations and perspectives, including neighborhood groups, business groups, transportation and housing advocacy groups, and environmental organizations, as well as residents representing a range of perspectives, including youth, renters, and seniors.

The role of this committee is to connect with the various communities and stakeholders of Burlingame for the purpose of advising and making recommendations to the Planning Commission and City Council. The CAC has been very active, holding 11 meetings between July 22, 2015 and July 27, 2016. The committee has been closely involved with the development of the General Plan framework, participating in self-guided walking tours to generate ideas for the concept alternatives during Winter/Spring 2016, and providing in-depth feedback to identify the Emerging Land Use concept during Spring/Summer 2016. CAC members have also engaged in discussions about mobility and circulation, as well as historic preservation and sustainability. They will continue to be involved with the development of General Plan elements and policies throughout the process.

Information on CAC meetings, including summaries and meeting materials, is available on the project website at: www.envisionburlingame.org/communityadvisorycommittee.

City Council/Planning Commission Retreats

Envision Burlingame has been a focal point of the past two annual City Council/Planning Commission Retreats. On March 7, 2015, *Envision Burlingame* was entering its first phase, and the retreat focused on a discussion of General Plan requirements, content, and coordination with other City policies and plans. The meeting also discussed the proposed work plan for the General Plan and Zoning Ordinance update, including outreach and community engagement strategies.

This past year, on March 19, 2016, the annual retreat provided an update on the *Envision Burlingame* process, including CAC and other community input gathered during the first year of the project. The main discussion of the study session focused on the Draft Vision and Guiding Principles and Draft Concept Alternatives for the six study areas within the City. As mentioned above, feedback from the retreat was used to refine the alternatives for Community Workshop #2 on May 21, 2016.

Planning Commission Study Session



general plan and zoning ordinance update

On July 13, 2016, the Planning Commission met to discuss the Emerging Land Use Concept developed by City staff and the consultant team during early Summer 2016. The consultant team presented information on housing and population growth projections, providing the context for a robust conversation about the Emerging Land Use Concept. Feedback from the Commission at the July session will be incorporated with guidance from Council at the September 7 session to determine a final Preferred Land Use Concept in Fall 2016.

Minutes from the Planning Commission Study Session are attached in this packet.

COUNCIL DISCUSSION TOPICS

The consultant team will present the following items to the City Council and Planning Commission for their review, discussion, and feedback during the September 7, 2016 City Council Study Session.

Burlingame Growth and Housing Discussion

To identify a final Preferred Land Use Concept and policies for the General Plan update, it is important to understand the context of population and housing growth within Burlingame and across the region as a whole. The purpose of this discussion is to think about how much Burlingame would want to grow over the next 20-25 years, and how the General Plan can identify policies to accommodate an appropriate level of growth for the community.

Sea Level Rise and Adaptation Discussion

Another important topic that will guide development of the General Plan is sea level rise. Given Burlingame's Bayfront location, and the increasing importance of sustainability and climate change, this discussion is intended to provide context and guidance about how future change in Burlingame can be cognizant of issues of climate change and how the City can prepare for climate-related hazards.

Emerging Land Use Concept

City staff and the consultant team have developed an Emerging Land Use Concept based on the Concept Alternatives process conducted during the Spring and Summer of 2016 (described above). The purpose of this discussion is to gather feedback from the City Council on the Emerging Concept in order to refine it and identify the Preferred Land Use Concept for the General Plan. This will establish the framework around which the General Plan and Environmental Impact Report (EIR) will be prepared. The community and decision makers will be able to comment and discuss the land use plan



general plan and zoning ordinance update

again once the draft General Plan and Draft EIR are available for public review early next year.

School District Coordination

City staff and the consultant team are in the process of working with Burlingame School District to ensure coordination throughout the remainder of the process. During this discussion item, the consultant team will provide an update on communication with the District and answer questions about the District's input into the General Plan.

NEXT STEPS

City staff and the consultant team will refine the Emerging Land Use Concept based on City Council feedback to identify the Preferred Land Use Concept. The consultant team will also prepare a Draft Safety Element of the General Plan, which will be presented to the CAC at its September meeting as the first of the draft elements. The CAC will then be involved in developing subsequent elements throughout the Fall of 2016.