



# Chapter 4: Community Character

CAC Draft – February 2017

## Introduction

A combination of physical, cultural, natural landscape, and urban development features shape Burlingame’s character. Framed by San Francisco Bay and the Santa Cruz Mountains, the city has both hillside and flatland environments that have defined development patterns and approaches. Early development that focused around the two train stations in the 1890s established a traditional grid street pattern for the residential neighborhoods and commercial districts. The character of many of Burlingame’s earliest neighborhoods—Easton Addition and Burlingame Park, to name a few—can be seen today in the well-preserved homes along tree-lined streets. In fact, treasured tree plantings and groves contribute significantly to the city’s “feel.” In Downtown, development patterns reflecting a pre-automobile era have been embraced anew as a mixed-use, pedestrian-oriented district that projects a European village charm, where neighbors meet at the library and restaurants along Burlingame Avenue and its intersecting Downtown streets. Burlingame High School and Washington Park provide a community focal point for neighborhoods east of Downtown. The northern portion of the community benefits from the presence of Broadway commercial district, which functions as a neighborhood retail and service center for that area.

In the hillsides, tracts of 1960s-era ranch-style houses, with a sprinkling of Eichler-style homes, exemplify a period of a robust American economy, when home ownership represented a goal for many American families. Residents have shown their commitment to the community by investing significant improvements in these homes, and City staff anticipates that over the life of this General Plan, pressures to remodel and expand will be great, given the scarce housing resources in the Bay Area and Burlingame’s strategic location to employment centers north in San Francisco and south in Silicon Valley.

Along San Francisco Bay, land use patterns reflect the dividing line created by Highway 101 and the proximity to San Francisco International Airport (SFO). While historically the Bayfront district has supported higher-intensity non-residential uses considered distinct from Burlingame’s neighborhoods, Downtown, and the Broadway commercial district (for example, hotels serving travelers in and out of SFO, industrial uses, and utility uses such as the sewage treatment plant), and the location along the Bay offers opportunities for vibrant new uses that provide jobs for all income levels and recreation amenities for locals and visitors to enjoy. Similarly, the Rollins Road district, while built up as an industrial area, can be reinvented as a more diverse mixed-use neighborhood, particularly where properties have ready access to the Multimodal BART station in Millbrae.

Residents of Burlingame are proud of their community, its balanced land uses, and its small-town character. Throughout the process of crafting this General Plan and looking toward the year 2040, residents and the business community consistently expressed their desires to preserve the physical qualities that define Burlingame—the diverse neighborhoods that offer housing of many scales and styles, the urban forest character citywide, a lively Downtown, the Broadway district with local-serving businesses, great parks, and business districts on Rollins Road and along the Bay that provide jobs across the economic spectrum. But the community and City leaders have also recognized a responsibility to carefully plan for and accommodate changes brought about by economic growth throughout the Bay area, the tremendous regional demand for new housing, and the evolving nature of retail commerce, leisure activities, and living choices. This Community Character Element balances these values and objectives. This element also defines policies to guide managed growth, sustainable development practices, preservation of historical resources, maintenance of urban forests, and continued enhancement of streetscapes.

## Land Use Plan

Figure 4-1 illustrates the planned distribution of land uses throughout Burlingame and the sphere of influence. During the extensive community engagement process of 2015-2016, the community identified *areas of change* and *areas of stability*. The land use plan focuses growth in the areas of change and preserves the existing fabric in areas of stability. The following land use designation descriptions correspond to Figure 4-1 and define allowable uses and permitted density and intensity ranges.

The extent to which properties may be developed or redeveloped over time are expressed in this General Plan in terms of *density* for residential uses and *intensity* for nonresidential development. *Density* reflects how many units may be built per acre of land (units per acre) but does not control building height, setbacks, required open space area, or other development parameters; the details as to how density is implemented are contained in the Zoning Code (Title 25 of the Municipal Code), guided by the vision statements contained in this element. *Intensity* is expressed using the floor-area ratio (FAR) metric, which measures the total allowable building square footage on a property relative to the size of that property. FAR does not dictate building height or other development standards; again, those regulations are set forth in the Zoning Code. The FAR allows for flexibility in design approaches, as the graphic here illustrates, <INSERT FAR GRAPHIC> guided by land use policy language and specific zoning standards.

<FIGURE 4-1: LAND USE MAP>

## Land Use Designations

### Residential Land Uses

Four residential land use designations are established to preserve and maintain the long-established residential fabric of Burlingame, while allowing targeted growth in existing higher density areas and providing housing opportunities for all income ranges. While residential uses are the primary permitted uses, other compatible uses—such as public and private places of assembly and places of worship—may be allowed, as zoning regulations permit.

#### Low Density Residential (LDR)

The Low Density Residential (LDR) designation permits detached housing units on individual lots with private yards and private parking. This designation also allows accessory dwelling units and ancillary structures.

##### *Development Standards*

- Density: 1.0 – 8.0 units/acre

[IMAGES OF LOW DENSITY RESIDENTIAL]

#### Medium Density Residential (MDR)

The Medium Density Residential (MDR) designation permits detached and attached housing units, with no more than two separate residential units in a structure. Ancillary structures are also permitted.

##### *Development Standards*

- Density: 8.1 – 20.0 units/acre

[IMAGES OF MEDIUM DENSITY RESIDENTIAL]

#### Medium/High Density Residential (M/HDR)

The Medium/High Density Residential (M/HDR) designation permits a mix of multi-family housing types and ancillary structures. Preferred locations for Medium/High Density Residential uses are along or with immediate access to arterial streets and/or near major activity centers. Development types may include row houses, townhouses, condominiums, and apartments.

##### *Development Standards*

- Density: 20.1 – 50.0 units/acre

[IMAGE OF MEDIUM/HIGH DENSITY RESIDENTIAL]

### High Density Residential (HDR)

The High Density Residential (HDR) designation permits a mix of high density multi-family housing types in targeted locations near transit or with immediate access to arterial streets and/or near major activity centers. Development types are characterized by multi-story structures.

#### *Development Standards*

- Density: 50.1 – 80.0 units/acre

[IMAGES OF HIGH DENSITY RESIDENTIAL]

### Commercial Land Uses

Two commercial land use designations are established to provide opportunities for a variety of commercial business types, including retail uses, restaurants, and services for residents, as well as larger commercial attractions and hotels for visitors. These designations also support auto-related businesses, while still ensuring minimal impacts on nearby residential neighborhoods. Commercial areas also provide places for office spaces that accommodate a diversity of business types and sizes.

### General Commercial (GC)

The General Commercial (GC) land use designation establishes areas for lower-intensity commercial uses intended to meet the needs of nearby residents and employees. Permitted uses include retail, service commercial, restaurants and cafes, offices, and limited low-intensity auto-related uses. General Commercial uses are in targeted locations where higher-intensity uses and development are not appropriate and where low-intensity commercial businesses have minimal impact on adjacent residential areas. The design of buildings in General Commercial districts should encourage pedestrian access and be compatible with surrounding uses in terms of scale and appearance.

#### *Development Standards*

- Maximum Intensity: 0.6 FAR

[IMAGES OF GENERAL COMMERCIAL]

### Bayfront Commercial (BFC)

The Bayfront Commercial (BFC) designation provides opportunities for both local and tourist commercial uses. Permitted uses include entertainment establishments, restaurants, hotels and motels, retail, and higher-intensity office uses. Development in this area should prioritize public access to the waterfront; thus, the designation allows public open space and includes open space easements to implement local and regional trail plans, recreation, and habitat preservation objectives. The Bayfront Commercial designation provides a mix of uses, creating

a welcoming environment for Burlingame residents and tourists alike to visit, shop, eat, bike and walk, and enjoy nature.

#### *Development Standards*

- Maximum Intensity: 3.0 FAR

[IMAGES OF BAYFRONT COMMERCIAL]

### **Mixed Use Land Uses**

Several areas in Burlingame provide opportunities for a mixture of residential and commercial development to create vibrant activity nodes, dynamic commercial corridors, and housing opportunities for all income levels. Each mixed-use designation meets the needs of the specific area in which it is located. Districts close to transit are suitable for higher-density housing combined with commercial uses and services that enable residents to minimize auto use. Mixed use designations in established commercial areas provide opportunities for medium-density residential development that enhances the vibrancy of the commercial corridor while maintaining the scale of surrounding neighborhoods.

#### **California Mixed Use (CMU)**

The California Mixed Use (CMU) designation allows for an eclectic mix of uses along California Drive, reflective of long-established use patterns, a pedestrian scale, locally owned retail and service commercial businesses, and upper-story residential units. Permitted commercial uses are limited to those that do not involve late-night hours and do not have any operating characteristics that would adversely impact residential uses. This area will remain a medium-density corridor that transitions seamlessly to the abutting residential districts. Stand-alone residential structures can be accommodated via a zoning overlay.

#### *Development Standards*

- Density: 0 – 20.0 units/acre
- Maximum Intensity: 0.6 FAR

[IMAGES OF CALIFORNIA MIXED USE]

#### **North Burlingame Mixed Use (NBMU)**

The North Burlingame Mixed Use (NBMU) designation creates a high-intensity development node within walking distance of the Millbrae Multimodal BART station. Permitted uses include retail, service commercial, dining establishments, offices, and high-density residential. Development may occur as mixed-use projects or single-purpose buildings, provided the node, as a whole, includes a mix of uses. Housing development should provide housing options for all income levels. Development approaches must emphasize a pedestrian-friendly environment, with active ground-floor treatments and no parking levels that front directly on El Camino Real

or Trousdale Drive. The design, scale, and massing of new buildings should be sensitive to adjacent lower-intensity residential neighborhoods.

#### *Development Standards*

- Density: 20.1 – 120.0 units/acre
- Maximum Intensity:
  - Office: 2.0 FAR
  - Commercial: 1.0 FAR

[IMAGES OF NORTH BURLINGAME MIXED USE]

#### **Broadway Mixed Use (BMU)**

The Broadway Mixed Use (BMU) designation establishes a mixed-use corridor that maintains commercial uses along the Broadway frontage, with an emphasis on independently owned businesses. The goal is to maintain a commercial district that is active seven days a week, with restaurants and shops lining the Broadway corridor at a pedestrian scale. Permitted uses along the Broadway frontage are limited to retail and service, with only ancillary office space. Residential uses are allowed only on upper floors. Ground-floor office uses are only allowed on side streets, on properties without frontage on Broadway.

The scale of development shall not exceed three stories, and step-back or step-down building approaches may be required where building sides abut lower-scale residential development in adjacent districts.

#### *Development Standards*

- Density: 40.0 units/acre
- Maximum Intensity: 2.0 FAR

[IMAGES OF BURLINGAME MIXED USE]

#### **Downtown Specific Plan (DSP)**

The Downtown Specific Plan (DSP) designation applies to properties within the Downtown Specific Plan area. Downtown Burlingame has a village character, with a complete, complementary mix of uses all within easy walking distance of one another. From civic uses to residential development to shops and restaurants and office space, Downtown offers a neighborhood where people can easily live without owning a car. The Specific Plan defines permitted uses and development intensities. Overall parameters for development are included in [Table XX](#).

#### *Development Standards*

- Density: As set forth in the DSP
- Maximum Intensity: As set forth in the DSP

[IMAGES OF DOWNTOWN SPECIFIC PLAN]

### Live/Work (L/W)

The Live/Work (L/W) designation applies to the northerly one-third of the Rollins Road corridor, which is located within easy walking distance of the Millbrae Multimodal BART station, and is intended to promote a creative mix of medium-density residential buildings and workspaces. The City envisions creation of a complete new neighborhood, where residents and creative businesses have ready access to transit and commercial and open space amenities. Live/work spaces that combine residential units with commercial spaces, typically in which the resident uses the workspace for his or her own business, are envisioned as the primary residential type, but stand-alone, moderate-scale residential development may be permitted, provided the development includes or contributes to district-wide functional open space amenities. Long-established industrial buildings and uses may remain, provided any new use proposed in an existing industrial building is deemed compatible with live/work uses, as defined in the Zoning Code. In addition to light industrial and warehouse, commercial uses that serve the neighborhood, creative industry businesses, design businesses, indoor sports and recreation, and wholesale uses are allowed.

#### *Development Standards*

- Density: up to 70.0 units/acre
- Maximum Intensity: 1.0 FAR

[IMAGEs OF LIVE/WORK]

### Industrial Land Uses

Burlingame is home to a variety of important industrial uses that provide products, services, and jobs for the region. The City's strategic location near the San Francisco International Airport creates opportunities for airport-related enterprises and logistics/operations businesses. Because they provide an economic base for Burlingame and jobs for the region, industrial areas will be maintained and enhanced while also allowing new, creative industrial uses to emerge.

### Innovation Industrial (I/I)

The Innovation Industrial (I/I) designation applies to two areas: the southerly two-thirds of the Rollins Road corridor and the Inner Bayshore area. These districts function well as light industrial and logistics centers, with complementary commercial businesses. Establishment of indoor recreation facilities should be minimized to maintain properties for more jobs-intense enterprises and to avoid land use conflicts. Creative and design-related businesses are encouraged to diversify the mix. Permitted uses include commercial and light industrial uses, creative industry businesses, design businesses, limited indoor sports and recreation, and wholesale uses.

In the Inner Bayshore area, additional permitted uses include hospitality uses accommodated within the Bayfront Commercial designation.

*Development Standards*

- Maximum Intensity: 0.75 FAR for industrial and commercial uses; 3.0 FAR for hospitality uses

[IMAGES OF INNOVATION/INDUSTRIAL]

### Open Space and Recreation Land Uses

Open spaces serve a multitude of functions for Burlingame residents and visitors: for recreation, as habitat, for flood control and as quiet places to enjoy nature and scenery. Burlingame's open spaces are critical to ensuring a healthy and active population and facilitating access to nature. The open space land use designations are established to preserve and maintain open space amenities.

#### Open Space (OS)

The Open Space (OS) designation applies to natural habitat areas and other properties supporting environmental resources protected via easements or other means. Areas with the Open Space designation are located along the Bayfront and in the hillside areas. Development is not permitted except for facilities such as restrooms, interpretive exhibits, and other improvements that support open space uses.

[IMAGES OF OPEN SPACE]

#### Parks and Recreation (PR)

The Parks and Recreation (PR) designation applies to regional parks, community and neighborhood parks, and special use facilities such as community centers, golf courses, and trails that accommodate active recreation activities. Burlingame has a diverse set of parks and recreation facilities that meet a variety of needs for both residents and visitors, and this land use designation preserves these spaces throughout the City.

[IMAGES OF PARKS AND RECREATION]

#### Baylands (BAY)

The Baylands (BAY) designation applies to waters in the San Francisco Bay and other waters subject to bay tidal influences. No development is permitted except as authorized by State law.

[IMAGES OF BAYLANDS]

## Public and Quasi-Public Land Uses

Public and Quasi-Public land use designations refer to spaces and buildings operated for public benefit. This includes a variety of use types: city facilities, hospitals, schools, and infrastructure.

### Public/Institutional (P/I)

The Public/Institutional (P/I) designation applies to government buildings, educational and cultural facilities, health care uses and hospitals, and unique private institutional uses. This designation also applies to utilities infrastructure and easements. Public and institutional uses are dispersed throughout the city, and any expansion or development of such facilities should be sensitive to the surrounding uses, particularly when development is adjacent to residential neighborhoods.

#### *Development Standards*

- Maximum Intensity:
  - Government, education, cultural facilities: 1.5 FAR
  - Hospitals: 3.0 FAR

[IMAGES OF PUBLIC/INSTITUTIONAL]

### Rail Corridor (RC)

The Rail Corridor (RC) designation applies to properties including and supporting rail lines and ancillary functions. These parcels include the public right-of-way, as well as parking lots and other spaces associated with commuter service.

[IMAGE OF RAIL CORRIDOR]

## Sphere of Influence Land Uses

Burlingame's sphere of influence includes the Burlingame Hills neighborhood and two small parcels of unincorporated land along Interstate 280. Established development consists of large-lot single-family homes and natural hillside open space. As a matter of City policy, these areas will not be annexed by the City of Burlingame unless annexation is initiated by property owners.

### Open Space–Sphere of Influence (OS-SOI)

The Open Space–Sphere of Influence (OS-SOI) land use designation refers to the unincorporated open space areas within the City's designated sphere of influence. These areas provide scenic and natural amenities for both Burlingame residents and Burlingame Hills residents. No development is permitted in these areas.

[IMAGE OF OS-SOI]

## Low Density Residential–Sphere of Influence (LDR–SOI)

The Low Density Residential–Sphere of Influence (LDR–SOI) land use designation applies to the unincorporated low-density residential neighborhoods within the sphere of influence. Permitted uses include detached housing units on individual lots, accessory units, and related ancillary structures.

### *Development Standards*

- Density: 1.0 – 8.0 du/acre

[IMAGE OF LDR – SOI]

## Managed Growth

<Forthcoming>

## Sustainable Development

Climate scientists have identified clear relationships between land use patterns, development types, and greenhouse gas emissions. The creation of walkable and bikeable neighborhoods with higher-density, mixed use, infill development around transit stations can reduce vehicle trips and associated pollutant emissions. Use of energy-efficient building materials, green construction practices, and the reduction of impervious surfaces can also contribute locally to reductions in greenhouse gases and improved water quality management. The City of Burlingame is committed to reducing its carbon footprint by promoting sustainable development through a variety of means.

Burlingame’s Climate Action Plan (CAP), first adopted in 2009, set the framework for City policies relating to greenhouse gas reduction. Given the ties between land use policy practices and climate change affects, the City has incorporated CAP considerations and policies into this General Plan (found in [Chapter X](#)). The sustainable development policies move Burlingame forward in reducing the community’s carbon footprint, protecting local environmental resources, and creating healthy people and healthy places.

As discussed in the Community Safety Element, Burlingame’s bayfront location exposes properties and the populace to the adverse effects of sea level rise and flooding. Strategies to combat climate change and prepare for the impacts of sea level rise through resilience are integrated throughout this General Plan. The following goal and policies reflect the City’s approach to promoting sustainable practices in future development and protecting existing development from elevated sea levels and flooding. Additional policies relating to sustainability are incorporated throughout the other elements.

**Goal CC-X: Incorporate sustainable practices in all development decisions.****CC-X.1: Climate Action Plan**

Maintain up-to-date Climate Action Plan policies and continue to provide annual sustainability reports. [SR]

**CC-X.2: Mixed-Use, Transit-Oriented Infill Development**

Promote higher-density, mixed use, infill development on underutilized parcels, particularly near transit stations and stops and along highly traveled commercial corridors. [DR]

**CC-X.3: Walkable Streets and Neighborhoods**

Promote walkable neighborhoods and encourage pedestrian activity by designing safe, welcoming streets and sidewalks that incorporate signalized crosswalks, attractive lighting and landscaping, and traffic-calming measures at appropriate locations. [DR]

**CC-X.4: Bicycle Support Infrastructure**

Ensure the provision of bicycle racks in strategic locations, and require new developments to provide first-class bicycle storage facilities and showers for employees, when applicable. [DR]

**CC-X.5: Parking Requirements**

Study options for reduced residential parking requirements in areas that are well served by public transportation, such as the North Burlingame and Rollins Road areas. Implement preferred options. [SR, SO]

**CC-X.6: Transportation Demand Management**

Require that all major development projects include a Transportation Demand Management program to reduce single-occupancy car trips. [DR]

**CC-X.7: Water Conservation**

Promote water conservation by encouraging and incentivizing property owners to incorporate drought-tolerant landscaping, "smart" irrigation systems, water efficient appliances, and recycled water systems. Continue to enforce the water-efficiency landscaping ordinance. [DR]

**CC-X.8: Renewable Energy**

Continue to participate in Bay Area Sunshares and other programs focused on increasing local uses of renewable energy sources. Consider upgrading electricity service to ECO100, Peninsula Clean Energy's 100 percent renewable energy option. [SO]

**CC-X.9: Solar Energy**

Incentivize solar panel installation on existing buildings and new developments. [DR]

**CC-X.10: Green Infrastructure**

Encourage green infrastructure systems that rely on natural processes for stormwater drainage, groundwater recharge, and flood management. [DR, SO]

Continue to implement storm drainage fee programs that discourage broad applications of impervious surface coverage. [DR]

Require that new development minimize impervious surfaces by establishing a maximum percentage of allowable impervious surface per property. [DR]

**CC-X.11: Green Building Standards**

Continue to enforce the California Green Building Standards Code (CALGreen). . Periodically revisit the minimum standards required for permit approval. Adopt zero net energy building goals for municipal buildings. [DR]

**CC-X.12: Site Design**

Establish sustainable site design standards that maintain and protect valuable stands of vegetation, minimize impacts of run-off to San Francisco Bay and local creeks, reduce water consumption, optimize buildings solar orientation, and minimize the impact of new structures on wind movement. [DR]

**CC-X.13: Green Construction**

Continue to require building permit applicants to divert a minimum of fifty percent of on-site construction and demolition waste. [DR]

**CC-X.14: Urban Agriculture**

Identify opportunities for additional community gardens and urban agriculture locations in Burlingame, and partner with community groups to establish these sites. Review existing code requirements for chicken and bee keeping, and revise to better support urban agriculture. [SO, PA]

**CC-X.15: Public Education and Outreach**

Continue to educate Burlingame community members about sustainable development strategies, programs, and opportunities. [PI]

**CC-X.15: Electric Vehicle Network**

Support the electric vehicle network by incentivizing use of electric vehicles and installations of charging stations. [DR]

**CC-X.15: Reduce Waste**

Continue to enhance recycling and composting facilities and signage in parks and public areas. Increase public awareness and education on composting and recycling. Increase the City's diversion rates. [SO, PA]

## Urban Forest and Streetscapes

Burlingame literally is a "green" community, with canopies of expansive, mature, and diverse "urban forests" created by many tree varieties along public streets, on private property, and within natural areas. The trees contribute significantly to the walkable nature of the city and neighborhood/district character. Trees also provide important health and economic benefits: they reduce pollutants in the air and water, provide shade and wind breaks, and can enhance property values. Trees provide connections to nature, offering habitat and refuge for wildlife. The following goal and policies focus on maintaining and enhancing Burlingame's valuable public and private trees so they remain a prominent part of the community's identity, culture, and history, while also providing shade, habitat, and beauty.

**Goal CC-X:** Ensure that public and private trees are beautiful, healthy, and safe, and that they remain an integral feature of the community.

**CC-X.1: Public Street Trees**

Recognize street trees for their ability to help achieve targeted environmental and public health benefits, and identify specific species that perform best to maximize the environmental, economic, and social benefits of Burlingame's street trees. [SR, SO, AC, PA]

**CC-X.2: Increase the Public Street Tree Population**

Identify ways to increase the overall population of street trees in Burlingame to stem the natural decline of the urban forest and create a more equitable distribution of tree canopy. [MP, FP]

**CC-X.3: Street Tree Maintenance Program**

Create a citywide street tree maintenance program tied to a long-term funding mechanism to ensure adequate maintenance of all public street trees. [MP, FP]

**CC-X.4: Invasive Tree Reduction**

Discourage the planting of invasive non-native trees and encourage the removal of existing invasive non-native trees through the development review process or through capital

improvement projects, where feasible and where trees are not listed on historic registries. [DR, SO, AC, PI]

#### **CC-X.5: Development Review**

Preserve protected, historical, and other significant trees as part of the development review process through the following measures:

- Limit the adverse effect on the health and longevity of protected or other significant trees through appropriate design measures and construction practices.
- Encourage the preservation of native Oak trees.
- Require appropriate tree replacement when tree preservation is not feasible.
- As a condition of new development, require, where appropriate, the planting and maintenance of both street trees and trees on private property.
- Manage infrastructure to ensure that the placement and maintenance of street trees, streetlights, signs, and other infrastructure assets are integrated.
- Where urban development occurs adjacent to natural plant communities (e.g., Oak woodland, riparian forest), ensure landscape plantings incorporate native tree species. [DR]

#### **CC-X.6: Interagency Coordination**

Collaborate with other local, regional, State, and Federal agencies to leverage resources to achieve the City's urban forest goal. [AC]

#### **CC-X.7: Volunteer Efforts**

Support volunteer urban forestry programs that encourage the participation of residents and business owners in tree planting and maintenance in neighborhoods and parks throughout the city. [PA, PI]

## **Historical Resources**

Burlingame has a rich history as one of the earliest complete communities on the Peninsula. San Francisco residents of the late 1800s wishing to escape the city's cold, foggy summers built grand estates in Burlingame, where they enjoyed sunny weather and beautiful wooded landscapes. Development proceeded in earnest in the 1890s with establishment of the Burlingame Country Club, construction of a train station, and opening of a U.S. Post Office (all existing in 2017, although the country club is in the neighboring town of Hillsborough and the post office has been closed). The station was constructed on a route that extended from San Francisco to San Mateo and is the first permanent structure in the United States built in the Mission Revival architecture style. By the turn of the century, the area featured many estates owned by families drawn by the proximity of San Francisco and the Burlingame Country Club. The first residential subdivision in the area was completed in 1896 and consisted of 1,000 parcels, each 6,000 square feet in size. The settlement grew slowly until 1906, when the San

Francisco earthquake and fires forced many people to leave San Francisco in search of new homes. By 1908, 14 additional subdivisions had been recorded in Burlingame.

Figure **CC-X** identifies the four officially designated and historically significant resources in the community (as of 2017): Burlingame Train Station, the Kohl Mansion, Howard-Ralston Eucalyptus Tree Rows (along El Camino Real), and Severn Lodge Dairy Wallscape. In addition to the four officially designated and historically significant resources, Burlingame has a wealth of older building stock and neighborhoods that form the basis of the community's character. The following goal and policies ensure that buildings, neighborhoods, districts, and natural areas with historical significance to the Burlingame community are protected and celebrated so they can remain defining community features that preserve a community character that future generations can enjoy and appreciate.

**Goal CC-X:** Protect the character and quality of Burlingame's historical buildings, tree groves, open spaces, neighborhoods, and districts.

### **CC-X.1: Historical Surveys**

Require applicants for any discretionary permits that involve remodeling, removing, or substantially altering any structure older than 50 years old (at the time of the application) to prepare a Historical Resources Analysis consistent with State CEQA requirements to identify the historical significance of the property. The analysis shall be prepared by a qualified historic preservation specialist pre-qualified by the Community Development Department and should include sufficient information on the structure's history, architecture, and/or association with any famous people or events. [DR]

### **CC-X.2: Historical Preservation Standards and Guidelines**

When a structure is deemed to have historic significance, use the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* when evaluating development applications and City projects, or development applications that may affect scenic views or the historic context of nearby historic resources. [DR, MP]

### **CC-X.3: Flexible Land Use Standards**

Maintain flexible land use standards to allow the adaptive reuse of identified historical buildings with a variety of economically viable uses while minimizing impacts to the historical value and character of sites and structures. [DR, MP]

**CC-X.4: Historic Districts**

Identify opportunities to establish National Park Service Certified Historic Districts to encourage the preservation of Burlingame's historical neighborhoods and districts, and to qualify property owners for the Federal Preservation Tax Incentives Program. [AC, PA, PI]

**CC-X.5: State Historic Building Code**

Promote the use of the State Historic Building Code to facilitate the reuse and conversion of historical buildings to alternative uses. [MP, SO]

**CC-X.6: Mills Act**

Participate in the California Mills Act Property Tax Abatement Program to provide property owners of historical resources an economic incentive (property tax relief) to restore, preserve, and maintain qualified historic properties. [MP, AC, PA]

**CC-X.7: Federal Historic Preservation Tax Incentives**

Promote the use of the Federal Historic Preservation Tax Incentives Program to encourage the rehabilitation of income-producing historical structures in Burlingame. [PI]

**CC-X.8: Federal Historic Preservation Tax Credit Program**

Promote the Federal Historic Preservation Tax Credit Program to encourage the charitable contribution of historical resources and the establishment of conservation easements for historic preservation purposes. [PI]

**CC-X.9: Demolition of Historical Resources**

Prohibit the demolition of historical resources unless one of the following findings can be made:

- The rehabilitation and reuse of the resource is not structurally or economically feasible.
- The demolition is necessary to protect the health, safety, and welfare of the public.
- The public benefits of demolition outweigh the loss of the historical resource. [DR]

**CC-X.10: Heritage Trees**

Protect and maintain Burlingame's historic eucalyptus groves and other heritage trees in a healthy, safe, and efficient manner so they remain an important part of the community. [MP]

## Neighborhoods

Burlingame is a mature and built-out community with well-established residential neighborhoods. Many residential neighborhoods display architectural styles representing different eras of development, including the earliest periods of Burlingame's history, and homeowners take great pride in home maintenance and neighborhood preservation.

Each of Burlingame's neighborhoods reflects the building styles that were popular during the time of their construction. Houses built between 1890 and 1915 reflect the "classic box" and neoclassic rowhouse styles, while eastern shingle cottages and brown shingle cottages were popular between 1905 and 1920. During the 1915 to 1930s period, bungalows, Craftsman, and Prairie School styles were built, as well as provincial styles incorporating Tudor, Gothic, and Mediterranean details. Ranch-style homes and Eichler homes were popular from the 1940s to 1960s.

The consistent neighborhood styles contribute to home values and neighborhood cohesion. However, evolving household compositions and increased disposable income among Burlingame residents has created tensions between homeowners' desires to build larger homes and broader community interest in maintaining established neighborhood character. The following goal and policies aim to provide for new and substantially remodeled homes to be well-integrated into existing neighborhood fabrics and landscapes.

**Goal CC-X:** Ensure high-quality, integrated, and appropriately scaled residential development within Burlingame's neighborhoods.

#### **CC-X.1: Residential Character and Design**

Encourage a diverse housing stock while also ensuring that new development and substantially remodeled homes maintain the architectural and massing character of each unique residential neighborhood in Burlingame. [DR]

#### **CC-X.2: Attractive Design**

Emphasize attractive building and site design by paying careful attention to building scale, mass, placement, architecture, materials, landscaping, screening of equipment, loading areas, signage, and other design considerations. [DR]

#### **CC-X.3: Mass and Scale**

Ensure that the scale and interrelationships of new and old residential development complement each other. [DR]

#### **CC-X.4: Density Compatibility**

Ensure that the bulk and scale of multifamily residential developments are compatible with homes and buildings in the surrounding area. [DR]

#### **CC-X.5: Neighborhood Guidelines**

Identify neighborhoods that have a unique architectural style, historical background, or location, and develop plans that preserve and enhance their character. [SR]

### **CC-X.6: Ridgeline Development**

Discourage the placement of homes and structures near ridgelines to maintain natural open space and preserve views. If ridgeline development cannot be avoided, require grading, building, and landscaping designs that mitigate visual impacts and blend the development with the natural features of the hillside. [DR]

### **CC-X.7: Hillside Residential Design Standards**

Regulate the design of streets, sidewalks, cluster home development, architecture, site design, grading, landscaping, and utilities in hillside areas to protect aesthetics, natural topography, and views of surrounding open space and distant landscapes. [DR, MP]

## **Bayfront**

### **Planning Context**

Burlingame's Bayfront area covers approximately 2.5 linear miles of frontage along San Francisco Bay. The Bayfront is characterized by the open waters of the bay, important recreation and open space resources, and office buildings, hotels, and destination restaurants that benefit from their proximity to San Francisco International Airport. These commercial uses provide an important economic base for the City. Within the Bayfront Area, the Inner Bayshore district between Old Bayshore Highway and Highway 101 has long provided space for warehouses, industrial and logistic businesses, and office space that largely support uses at the airport.

Largely due to limited access across Highway 101, the Bayfront has developed somewhat independently from the rest of Burlingame, on properties that were once tidal lands and marshlands. The area is composed primarily of fill materials imported to development sites. The low-lying properties are exposed to flood risks and sea level rise hazards.

The regional Bay Trail runs along the Bayfront, providing a pedestrian and bicycle connection between recreation opportunities and services along the Bay. While the trail is substantially complete, gaps occur where the trail route crosses private lands.

### **Bayfront Vision**

The Bayfront will be a regional recreation and business destination. Enhanced parks, natural open spaces, and recreational amenities will offer places that residents and visitors can enjoy, with enhanced access for pedestrian, cyclists, and watercraft. The area will be an environment where hotels and airport-related services continue to thrive, and where new commercial uses create a well-rounded district that serves a variety of needs. Industrial and office uses within the Inner Bayshore district will continue as preferred land uses, and compatible creative industries will be accommodated and encouraged. Long-term parking uses that serve operations at the airport will only be considered in conjunction with office and hospitality development, and only as a secondary or ancillary use. All development will be undertaken in a manner that protects people and property from flood hazards and sea level rise.

**Goal CC-X:** Maintain and promote the Bayfront Area as a premier destination along San Francisco Bay for land- and water-based recreation, hospitality uses, creative industries, logistics support, and local businesses that benefit from proximity to San Francisco International Airport.

### **CC-X.1: Commercial Destinations**

Support and encourage commercial uses along the waterfront that enliven the area and serve as destinations for residents and visitors, including hotels, restaurants, and entertainment venues. [MP, DR]

### **CC-X.2: Diverse Industrial Uses**

Continue to accommodate diverse industrial functions, and support emerging creative businesses through flexible zoning regulations. [DR]

### **CC-X.3: Airport Support Uses**

Maintain the Bayfront's industrial and airport support functions, and establish adaptable regulations that respond to the evolving nature of those industries. [DR]

### **CC-X.4: Parks and Open Space**

Preserve and enhance Bayfront parks and open spaces, and identify strategies to increase usage of recreational amenities. [FB, SO]

### **CC-X.5: Trail Connectivity**

Coordinate with partner agencies to connect gaps in the Bay Trail, and require new waterfront development to improve and maintain trail segments along property lines. [AC, PA]

**Goal CC-X:** Establish a cohesive design character for the Bayfront Area that protects views to the waterfront, encourages walking and biking, accommodates water-based recreation, and addresses sea level rise.

### **CC-X.1: View Preservation**

Ensure that new development preserves public views to the waterfront. Consider sightlines and viewsheds from Bayfront open spaces when planning future projects. [DR, SO]

**CC-X.2: Reuse of Building Stock**

Promote the reuse of existing buildings for creative commercial uses in the Innovation/Industrial District, and encourage aesthetic and façade improvements. [DR]

**CC-X.3: Infill Development**

Encourage increased intensity via high-quality infill development on surface parking lots, and support the conversion of surface parking lots into active commercial and hospitality uses. [DR]

**CC-X.4: Design Character**

Establish design standards that facilitate attractive interfaces between use types, enhance the public realm, and activate commercial districts. Prioritize pedestrian improvements and waterfront access. [MP, DR]

**CC-X.5: Pedestrian and Bicycle Access**

Improve pedestrian and bicycle access to the Bayfront across Highway 101 and along the Bay Trail, and identify opportunities for new bicycle and walking connections to key waterfront destinations. [MP]

**CC-X.6: Sea Level Rise**

Require that new and existing development along the Bayfront address sea level rise and flood risks via attractive and effective shoreline barriers. Enforce a minimum 75-foot waterfront setback requirement, with setback areas used for active and passive open space to minimize structural damage during flood and storm events. Design new buildings with habitable areas elevated to minimize potential damage from exceptional storm events. [DR]

[IMAGES OF BAYFRONT DEVELOPMENT EXAMPLES AND APPROACHES FOR ADDRESSING SEA LEVEL RISE]

## Broadway

**Planning Context**

Broadway is one of two primary commercial destinations in the City and is known for its distinct, small-town main street character. Whereas Downtown supports a diverse mix of shops, restaurants, and professional offices with a regional emphasis—including a healthy distribution of national brand businesses—Broadway has a local, home-grown feel. The surrounding residential neighborhoods support these businesses with foot traffic. And although Broadway is a primary connection for vehicles traveling between Highway 101 and El Camino Real, the roadway's narrow width and tree canopy work to maintain lower traffic speeds that support the pedestrian environment. Broadway's charm is in its scale, focus on an active street front and in its mixture of neighborhood and community-serving rather than regional-serving businesses.

## Broadway Vision

Broadway will continue to be a commercial corridor, with a requirement for ground-floor uses and development approaches that encourage and support pedestrian activity. Public realm improvements and ongoing maintenance will create a distinctive look for the corridor. Increasing foot traffic, creating gathering places, and improving the façades will strengthen Broadway as a neighborhood district and preserve its distinct character and function. Residential development on upper floors will bring additional people and vitality to the district. An emphasis will be placed on reuse and rehabilitation of character-defining structures. Infill development projects will respect and respond to the pedestrian scale and simple architectural styles.

**Goal CC-X:** Ensure that Broadway maintains its character as a vibrant, pedestrian-friendly, mixed-use district that supports and encourages local businesses and local investment, and that serves as a gathering place for Burlingame residents and a quaint destination for visitors.

### CC-X.1: Mix of Uses and Activities

Encourage a diverse mix of commercial, office, and residential uses that support both daytime and evening activity, increase foot traffic, and attract visitors. [DR]

### CC-X.2: Pedestrian-Friendly District

Ensure active and transparent ground-floor uses by restricting businesses fronting Broadway to retail, service, dining, and entertainment businesses. [DR]

### CC-X.3: Supporting Uses

Encourage second- and third-story office and residential uses along Broadway, and allow ground-floor office and residential (including lofts and live/work units) on side streets. Accommodate additional office space on ground floors of mixed-use development on side streets. [DR]

### CC-X.4: Scale of Development

Maintain the scale of development along Broadway generally to two stories, with more intensity at California Drive and El Camino Real. Ensure that residential and mixed-use development along side streets is designed and scaled to create a transition to lower-density residential neighborhoods. [DR]

### CC-X.5: Design Character

Establish design standards for commercial and mixed-use development that reflect Broadway's historical scale and character. Emphasize design elements that create an active ground-floor public realm and maintain the "rhythm" of storefront widths present in the district. [MP, DR]

### **CC-X.5: Gateways**

Enhance the gateways to the Broadway commercial district by protecting the sign at Broadway and California Drive, enhancing the use and design of the California Drive and El Camino Real intersections, and allowing more intense development at those intersections as gateway signifiers. [DR]

### **CC-X.6 Pedestrian Safety**

Ensure pedestrian safety with intersection improvements and traffic calming measures at key intersections along Broadway. [SO]

### **CC-X.7: Streetscape Improvements**

Maintain streetscape and sidewalk improvements along Broadway that encourage walking, improve accessibility, and create gathering spaces. [SO]

### **CC-X.8: Broadway BID**

Continue to collaborate with the Broadway Business Improvement District (BID) to support and implement projects consistent with the goals of this General Plan. Facilitate two-way communication between business owners and the City. [PA]

### **CC-X.9: Connectivity**

Support and encourage efforts to better connect Broadway to surrounding neighborhoods and destinations via walking, bicycling, and public and private transit. [MP, SO]

### **CC-X.10: Parking**

Improve parking in the Broadway district by providing way-finding signage and modern methods for collecting parking fares. Consider improvements to existing surface lots and/or incorporate public parking into a new structure. [MP, SO, PA]

## **Downtown**

### **Planning Context**

In 2010, the City Council adopted the *Burlingame Downtown Specific Plan*. This Specific Plan established direction for continuing the complementary mix of uses that allow Downtown to be a truly pedestrian place, anchored by the library and other civic uses, residential neighborhoods that offer a range of housing types, and restaurants and shops that locals frequent and visitors to Burlingame enjoy. The extensive streetscape improvements along Burlingame Avenue, completed in 2015, catalyzed private reinvestment along Downtown's key artery and inspired interest and investment throughout the district. Given the proximity of Downtown to the Burlingame rail station, the Specific Plan creates opportunities for carefully located, more intense development projects that take advantage of easy transit access, and responds to the

desire of existing and prospective new residents to live in a charming, walkable environment that many compare to a European village.

### **Downtown Vision**

As stated in the *Burlingame Downtown Specific Plan*, Downtown Burlingame will be an economically, socially, and culturally vibrant local and regional destination, with a diverse and balanced mix of activities, pedestrian-friendly streets, historical buildings, and inviting gathering places. Burlingame Avenue will continue to be an active commercial venue, with restaurants, shops, and entertainment venues for locals and visitors. Over time, the mix of uses along other Downtown streets may shift in response to market conditions, with office uses, creative work spaces, and emerging business types occupying spaces traditionally devoted to commercial enterprises. New housing will be provided to meet all income levels and housing choices for people at all stages in their lives. Emphasis will continue to be placed on preserving historical structures and ensuring that new development projects blend with the aesthetic quality of their surroundings. And while walking will be the primary way to get around Downtown, the City will ensure that public parking facilities are well-located, easy to find, demand priced, and attractive.

**Goal CC-X:** Ensure that Downtown maintains its character and function as a vibrant, pedestrian-scaled, mixed-use district that supports and encourages a diversity of commercial businesses, treasured civic uses, activated office space, and housing for all income levels and people of all ages.

#### **CC-X.1: Mix of Uses and Activities**

Encourage throughout Downtown a diverse mix of commercial, office, and residential uses that support both daytime and evening activity, take advantage of easy transit access, and distinguish Burlingame from other downtowns along the Peninsula. [MP, DR]

#### **CC-X.2: Burlingame Avenue**

Maintain Burlingame Avenue as an active commercial venue of regional importance and interest, with restaurants, shops, and entertainment venues for locals and visitors. [MP, DR]

#### **CC-X.3: Pedestrian-Scaled District**

Maintain the scale of buildings throughout Downtown with pedestrians in mind, with new building emphasizing human-scale massing and architectural details. Require active storefronts and building fronts. [DR]

#### **CC-X.4: Residential Development**

Ensure that the *Burlingame Downtown Specific Plan* maintains use regulations and standards that accommodate a diversity of housing types and affordability. Provide realistic incentives for

affordable housing that is well integrated into development projects and throughout Downtown. [DR, PA]

#### **CC-X.5: Evolving Business Types**

Ensure that the land use regulations in the *Burlingame Downtown Specific Plan* accommodate evolving markets for commercial and office space and do not constrain uses within particular subdistricts, provided that the diversity of uses throughout Downtown is retained. This includes flexibility of street frontage space along Howard Avenue, California Drive, Park Road, Lorton Avenue, and Highland Avenue. [DR, MP]

#### **CC-X.6: Pedestrian Accommodations**

Provide sidewalks, street furniture, street trees, and other streetscape and public realm amenities that preserve and enhance the comfortable pedestrian environment throughout Downtown. [MP, FB, SO]

#### **CC-X.7: Auto Dealerships**

Accommodate the continued presence of auto dealerships along California Drive, but also support the desire of property owners to reconfigure or redevelop properties along California Drive with other compatible uses consistent with the *Burlingame Downtown Specific Plan*. [MP, DR, PA]

#### **CC-X.8: City Hall Site**

Explore options for relocation of City Hall to another location within Downtown convenient for residents and the business community, and consider reuse of the City Hall site for beneficial use or mix of uses, including affordable housing. [MP, PA]

#### **CC-X.9: Civic Uses and Community Gathering Places**

Keep important civic uses in Downtown, and create new public gathering places through City efforts and public/private partnerships. [MP, PA, SO]

#### **CC-X.10: Historical Buildings and Features**

Establish regulations that protect historical buildings and features in Downtown from neglect, misuse, or destruction. Encourage adaptive reuse of historical buildings. [DR, PI]

#### **CC-X.11: Public Parking**

- Develop and implement a comprehensive public parking program for Downtown that utilizes surface lots and parking structures to accommodate demand associated with visitor traffic.
- Allow property owners and businesses to purchase credits in public parking facilities in lieu of providing private on-site parking.
- Create an intuitive signage program for Downtown parking.

- Price public parking based on distance from uses and other demand factors.
- Utilize modern approaches for collecting parking fees. [PA, SO]

#### **CC-X.12: Private Parking**

Establish parking regulations for private development projects in Downtown that recognize the pedestrian nature of the district, shared use of buildings, and proximity to transit. Allow for innovative parking approaches. [MP, DR, PA]

#### **CC-X.13: Wayfinding**

Design, implement, and maintain a wayfinding signage program throughout Downtown. [MP, SO, FB]

#### **CC-X.14: Event Programming**

Program a variety of publicly sponsored events in Downtown year-round, and encourage private efforts to host events. [PA, SO, FB]

## **California Drive**

### **Planning Context**

California Drive, from just north of Broadway to Oak Grove Avenue (the northern boundary of the Downtown district), has an eclectic character. The Caltrain right-of-way to the east forms a hard boundary, with an intermittent landscaped buffer between the tracks and California Drive. Low-scale commercial buildings—largely occupied by local businesses in buildings built to the front property line—are interspersed with residential uses either fronting California Drive or above and behind the commercial buildings. Despite the wide right-of-way of California Drive and traffic speeds of an arterial roadway, the street has characteristics of a pedestrian boulevard: a mix of complementary uses, buildings close to the street, and businesses focused on local needs. The right-of-way is wider than what is needed to accommodate anticipated traffic volumes through 2040, and pursuing a “road diet” (see the Mobility Element) for California Drive will create a slower, more pedestrian-friendly corridor that will influence land uses over the long term. The moderate-density residential neighborhoods behind the California Drive frontage define a building scale and sensitivity for uses along California.

### **California Drive Vision**

California Drive between Juanita Avenue and Oak Grove Avenue will remain a medium-density mixed-use corridor that transitions seamlessly to the abutting residential districts to the west. An eclectic mix of uses reflective of long-established use patterns, a pedestrian scale, locally owned retail and service commercial businesses, and upper-story residential units will continue. Prototypical commercial uses are those that serve Burlingame residents and nearby communities, do not involve late-night hours, and do not have any operating characteristics that adversely impact residential uses. Stand-alone residential developments will accommodate

local and regional demand for innovative and interesting housing types. California Drive will be reinvented as a fully multi-modal corridor, with a separate bike lane and improved pedestrian connections along the west side of and across the road.

**Goal CC-X:** Preserve the California Drive district as an unconventional, eclectic place, where locally serving commercial businesses and varying types of residential development interact along a multimodal corridor, and the uses along California transition and interface quietly to neighborhoods behind the corridor.

### **CC-X.1: Mix of Low-scale Uses**

Accommodate a diverse mix of low-scale, locally serving commercial businesses and creative residential development along the corridor. In the zoning regulations, limit commercial uses to those that can clearly be considered compatible with established residential neighborhoods immediately adjacent. [DR]

### **CC-X.2: Stand-alone Residential**

Allow stand-alone residential development to remain at locations where historically established. [MP, DR]

### **CC-X.3: Development Approaches**

- Encourage new development to be built to the California Drive frontage.
- Require step-down building setbacks and buffer treatments where commercial uses and higher-intensity residential development abuts established residential neighborhoods to the immediate west. [DR]

## **El Camino Real**

### **Planning Context**

El Camino Real extends approximately 52 miles along the peninsula, connecting San Jose to San Francisco. Along most of its route, El Camino Real is known as State Route 82, a roadway maintained by Caltrans. In most communities, land uses developed along the route over time to respond to the road's function as a commuter route, with motels and auto-oriented commercial businesses typifying the uses. Much of El Camino Real in Burlingame is an exception, however, with majestic eucalyptus trees lining the roadway and multifamily residential to each side. The apartments, townhomes, and condominiums along El Camino Real represent almost every era of architectural style from the 1930s forward, providing a diverse array of housing. Virtually absent along the stretch through Burlingame are the commercial uses that predominate in other communities (with the exception of the segment extending from Dufferin Avenue north to Millbrae, which is included within the North Burlingame planning area).

Nineteen cities, counties, and agencies are coordinating to reinvent El Camino Real through the “Grand Boulevard Initiative,” which aims to have the route “realize its full potential as a place for residents to work, live, shop, and play, creating links between communities that promote walking and transit and an improved and meaningful way of life.”<sup>1</sup> From Burlingame’s

perspective, El Camino Real’s unique character through the City represents a window into the past and is a defining feature of Burlingame. From an urban character perspective, very little needs to change – and indeed, the eucalyptus grove itself is protected as an officially designated landmark so will endure into the future. From a street function perspective, there are opportunities for operational and safety enhancements, as discussed in the Mobility Element.

### **El Camino Real Vision**

El Camino Real will continue to be an iconic roadway through Burlingame. Development along the densely tree-lined boulevard will consist of distinctive multifamily housing, with commercial development limited to properties that are within Downtown, at the intersection with Broadway, and at a small node at Adeline Drive. The City, in conjunction with Caltrans, will develop a plan to preserve the tree groves through management and a defined replanting plan for older trees. Traffic management and safety will be addressed as outlined in the Mobility Element, with clear direction to make El Camino Real pedestrian friendly through Burlingame.

### **CC-X.1: Residential Character**

**Goal CC-X: Preserve the character of El Camino Real as a distinctive tree-lined corridor in Burlingame, clearly different than sections through other communities, with development consisting of multifamily housing of all types.**

Maintain El Camino Real as a primarily medium/high-density residential corridor, with supportive institutional uses. [DR]

### **CC-X.2: Commercial Uses**

Allow a limited amount of commercial and/or mixed-use development at key intersections along the corridor and consistent with the Downtown Specific Plan. Ensure the scale of development is compatible with established and adjacent uses along the corridor. [DR]

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<sup>1</sup> [www.grandboulevard.net/about/grand-boulevard](http://www.grandboulevard.net/about/grand-boulevard)

**CC-X.3: Design Character**

Establish design standards that maintain and strengthen the unique aesthetics of El Camino Real, and ensure compatibility with surrounding structures, including adjacent low-density residential. [DR]

**CC-X.4: Gateway**

Enhance and celebrate the entry to Burlingame on El Camino Real with context-sensitive gateway design elements, including signage.

**CC-X.5: Tree Groves**

Balance the preservation and maintenance of the iconic tree groves along El Camino Real with public safety and consistent with the City's Tree Preservation Ordinance. [DR]

**CC-X.6: Collaboration with Transportation Agencies**

Continue to partner with Caltrans, VTA, the Grand Boulevard Initiative, and other partners to improve multi-modal safety and mobility along the corridor in a manner that reflects local priorities. [AC]

**CC-X.7: Infrastructure**

Provide for roadway improvements along the El Camino Real corridor as outlined in the Mobility Element [SO, AC]

## North Burlingame

**Planning Context**

The North Burlingame area represents a primary gateway as motorists travel south on El Camino Real. At this gateway, El Camino Real is a wide boulevard, with frontage roads providing access to the suburban-scale and character Burlingame Plaza commercial center and office buildings between the boulevard and railroad tracks. Significantly, this north end of the City has easy pedestrian access to the Millbrae Multimodal BART station. Properties in Burlingame could support much more intense development due to the proximity to the Multimodal BART station and to respond to housing needs for more diverse housing types. And while El Camino Real is under the jurisdiction of the California Department of Transportation (Caltrans), opportunities exist to make more efficient use of the street right-of-way.

**North Burlingame Vision**

North Burlingame will be a distinct, defining area of Burlingame, with streetscape enhancements and new housing and complementary commercial uses at urban-level intensities. This transit-oriented development node will provide housing for all income levels, connect with

surrounding commercial and institutional uses with improved pedestrian accommodations, and welcome visitors to Burlingame with distinguishing and historically sensitive gateway features.

**Goal CC-X:** Establish a high-intensity mixed-use development node at the north end of El Camino Real to take advantage of the proximity to the Millbrae Multimodal BART station and SamTrans commuter routes.

### CC-X.1: Mix of Uses and Activities

Promote a mix of residential and commercial uses, including a range of housing types and a mix of office, service, and retail uses that serve residents and complement the adjacent medical center. [DR]

### CC-X.2: Transit-Oriented Development

Allow and encourage higher-density, transit-oriented development along El Camino Real and Trousdale Drive to provide housing, employment, and retail opportunities easily accessible from the Millbrae Multimodal BART station and VTA commuter routes. [DR]

### CC-X.3 Housing

Encourage and support the development of new housing in North Burlingame. Ensure that new residential development provides a range of housing types available to different income levels and meets or exceeds requirements for affordable housing. [PA, DR]

### CC-X.4 Design Character

Establish design standards and strategies to improve the streetscape, create a distinct development character, and create activity nodes while respecting the scale of nearby lower-density neighborhoods. Consider the following design strategies:

- Require parking lots and structures to locate behind buildings and within the interior of a site.
- Ensure pedestrian connections and access routes connect building entrances to adjacent sidewalks and transit stops.
- Encourage pedestrian-friendly sidewalks and outdoor gathering spaces along ground-floor building frontages
- Encourage buildings to step back from the street and step down to adjacent uses to ensure compatibility with adjacent uses. [DR]

### CC-X.5 Gateway Treatment

Develop and implement a defining gateway treatment on El Camino Real at the entrances to Burlingame. Use monuments, landscaping, and other streetscape elements as part of the design treatment. (AC, MP)

[IMAGES HERE OF NORTH BURLINGAME DISTRICT REIMAGINED]

### **CC-X.6 Connectivity**

Ensure safe, comfortable crosswalks and intersections to support pedestrian and bicycle access to transit stops and across El Camino Real. [AC, SO]

### **CC-X.7 Access to Burlingame Businesses**

Encourage residents and employees in the North Burlingame to shop, dine, and visit businesses along Broadway and in Downtown Burlingame. [PA, PI]

## **Rollins Road**

### **Planning Context**

The Rollins Road industrial corridor is a major employment base in Burlingame. Dating to the middle of the last century, the area largely has supported light manufacturing businesses, warehousing, auto repairs shops, and wholesale sales activities. In the early 2000s, new uses setting up business in the district included commercial recreation businesses such as tennis clubs and indoor soccer. Given the presence of the Millbrae Multimodal BART station less than one-half mile from the north end of Rollins Road, the district presents opportunities for further evolution and particularly, to support housing development. However, with the diminishing availability of well-situated industrial properties in the Bay Area, balancing the need to preserve industrial land and businesses with the ability to accommodate emerging and desirable new uses will be a key challenge.

Rollins Road itself is a wide, four-lane thoroughfare with parking on both sides. Service and delivery trucks utilize the parking (and sometimes traffic) lanes during certain hours, and traffic on the street is relatively light. The corridor is not pedestrian friendly, as sidewalks are relatively narrow, buildings are set far back, and few pedestrian crossings are provided, but it functions well for the long-established industrial and commercial purposes.

### **Rollins Road Vision**

Rollins Road will primarily be an industrial district, particularly along the southern portion of the street within the Innovation/Industrial district. Traditional light industrial uses and auto service businesses will continue to represent key land uses since these provide vital services and jobs within the community, but allowing a cluster of creative and design industry activities to flourish will create synergies and a regional destination for wholesalers and consumers.

The northern portion of the corridor, within easy walking distance to the Millbrae Multimodal BART station, presents an opportunity for establishment of a new neighborhood of medium-density creative live/work units and support uses. The City envisions creation of a complete new neighborhood, where residents and creative businesses have ready access to transit, supportive commercial businesses, and public and private open space amenities. Such housing will provide

workforce housing, thus meeting the needs of all income levels in Burlingame. Streetscape improvements within the new neighborhood will emphasize a pedestrian focus, while still accommodating industrial-related traffic through to Millbrae Avenue.

[IMAGES OF ROLLINS ROAD OF THE FUTURE]

**Goal CC-X:** Recreate Rollins Road as two distinct but complementary districts, with the southern two-thirds of the corridor supporting industrial and creative business enterprises and the northerly one-third of the corridor reimagined as a live/work residential neighborhood that connects to the Millbrae Multimodal BART station.

#### **CC-X.1: Industrial Base**

Continue to support and accommodate the industrial and commercial uses throughout the Innovation/Industrial and Live/Work districts. [DR]

#### **CC-X.2: Creative Commercial and Industrial Uses**

Support emerging businesses by establishing flexible zoning regulations that allow creative art and design-oriented and green-tech commercial and industrial uses. [DR]

#### **CC-X.3: Live/Work District**

Establish a creative Live/Work district at the north end of the Rollins Road corridor within approximately one-half mile of the Millbrae Multimodal BART station; accommodate medium-density residential uses either as stand-alone development or as integrated live/work environments. [DR]

#### **CC-X.4: Alternative Transportation**

Require new residential development in the Live/Work district to support alternative modes of transportation, including high-quality bicycle facilities and public transit incentives. Establish reduced parking requirements for residential buildings in this area, and study options for protected bike lanes along Rollins Road and improved connections from the Millbrae Multimodal BART station. [MP, SR, DR]

#### **CC-X.5: Reuse of Existing Buildings**

Promote reuse of the existing building stock for creative commercial and industrial uses—and where feasible and desired, as residential and live/work places. Require aesthetic and façade improvements as part of redevelopment projects and property improvements. [DR]

**CC-X.6: Views from Highway 101**

Require development along the Highway 101 frontage to include attractive design elements, landscaping, and signage that create a positive aesthetic condition, as viewed from the highway corridor. [MP, DR]

**CC-X.7: Design Aesthetic**

Establish an eclectic but cohesive design aesthetic for the Live/Work district, and require new development to utilize contemporary architectural treatments and materials that are compatible with the industrial nature of the area. Ground-floor workspaces should use transparent materials to activate sidewalks. [DR]

**CC-X.8: Open Space**

Develop a vibrant public realm with attractive public spaces along the Rollins Road corridor by requiring new development to include publicly accessible plazas and pocket parks in appropriate locations. [DR, PA]

**CC-X.9: Streetscape Enhancements**

Promote a pedestrian-friendly environment, particularly in the Live/Work district. Require new development to create active street frontages, with workspaces or commercial uses on the ground floor, attractive landscaping and street trees, and other streetscape enhancements as appropriate. [DR, PA]

**CC-X.10: Pedestrian Connectivity**

Study opportunities for signalized pedestrian crossings along Rollins Road, and identify pedestrian connectivity improvements between the Live/Work district and the Millbrae Multimodal BART station. [SR, AC]