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## 16. POPULATION AND HOUSING

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This EIR chapter describes existing population and housing conditions in the planning Area. It includes the regulatory framework necessary to evaluate potential environmental impacts resulting from the 2040 General Plan, describes potential impacts that could result from the General Plan, and discusses General Plan goals, policies and implementation programs that would avoid or reduce potential impacts.

### 16.1 SETTING

The environmental and regulatory settings of the Burlingame planning area with respect to population and housing are described in Chapter 2. Land Use and Urban Form (City of Burlingame, 2015). Pursuant to section 15150 of the State CEQA Guidelines, the Background Report is incorporated into the Draft Program EIR by reference. The Background Report is available at the City of Burlingame 2040 General Plan website at:

<http://www.Burlingame.org/GENERALPLAN>

Copies of the Background Report may be viewed during regular business hours (8:00 a.m. to 5:00 p.m.), Monday through Friday, at the City of Burlingame Planning Division, 501 Primrose Road, Burlingame, CA 94010.

Existing housing and future housing growth information is taken from the 2015-2023 Housing Element and the Initial Study and Environmental Checklist Form for the 2015-2023 Housing Element Update.

#### 16.1.1 Environmental Setting

Burlingame's residential population has experienced only a modest growth over the past 20 years. The 2010 population was 28,806, which represented only a 2.3 percent increase from the 2000 population of 28,158 and a 7.48 percent increase from the population in 1990 of 26,801. The 2017 population of Burlingame is approximately 29,700.

The Bay area region is projected to continue more robust growth in the coming decades, with a share of this growth accommodated in Burlingame. The Association of Bay Area Governments (ABAG) projects an increase in the Burlingame population to 31,700 in 2020, 34,800 in 2030, and 38,800 in 2040. This would mean an approximate 23 percent population increase between 2017 and 2040 (29,700 to 38,800). Note the projected 2040 General Plan population is less than the ABAG projection (approximately 36,500), which the City believes better represents the future development scenario.

Most of Burlingame's housing stock was developed between the 1890s and the 1960s. The City was largely built out by the 1970s. Burlingame is a mature community, with very little vacant land available for development. Most of the sites selected for housing are infill sites which are currently underdeveloped and could be redeveloped at higher densities. Three areas of the City have experienced recent development: Downtown Burlingame, North Burlingame, and sites along Carolan Avenue.

The City of Burlingame updated the Housing Element in January 2015. The element, which covers the 2015-2023 planning period, includes policies to address both local and regional demand for affordable and market-rate housing. Implementation of the 2015-2023 Housing Element would allow development of up to 863 housing units citywide. The Housing Element includes programs and policies that address the housing needs of the community. New policies and programs include recommendations for the creation of incentives to encourage development of a variety of housing types, allowing fee waivers for affordable rehabilitation, and consideration of residential and commercial in-lieu fees to contribute toward the supply of low- and moderate-income housing.

Any future changes in regulations and development of housing will be subject to environmental review per the requirements of the California Environmental Quality Act, and subject to public review and hearings prior to implementation. None of the housing sites identified in the updated Housing Element require rezoning to allow the proposed residential uses. The specific recommendations for implementation of the goals and policies are outlined in the 2015-2023 Housing Element.

### **16.1.2 Regulatory Setting**

**Housing Element Law (California Government Code Article 10.6).** State law requires each city and county to prepare and maintain a current housing element as part of the community's General Plan to attain a statewide goal of providing "decent housing and a suitable living environment for every California family." Under state law, housing elements must be updated every eight years and reviewed by the State Department of Housing and Community Development.

## **16.2 ENVIRONMENTAL EFFECTS**

This section describes potential impacts related to population and housing that could result from the General Plan, and discusses General Plan goals, policies, and implementation programs that would avoid or reduce those potential impacts. The section also recommends mitigation measures as needed to reduce significant impacts.

### **16.2.1 Significance Criteria**

Based on the CEQA Guidelines, implementation of the City of Burlingame 2040 General Plan would have a significant impact related to population and housing if it would:

- a) Induce substantial population growth either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure); or
- b) Displace substantial numbers of people or existing housing, necessitating the construction of replacement housing elsewhere.

### 16.2.2 Analysis Methodology

The methodology for evaluating potential environmental impacts related to population and housing followed this sequence:

- 1) The General Plan Background Report and Housing Element were evaluated to identify existing environmental conditions and problems related to population and housing, including the regulatory framework that applies to these issues.
- 2) The CEQA Statute and Guidelines (2013), including appendix G (Environmental Checklist Form), were consulted to identify environmental impact topics and issues that should be addressed in the program EIR. In part, this process resulted in the significance criteria listed in subsection 16.2.1 above.
- 3) The General Plan Policy Document, including the associated development capacity assumptions (see EIR section 3.4), was analyzed to identify goals, policies and implementation programs (“policies” for short), and potential outcomes that address the significance criteria. This analysis resulted in two basic conclusions regarding policies and outcomes: (a) many policies would avoid or reduce potential environmental impacts, and (b) some policies or outcomes could result in new environmental impacts or increase the severity of existing environmental problems.
- 4) For potential environmental impacts that would result from the 2040 General Plan, mitigations were designed to avoid or reduce each impact to a less-than-significant level. If implementation of all identified feasible mitigations cannot reduce the impact to a less-than-significant level, then the impact is considered significant and unavoidable.

### 16.2.3 Environmental Impacts

#### Potential Impacts of Future Development Pursuant to the 2040 General Plan

Induced population growth may result in impacts if a project induces growth in an area not otherwise planned for growth or in an area that cannot adequately accommodate such growth. Growth may be induced directly by proposals for new residential uses or indirectly by proposals for new roadways, other infrastructure, or employment opportunities.

Population growth is complex and caused by the interplay of many factors, including immigration, employment and economic opportunities, births, deaths, and other influences. The 2040 General Plan would not directly induce population growth because it does not authorize a specific construction project, development plan, or other land-altering activity. Neither would the General Plan designate formerly undeveloped lands needing major infrastructure expansions (water, sewer, wastewater) for development. Instead, the 2040 General Plan has been drafted to: 1) accommodate a share of regional growth in areas adequately served by infrastructure, 2) encourage reuse of underutilized parcels and uses, and 3) preserve well-established residential neighborhoods, and 4) create opportunities for new types of housing for all income ranges.

The General Plan Community Character chapter (chapter 4) establishes an overall development capacity for the planning area and serves as a policy guide for determining the appropriate physical development and character for properties within the City’s jurisdiction. The development capacity of the proposed Land Use Plan is estimated at 16,065 dwelling units

housing approximately 36,500 residents. The plan supports approximately 4.7 million square feet of office space, 3.0 million square feet of commercial space, and 4.3 million square feet of industrial space (in this EIR, see Table 3.0-2, *Existing Developed and Proposed Build-Out Summary* and Figure 3.0-4, *Draft Land Use Plan*).

The General Plan accommodates an additional 2,951 housing units more than current conditions, which translates to a projected population at 2040 General Plan buildout is 36,493 residents, or 6,769 residents than the existing population.

The projected buildout population is what can be accomplished within existing urban areas that already support urban infrastructure. None of this would be accommodated on undeveloped land that requires the expansion of urban infrastructure. Additionally, should population growth be greater than what the buildout can accommodate, then residential development would also be greater. Projected buildout population is just that, a projection; actual development and population growth in the City will be based on market conditions and, for the most part, will be completed in accordance with the 2040 General Plan Land Use Plan. (Significance Criterion 16.2.1 [a])

New housing anticipated by the 2040 General Plan is not likely to displace existing housing or residents since most of 2040 General Plan new housing opportunity sites identified are currently developed with commercial buildings. In addition, the 2015-2023 Housing Element includes goals and policies that discourage the displacement of tenants in existing rental units (see Table 16-1 below under Program H(F-11) – Anti-Displacement Strategies). (Significance Criterion 16.2.1 [b])

### How Existing Regulations and General Plan Policies Reduce Impacts

Table 16-1 is aligned with relevant Existing Regulations and General Plan policies that relate to population and housing. Column 1 (Objective) lists each Regulation and General Plan goal, policy, and implementation program (“policy” for short), organized by General Plan element, that addresses the potential impact identified in Table 16-1. Column 2 is a summary of the regulation/policy and the text of the policy. Column 3 answers the question, “How does the regulation/policy avoid or reduce the potential impact?” Column 4 identifies the applicable significance criteria that is addressed by the regulation/goal/policy.

The verbs in Column 3 are intended to be applied consistently. The verb “ensures” means that the policy is sufficient to guarantee the result identified in the policy. The verb “helps” means that the policy contributes to avoiding or reducing the identified potential impact; in many cases, “helps” is used for a policy that can be applied to avoid or reduce a wide range of potential impacts.

**Table 16-1: Proposed Burlingame Existing Regulations and General Plan Policies to Avoid or Reduce Impacts on Population and Housing**

Regulation/Policy	Description of Regulation/Policy	How Does It Avoid or Reduce Impact?	Applicable Significance Criteria
<b>Existing Regulations</b>			
Housing Element Law (California Government Code	State law requires each city and county to prepare and maintain a current housing element as part of	Ensures that the future housing elements address housing needs	(a) Induce substantial population growth

**Table 16-1: Proposed Burlingame Existing Regulations and General Plan Policies to Avoid or Reduce Impacts on Population and Housing**

<b>Regulation/Policy</b>	<b>Description of Regulation/Policy</b>	<b>How Does It Avoid or Reduce Impact?</b>	<b>Applicable Significance Criteria</b>
Article 10.6).	the community's General Plan to attain a statewide goal of providing "decent housing and a suitable living environment for every California family."	based on population growth.	(b) Displace substantial numbers of people or existing housing
<b>2015-2023 Housing Element</b>			
Program H (A-5) Prevent conversion of residential units to non-residential use	Amend zoning code to require a conditional use permit for any project where residential units are proposed to be replaced by non-residential use.	Ensures existing residential land uses are not displaced by non-residential uses.	(b) Displace substantial numbers of people or existing housing
Program H(F-1) - Encourage development of housing on selected sites to serve all income levels	Amend the zoning code to create zoning incentives that encourage the consolidation of smaller lots identified as Housing Inventory Sites, such as development review streamlining, reduction in required parking for smaller units, setback modifications, or increases in building height.	Helps ensure that growth is maintained within the established land use pattern.	(b) Displace substantial numbers of people or existing housing
Program H(F-2) - Promote development of potential housing sites	Maintain and update the area-by-area land use surveys, note changes in vacant and underutilized sites; share information with potential residential developers.	Helps ensure that growth is maintained within the established land use pattern.	(b) Displace substantial numbers of people or existing housing
Program H(F-4) - Identify sites for affordable, mixed use residential, live-work and small one-bedroom or studio apartments.	a. Encourage development of sites in C-R zone and where there is commercial zoning with a residential overlay or residential mixed use zoning. b. Promote development within the new mixed-use zoning districts within the Downtown Specific Plan area, which allow for mixed uses and high density residential uses, and include incentives to keep units affordable such as reduced parking requirements, increased heights, and modified setbacks.	Helps ensure that growth is maintained within the established land use pattern.	(b) Displace substantial numbers of people or existing housing
Program H(F-11) – Anti-Displacement Strategies	Acknowledge the problem of tenant displacement and convene a process to investigate mitigations and the obstacles to deploying them, including legislative barriers such as the Burlingame Fair Property Rights Ordinance (“Measure T”) and establish or modify strategies as appropriate.	Discourages the displacement of tenants based on income levels.	(b) Displace substantial numbers of people or existing housing

**Table 16-1: Proposed Burlingame Existing Regulations and General Plan Policies to Avoid or Reduce Impacts on Population and Housing**

Regulation/Policy	Description of Regulation/Policy	How Does It Avoid or Reduce Impact?	Applicable Significance Criteria
<b>2040 General Plan Community Character Element</b>			
CC-1.2: Mixed-Use, Transit-Oriented Infill Development	Promote higher-density infill development with a mix of uses on underutilized parcels, particularly near transit stations and stops.	Directs growth toward infill sites, which limits the potential for substantial population growth.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing
Goal CC-4:	Ensure high-quality, integrated, and appropriately scaled residential development within Burlingame's neighborhoods.	Encourages new housing within established land use patterns and in compatible mixed-use developments. Avoids large-scale displacement of people and housing.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing
CC-4.1: 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.	Helps ensure that growth is maintained within the established land use pattern.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing
CC-4.3: Mass and Scale	Ensure that the scale and interrelationships of new and old residential development complement each other.	Helps ensure that growth is maintained within the established land use pattern.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing
CC-4.4: Density Compatibility	Ensure that the bulk and scale of multifamily residential developments are compatible with homes and buildings in the surrounding area.	Helps ensure that new residential development is consistent with the land use policies of the 2040 General Plan, which promote neighborhood preservation.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing
CC-4.9: Preservation of Older Residences	Consider protection of older single-family and multifamily residences that, although they may not have historical significance, define and contribute to the character of a neighborhood.	Provides incentives to encourage preservation of older residences.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing

**Table 16-1: Proposed Burlingame Existing Regulations and General Plan Policies to Avoid or Reduce Impacts on Population and Housing**

Regulation/Policy	Description of Regulation/Policy	How Does It Avoid or Reduce Impact?	Applicable Significance Criteria
CC-8.4: Residential Development	Ensure that the Burlingame Downtown Specific Plan maintains use regulations and standards that accommodate a diversity of housing types and affordability.	Provides realistic incentives for affordable housing that is well integrated into development projects and throughout Downtown.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing
CC-9.2: Stand-alone Residential	Allow stand-alone residential development to remain at locations where historically established.	Avoids large-scale displacement of people and housing.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing
CC-10.1: Residential Character	Maintain El Camino Real as a finely scaled, medium/high-density residential corridor, with supportive institutional uses	Avoids large-scale displacement of people and housing.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing
CC-11.3 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 minimum requirements for affordable housing.	Helps ensure that growth is maintained within the established land use pattern, which limits the potential for substantial population growth.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing
CC-12.3: 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 transit station; accommodate medium-density residential uses either as stand-alone development or as integrated live/work environments.	Encourages more intensive use of the existing corridor. Avoids potential displacement of people and housing if new development were located elsewhere.	(a) Induce substantial population growth (b) Displace substantial numbers of people or existing housing

## Conclusions

The City would ensure that existing regulations and land use goals and policies are used to avoid or reduce an identified potential environmental impact. Such regulations, goals and policies that relate to population and housing are listed in Table 16-1 above. In most cases, no one regulation, goal, policy, or implementation program is expected to completely avoid or reduce an identified potential environmental impact. However, the collective, cumulative mitigating benefits of the policies listed in Table 16-1 will result in a less-than-significant impact related to population and housing. This conclusion is consistent with the purpose and use of a program EIR for a general plan (see EIR Introduction, chapter 1).

Based on the methodology described above, 2040 General Plan impacts related to population and housing would be ***less than significant*** (see criteria [a] and [b] in subsection 16.2.1, “Significance Criteria,” above). No mitigation is required.