

CITY OF BURLINGAME

**PLANNING COMMISSION RESOLUTION
APPROVING A CONDITIONAL USE PERMIT AMENDMENT FOR THE CONSTRUCTION OF
SOLAR CARPORTS WITH AN ENERGY STORAGE SYSTEM AND AMENDMENTS TO
CONDCTIONS OF APPROVAL FOR HELIPAD USAGE AT THE SUTTER HEALTH MILLS-
PENINSULA MEDICAL CENTER LOCATED AT 1501 TROUSDALE DRIVE
PROJECT NO. DSRA23-0005**

WHEREAS, an application has been made by Matthew Brausch, of Ameresco, and Vahram Massehian, of Sutter Health, on behalf of the Property Owner, Mills-Peninsula Health Services, for a Conditional Use Permit Amendment for the construction of solar carports with an energy storage system and amendments to the conditions of approval for helipad usage at the Sutter Health Mills-Peninsula Medical Center (MPMC) at 1501 Trousdale Drive in the Public/Institutional (P/I) zoning district, APN: 025-123-191 and 025-123-192 (collectively, the "Project"); and

WHEREAS, on January 21, 2004, an Environmental Impact Report (EIR) was prepared for the reconstruction of the Mills-Peninsula Medical Center to meet California seismic requirements set forth under SB 1953, including a hospital, medical office building, parking structure, and helipad; the EIR was recirculated on June 30, 2004 with a revised project description and an additional project alternative; the Final EIR was published on September 16, 2004; and

WHEREAS, on November 14, 2004, the Burlingame City Council certified the Final EIR and approved a CUP for the "Approved Project";

WHEREAS, on November 8, 2023, the applicant submitted an application for a Conditional Use Permit Amendment for the construction of solar photovoltaic (PV) carports and energy storage units in the existing surface parking lot; and

WHEREAS, on May 28, 2025, the applicant revised their application to include amendments to the Approved Project conditions of approval to remove unenforceable conditions relating to operations of the helipad given that frequency of use and flight paths of helicopters using the helipad are regulated by the California Department of Transportation (Caltrans) under a heliport permit, and by the Federal Aviation Administration (FAA) and cannot be regulated by the City of Burlingame; and

WHEREAS, on August 10, 2026, the Planning Commission of the City of Burlingame held a duly noticed public hearing at which time it reviewed and considered the staff report and all other written materials and testimony presented at said hearing; and

WHEREAS, on August 10, 2026, the Planning Commission of the City of Burlingame reviewed and considered an Addendum to the FEIR prepared for the Project and determined that no revisions are needed to the FEIR as none of the criteria listed in CEQA Guidelines Section 15162 have occurred because the Project would not result in any new significant impacts or substantially more severe impacts than disclosed in the FEIR.

NOW, THEREFORE, the Planning Commission of the City of Burlingame does here by resolve, find, determine and order as follows:

SECTION 1: The foregoing recitals are true and correct and are incorporated herein as findings.

SECTION 2: Pursuant to State CEQA Guidelines Section 15164, an Addendum to the FEIR has appropriately been prepared and no further environmental review is required. After review of the entire record of proceedings, including oral testimony and all written materials associated with the Project, the Planning Commission determines that the Project will not cause any new or more significant impacts than those already identified in the FEIR and concurs with the conclusions in the Addendum that no further environmental review is required.

SECTION 3: The City of Burlingame Municipal Code authorizes the Planning Commission to grant a Conditional Use Permit Amendment upon making the same findings required for the original approval (BMC Section 25.88.040.D). The Planning Commission finds the following:

CONDITIONAL USE PERMIT FINDINGS (BMC SECTION 25.66.060)

A. *The proposed use is consistent with the General Plan and any applicable specific plan.*

The proposed solar carports with energy storage system and changes to the conditions of approval related to frequency of use of the helipad and the flight path of helicopters using the helipad are consistent with the General Plan and General Plan land use designation of "Public/Institutional" in that the use of the property will remain unchanged and is consistent with the previously established approval of an institutional use.

The project site is designated Public/Institutional on the General Plan Land Use Map and is consistent with General Plan Community Character Element (Land Use) which envisions hospitals, among other institutional uses, and the solar carport revisions to the Approved Project are consistent with the operations of a hospital. The revisions to the Approved Project conditions related to helipad usage will similarly maintain the existing hospital operations.

The Project will further support the goals set forth in the City's Climate Action Plan by providing solar energy, a renewable resource that results in greenhouse gas emission reductions. The Project is part of Sutter Health's ongoing initiative to reduce its carbon footprint. The new system will generate 3,750 MWh of energy annually which will offset approximately 20% of the facility's electricity usage mitigating 2,650 metric tons of carbon dioxide (CO₂) emissions each year (equivalent to removing 573 vehicles from the roads or eliminating emissions from 3 million pounds of burned coal per EPA calculations).

B. *The proposed use is allowed within the applicable zoning district and complies with all other applicable provisions of this Zoning Code and the Municipal Code.*

The addition of solar carports with energy storage and amendment of the conditions pertaining to helipad operations support the existing institutional (hospital) use on the site, which is allowed in the Zoning Code.

The solar carports with energy storage system comply with all other applicable provisions of the Zoning Code and Municipal Code and will not impact the intended use of the parking lots to accommodate the hospital staff, patients and visitors. Helipad operations, including frequency of use and flight paths, are not within the City's regulatory jurisdiction and thus the City cannot enforce them. Removal of these conditions is therefore consistent with the City's legal enforcement authority.

C. *The design, location, size, and operating characteristics of the proposed activity will be compatible with the existing and future land uses in the vicinity.*

The design, location, size, and operating characteristics of the proposed solar carports will be compatible with the existing and future uses in the vicinity in that the project 1) maintains perimeter trees for visual and noise abatement; 2) provides sufficient clearance for the heliport and emergency vehicle routes; 3) utilizes orientations and materials to minimize glare; 4) uses colors to pair with the aesthetic of the campus; 5) avoids impacts to the flow of foot and vehicle traffic; and 6) maximizes greenhouse gas emissions reduction.

Between 2022 and 2024, use of the helipad ranged between 79 and 117 trips annually. Both existing and future use of the helipad depend on the number of medical emergencies, and the frequency and path of flights are regulated by Caltrans and the FAA. The Project will not make any changes to the existing operations, which remain compatible with the Institutional land use designation and surrounding land uses.

D. The site is physically suitable in terms of:

- 1. Its design, location, shape, size, and operating characteristics of the proposed use to accommodate the use, and all fences, landscaping, loading, parking, spaces, walls, yards, and other features required to adjust the use with the land and uses in the neighborhood;*

The existing site is a regional medical facility which requires ample parking for patients, visitors, staff, and medical personnel. This site design and layout include overhead solar carport structures that will be located in the existing surface lot. And with the structural footings for the columns placed in the inter-row of the landscaped islands of the parking lot, the structures will be installed with very low impact to parking space counts, operation of the facility, and surrounding neighborhood. Use of the helipad will continue without any physical changes, and the frequency of use and flight paths will continue under Caltrans and FAA regulations.

- 2. Streets and highways adequate in width and pavement type to accommodate public and emergency vehicle (e.g., fire and medical) access;*

The existing streets and highway will not be modified by the Project. Additionally, the solar carports have been designed to provide sufficient vertical clearance (minimum of 13'-6") and turning radii for emergency vehicle routes and designed to provide unencumbered use of the existing helipad. No changes are proposed to the helipad or access to the helipad.

- 3. Public protection services (e.g., fire protection, police protection, etc.); and*

The solar carports with energy storage will not impact access to the site for police, fire, or other public services. These services will continue to access the site through the current means without obstruction. The helipad provides an important public medical response service in emergencies and removal of unenforceable CUP restrictions on the frequency and path of flights will have no effect on public protection services.

- 4. The provision of utilities (e.g., potable water, schools, solid waste collection and disposal, storm drainage, wastewater collection, treatment, and disposal, etc.).*

The Project does not require provisions for water, waste, storm drains, or other City provided utilities and therefore would have no impact on these utilities. The solar carports with energy storage system have been designed to utilize the existing electrical utility infrastructure to synchronize with Pacific Gas and Electric (PG&E) resulting in an overall reduction in the energy demand from PG&E. Removal of the unenforceable CUP conditions on operation of the helipad do not result in any practical changes in the need for utilities.

- E. *The measure of site suitability shall be required to ensure that the type, density, and intensity of use being proposed will not adversely affect the public convenience, health, interest, safety, or general welfare, constitute a nuisance, or be materially injurious to the improvements, persons, property, or uses in the vicinity and zoning district in which the property is located.*

The Project will not adversely affect the public convenience, health, interest, safety, or general welfare, constitute a nuisance, or be materially injurious to the improvements, persons, property, or uses in the vicinity and zoning district in which the property is located in that the solar carports with energy storage system will be stationary and will generate minimal noise only that is associated with small cooling fans within the inverter for the solar arrays mounted on the carport; the fan is comparable to the sound of a residential air conditioning unit. The solar carports have been designed with anti-reflective coating (ARC) on the top of the modules to minimize the potential for glare. A glare analysis was conducted using the Forge Solar software, which is FAA-accepted, and the results indicated no harmful glare was detected on the adjacent properties. The results were also reviewed by the applicant's independent engineering consulting firm, Artelier Ten. All construction will be required to comply with applicable requirements of the California Building Code and International Fire Code.

As documented in the *Air Quality Analysis* prepared by Illingworth and Rodkin, Inc. for the project (October 30, 2025, updated June 9, 2026) construction and operations of the solar carports and operations of the helipad would be significantly below air pollutant and greenhouse gas emission thresholds.

The updated *Helicopter Noise Analysis* prepared by SM&W (April 21, 2025) confirms that helicopter operations would not result in exceedances of any of the applicable noise criteria and helicopter noise is predicted to be below 60 dBA CNEL in the residential areas adjacent to the project site.

SECTION 4: The Planning Commission of the City of Burlingame after conducting the public hearing **HEREBY APPROVES** DSRA23-0005, subject to the following conditions which supersede and replace all previous conditions for the Approved Project.

CONDITIONS OF APPROVAL

Community Development Department

1. that the conditions of approval contained herein shall supersede all prior conditions of approval associated with the reconstruction of the Mills-Peninsula Medical Center (MPMC);
2. that the project shall be built as shown on the plans submitted to the Planning Division and date stamped June 19, 2026, sheets MP-A0.0 0.00 through MP-A1.2, G101 through G105, and S100 through S500;
3. that any changes to number of the solar carports, or to the size or envelope of the solar carports in the surface parking lot and energy storage system approved under DSRA23-0005 shall be subject to a Permit Amendment as determined by the Community Development Director per Burlingame Municipal Code 25.88.040;
4. that operation of the helipad shall comply with the State Heliport permit issued by the California Department of Transportation, Division of Aeronautics, and with all requirements of the Federal Aviation Administration (FAA);

5. that prior to issuance of a building permit for construction of the project, the plans shall be modified to include a cover sheet listing all conditions of approval adopted by the Planning Commission; which shall remain a part of all sets of approved plans throughout the construction process. Compliance with all conditions of approval is required; the conditions of approval shall not be modified or changed without the approval of the Planning Commission, or City Council on appeal;
6. that the project applicant and its construction contractor(s) shall develop a construction management plan for review and approval by the City of Burlingame. The plan must include at least the following items and requirements to reduce, to the maximum extent feasible, traffic and parking congestion during construction:
 - i. A phasing plan that details the construction timing for each of the solar carports and clearly shows where patients, employees and visitors will park during construction, with pedestrian paths of travel clearly delineated to prevent conflicts with the solar arrays;
 - ii. A set of comprehensive traffic control measures, including scheduling of major truck trips and deliveries to avoid peak traffic hours, detour signs if required, lane closure procedures, signs, cones for drivers, and designated construction access routes;
 - iii. Identification of haul routes for movement of construction vehicles that would minimize impacts on motor vehicular, bicycle and pedestrian traffic, circulation and safety, and specifically to minimize impacts to the greatest extent possible on streets in the project area;
 - iv. Notification procedures for adjacent property owners and public safety personnel regarding when major deliveries, detours, and lane closures would occur;
 - v. Provisions for monitoring surface streets used for haul routes so that any damage and debris attributable to the haul trucks can be identified and corrected by the project applicant; and
 - vi. Designation of a readily available contact person for construction activities who would be responsible for responding to any local complaints regarding traffic or parking. This coordinator would determine the cause of the complaint and, where necessary, would implement reasonable measures to correct the problem.
7. that the project shall provide a minimum of 1540 parking spaces, with 822 spaces in the parking garage and no more than twenty (20) percent of the required parking shall be in compact parking spaces;
8. that construction shall avoid the avian nesting period (March 15 through August 31) to the extent feasible. If it is not feasible to avoid the nesting period, a survey for nesting birds shall be conducted by a qualified wildlife biologist no earlier than 7 days prior to construction. The area surveyed shall include all clearing/construction areas as well as areas within 250 feet of the boundaries of these areas or as otherwise determined by the biologist. In the event that an active nest is discovered, clearing/construction shall be postponed within 50 feet of a passerine nest and 250 feet of a raptor nest until the young have fledged (left the nest), the nest is vacated, and there is no evidence of second nesting attempts;
9. that all construction shall abide by the construction hours in the City of Burlingame Municipal Code;
10. that the project shall meet all the requirements of the California Building and International Fire Code, as amended by the City of Burlingame;

11. that this project shall comply with Ordinance No. 1477, Exterior Illumination Ordinance;
12. that construction access routes shall be limited in order to prevent the tracking of dirt onto the public right-of-way, clean off-site paved areas and sidewalks using dry sweeping methods;

Central County Fire Department

13. that all fire roads shall maintain a minimum clearance of 20'-0" wide and 13'-6" vertical height;

Parks and Recreation Department

14. that the building permit set of plans shall include a full-size site plan showing the location of tree protection measures with the following notes on the site plan 1) "all tree protection measures are to be in place prior to the commencement of construction; and 2) "All protected trees street and required landscape trees are to be in good condition in order to pass Parks Final Inspection";
15. that the approved arborist report for the proposed project shall be provided on the plan set for the building permit submittal at a readable scale;

Public Works Department

16. that storage of construction materials and equipment on the street or in the public right-of-way shall be prohibited; any work in the City right-of-way, such as placement of debris bin in street, construction parking, work in sidewalk area, public easements and utility easements, is required to obtain an Encroachment Permit prior to starting work. Work without the benefit of an Encroachment Permit will be double the permit fee;
17. that prior to issuance of a building permit a Stormwater Construction Pollution Prevention Permit is required to be submitted to the Department of Public Works given the scope of work is a "Type IV" project; an initial field inspection is required prior to the start any construction (on private property or in the public right-of-way);

Previous Conditions of Approval from 2010 CUP Amendment

18. that in the event of any discrepancy between adopted EIR mitigation measures for the project and these conditions of approval, or between any of these conditions of approval, the most stringent requirement shall apply;
19. that the surface parking area which is a part of the lease agreement for this development should be available through good faith negotiations with the lessor and hospital operator to facilitate future development of the remaining 4.15 acre site by the Peninsula Hospital District and reduce the extent of surface parking on the total site; required parking for the hospital can be met after CEQA review by joint use of an appropriately located and sized multi-level parking structure by amendment to this conditional use permit;
20. that neither the hospital or medical office building nor any other use on the site shall charge employees, clients, patients or visitors for the use of on-site parking without an amendment to the conditional use permit, for which the application shall include traffic and circulation studies documenting the impacts of a pay-for-parking program on the site access, on-site circulation, use and shift of use of on-site parking, impact on access to and from any part of the site, and

any possible impact on off-site and on-street parking in the vicinity of the hospital and medical office building;

21. that no construction traffic shall use the Davis Drive access to the hospital, and no employees associated with the construction shall use the Davis Drive entrance to the site or shall park on Davis Drive or nearby residential streets;
22. that the applicant shall include language in all construction documents prohibiting all construction traffic from using the Davis Drive entrance;
23. that the applicant shall provide a plan for traffic control for each phase of construction, to be approved by the Department of Public Works prior to issuance of the next set of permits required for the project;
24. that at no time shall any person connected with the operation of the hospital direct, order or encourage parking off-site, and the hospital shall take all reasonable steps to ensure that staff and employees park on the site itself in the parking provided pursuant to this approval;
25. that trucks shall not be left more than 48 consecutive hours on the hospital site, either at the loading docks or in the parking areas; however, this condition shall not apply to a truck that is directly attached to the technology dock;
26. that the hours for delivery at the hospital loading dock off El Camino Real shall be limited to 7:00 a.m. to 10:00 p.m. Monday through Friday, 8:00 a.m. to 10:00 p.m. Saturdays, Sundays and Holidays; these hours do not apply to non-routine delivery of medical equipment or consumable medical supplies that are required for urgent or emergency use in the following 24 hours; holidays are defined in Burlingame Municipal Code Section 13.04.100; these hours shall be posted in clear public view and each vendor shall be notified of the hours of delivery;
27. that the hospital shall inform and require all vendor trucks to use El Camino Real and city-designated arterial streets and not to use adjacent residential streets (collector or local) in traveling to or from the hospital, and failure to comply shall result in a review of the use permit;
28. that any damaged asphaltic concrete pavement along the project frontage on Trousdale Drive, El Camino Real and Marco Polo shall be repaved to pre-project conditions;
29. that all on-site catch basins and drainage inlets shall be protected during construction so that no debris can enter them, and all catch basins shall be stenciled with a City-provided stencil;
30. that the hospital shall store a minimum of 30,000 gallons of water for firefighting, plus an additional 150 gallons of drinkable water per licensed bed on the site at all times;
31. that the hospital shall work with the Burlingame Police Department to identify and inspect installation of appropriate security surveillance devices along all pedestrian pathways including the fire access lane, and the effectiveness of these devices in providing security shall be reviewed jointly each year, with improvements made as necessary;
32. that a safety and security measures shall be installed over or around the cooling towers and that there shall be an alarm system and surveillance provided for the oxygen storage bunker;

33. that Fire Department access shall be consistent with Section 902 of the 2001 California Fire Code, including clearly identified fire lanes and curb parking restrictions consistent with the Burlingame Municipal Code Section 17.04.025;
34. that canopies and vegetation along fire lanes shall maintain clear heights of 13'-6" to provide clearance for fire and emergency equipment;
35. that turn radii and surface support capabilities of fire lanes shall accommodate the largest fire department apparatus within San Mateo County and fire lanes shall not exceed sixteen (16) percent in slope at any point;
36. that any land area which is to remain undeveloped and not specifically landscaped as shown on the approved plans, including the 4.15 acre area to be left for future use by the Peninsula Hospital District, shall be hydro mulched and planted with materials which will meet NPDES erosion control requirements and shall be properly irrigated and maintained with ground cover until the use of the land changes;
37. that the landscaped setback areas along El Camino Real and Trousdale Drive and along the entire south property line parallel to Davis Drive shall be irrigated and maintained by the hospital operator;
38. that truck deliveries, pick-ups, collection of trash and other waste and other truck service noise-generating activities shall be prohibited prior to 7:00 am and after 10:00 p.m. Monday through Friday, and prior to 8:00 a.m. and after 10:00 p.m. on Saturday, Sundays and holidays or as stated in the Municipal Code, Section 10.40.039;
39. that the testing of the emergency generators shall be limited to once per week or the minimum required by law, whichever is more frequent, and if possible, shall occur between 7:00 a.m. and 8:00 p.m. on weekdays only;
40. that because the maintenance landscaping is so important to achieving the growth goals and to the quality of the hospital project, the property owner shall be required to provide intensive professional maintenance of all landscaped areas and to maintain all irrigation systems in operating condition, failure to do so shall result in Planning Commission review of the use permit;
41. that noise levels of the future cooling towers will not exceed the noise levels of the existing cooling towers during full operation along the southern property line of the hospital. The baseline ambient and design criteria is to be defined as an hourly measurement during a 24-hour continuous measurement period. In addition, the ambient is to be defined as the L10 as required in the General Plan;
42. that the future ambient noise of the project shall be designed to not exceed the existing baseline ambient by more than 3 dBA during full operation along any property line of the hospital. The baseline ambient and design criteria is to be defined as an hourly measurement during a 24-hour continuous measurement period. In addition, the ambient is to be defined as the L10 as required in the General Plan;
43. that for the duration of the project construction and any use of the site for a hospital and medical office building, no on-site parking required by the municipal code or by city approval for staff, employees, or users of Peninsula Hospital shall be leased, loaned or otherwise obligated to any other user or business;

44. that the south tower of the hospital facing Davis Drive shall be clad in translucent spandrel glass with a low reflectivity rating (reflectance out) of 9% to limit the amount of interior light emitting to the exterior, and that all hospital rooms above the third floor level facing the Davis Drive side of the property shall include interior design which shall encourage occupants to stand back at least 3 feet from the window, all windows shall be provided with blinds or coverings, and glazing shall reduce light transmission at night;
45. that the project sponsor shall incorporate the following practices into the construction documents to be implemented by the project contractor, and these practices shall be provided to the City Planner for approval prior to the issuance of building permits;
- a. maximizes the physical separation between noise generators and noise receptors; such separation includes, but is not limited to, the following measures:
 - use heavy-duty mufflers for stationary equipment and barriers around particularly noisy areas of the site or around the entire site;
 - use shields, impervious fences, or other physical sound barriers to inhibit transmission of noise to sensitive receptors;
 - locate stationary equipment to minimize noise impacts on the community; and
 - minimize backing movements of equipment;
 - b. use quiet construction equipment whenever possible;
 - c. impact equipment (e.g., jack hammers and pavement breakers) shall be hydraulically or electrically powered wherever possible to avoid noise associated with compressed air exhaust from pneumatically-powered tools; compressed air exhaust silencers shall be used on other equipment; other quieter procedures, such as drilling rather than using impact equipment, shall be used whenever feasible;
 - d. prohibits unnecessary idling of internal combustion engines;
 - e. select routes for movement of construction-related vehicles and equipment in conjunction with the Burlingame Planning Department so that noise-sensitive areas, including residences, hotels, and outdoor recreation areas, are avoided as much as possible; include these routes in materials submitted to the City Planner for approval prior to the issuance of building permits;
 - f. designate a noise disturbance coordinator who will be responsible for responding to complaints about noise during construction; the telephone number of the noise disturbance coordinator shall be conspicuously posted at the construction site and shall be provided to the Burlingame Planning Director; copies of the construction schedule shall also be posted at nearby noise-sensitive areas; (noise; Planning, Public Works, Building) (NO 1.1)
46. that to reduce particulate matter emissions during project demolition and construction phases, the project sponsor shall require the construction contractors to comply with the dust control strategies developed by the Bay Area Air Quality Management District (BAAQMD); the project sponsor shall include in construction contracts the following requirements:
- a. cover all trucks hauling construction and demolition debris from the site;
 - b. water all exposed or disturbed soil surfaces at least twice daily;
 - c. use watering to control dust generation during demolition of structures or break-up of pavement;
 - d. pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved parking areas and staging areas;

- e. sweep daily (with water sweepers) all paved parking areas and staging areas during the earthwork phases of construction;
- f. provide daily clean-up of mud and dirt carried onto paved streets from the site;
- g. enclose, cover, water twice daily, or apply non- toxic soil binders to exposed stockpiles (dirt, sand, etc.);
- h. limit traffic speeds on unpaved roads to 15 mph;
- i. install sandbags or other erosion control measures to prevent silt runoff to public roadways; and
- j. replant vegetation in disturbed areas as quickly as possible; (air quality; Public Works, Building) (AQ 1.1)

SECTION 5: The Conditional Use Permit Amendment approval shall be subject to revocation if the applicant fails to comply with the conditions listed herein at any time. If, at any time, the Community Development Director or Planning Commission determines that there has been or may be a violation of the findings or conditions of this approval, or of the Zoning Code, a public hearing may be held before the Planning Commission to review this approval pursuant to Burlingame Municipal Code Section 25.88.050. At said hearing, the Planning Commission may add conditions, or recommend enforcement actions, or revoke the approval entirely, as necessary to ensure compliance with the Zoning Regulations, and to provide for the health, safety, and general welfare of the community.

PASSED AND ADOPTED this 10th day of August 2026.

Chairperson

I, _____, Secretary of the Planning Commission of the City of Burlingame, do hereby certify that the foregoing resolution was introduced and adopted at a regular meeting of the Planning Commission held on the 10th day of August 2026 by the following vote:

Secretary

Exhibits:

Exhibit A - Project Plans dated June 19, 2025

Exhibit B – EIR Addendum, David J. Powers, July 2026

AYES:

NOES:

RECUSED:

ABSENT: