

Chapter IV. Community Character

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, built in 1894 and 1917, 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 the 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 in 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 near 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). The

Bayfront district historically has supported higher-intensity nonresidential uses and is distinctively different than Burlingame's neighborhoods, Downtown, and the Broadway commercial district. For example, the Bayfront features hotels serving travelers in and out of SFO, industrial uses, and utility uses such as the wastewater treatment facility. The location of properties directly on 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 desire 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 also have 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 targeted growth, sustainable development practices, preservation of historical resources, maintenance of urban forests, and continued enhancement of streetscapes.

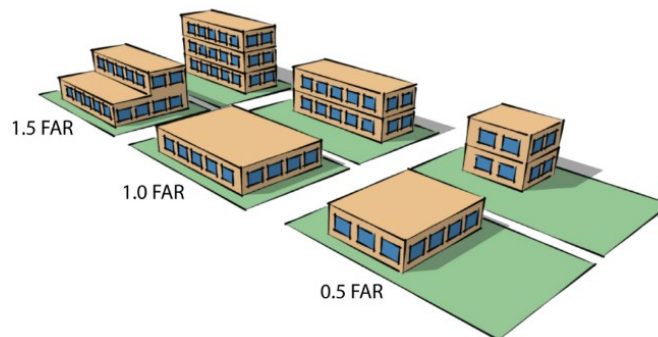
Land Use Plan

Figure CC-1 illustrates the planned distribution of land uses throughout Burlingame and the sphere of influence. During the extensive community engagement process of 2015-2017, 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 CC-1** and define allowable uses.

The extent to which properties may be developed or redeveloped over time are expressed in the Zoning Code (Title 25 of the Municipal Code) or in the corresponding Specific Plans 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.



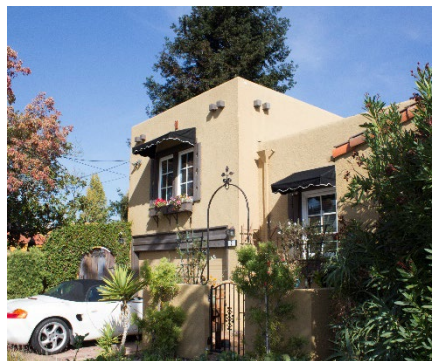
Land Use Designations

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.



Medium Density Residential (MDR)

The Medium Density Residential (MDR) designation permits detached and attached housing units. Ancillary structures are also permitted.

*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.



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.



Multi-Family Residential Overlay

The Multi-Family Residential Overlay designation is established to provide options for development of multi-family residential uses on properties that historically have supported commercial uses but which, due to evolving consumer preferences and practices, may no longer be able to attract viable retail or service users. The overlay indicates areas where a change of zoning from commercial to residential can be applied without an amendment to the General Plan land use policy map. The residential zoning district applied will be based upon compatibility with surrounding land uses, property access, and availability of services, among other relevant considerations.

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)

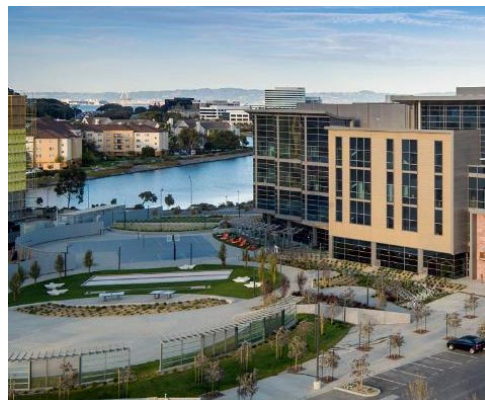
The General Commercial (GC) land use designation establishes areas for lower-intensity commercial uses intended to meet the needs of nearby residents and employees. Permitted uses include retail, service commercial, restaurants and cafes, offices, and limited low-intensity auto-related uses. General 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.



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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.



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. The term “mixed use” applies to a compatible array of varied uses in a single building or comprehensive development, as well as a mix of uses within a district.

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.



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 transit 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.



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 (exclusive of El Camino Real) on properties that do not have frontage on Broadway.

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



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

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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 CC-1**.



North Rollins Specific Plan (NRSP)

The North Rollins Specific Plan designation applies to the northerly one-third of the Rollins Road corridor, located within easy walking distance of the Millbrae multimodal transit station, and is intended to promote a creative mix of 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. Mixed-use buildings that combine residential units with commercial spaces, 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. 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.





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 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 southern 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.





Open Space and Recreation Land Uses

Open spaces serve a multitude of functions for Burlingame residents and visitors: for recreation, as wildlife habitat, 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 in hillsides. Development is not permitted except for facilities such as restrooms, interpretive exhibits, and other improvements that support open space uses.



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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.



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.

**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

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surrounding uses, particularly when development is adjacent to residential neighborhoods.



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.

**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. The City, affected property owners, and San Mateo County—under the guidance of the Local Agency Formation Commission—will work cooperatively on annexation when mutually agreed upon by all parties.

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.

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.

Managed Growth

Given Burlingame’s built-out character, capacity for “greenfield” growth is limited. However, the City is committed to accommodating and managing targeted growth via higher densities and intensities to respond to regional demand for housing—and housing affordable to a broader range of income levels in particular—and to allow for new commercial and industrial development adapting to an evolving economy over time. The areas targeted for change and growth are Downtown, the Baylands (all properties east of Highway 101), the North Rollins Road district (Innovation Industrial), and the north end of El Camino Real (North Burlingame Mixed Use). Proposals for more intensive development will require detailed analysis of infrastructure conditions and plans for any required upgrades/improvements.

Sustainable Development

Climate scientists have identified clear relationships between land use patterns, development types, and greenhouse gas emissions. The creation of walkable and bike-friendly 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 gas emissions, and improvement in water quality. 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 effects, the City has

incorporated CAP considerations and policies into this General Plan; see the Healthy People and Healthy Places Element in particular. 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, and in the Healthy People and Healthy Places Element in particular.

Goal CC-1: Incorporate sustainable practices in all development decisions.

CC-1.1: Climate Action Plan

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

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. [DR]

CC-1.3: 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, curb extensions, and traffic-calming measures at appropriate locations. [DR]

CC-1.4: Parking Requirements

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

CC-1.5: Transportation Demand Management (TDM)

Require that all major development projects include a Transportation Demand Management (TDM) program, as defined in the City's TDM regulations, to reduce single-occupancy car trips. "Major development" shall be defined in the TDM regulations by square footage for commercial development, or minimum number of units for residential development. [DR]

CC-1.6: 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. Encourage recycling and reuse of graywater in new buildings. [DR]

CC-1.7: Solar Energy

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

CC-1.8: 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 and meet San Mateo Countywide Stormwater Pollution C.3 requirements. [DR]

CC-1.9: Green Building Practice and Standards

Support the use of sustainable building elements such as green roofs, cisterns, and permeable pavement.

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-1.10: Site Design

Establish sustainable site design standards that maintain and protect valuable stands of vegetation, minimize impacts of runoff 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-1.11: Urban Agriculture

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

CC-1.12: Public Education and Outreach

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

CC-1.13: Electric Vehicle Network

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

CC-1.14: Bird-friendly Design

For projects in the Bayfront area, incorporate into the development review process design measures that promote bird safety as a means of minimizing adverse effects on native and migratory birds. [DR]

CC-1.15: Residential Runoff

Establish programs that encourage and enable owners of new and existing single family homes to provide onsite drainage systems to retain runoff on site and allow for percolation into the groundwater table. For new multifamily residential development projects, require such systems to comply with San Mateo Countywide Stormwater Pollution Prevention Section C.3 [DR]

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-2: Ensure that public and private trees are beautiful, healthy, and safe, and that they remain an integral feature of the community.

CC-2.1: 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-2.2: 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-2.3: Street Tree Maintenance Program

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

CC-2.4: Invasive Vegetation Reduction

Discourage the planting of invasive vegetation, and encourage the removal of existing invasive vegetation through the development review process or through capital improvement projects, except for any trees listed or eligible for listing on historic registries. Examine all proposed removals on a case-by-case basis to ensure desired resources are not removed. [DR, SO, AC, PI]

CC-2.5: 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.
- Protect trees during construction projects.

- 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.
- Limit the number of new curb cuts for development projects to provide adequate space for protection of tree roots and for planting of new trees. [DR]

CC-2.6: Interagency Coordination

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

CC-2.7: 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]

Historic 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 gradually in the 1890s with establishment of the Burlingame Country Club and construction of a train station in 1893-94 on a route that extended from San Francisco to San Jose. The station became 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. Burlingame’s first subdivision, the “Town of Burlingame,” was completed in 1896 and consisted of hundreds of parcels generally 50 feet wide and 150 feet deep. 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 then, a handful of modest businesses had been established around the train station, in what became known as Burlingame Square, clearly defining the center of this growing community. By 1908, the year of incorporation, over a dozen additional subdivisions had been recorded in Burlingame.

Figure CC-2 identifies the six 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), the Severn Lodge Dairy Wallscape, the William A Whifler House (1544 Drake Avenue), and the Anza Expedition Camp #94. In addition to the six officially designated and historically significant resources, Burlingame has a wealth of older building stock, neighborhoods, and tree groves that form the basis of the community's character. For example, the Francard Tree Groves along the Caltrain tracks are eligible for listing on the National Register of Historic Places. 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 for future generations to enjoy and appreciate.

A comprehensive survey was prepared for Downtown, and the information and findings in the survey, as it may be updated periodically, will inform historic preservation strategies within Downtown.

Goal CC-3: Protect the character and quality of Burlingame's historical buildings, tree groves, open spaces, neighborhoods, and districts.

CC-3.1: Comprehensive Historic Surveys

Maintain up-to-date comprehensive surveys for officially designated historic districts and neighborhoods in Burlingame. [MP]

CC-3.2: Historic Evaluation Approaches

Evaluate options for identifying potential historic resources, both to allow property owners to utilize historic preservation incentives and as a consideration in development review. [DR]

CC-3.3: Historic 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-3.4: 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-3.5: 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-3.6: 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-3.6: 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-3.7: 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-3.8: 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-3.9: Demolition of Historical Resources

Prohibit the demolition of officially designated 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-3.10: Heritage Trees

Protect, maintain, and manage 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 contains building styles representative of popular styles during the time of their construction. Older neighborhoods have an abundance of Craftsman and vernacular-style homes originally built in the 1910s and 1920s. These were typically made of wood shingles, wood siding, stucco, or a combination of these materials. By the early to mid-1920s, Tudor and Mediterranean-style homes gained popularity, creating an eclectic mix that generally is the hallmark of pre-1940s neighborhoods. Ranch-style and Eichler homes became popular between the 1940s and 1960s, and are particularly prevalent in post-WWII neighborhoods that developed following the subdivision of the Mills Estate on the north end of Burlingame.

Consistent neighborhood styles and high design quality contribute to home values and neighborhood cohesion. However, evolving household compositions and increased disposable income among Burlingame residents have led to some conflict between homeowners' desires to build larger homes and broader community interest in maintaining established neighborhood character. The following goal and policies promote continued application of residential design guidelines to provide for new and substantially remodeled homes to be well integrated into existing neighborhood fabrics and landscapes.

Also, long-established institutional uses such as churches, synagogues, convents, and private schools are integrated into several neighborhoods. Over time, the mission of these institutions may change, with the owners desiring to repurpose the properties. Such reuse will require careful consideration of their neighborhood context. Neighborhoods are shown in **Figure CC-3**.

Goal CC-4: Ensure high-quality, integrated, and appropriately scaled residential development within Burlingame’s neighborhoods.

CC-4.1: Residential Character and Design

Ensure that homes in the single family (R-1 zoned) neighborhoods retain the character of Burlingame as elucidated in the Burlingame *Neighborhood Design Guidebook* and by its regulations on Floor Area Ratio and massing, so as to ensure that new homes and remodels continue to meet Burlingame’s high design and aesthetic standards. [DR]

CC-4.2: 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-4.3: Mass and Scale

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

CC-4.4: Density Compatibility

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

CC-4.5: 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]

CC-4.6: Sisters of Mercy Campus and Similar Institutions

Require development of a master plan or similar comprehensive planning tool for any proposed reuse/repurposing of the Sisters of Mercy campus (including

Sisters Residences, Mercy Center, and Mercy High School) to accommodate its continuing mission, while ensuring that any new land uses and development scenarios integrate well with surrounding residential development and preserve the overall character of the campus as a community asset. Also require a master plan or similar tool for any large institution located within a residential neighborhood. [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.

The Bayfront has developed somewhat independently from the rest of Burlingame. 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 (see **Bayfront Diagram**)

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, including commercial ferry service. 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-5: 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, water-based transit service, and local businesses that benefit from proximity to San Francisco International Airport.

CC-5.1: 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-5.2: Diverse Industrial Uses

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

CC-5.3: 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-5.4: Parks and Open Space

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

CC-5.5: 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-6: Establish a cohesive design character for the Bayfront Area that protects views to the waterfront, encourages walking and biking, accommodates water-based recreation and ferry service, and addresses sea level rise.

CC-6.1: 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-6.2: Reuse of Building Stock

Consider the reuse of existing buildings as a sustainable option for accommodating creative commercial uses in the Innovation/Industrial District [DR]

CC-6.3: 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-6.4: 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-6.5: 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-6.6: Water-based Activities

Accommodate access to the Bay for water-based recreation and transit uses. [DR, MP]

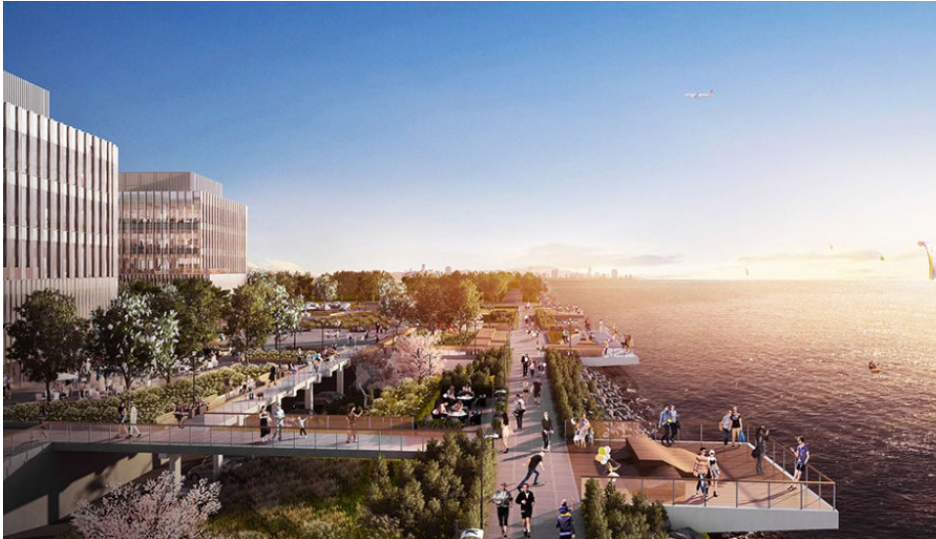
CC-6.7: Sea Level Rise

Require that new and existing development along the Bayfront make provisions for sea level rise and flood risks, which may involve payment of assessments to fund City or other efforts to build a unified defense system. Maintain minimum waterfront setback, with the setback area providing space in the future to accommodate sea level rise and flooding defenses. Design new buildings with habitable areas elevated to minimize potential damage from exceptional storm events. [DR]



Burlingame Shoreline

IV. COMMUNITY CHARACTER



Burlingame Point

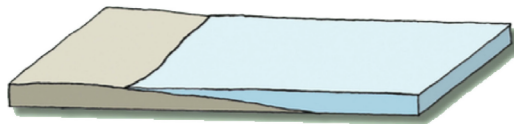


Burlingame Point

Sea Level Rise Approaches that communities typically consider: Protect, Accommodate, Retreat, Hybrid, and/or Adaptation. In Burlingame there may be limitations on some approaches, given current and future land uses along the shoreline, and the engineered nature of the land and shoreline.

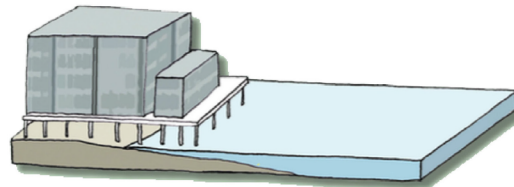
Sea level rise resilient developments, Hafen City, Germany

FOUR WAYS TO GUARD AGAINST SEA LEVEL RISE



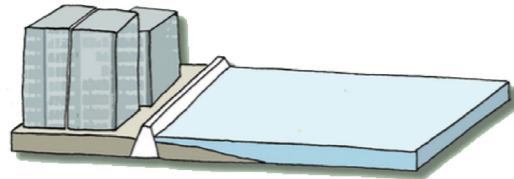
1. RETREAT FROM SHORELINE

The simplest response, abandoning land that is at risk, is also the rarest. Communities encourage and protect coastal properties “so they can get tax revenue to pay for services and even adaptation strategies,” said Jessica Grannis, a sea level policy expert at Georgetown University Law Center in Washington. The best and cheapest time to adopt this strategy is after a disaster — not rebuilding after floods in some areas. But planning for these decisions should be made prior to such disasters.



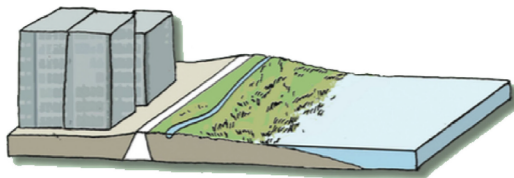
2. FLOOD-PROOF STRUCTURES

Engineers typically do this by raising occupied floors above flood level or trucking in dirt to raise the land before starting to build. A 2014 study of the Gulf Coast by researchers at The Nature Conservancy and academic researchers concluded that elevating structures was among the least cost-effective solutions, ranking behind seawalls, natural barriers and simple sandbags. But it is the most popular solution around San Francisco Bay.



3. BUILD LEVEES

Dirt, rock and concrete can be effective barriers. Most of the urban parts of the bay and the Sacramento-San Joaquin River Delta are already protected by a patchwork of levees. San Mateo and Santa Clara counties are both studying what it will cost to make their levees stronger. But levees, and their more compact cousins seawalls, are expensive and can fail. Officials at the Port of San Francisco say \$5 billion in retrofits is needed along the four-mile Embarcadero to keep some 700 acres of high-value property above the water line through 2100.



4. RESTORE NATURE

Natural habitats such as marshes, sandbars and creek beds absorb the energy of storms, mitigating risk from sea level rise. Past development has tended to erase or bury these features, but recent restoration projects are changing that. A 2013 study by the Bay Institute, a San Francisco-based nonprofit group, showed that restoring a 200-foot-wide strip of marsh around the bay would cut the cost of protection in half — mainly by allowing engineers to build smaller, less expensive levees. A rising bay will eventually put many marshes at risk of inundation, though some shoreline ecosystems are designed to grow vertically as seas rise.

Source: Winifred Bird and Emily Underwood, San Francisco Public Press

IV. COMMUNITY CHARACTER



PROTECT – ENGINEERED
Coastal armoring, seawalls and levees, Burlingame



PROTECT – NATURAL
Baylands restoration, Oro Loma marsh



ACCOMMODATE, Flood-proof infrastructure



ACCOMMODATE, Floodable development, Tasinge Plads, Copenhagen
ADAPTATION, Flood resilient ferry wharf, Brisbane Australia

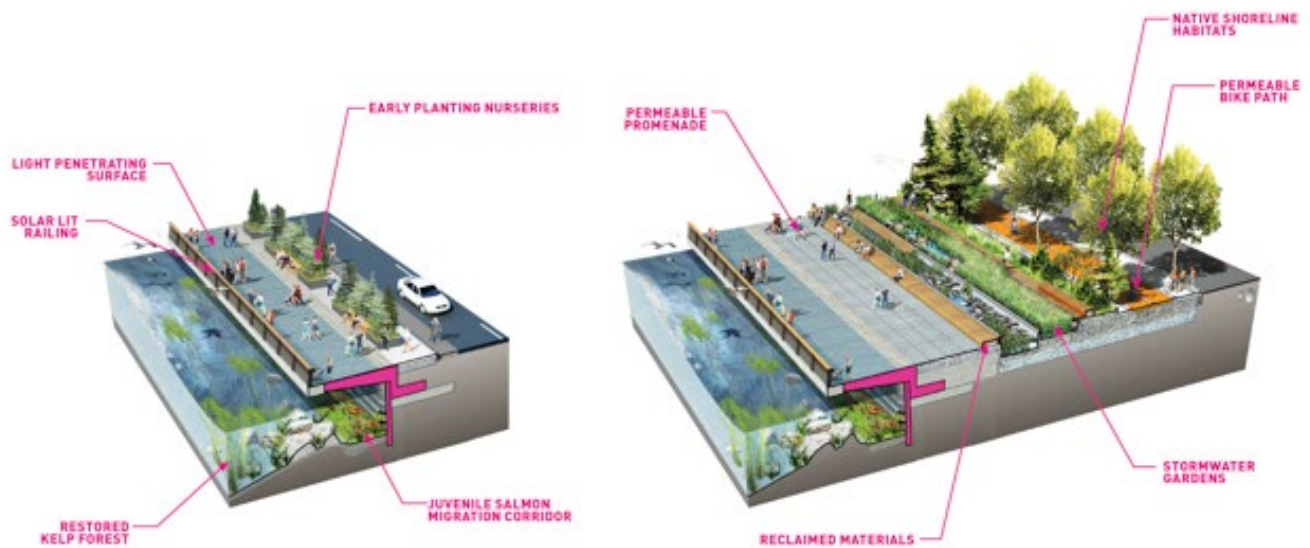


RETREAT, Surfer's Point, Ventura
ADAPTATION, Living shoreline, oyster and estuarine restoration, San Rafael

IV. COMMUNITY CHARACTER



HYBRID, Multifunctional infrastructure, Hafen City



HYBRID, Sustainable waterfront redevelopments, Seattle Waterfront

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 mixture of neighborhood and community-serving rather than regional-serving businesses (see **Broadway Area Context Diagram**).

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 along the Broadway frontage 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. Building scales will include structures no higher than three stories (approximately 45 feet).

Goal CC-7: 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-7.1: 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-7.2: Pedestrian-Friendly District

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

CC-7.3: 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 within the Broadway Mixed Use designation. Accommodate additional office space on ground floors of mixed use development on side streets. [DR]

CC-7.4: Scale of Development

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

CC-7.5: 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-7.6: 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 prominent development at those intersections as gateway signifiers. [DR]

CC-7.7 Pedestrian Safety

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

CC-7.8: Streetscape Improvements

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

CC-7.9: Broadway Business Improvement District (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-7.10: 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-7.11: Parking

Improve parking management in the Broadway district by providing wayfinding 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]

CC-7.12: Event Programming

Promote, and support a variety of events in the Broadway commercial district year-round, including events supported by the City, as well as events initiated by other organizations and the private sector.

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-oriented 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 that respond to the desire of existing and prospective new residents to live in a charming, walkable environment that many compare to a European village (see **Downtown Area Context Diagram**).

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, including a public square. 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, including the Post Office, 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-8: 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-8.1: 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-8.2: 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-8.3: Pedestrian-Scaled District

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

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. Provide realistic incentives for affordable housing that is well integrated into development projects and throughout Downtown. Consider allowing additional density and housing configurations that fit within the height limits of the *Downtown Specific Plan*. [DR, PA]

CC-8.5: 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 sub-districts, 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-8.6: 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-8.7: 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-8.8: City Hall

Explore options for updating City Hall, with options to include rebuilding at the Primrose Road location or siting City Hall at another location convenient for residents and the business community. [MP, PA]

CC-8.9: Civic Uses and Community Gathering Places

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

CC-8.10: Historical Buildings and Features

Establish programs that encourage the protection of historical buildings and features. Encourage adaptive reuse of historical buildings, including a historically compatible and sensitive redevelopment of the former U.S. Post Office in keeping with the *Downtown Specific Plan*. [DR, PI]

CC-8.11: 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.
- Consider pricing public parking based on distance from uses and other demand factors.
- Utilize modern approaches for collecting parking fees and for identifying availability of park spaces.
- Respond to changes from increased ride-share autonomous vehicles with creative parking management strategies.
- Explore shared-use opportunities for public/private parking. [PA, SO]

CC-8.12: 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-8.13: Wayfinding

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

CC-8.14: Event Programming

Promote, and support a variety of events in Downtown year-round, including events supported by the City, as well as events initiated by other organizations and the private sector. [PA, SO, FB]

CC-8.15: Variable Massing

Allow for development projects to incorporate variable massing approaches that provide for an overall average building height within an individual development project, rather than strict maximums. [MP]

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 the street (see **California Drive Area Context Diagram**).

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 multimodal corridor, with a separate bike lane and improved pedestrian connections along the west side of and across the road.

Goal CC-9: 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-9.1: 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-9.2: Stand-alone Residential

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

CC-9.3: 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 abut 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 1920s forward, providing a diverse array of housing. Virtually absent along much of the stretch through Burlingame are the commercial uses that predominate in other communities (with the exceptions of the segment extending from Dufferin Avenue north to Millbrae, which is included within the North Burlingame planning area; commercial properties at the corner of Broadway and El Camino Real, which are included within the Broadway planning area; and commercial properties along the edge of Downtown from Chapin Avenue south, which are included in the Downtown 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.”¹ 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. The City has designated El Camino Real as a scenic roadway. From a street function **perspective, there are opportunities** for operational and safety enhancements, as discussed in the Mobility Element. See **El Camino Real Area Context Diagram**.

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, at a small node at Adeline Drive, and north of Dufferin Avenue. 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.

Goal CC-10: 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.

¹ www.grandboulevard.net/about/grand-boulevard

CC-10.1: Residential Character

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

CC-10.2: 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. Apply a Medium-High Density Residential overlay to the Adeline Drive/El Camino Real commercial node, allowing either commercial, residential, or mixed commercial/residential development consistent with adjacent Medium-High Density Residential height and setback standards. Ensure the scale of development is compatible with established and adjacent uses along the corridor. [DR]

CC-10.3: Design Character

Establish design and landscape standards that maintain and strengthen the unique aesthetics of El Camino Real, and ensure compatibility with surrounding structures, including adjacent low-density residential. Policies protecting the Howard Ralston Tree Rows should extend along the entire length of the tree-lined corridor, including the edge of the Downtown Specific Plan area. [DR]

CC-10.4: Gateway

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

CC-10.5: 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-10.6: Collaboration with Transportation Agencies

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

CC-10.7: 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 transit station. Properties in Burlingame could support much more intense development due to the proximity to the multimodal transit 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. See **North Burlingame Area Context Diagram**.

North Burlingame Vision

North Burlingame will be a distinct, defining area of Burlingame, with streetscape enhancements, 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-11: 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 transit station and SamTrans commuter routes.

CC-11.1: 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-11.2: 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 transit station and SamTrans commuter routes. [DR]

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 includes provisions for affordable housing. [PA, DR]

CC-11.4 Design Character

Establish design and landscape 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.
- Ensure street setbacks offer ample space for substantial setbacks along El Camino Real. [DR]

CC-11.5 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]

CC-11.6 Access Lanes

Maintain and enhance frontage lanes along the east side of El Camino Real, with improvements such as wide sidewalks and generous landscaping to support pedestrian activity and serve as an amenity for adjacent buildings. [MP, DR]

CC-11.7 Connectivity

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

CC-11.8 Access to Burlingame Businesses

Encourage residents and employees in 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 repair 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 facilities. Given the presence of the Millbrae multimodal transit 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. Currently, the corridor is not pedestrian friendly, as sidewalks are relatively narrow, buildings are set far back, and few pedestrian crossings are provided. Over time, the northern portion of Rollins Road in the North Rollins Specific Plan area should be enhanced to support pedestrian activity, balanced with continuing to accommodate truck traffic accessing the Innovation Industrial area to the south (see **Rollins Area Context Diagram**).

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 transit station, presents an opportunity for establishment of a new neighborhood of medium- and high-density residential mixed-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 include 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.

Goal CC-12: 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 northern one-third of the corridor reimagined as a mixed-use residential neighborhood—with parks, tree-lined streets, and a pedestrian orientation—that connects to the Millbrae multimodal transit station.

CC-12.1: Industrial Base

Continue to support and accommodate the industrial and commercial uses throughout the Innovation/Industrial, Bayfront Commercial, and North Rollins Specific Plan area. [DR]

CC-12.2: 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-12.3: Alternative Transportation

Require new residential development 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 transit station. [MP, SR, DR]

CC-12.4: 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 mixed-use places. Require aesthetic and façade improvements as part of redevelopment projects and property improvements. [DR]

CC-12.5: 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-12.6: Design Aesthetic

Establish an eclectic but cohesive design aesthetic for the North Rollins Specific Plan area, 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 and support work functions. [DR]

CC-12.7: 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-12.8: Streetscape Enhancements

Promote a pedestrian-friendly environment, particularly in the North Rollins Specific Plan area. 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-12.9: Pedestrian Connectivity

Study opportunities for signalized pedestrian crossings along Rollins Road, and identify pedestrian connectivity improvements between the North Rollins Specific Plan area and the Millbrae Multimodal BART station. [SR, AC]

Chapter VI. Mobility

Introduction

The many mobility, access, and transportation choices available to residents, visitors, and employees of businesses in the city contribute to Burlingame's vibrant economy and community health. When people can make easy choices to forego driving their cars and instead take the train or the bus, bike, or walk to local destinations and to places more distant, everyone benefits.

The City is committed to providing a convenient and inviting multimodal network that connects all of Burlingame internally, and that integrates well with regional networks. To continue improving mobility and preparing for transportation demands of the future, the City will focus on working within established roadway infrastructure to fully support transit, bicycle, and pedestrian mobility, as well as travel modes that may emerge during the life of this plan, such as self-driving cars and electrified rail. These initiatives will include programmatic changes, such as updating how the City evaluates traffic impacts. Physical improvements will include improved street designs that encourage environmentally friendly travel habits. Altogether, these changes will result in improved connections for everyone who lives in, works in, and visits Burlingame.

This Mobility Element includes goals and policies that address:

- Multimodal Transportation Network
- Safe and Convenient Pedestrian Facilities
- Bicycle Facilities
- Transit Access and Amenities
- Transportation Demand Management
- Integration of Transportation and Land Use
- Parking
- Natural Resources and Sustainability
- Performance Measures and Guidelines
- Corridor and Area Plans

Multimodal Transportation Network

An efficient, accessible, and safe multimodal transportation network moves people and goods through the community. In addition to their utilitarian function of moving vehicles, streets can also provide spaces for people to exercise, gather, and conduct business. Burlingame's streets serve many functions, including:

- Allowing people to move about town
- Providing access to businesses, homes, schools, parks, and public spaces
- Supporting adjacent land uses and developments
- Providing safe, attractive areas that encourage personal interactions
- Promoting human and environmental health by making it easier and safer to travel by transit, by bicycle, or on foot

Public rights-of-way (roadways, sidewalks, trails, and paths) cover a significant part of any community, generally occupying 20 to 30 percent of a community's total land area. The layout and use of these areas influence many aspects of the physical environment, including how people move, how people and goods get to homes and businesses, and how frequently people walk, bike, and exercise outdoors. Street and pathway designs also affect the safety and independence of people in the community, especially vulnerable populations such as children, persons with disabilities, and the elderly. A well-planned and well-designed mobility network is a means to realize the community's goals for improved health, economic growth, quality of life, and fiscal soundness.

With these goals in mind, Burlingame aims to develop a complete multimodal transportation network (Complete Streets network). This network will be designed to encourage people to use non-automobile modes for as many trips as possible, as high use of these alternative modes enables the system to move more people with less delay, cost, and environmental impacts. However, tradeoffs need to be made within each mode to allow safe access for all other modes. Streets are where walking, bicycling, transit, private vehicles, and freight come together to provide mobility to their respective users.

Street Classifications

Streets and sidewalks are public spaces that serve many functions: mobility corridors, connections to businesses, places for interaction among neighbors, and even facilities for managing stormwater control. Above all, the primary function is mobility, and different street types accommodate different means of moving about. The City of Burlingame's street classification system is shown in **Figure M-1**. It provides a framework for street design and mobility that supports all of these functions and meets the City's needs for 21st century transportation options.

The street classification system establishes and promotes the suitability of streets to accommodate various travel modes and land uses. In particular, this system is sensitive to local context, land use, built form, and mobility priorities. Each of the classifications aligns with Federal Highway Administration (FHWA) categories, as shown in **Table M-1**. However, they encompass a more dynamic range of uses than those identified by FHWA. A detailed description of Burlingame's street classifications and their corresponding FHWA category are shown in **Table M-2**.

Street uses are independent of their normal form and function, such as routes for emergency vehicles, streets adjacent to major transit stations or school zones, and bicycle priority streets. These uses do not necessarily dictate the specific design of a street but instead encourage design flexibility to better serve the specific purposes. For example, the local access streets that can best serve bicycles should be clearly identified so their roadway and intersection design emphasizes bicycle priority and comfortable access. Similarly, emergency routes may require width and design exceptions to accommodate movements of emergency vehicles; for example, where a roundabout is appropriate for a particular intersection, its edges may need to be rounded so that large fire trucks can roll over rather than have to swerve around them.

Table M-1
Relationship between Street Types and FHWA Classifications

Classification	Arterial	Collector	Local
El Camino Real	•		
Major Connector	•	•	
Minor Connector		•	
Access			•

Table M-2
Description of Street Classifications

Classification	Description	Example	FHWA Category
Commercial Arterial	<i>Street with commercial frontages with capacity to serve as a main route for multiple modes</i> Distributes trips to commercial areas and provides a balanced level of service for vehicles, transit, bicycles, and pedestrians, wherever possible. Pedestrian improvements are comfortable to walk along and provide safe crossings at designated locations.	Howard Ave (west of California Drive)	Arterial
Commercial Collector	<i>Street with commercial frontages with capacity to serve as a minor route for multiple modes</i> Prioritizes walking and bicycling and accommodates intra-city trips while also distributing local traffic to other streets and areas.	Burlingame Avenue	Collector

Table M-2
Description of Street Classifications

Classification	Description	Example	FHWA Category
Commercial Access	<i>Low-volume commercial street serving local traffic</i> Provides access primarily to adjacent streets and nearby uses. These streets should offer safe and inviting places to walk and bike.	Highland Avenue	Local
Mixed Use Arterial, El Camino Real	<i>El Camino Real, regional access corridor with mixed residential and commercial frontages and capacity to serve as a main route for multiple modes</i> Provides local and regional access, distributes trips to residential and commercial areas, and provides a balanced level of service for vehicles, transit, and pedestrians, where possible. Pedestrian improvements are comfortable to walk along and provide safe crossings at designated locations. Accommodating vehicle traffic while ensuring a high-quality experience for visitors and residents is a key design challenge.	El Camino Real (north of Rosedale Avenue)	Arterial

Table M-2
Description of Street Classifications

Classification	Description	Example	FHWA Category
Mixed Use Arterial	<i>Street with mixed use frontages with capacity to serve as a main route for multiple modes</i> Distributes trips for mixed use and connecting residential areas, and provides a balanced level of service for vehicles, transit, bicycles, and pedestrians, wherever possible. Pedestrian improvements are comfortable to walk along and provide safe crossings at designated locations.	Rollins Road	Arterial
Mixed Use Collector	<i>Street with mixed use frontages with capacity to serve as a minor route for multiple modes</i> Prioritizes walking and bicycling and accommodates intra-city trips while also distributing local traffic to other streets and areas.	Adrian Boulevard	Collector
Mixed Use Access	<i>Low-volume mixed use through street serving local traffic</i> Provides access primarily to adjacent streets and nearby uses. These streets should offer safe and inviting places to walk bike.	Malcolm Road	Local

Table M-2
Description of Street Classifications

Classification	Description	Example	FHWA Category
Neighborhood Arterial, El Camino Real	<i>El Camino Real, regional access corridor with residential frontages and capacity to serve as a main route for multiple modes</i> Provides local and regional access, distributes trips to residential and commercial areas, and provides a balanced level of service for vehicles, transit, and pedestrians, where possible. Pedestrian improvements are comfortable to walk along and provide safe crossings at designated locations. Accommodating vehicle traffic while ensuring a high quality of life for residents is a key design challenge.	El Camino Real (south of Rosedale Avenue)	Arterial
Neighborhood Arterial	<i>Primarily residential streets with capacity to serve as a main route for multiple modes</i> Distributes trips for residential areas and provides a balanced level of service for vehicles, transit, bicycles, and pedestrians, wherever possible. Pedestrian improvements are comfortable to walk along and provide safe crossings at designated locations.	Trousdale Drive (West of Ogden Drive)	Arterial

Table M-2
Description of Street Classifications

Classification	Description	Example	FHWA Category
Neighborhood Collector	<i>Primarily residential streets with capacity to serve as a minor route for multiple modes</i> Prioritizes walking and bicycling and accommodates intra-city trips while also distributing local traffic to other streets and areas. Accommodating vehicle traffic while ensuring a high quality of life for residents is a key design challenge.	Hillside Drive	Collector
Neighborhood Access	<i>Low-volume residential street serving mostly local traffic</i> Provides access primarily to adjacent streets and nearby uses. These streets should offer safe and inviting places to walk and bike.	Paloma Avenue	Local

The following goal and policies provide a framework for ensuring that network changes and improvements over time are accomplished in such a way that reduces conflicts and congestion and promotes community health and sustainability.

Goal M-1: Achieve and maintain a citywide circulation network that provides safe, efficient, and convenient mobility for all users and modes of transportation.

M-1.1: Complete Streets

Define and develop a well-connected network of Complete Streets that can move all modes safely, efficiently, and comfortably to promote efficient circulation while also improving public health, safety, and accessibility. [MP, AC]

M-1.2: Connectivity to Destinations

Connect commercial districts, centers of employment, civic uses, parks, schools, and other destinations with high-quality options for all travel modes. Ensure the system accommodates the needs of all users, including youth, the elderly, and people with disabilities. [MP, SO]

M-1.3: Focus on Pedestrian and Bicycle Safety

Ensure that pedestrian and bicyclist safety at intersections is prioritized in roadway improvement projects. [MP, SO]

Safe and Convenient Pedestrian Facilities

Walking is the healthiest and lowest-cost form of transportation and fundamental to the entire circulation network, as even motorized vehicle trips start with a walk or bike trip to a bus, train, or car. Walking should be safe and pleasurable for everyone, on all streets and at all times of day. Special attention should be given to the needs of children, the elderly, and people with disabilities. Maintaining and developing enhanced and continuous sidewalks, paths, and intersection crossings reinforces access to commercial districts and transit stations, and establish safe routes to schools. The costs of these investments are minor compared to the ongoing expense of maintaining roadways designed for high-speed vehicle travel, insurance costs, and dedicating space to vehicle storage rather than high-quality public spaces and development projects.

Walking also contributes substantially to creating a healthier and more active community. Convenient active transportation opportunities benefit individuals through the addition of physical activity to their daily routine, improving health and reducing risk of chronic diseases. A community that embraces alternatives to driving is also better connected. This connectivity can foster small business development and social interaction among Burlingame residents. For example, residents in neighborhoods surrounding the Broadway and Burlingame Avenue commercial districts can easily walk to these areas and meet neighbors to socialize. Safe and well-connected pedestrian routes allow the elderly, mobility-challenged individuals, people on limited incomes, and youth to fully participate in their community.

The following goal and policies support safe, convenient, and pleasing walking environments throughout Burlingame.

Goal M-2: Ensure Burlingame’s streets are comfortable, safe, and attractive for people of all ages and abilities to walk.

M-2.1: Pedestrian Amenities and Access

Expand pedestrian access by eliminating gaps in sidewalk and path networks, improving safety, and requiring safe and comfortable pedestrian facilities.

Possible enhancements to the pedestrian network include:

- Enhanced pedestrian/bicycle access to the Bayfront
- In the vicinity of schools, libraries, and City Hall
- Around commuter rail stations
- Pedestrian overcrossing or undercrossing of rail tracks between Trousdale Drive and Broadway [DR/MP]

M-2.2: Walkable Infrastructure and Access to Destinations

Ensure that schools, commercial districts, employment destinations, parks, civic facilities, and transit stops have safe and convenient pedestrian access, including connections across Highway 101 and trails through parks and regional networks. Explore improving access across Highway 101 exclusively for pedestrians and cyclists. [DR/MP]

M-2.3: Pedestrian Priority

Promote and prioritize pedestrian improvements and safety where conflicts or problems exist between pedestrians and other travel modes. [DR/MP]

M-2.4: Circulation around Downtown Library

Improve pedestrian circulation around the Downtown library to minimize potential automobile/pedestrian conflicts. [MP]

M-2.5: Assessment and Maintenance

Ensure the ongoing assessment and maintenance of sidewalks, pavement markings, pedestrian crossing signals, and lighting. [MP/FB]

Bicycle Facilities

Oftentimes the approach to addressing traffic congestion is to expand and redesign roadways to better accommodate cars and trucks. However, these improvements can be costly, eliminate or impinge upon businesses, and cause environmental damage. Promoting and providing facilities that encourage bicycling and other forms of active transportation can present cost-effective solutions to address these challenges while providing additional community benefits.

Convenient and safe bicycling is a way of life in cities throughout the world. In addition to getting from here to there cheaply, cyclists are able to introduce healthful physical activity into their daily routines. Any trip made by bicycle supports environmental goals related to air quality improvements and greenhouse gas emission reductions.

In Burlingame, bike trips can be relatively easy on the flatlands, provided the infrastructure is in place to encourage riders with skills ranging from those of the casual user to the enthusiast. This may consist of a simple striped and signed lane. In the hillside neighborhoods, biking can be more of a challenge due to terrain, but bike facilities nonetheless can be provided to link homes to parks and schools. Burlingame is committed to establishing and maintaining a citywide bicycle network that provides convenient internal circulation and links to regional facilities. Bike facilities will be installed as shown on **Figure M-2**, and the planned physical changes to the circulation system will be coupled with policies and programs that support biking, including requirements for secure bicycle parking and bicycle safety education.

The bicycle facilities shown on **Figure M-2** consist of four classes that are used throughout the U.S. **Figure M-3** illustrates typical cross sections for each class.

Goal M-3: Develop a network of high-quality, convenient, safe, and easy-to-use bicycle facilities to increase the number of people who use bicycles for everyday transportation.

M-3.1: Uninterrupted Bicycle Network

Develop a safe, convenient, and integrated bicycle network that connects residential neighborhoods to employment, education, recreation, and commercial destinations throughout Burlingame, as illustrated in **Figure M-2**. [MP, DR, SO]

M-3.2: Safe and Functional Network

Ensure that roadway intersections, crossings, on-street bicycle lanes (Class II), separated bicycle paths (Class I), and other bicycle network facilities provide safe and comfortable connections to support continuous bicycle routes. [MP, DR]

M-3.3: California Drive Bikeway

Establish a separated bikeway on California Drive that allows cyclists to move easily through Burlingame to connections north and south of the city, and that allows for interaction with businesses along California Drive (see detail under California Drive discussion). [MP, SO]

M-3.4: Bicycle-Transit Integration

Design and construct bicycle and transit facilities so they reduce conflicts between cyclists and buses along transit corridors, while also ensuring these new facilities improve access to transit and support intermodal trips (e.g., bicycle to bus connections). [MP, SO]

M-3.5: Bicycle Wayfinding Signage and Marked Routes

Encourage bicycling by providing wayfinding signage that directs bicyclists to designated bike routes and to civic places, cultural amenities, and visitor and recreational destinations. Along bike routes, provide clear and unambiguous signage that alerts drivers to the presence of cyclists. [MP, SO]

M-3.6: Support Facilities for Cyclists

Provide standards in the Zoning Code that address required bicycle parking, including provisions for secured facilities, as well as other development features and incentives that encourage bicycle use (e.g., changing rooms at places of business). [DR]

M-3.7: Bicycle Facility Maintenance

Ensure that the City maintains an adequate capital improvement budget for ongoing assessment and maintenance of bicycle facilities, including pavement markings, wayfinding signage, and bicycle parking/storage. [FB, SO]

M-3.8: Bicycle Education

Work with Caltrans, the local school districts, and bicycle user groups to conduct programs and training focused on bicycle safety education. [SO, AC, PI]

M-3.9: Bicycle Commission

Establish a Bicycle Commission community advisory board to review and provide comments as appropriate on streetscape projects, development projects, and City-initiated bicycle programs. [SO, DR]

M-3.10: Bicycle Sharing

Implement a bicycle sharing program to provide an alternative to driving, enhance bicycle accessibility, and offer a last-mile option to transit. [SO, PA]

Transit Access and Amenities

In Burlingame, local Caltrain service and SamTrans bus routes link destinations up and down the Peninsula, providing Burlingame residents with viable alternatives to car use. These transit modes also bring people into Burlingame to work and shop. Certainly, the frequency and reliability of transit service are the two most critical factors that affect a person's decision to take the train or bus, but providing safe and easy access to transit for all potential users can encourage a casual or timid rider to take trips more frequently. Having this access establishes confidence in commuters who may want to take advantage of transit but are unsure how they would get themselves to a transit stop or station. By extending a seamless and safe multimodal environment outward from transit stops along existing streets, across barriers, and into nearby destinations or residential areas, the number of residents and employees using transit can be expanded proportionally. The community benefits of well-designed, accessible transit stations can extend more than one mile from a station or stop.

These connections also have significant health and economic benefits. By providing residents with better biking and walking infrastructure around transit stops and stations, the City is also encouraging more active lifestyles among its residents. Additionally, by making these areas more walkable and bikeable, the areas become more desirable places to live and work.

Figure M-4 identifies the citywide transit priority network, and the following goal and policies promote ways to expand and enhance transit services in Burlingame.

Goal M-4: Improve transit access, frequency, connectivity, and amenities to increase transit ridership and convenience.

M-4.1: Interagency Collaboration

Collaborate with regional and local transit service providers to support improved transit service frequency and connections between routes operated by different agencies. [AC]

M-4.2: Caltrain Electrification

Support efforts to electrify Caltrain to improve regional transit services to Burlingame, if these improvements do not result in unacceptable safety or noise impacts on the community. [AC, SO]

M-4.3: California High Speed Rail

Review, comment, and participate in regional discussions related to California High Speed Rail on the Peninsula. Work with the California High Speed Rail Authority to consider plans for high speed rail development and access to high speed rail hubs if these improvements do not result in locally unacceptable safety, environmental, traffic, visual, or noise impacts on the community. [AC, SO]

M-4.4: Access to Transit

Ensure roadways and sidewalks near transit stops are designed to protect pedestrians and bicyclists and are well connected to provide seamless access to and from transit. [MP, SO]

M-4.5: Transit Priority

Establish a network of transit-serving corridors to accommodate local and regional transit routes, supporting high-frequency service on regional transit streets to make transit service more time competitive with personal vehicle trips. [MP, PI]

M-4.6: Broadway Station

Work with Caltrain to identify opportunities to expand train transit services at the Broadway Station, particularly more frequent service. [AC, SO]

M-4.7: Shuttle Service

Increase use of available shuttles in Burlingame by improving signage, outreach, and coordination with co-sponsors. [AC, SO]

M-4.8: Water-Based Transportation

Consider emerging water-based transportation options to improve multimodal access to the Bayfront. [AC, SO]

Transportation Demand Management

Managing travel demand became popular in the 1970s as a means to encourage people to consume less oil during the energy crisis. Today, it is more closely associated with goals to reduce air pollutants, reduce congestion from single-driver vehicle trips, and encourage more sustainable travel practices. For years, transportation and land use decisions around the country supported single-occupancy vehicle use through on-site parking requirements, tax incentives, and commute reimbursement programs.

Transportation Demand Management (TDM) is a set of strategies used to mitigate traffic congestion, provide more options to get around, and reduce dependence on single-occupancy vehicles. Often these strategies are explicitly designed to improve community health and the environment. TDM strategies aim to reverse historical trends and expand choices for commutes and local trips, while also reducing the total number of vehicle miles traveled (VMT) in the community. The following goal and policies identify the City's TDM strategies that will be incorporated into new projects and public improvement projects.

Goal M-5: Implement TDM strategies that reduce overall vehicle trips and encourage the use of transportation modes that reduce VMT and greenhouse gas emissions.

M-5.1: TDM Guidelines and Programs

Establish specific TDM guidelines and requirements within the Zoning Code that encourage travel by a variety of modes for both individuals and employees, focusing different strategies in different parts of the community as appropriate to promote sustainability and economic development. [DR, MP]

M-5.2: Targeted Outreach

Develop outreach materials for specific neighborhoods in the city that are suitable for increased transit ridership given their proximity to bus stops or train stations as a way to reduce drive-alone automobile trips. [MP, SR, PI]

Integration of Transportation and Land Use

Streets support the places and neighborhoods they serve and balance the needs of everyone who travels along them. While often thought of as serving specifically the needs for movement, streets also provide spaces for people to come together to socialize and exercise. Street designs and retrofits should be based on how to serve the modal priorities and to support existing or desired land uses located along the frontage.

Commercial streets, for example, need to attract and accommodate visitors by providing for slow and steady vehicle traffic and available on-street parking to support retail. The busiest areas, such as Downtown, need to prioritize transit and pedestrian movement. Local residential streets need to have speeds slow enough to enable motorists to stop for a child chasing a ball. The goal and policies below identify ways the City will most closely integrate land use planning and street use by enhancing transportation modes and thereby creating attractive and active street corridors.

Goal M-6: Create an integrated transportation program that reduces peak-period vehicle trips and vehicle miles traveled.

M-6.1: Transit Supportive Land Use

Plan for and accommodate land uses that facilitate development of compact, mixed-use development with the density, diversity of use, and local accessibility supportive of transit use. [MP, DR]

M-6.2: Mixed Use Areas

Promote residential, employment, recreation, and commercial uses within designated mixed-use areas to reduce walking distances between destinations and to create an active street environment throughout the day. [DR]

M-6.3: Building Access and Site Design

Establish site design guidelines that require entrances facing the street to provide convenient and direct access to pedestrians and transit users. [DR]

Parking

A well-managed parking system achieves many objectives, such as fewer vehicles circulating on streets, easy access on foot from the car to one's ultimate destination, and enhanced commerce. Commercial parking spaces should be easy to find, priced according to demand, and complemented by programs and features that facilitate getting to stores, restaurants, and places of employment. When an effective parking management system is in place, the experience of visiting popular areas within Burlingame is perceived as comfortable and convenient, and people are encouraged to return again and again.

Active parking management leads to multiple favorable outcomes by incentivizing sustainable habits that reduce the reliance on driving for every trip. These outcomes include reducing development costs, cultivating multimodal communities, improving public space design, and reducing impervious surfaces.

When all aspects of parking management are appropriately applied, a smaller parking inventory may still provide a higher level of service to customers. The following goal and policies identify ways the City will more effectively and efficiently manage both public parking and private parking for individual development projects.

Goal M-7: Use parking management strategies that promote parking availability, housing affordability, congestion management, and improved air quality.

M-7.1: Parking Pricing

Manage public parking facilities effectively by using dynamic pricing strategies that allow all parking facilities to achieve desired occupancy rates in business and retail districts. [DR, FB, SO]

M-7.2: Public Parking Management

Manage public parking areas to support economic development and accessibility, and ensure that parking is available for commercial and office uses so that parking does not spill over into adjacent residential neighborhoods. [DR, SO]

M-7.3: Parking Requirements

Reduce or eliminate minimum parking requirements and/or implement parking maximums for housing, commercial, office, and other land uses in mixed use areas and in proximity to frequent transit services. Comprehensively examine parking requirements in the Zoning Code and adjust as needed to respond to evolving vehicle ownership patterns and parking practices. [DR, SR]

M-7.4: Parking Facility Design

Require that the design of parking lots and structures meets urban design objectives and minimizes negative impacts on people walking and biking, on transit users, and on the built environment. Where feasible, design parking

structures to be adaptable to other uses in the future to accommodate potential changes in mobility and parking practices. [DR]

M-7.5: Creative Parking Approaches

Promote and support creative approaches to parking, including but not limited to use of parking lifts and shared parking, particularly in mixed-use and retail areas. In Downtown and the North Rollins Specific Plan area, include consideration of “unbundling” parking from residential development projects, whereby parking is provided as an amenity paid for separately from a lease. [DR, SO]

M-7.6: Parking Demand Reductions

Reduce parking demand through travel options programs such as parking cash-out and other TDM strategies. [DR]

M-7.7: Parking Supply

Evaluate incremental increases in parking Downtown and in the Broadway business district through the provision of parking structures that could support a range of uses, and/or arrangements with property owners to utilize private parking facilities at off-hours for public parking. [DR]

Natural Resources and Sustainability

The transportation sector is one of the largest sources of air pollutants and the most significant user of energy resources. Reducing use of transportation modes that rely solely on fossil fuels or emit greenhouse gases supports the community’s goal for improved environmental conditions and more sustainable mobility practices. Burlingame’s planned multimodal approach encourages the use of multiple transportation options. The following goal and policies identify ways the City can reduce congestion and provide more opportunities to reallocate right-of-way for green space and alternative modes of transportation.

Goal M-8: Achieve air quality, sustainability, and greenhouse gas emission reduction objectives through technology upgrades and improved management of Burlingame’s streets.

M-8.1: Electric Vehicle Infrastructure

Identify electric vehicle charging priority locations and opportunities to integrate emerging technology into public parking infrastructure to encourage and expand the use of zero-emissions vehicles. [MP, PI]

M-8.2: Vehicle Trip Reduction

Support vehicle trip reduction strategies, including building safer and more inviting active transportation networks, supporting connections to high frequency and regional transit, implementing TDM programs, and integrating land use and transportation decisions. [DR, MP]

Performance Measures and Guidelines

Performance measures and guidelines for transportation projects in California historically have been guided by the California Environmental Quality Act (CEQA). If a project exceeds a significance threshold for a given metric, it will often trigger the need to prepare an Environmental Impact Report (EIR). In Burlingame, consistent with long-established practices, transportation projects have been analyzed based primarily on their potential impact on local traffic operations. Traffic impacts are measured using the Transportation Research Board’s *Highway Capacity Manual* level of service (LOS) methodology for signalized intersections, which are graded A through F based on performance (with F representing a failing grade). A project triggers a traffic-related threshold if calculations indicate an unacceptable degradation in LOS—in other words, if the average intersection delay is expected to increase to unacceptable levels (often LOS E or F). This typically leads to vehicle-centric traffic impact mitigations that dedicate right-of-way to vehicle storage and throughput, such as road widening or turn pockets, that can improve traffic flow but erode the safety and efficiency of other transportation modes.

Guidelines from the California Office of Planning and Research recommend that cities replace LOS standards with multimodal vehicle miles traveled (VMT) standards. This approach has changed the way municipalities measure transportation impacts. By using VMT, the project evaluation process may prioritize more sustainable transportation modes over high-capacity intersections. This can generate far-reaching impacts, leading to safer, more efficient, and more sustainable local street design, and encouraging development in locations well served by multimodal infrastructure, rather than those characterized by low vehicle volumes.

The following goal and policies establish a VMT standard for Burlingame and outline specific actions and programs the City will undertake to ensure a multimodal approach to traffic impact analysis.

Goal M-9: Achieve an improved paradigm for measuring the traffic impacts of development projects.

M-9.1: Vehicle Miles Traveled (VMT) Transportation Performance Measures

Update the City's transportation performance measures to use vehicle miles traveled (VMT) standards for traffic impact analyses instead of level of service (LOS) standards. [MP, AC]

M-9.2: Multimodal Transportation Impact Fee

Consider establishing a transportation impact fee for new development that generates funds for improving all modes of transportation. Recognize that this ties into the update of performance measures, as developer fees and improvements will no longer be tied to intersection operations. [FB]

Corridors and Area Plans

In addition to the citywide goals and policies, initiatives specific to Burlingame's corridors and districts will allow mobility challenges and objectives to be addressed.

California Drive

California Drive, a local north-south corridor through Burlingame, has a distinct character, with uses that transition from single-family residential at the north end to neighborhood-serving commercial in the middle to auto dealerships at the south end. Running parallel to El Camino Real and the Caltrain right-of-way, California Drive provides local connections between Millbrae and San Mateo, supports a local SamTrans bus route, and is a designated bike route. This corridor is also a significant connection between the Broadway and Downtown commercial districts.

California Drive has long been a vehicle-dominated street, with narrow sidewalks, infrequent pedestrian crossings, and bicycle facilities consisting of "sharrows" to alert motorists that bicycles may share the outside travel lane. With low vehicle volumes relative to the roadway's capacity (based on standard traffic engineering practices), this corridor will benefit from an updated design that reallocates excess right-of-way for enhanced pedestrian, bicycle, and transit use. The following goals and policies identify how California Drive will be improved and will enhance connections to local commercial districts and transit hubs.

Goal M-10: California Drive will be redesigned to support multimodal access, with facilities that encourage active transportation and improved linkages to commercial and residential areas.

M-10.1: California Drive Roadway Redesign

Implement a redesign of California Drive consisting of a “road diet” south of Broadway and installation of continuous bicycle facilities to establish a north-south bicycle corridor through Burlingame, connecting to bike facilities in Millbrae and San Mateo. Concepts for sections north of Broadway and between Broadway and Burlingame Avenue focus on traffic calming, providing a continuous bicycle facility, and improving pedestrian connections. These may include:

- **North of Broadway:** Narrow vehicle lanes in each direction, install a buffered two-way off-street bike path on the east side, narrow parking lanes, and develop a new right-of-way of 42 feet from the west curb to east edge of cycle track, with additional four-and-one-half feet of width from the Southern Pacific easement.
- **South of Broadway:** Create one through vehicle lane in each direction and one center-running left-turn pocket, install a buffered two-way bike route on the east side with a wide buffer (which could be planted or separated by a curb or other vertical barrier), allow parking on the west side only adjacent to the active space, provide a buffer between pedestrians on the sidewalk and moving vehicles in the street, and maintain the 63 feet of right-of-way from the west curb to the east edge of the cycle track. This configuration will keep bicyclists separated from motor vehicles and will connect seamlessly to a planned two-way bicycle path north of Broadway, providing an inviting continuous north-south bike route for all skill levels.

El Camino Real

El Camino Real, Spanish for the Royal Road, is a historic travel corridor, having served as the route connecting the 21 Spanish missions in California. Today, El Camino Real continues its function as a critical regional north-south corridor along the Peninsula, connecting cities and providing an alternative commute route to Highway 101 and Interstate 280 (although usually for shorter commute trips). Through Burlingame, El Camino Real has a character clearly distinct from that in cities to the north and south. The eucalyptus trees planted in the early twentieth century survive today, providing a distinctive canopy; collectively, the trees are listed on the National Register of Historic Places as the “Howard-Ralston Eucalyptus Tree Rows.” Land uses in Burlingame largely consist of multifamily housing set back from the street, whereas El Camino Real frontage properties in most other cities have been developed with commercial uses oriented toward motorists.

El Camino Real is owned and managed by the California Department of Transportation (Caltrans) and is designated State Route 82. As of 2017, El Camino Real maintained its original design as regional connector, with two lanes in each direction, narrow and sometimes discontinuous sidewalks, no dedicated right-of-way to accommodate bus loading/unloading, no turning or passing lanes, and long distances between marked pedestrian crossing facilities. El Camino Real presents an east-west barrier for pedestrian connections to residential neighborhoods on both sides of the corridor, and to commercial and employment destinations on the east side. Consistent with its function as a regional route, the roadway supports multiple SamTrans bus routes.

The City has considered options for improving El Camino Real to provide safer crossings for pedestrians and bicycles. The objective is to work with Caltrans to improve safety while retaining the character of the roadway.

Refer to the Community Character Element for additional discussion of land use and urban design goals for El Camino Real.

Goal M-11: Ensure that El Camino Real retains its distinct character as a residential street lined with a historic tree grove, with its function as a regional commute corridor secondary to Burlingame’s vision of the corridor as a lower-speed tree-lined thoroughfare.

M-11.1: El Camino Real Design Enhancements

Identify high priority locations to improve access, east-west connections, and pedestrian safety along El Camino Real. Coordinate with Caltrans and regional Grand Boulevard Initiative partners (including SamTrans) to update intersection treatments and lane configurations to improve safety while retaining the distinctive character of the roadway. [SR, AC]

Broadway

Broadway traverses east-west across the center of Burlingame, connecting residential neighborhoods west of El Camino Real to California Drive, then extending across the commuter rail line and east to Highway 101. The Broadway/Highway 101 interchange is the only full interchange directly serving Burlingame.

The at-grade crossing at the rail tracks, combined with short distances between intersections along Broadway to Highway 101, has long challenged roadway operations. Also, Broadway serves a dual purpose between California Drive and El Camino Real: as the frontage street for this local commercial district and the key connection to neighborhoods west of El Camino Real. The City looks to Broadway to retain its many functions and to do them all well. Creating a grade separation at the rail line will allow intersection operations to improve and vehicles to move more easily to California Drive. This in turn will provide opportunities to enhance the Broadway commercial district as a local-serving, pedestrian-oriented place, with on-street parking and easily accessible public parking facilities.

Goal M-12: Allow Broadway to function for dual purposes: as a slow-speed roadway through the Broadway commercial district and as a connector to Highway 101.

M-12.1: Neighborhood Connections

Maintain traffic-calming designs on Broadway between California Drive and El Camino Real, and provide improved pedestrian and bicycle connections to surrounding neighborhoods. [MP]

M-12.2: Regional Connections

Coordinate with Caltrain and Caltrans to design and construct a grade-separated intersection at Broadway and the rail tracks to improve operations at California Drive and to create a safer and more complete multimodal network. [MP, AC]

Rollins Road

Rollins Road provides north-south access between Millbrae Avenue to the north (in the city of Millbrae) and Broadway to the south. Historically, Rollins Road's function has been to serve an industrial district. Four lanes within a 75- to 84-foot right-of-way provide ample space for trucks to maneuver and access Highway 101 from either Millbrae Avenue or Broadway. Land use policy provides for the north end of Rollins Road to transition from its historically industrial function to a complete mixed-use neighborhood, with residential and mixed-use development. With this evolution, Rollins Road will need to serve more travel modes, particularly since employees in businesses in the district and new residents can be expected to use the BART station in Millbrae. The following goals and policies identify ways to enhance the Rollins Road corridor to accommodate a more diverse mix of uses while continuing to meet the needs of important industrial businesses.

Goal M-13: Ensure that Rollins Road meets the needs of all uses and users within the Rollins Road district.

M-13.1: Support Transit Access

Investigate and implement improvements to the north end of Rollins Road that will provide complete streets treatments that allow convenient and safe bike and pedestrian access across Millbrae Avenue to the BART station, as well as within the North Rollins Specific Plan area. [SR]

M-13.2: Accommodate the Needs of Industrial Businesses

Ensure that the design of Rollins Road accommodates the mobility and access needs of businesses in the Industrial/Innovation land use district in a manner that responds to the emerging presence of residential uses. Over time, enhance the northern portion of Rollins Road in the North Rollins Specific Plan area to support pedestrian activity, balanced with continuing to accommodate truck traffic accessing the Innovation/Industrial land use district to the south. [SO]

Bayfront

The Bayfront area will experience increased investment and more intense uses on underutilized properties. The vision of creating a much more vibrant hospitality and business district requires that multimodal infrastructure improvements be provided to better connect uses and provide travel options for visitors. Old Bayshore Highway and Airport Boulevard will both be improved to accommodate users looking to access the recreation amenities along the Bayfront and to visit the mix of uses in the area. In addition to their new multimodal functions, the streets will have attractive urban design treatments that create a distinct identity for the Bayfront. Furthermore, the City will investigate options for crossing Highway 101, such as establishing an additional bicycle/pedestrian crossing as described in the overarching policies for this element.

Goal M-14: Reinvent Old Bayshore Highway and Airport Boulevard as multimodal streets, and enhance connections between the Bayfront and the balance of the city.

M-14.1: Old Bayshore Highway and Airport Boulevard

Design and apply complete streets improvements to the Old Bayshore Highway and Airport Boulevard corridors. [MP]

M-14.2: Bay Trail

Identify and construct multimodal paths to complete all gaps in the Bay Trail. [MP, AC]

M-14.3: Improved Connections

Define approaches to improving the Anza Boulevard interchange with Highway 101 to create an easier transition to Bayfront businesses and attractions. [SR, AC, FB]

M-14.4: Wayfinding Signage

Develop and implement a comprehensive wayfinding program for the Bayfront area. [MP]

Neighborhood Streets

Neighborhood streets throughout Burlingame are the primary trip origins for residents and provide the essential connections to local destinations such as schools. The following goal and policies identify ways to improve the functionality of neighborhood streets.

Goal M-15: Ensure that neighborhood streets are safe and provide efficient vehicular access to residential neighborhoods and schools.

M-15.1: Safe Routes to Schools

Identify essential pedestrian crossings and gaps in the multimodal network around schools, and establish and implement Safe Routes to Schools programs to improve access for children walking and biking to school. [MP, AC]

M-15.2: Active Transportation Infrastructure

Develop neighborhood traffic-calming programs that support construction of intersection treatments and completion of multimodal networks, with a focus on pedestrian crossings and gaps in bicycle routes to encourage more active transportation trips. [MP, FB, SO]

VI. MOBILITY

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