



CITY OF BURLINGAME COMMUNITY DEVELOPMENT DEPARTMENT

Planning Division | City Hall, Second Floor | 501 Primrose Road | PH: (650) 558-7250

May 26, 2026

Caroline Shaker
Real Property Manager
County of San Mateo
County Executive's Office, Real Property Division
555 County Center, 4th Floor
Redwood City, CA 94063

Re: Report on Conformity with the City of Burlingame's General Plan for the County of San Mateo's Proposed Acquisition of Property Commonly known as 1501-1521 Bayshore Highway, 1533-1545 Bayshore Highway, and 818-826 Mahler Road, in the City of Burlingame (APN 026-321-440) pursuant to Government Code Section 65402

Dear Ms. Shaker,

The City of Burlingame ("City") received the County of San Mateo General Plan Land Use Conformity Determination Letter ("Letter") dated April 13, 2026, via email on April 17, 2026, requesting a determination of conformity with the City of Burlingame's General Plan for the San Mateo County's proposed acquisition of the property commonly known as 1501-1521 Bayshore Highway, 1533-1545 Bayshore Highway, and 818-826 Mahler Road, in the City of Burlingame (APN 026-321-440) ("Property"), pursuant to Government Code Section 65402 (attached).

In accordance with provisions of Government Code Section 65402, prior to acquisition of real property by a county (in this case, the County of San Mateo) located within the boundaries of a city with an adopted general plan, the planning agency for the city is required to make a finding as to whether the county's proposed acquisition of the property would be in conformity with the city's adopted General Plan.

Information is provided below on the conformity of the proposed acquisition of the Property by San Mateo County ("County") with the City's current General Plan and the Zoning Code. Additional information is also provided regarding prior use of the Property.

Proposed County of San Mateo Use

According to the Letter, the County states Horizon Services, Inc. ("Horizon") and the County intend to use the site for:

"a new, centrally located integrated campus, leading to Horizon's proposal to develop a Recovery Center. The proposed 58-bed program, comprising Sobering Center, Withdrawal Management/Detox, and Residential Treatment beds, would restore lost sobering services, expand detox and treatment capacity, and improve client outcomes through a seamless continuum of care.

A portion of this Property previously served as a residential detoxification facility and shelter for persons experiencing abuse in their domestic relationships. The County is acquiring the Property to continue its use as a residential sobering and detoxification center, with the intention of allowing Horizon to develop its Recovery Center at the site. No change in current allowed land uses is contemplated at this time. "

General Plan Designation

The City of Burlingame's General Plan was updated in 2019 and designates the Property as an Industrial Land Use type within the Innovation Industrial (I/I) designation. The Innovation Industrial (I/I) designation is described on page CC-14 of the General Plan as:

"The Innovative 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."

The Property is located within the Inner Bayshore District, which has historically provided space for warehouses, industrial and logistic businesses, and office space that largely support uses at the San Francisco Airport.

Zoning District

The City of Burlingame Zoning Code was comprehensively updated in 2021, following the General Plan Update. The Property is located within the Innovation Industrial (I-I) Zoning District. The purpose of the I-I Zoning District is described in Burlingame Municipal Code Section 25.12.010 (D) as:

"The purpose of the Innovation Industrial (I-I) zoning district is to accommodate and encourage places for diverse and compatible light industrial, research and development, and creative business enterprises. Adaptive reuse of existing buildings with creative and design commercial uses is encouraged, as well as facade and site improvements on industrial properties."

The allowable uses for the I-I Zoning District can be found in Table 25.12-1: Commercial and Industrial Zoning Districts Use Regulations in Chapter 25.12 of the Burlingame Municipal Code. Please note, the only listed use in the Residential Use category is a caretaker's quarter as an accessory use to a permitted use in the I-I zoning district. Please refer to the table for a full list of allowable uses in the zoning district.

Previous Use of the Property

A portion of the Property had two previous relevant associated business licenses:

- Star Vista/First Chance addressed 826 Mahler Road. A Business License (BL# 20503712) was issued for "Non-Profit Social Service" for "Individual and Family Social Services", as described on the Business License (attached). The Business License notes a start date of November 8, 2012. As of May 20, 2026, the Business License notes the license status as "delinquent" and an expiration date of June 30, 2025.
- Star Vista addressed 818 Mahler Road. A Business License (BL# 20508705) was issued for "Public Health Consulting" for the "Administration of Public Health Programs", as described on the Business License (attached). The Business License notes a start date of December 16, 2024. As of May 20, 2026, the Business License notes the license status as "delinquent" and an expiration date of June 30, 2025.

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In 2012, the Property was zoned Inner Bayshore (IB). At the time, the Zoning Code allowed the following as a permitted use in the IB District:

“Office uses, with a maximum floor area ratio of 0.9, that may include health services and medical clinics not to exceed five thousand (5,000) square feet total in office structures over twenty thousand (20,000) gross square feet”

The office structures on-site totaled more than 20,000 square feet; the proposed health service uses on-site did not exceed 5,000 square feet. Therefore, StarVista was allowed to operate at the Property as a health service use. Star Vista ceased operations at the site in 2025. On July 17, 2025, StarVista issued a press release describing the organization as providing “mental and behavioral health services” and announcing that it will cease operations effective August 1, 2025.

The City of Burlingame Zoning Code was updated and amended in 2021, and the Inner Bayshore (IB) Zoning District was removed. StarVista’s business license expired in June 2025, and based on a Press Release issued by StarVista, it ceased operations effective August 1, 2025. The subsequent use of the site must comply with current General Plan and Zoning Code requirements. The proposed uses by Horizon and/or the County of San Mateo would therefore not be considered a continuation of a previous use established under different regulations that are no longer applicable.

It is important to note, the Letter provided identified the previous use as a *“residential detoxification facility and shelter”* and indicates the County is acquiring the Property to continue its use as a *“residential sobering and detoxification center”*. Please be aware that the previous use of the Property was not defined or permitted as a residential use, became a legal non-conforming use with the Zoning Code update in 2021, and lost its non-conforming status when it discontinued operation in 2025. The establishment of the use type described above would not be allowed under the current zoning regulations.

Determination

Based on the description of uses outlined in the Letter, the proposed uses and services offered by Horizon’s Recovery Center and proposed by the County of San Mateo do not align with the purpose and vision of the General Plan for the Innovation Industrial Land Use Designation, which are intended to be primarily industrial land uses with inclusion of specific commercial land use types.

Therefore, the County’s proposed acquisition of the Property for the purpose of supporting Horizon’s Recovery Center use and establishment of a residential detox facility does not conform to the City of Burlingame’s General Plan.

The City notes that Horizon has separately approached the City regarding the qualification of its proposed use of the Property for a streamlined ministerial approval pursuant to Welfare and Institutions Code Section 5960.31. The City has separately responded to Horizon regarding the applicability of Welfare and Institutions Code Section 5960.31 to its proposed use of the Property.

Should you have any questions regarding this determination or require additional information, please feel free to contact me.

Sincerely,

Neda Zayer
Community Development Director
Community Development Department

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501 Primrose Road | Burlingame, CA 94010
Tel. (650) 558-7253 | nzayer@burlingame.org

Attachments:

County of San Mateo Letter dated April 13, 2026 and received April 17, 2026

Star Vista/First Chance Business License BL# 20503712

Star Vista Business License BL# 20508705

DATE: April 13, 2026

TO: City of Burlingame
c/o
Community Development Department
Planning Division

FROM: Caroline Shaker
County of San Mateo
County Executive's Office, Real Property Division

SUBJECT: Request for Determination of Conformity with the City of Burlingame's General Plan for the County's Proposed Acquisition of 1501-1521 Bayshore Highway, 1533-1545 Bayshore Highway, and 818-826 Mahler Road, in the City of Burlingame, pursuant to Government Code Section 65402

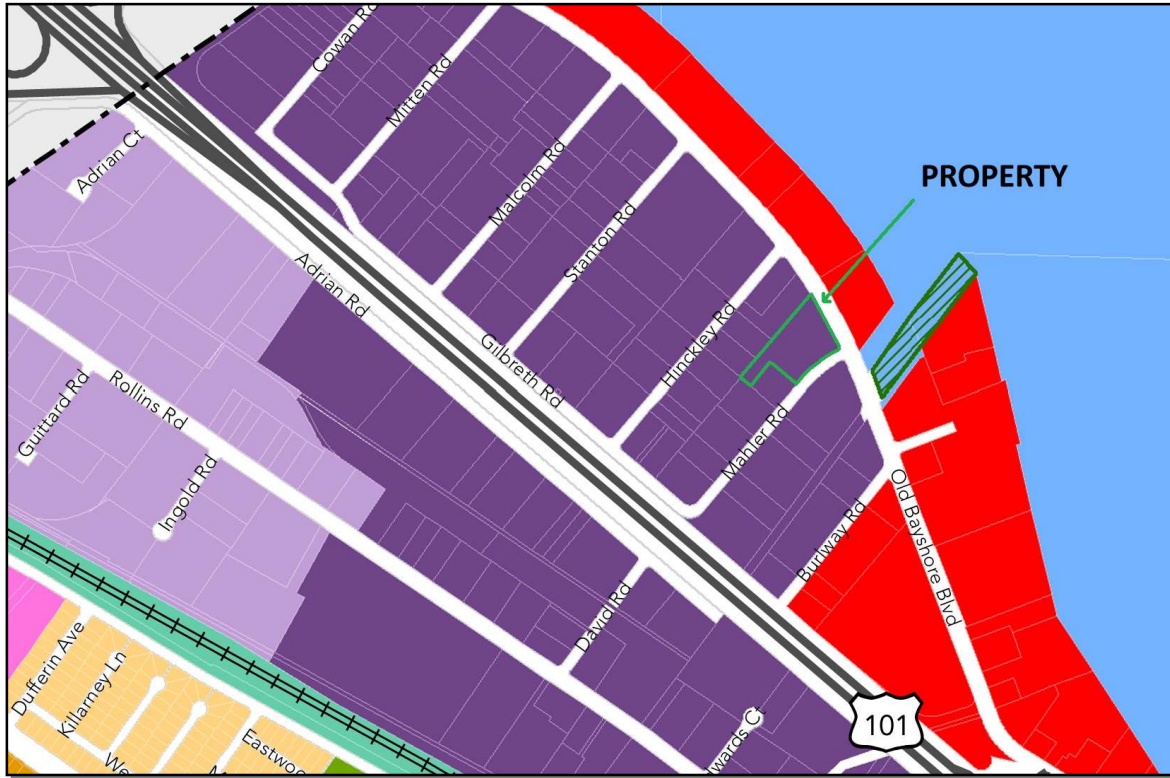
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In accordance with Government Code Section 65402, the County of San Mateo requests a determination as to the conformity with the City of Burlingame's General Plan of the proposed acquisition of the property described in this Memorandum by the County of San Mateo.



LOCATION: The property is commonly known as 1501-1521 Bayshore Highway, 1533-1545 Bayshore Highway, and 818-826 Mahler Road, Burlingame, is identified as San Mateo County Assessor's Parcel Number 026-321-440, and as depicted below ("Property").

The present zoning of the Property is I/I – Innovation Industrial.



EXTENT: A fee simple interest in the Property, comprised of three one-story buildings, with a gross building area of approximately 34,478 square feet, on a parcel of land consisting of approximately 94,711 square feet of space. The proposal necessitating this report is for site acquisition only; no specific construction project, public or private, is contemplated at this time.

PURPOSE: Horizon Services, Inc. ("Horizon") is a longstanding provider of alcohol, drug, and mental health related services to adults and adolescents. The County and Horizon identified the need for a new, centrally located integrated campus, leading to Horizon's proposal to develop a Recovery Center. The proposed 58-bed program, comprising Sobering Center, Withdrawal Management/Detox, and Residential Treatment beds, would restore lost sobering services, expand detox and treatment capacity, and improve client outcomes through a seamless continuum of care.

A portion of this Property previously served as a residential detoxification facility and shelter for persons experiencing abuse in their domestic relationships. The County is acquiring the Property to continue its use as a residential sobering and detoxification center, with the intention of allowing Horizon to develop its Recovery Center at the site. No change in current allowed land uses is contemplated at this time.

In accordance with Government Code Section 65402, the County of San Mateo hereby requests that a finding be made by the City of Burlingame Planning Commission as to whether the County's proposed acquisition of the Property would be in conformity with the City's applicable General Plan. Please forward the findings to me at the address above.

Thank you for your consideration.

cc: Michael P. Callagy, County Executive

| Account # and Status | Business Name and Information | Contact Information |
|---|---|---|
| <p>20503712</p> <p>Business Status: Active</p> <p>Start Date: 11/8/2012</p> <p>End Date:</p> <p>License Status: Delinquent</p> <p>Issue Date: 7/1/2024</p> <p>Expire Date: 6/30/2025</p> <p>Balance Due: 0</p> <p>State License #</p> <p>State License Type:</p> <p>State License Status:</p> <p>State License Exp Date:</p> | <p>STAR-VISTA/FIRST CHANCE</p> <p>826 MAHLER RD</p> <p>Business Address: BURLINGAME, CA 94010-1604</p> <p>Location: Inside</p> <p>Location Type: Commercial</p> <p>Mailing Address: 610 ELM ST STE 212 SAN CARLOS, CA 94070-3070</p> <p>Ownership Type: Corporation</p> <p>Phone Number: (650) 591-9623 x104, (650) 400-9009</p> <p>Fax Number: (650) 591-9670</p> <p>Email: operations@star-vista.org</p> <p>Website: starvista.org</p> <p>Geo Areas:</p> <p>License Description: NON-PROFIT SOCIAL SERVICE</p> <p>Business Type: NON-PROFIT</p> <p>Rate Type: STD - Exempt</p> <p>NAICS: -</p> <p>SIC: 8322001 - Individual And Family Social Services</p> | <p><u>Owners / Officers</u></p> <p>STAR-VISTA, OWNER</p> <p><u>Emergency Contacts</u></p> <p><u>Alarm Company</u></p> |

| Account # and Status | Business Name and Information | Contact Information |
|----------------------------|--|---|
| <u>20508705</u> | STARVISTA STARVISTA | <u>Owners / Officers</u> STARVISTA , (650) 400-9009 |
| Business Status: Active | 818 MAHLER RD Business Address: BURLINGAME, CA 94010-1604 | SARA MITCHELL, CEO, (650) 302-1957 smitchell@star-vista.org |
| Start Date: 12/16/2024 | Location: Inside | <u>Emergency Contacts</u> SARA MITCHELL, CEO, (650) 302-1957 smitchell@star-vista.org |
| End Date: | Location Type: Commercial | <u>Alarm Company</u> |
| License Status: Delinquent | 818 MAHLER RD Mailing Address: BURLINGAME, CA 94010-1604 | |
| Issue Date: 12/16/2024 | Ownership Type: Corporation | |
| Expire Date: 6/30/2025 | Phone Number: (650) 400-9009, (650) 400-9009 | |
| Balance Due: 0 | Fax Number: | |
| State License # | Email: operations@star-vista.org | |
| State License Type: | Website: star-vista.org | |
| State License Status: | Geo Areas: | |
| State License Exp Date: | License Description: PUBLIC HEALTH CONSULTING | |
| | Business Type: NON-PROFIT | |
| | Rate Type: STD - Exempt | |
| | NAICS: 92312 - Administration Of Public Health Programs | |
| | SIC: 9431001 - Administration Of Public Health Programs | |