

City of Burlingame

*Commercial Design Review, Environmental Review, Historic Variances and Parking Easement
for the redevelopment/restoration of the existing Post Office building and construction of
a New 6-story Office Project with Ground Floor Retail and two Levels of Underground Parking.*

Address: 220 Park Road and below grade portion of City Parking Lot E

Meeting Date: July 13, 2020

Request: Application for Environmental Review, Commercial Design Review, Historic Variances for Height (Title 21) and Parking, and Request for a Parking Easement (below grade under Lot E) for the redevelopment and restoration of portions of the existing Post Office building and construction of a New 6-story Office Project with Ground Floor Retail and two levels of Underground Parking.

Applicant: 220 Park – Burlingame LLC

APN: 029-204-250 & 029-204-230

Architect: KSH Architects

Lot Area: 54,956 SF (1.26 acres)

Property Owner: Burlingame Park Square LLC

General Plan: Downtown Specific Plan (Howard Avenue Mixed Use District)

Zoning: HMU(Howard Mixed Use)

Adjacent Development: Professional office, personal services, retail, restaurants and City Parking Lot E.

Current Use: Former United States Post Office (currently vacant).

Proposed Use: Redevelopment of portion of historic post office building & new six-story mixed use office building; retail on the ground floor and office on upper five floors.

Allowable Use: Permitted uses include retail uses, personal services, business services, hotels, travel agencies, government agencies, grocery stores and markets, financial institutions; above the first floor only- offices, including health services and real estate, multifamily residential uses, personal trainer and assessment businesses

Conditional Use: Instructional classes incidental to retail or service use, commercial recreation use, food establishments, pool halls, bowling alleys and other commercial amusements, performing arts facilities, laundry and dry cleaning agencies with on-site processing plants, drive-in services or take-out services associated with permitted uses.

Project Site and Background: The project site is a through lot with frontages along Park Road and Lorton Avenue, between Burlingame and Howard Avenues, known as 220 Park Road. The site operated as a United States Post Office until 2015. Directly adjacent (north) to the project site is City of Burlingame Parking Lot E. The property totals 1.26 acres and is within the boundaries of the Burlingame Downtown Specific Plan area, in the Howard Mixed Use (HMU) zoning district. The subject property is less than a quarter mile from Burlingame's Caltrain station.

The post office property at 220 Park Road was sold by the Federal Government in 2015 and is now held in private ownership. During the sale of the property, a historic preservation covenant was attached to the property per terms established by the United States Postal Service (USPS). The purpose of the preservation covenant (covenant) is to bind the grantee to restoring, maintaining, preserving, or rehabilitating the historic character and defining features listed in the covenant in accordance with the recommended approaches of the Secretary of the Interior's Standards. The covenant is to be overseen by the City of Burlingame and the State Historic Preservation Office (SHPO). The covenant outlines the historic exterior and interior character defining features that should be retained or sensitively treated to meet the requirements of the covenant. The covenant

specifies that the Park Road façade is the primary and most significant façade and suggests that there may be more flexibility on the Lorton Avenue façade.

Currently the site contains the now vacant US Post Office building which is 13,293 square feet (SF), along with a garage building that is 1,275 SF, and a surface parking lot and driveways with 51 total parking stalls. The site is contained by perimeter fencing to prevent trespassing.

The City of Burlingame had previously entered into an Exclusive Negotiating Agreement (ENA) with property owner Burlingame Park Square LLC in 2015 for a development proposal that would encompass both the Post Office property and the adjacent City-owned Parking Lot E. The ENA expired in September 2019, and the previous development proposal became inactive and has been terminated. Since then, the property owner of the former Post Office has engaged developer Sares Regis in coordination with Dostart Development Company on this current proposal.

There have been three study sessions on this new, current proposal:

- January 21, 2020 - representatives from Sares Regis presented an update to the City Council on potential uses and development concepts for the former Post Office property, specifically that a commercial/office development concept was being pursued, in coordination with commercial/office developer Dostart Development Company;
- March 2, 2020 - representatives from Sares Regis presented the City Council with an update on development and design concepts for the site;
- May 2, 2020 - representatives from Sares Regis presented an update to the City Council and Planning Commission at the annual joint City Council / Planning Commission meeting on the (current) proposal that was submitted to the City with entitlements on April 9, 2020.

The City of Burlingame (City) is currently working with Urban Field Studio, an urban design consultant, on the future development of Parking Lot E into a public plaza that would complement and coincide with the proposed post office redevelopment project. There are 72 existing public parking stalls located in Lot E that would be removed with the development of the public plaza. However, the a new 5-story City parking structure is currently under construction on Lot N, just south of Howard Avenue, between Lorton and Highland Avenues. The new parking structure will have 368 parking spaces. In addition, the proposed development at 220 Park Road includes shared parking that would allow the two levels of below grade office parking to be used by the public during the evenings and weekends.

Project Summary: The applicant is proposing the redevelopment and restoration of portions of the existing Post Office building and construction of a new 6-story office project with ground floor retail and two levels of underground parking at 220 Park Road.

The project would include the restoration and reactivation of portions of the historic post office building for use as retail and/or restaurant space along with new retail spaces along the Lorton Avenue frontage, for a total of 12,402 SF of retail use on the ground floor. The proposal includes the construction of five floors above totaling 139,887 SF to be used as office space. The gross square footage of the retained/restored portion of the post office and the new retail and office space would total 179,187 SF. The overall height would be approximately 98'-6" to the top of the roof screening, and 86'-6" to the top of the roof. The project entitlement package includes a variance request for the proposed height, which is 43'-6" taller than the maximum allowed height of 55'-0" set by the Downtown Specific Plan and Howard Mixed Use Zoning.

The entitlement application also includes a request for a variance under Title 21 to reduce the parking ratio for office use to 1 parking space per 500 square feet, where the Code Section 25.70.040 requires 1 parking space per 300 square feet of office. The project would provide a total of 283 on-site parking spaces located in two levels of below grade parking, where 467 spaces would be required under current code parking requirements.

The mixed use office building would total 179,187 SF which consists of retail and office uses, lobby areas, storage and mechanical rooms in the basement, vehicle entrance areas into the two levels of below garage parking, and enclosed stairways and elevators. The proposed building would include retention of 4,840 SF of the existing historic post office building that would be utilized as retail and/or restaurant uses, with an additional 7,562 SF of new retail square footage on the ground floor along Lorton Avenue.

The HMU District Regulations allow both retail and personal services as permitted uses (Code Section 25.33.020 (a)(b)) and restaurants are a conditional use (Code Section 25.33.030(c)). While these uses are anticipated, the end users of the proposed ground floor space(s) is yet to be determined. If a restaurant use is proposed within the ground floor space, then an application for a Conditional Use Permit would be required to be submitted at that time. Office use is permitted above the ground floor in the HMU zone (Code Section 25.33.020 (i)(1)). Tenants for the office spaces have not yet been determined.

Two levels of below grade parking are proposed to accommodate the proposed office use. There would be a total of 283 on-site parking spaces provided. There would be a 48' by 150' portion of both parking levels that would extend beyond the property line on the north side, underneath the City property (currently Parking Lot E) below the future public plaza. The entitlements include a request for an underground easement with the City for this encroachment (7,200 SF on each level) which totals 14,400 SF that would contain a total of 33 parking spaces. In exchange, the proposal includes the option to allow these parking spaces to be made available for public use in the evenings and weekends, when theoretically the office use would not be in operation. Access to the below grade parking would be from Lorton Avenue.

The following applications are required for this project:

- Commercial Design Review for a new, six-story mixed use office building (retail and office) (Code Sections 25.57.010((c) and 25.33.020);
- Environmental Review (anticipated to use CEQA Section 15183);
- Historic Variance (Title 21) for Height, 98'-6" proposed where 55' is the maximum allowed (Code Section 21.04.120(b));
- Historic Variance (Title 21) for Parking, 1:300 SF required for office use, where 1:500 SF is proposed (Code Section 21.04.120(b)); and
- Parking Easement (below grade under Lot E).

Commercial Design Review: Commercial Design Review is required for new commercial buildings pursuant to Code Sections 25.38.045 and 25.57.010 (c)(1). Design Review was instituted for commercial projects in 2001 with the adoption of the Commercial Design Guidebook. The project is located within the boundaries of the *Burlingame Downtown Special Plan* and therefore subject to Chapter 5 of the Downtown Specific Plan (Design & Character). Section 5.2 (pages 5-2 through 5-12) provides design guidelines specifically for commercial and mixed use areas within the Downtown Specific Plan area. Section 5.4 (pages 5-22 through 5-27) provides more general design guidelines that apply to all areas of the downtown.

The proposed project includes retention of the historic post office lobby and façade along Park Road, as well as the portion that faces (north) Parking Lot E. The main entrance to the office uses would be located to the right of the post office façade, near the southern property line. This office entrance would be set back approximately 31 feet from the front façade of the historic building, approximately 67' from the property line, and would be clearly differentiated from the historic building as it is more of a contemporary style with a glazed façade.

On the Park Road façade the upper stories of the proposed office building would set back significantly. The Lorton Avenue portion of the existing post office would be demolished. The new office building would have tiers and steps back on each floor in order to provide relief as the structure increases in height. In addition, the new building has been designed to engage with the preserved portions of the post office. The building includes balconies at these setbacks to visually activate the vertical plane, as well as provide outdoor space for the office occupants. Additional setbacks along the Park Road and Lorton Avenue façades create a number of terraces and a variable stacked volume that complements the Art Deco features of the post office building and its historic context. Materials on the new building include precast concrete panels, aluminum canopies, brick veneer cladding, and clear vision glass.

The following design review criteria for commercial development projects are outlined in the zoning code:

1. Support of the pattern of diverse architectural styles that characterize the city's commercial, industrial and mixed use areas; and
2. Respect and promotion of pedestrian activity by placement of buildings to maximize commercial use of the street frontage, off-street public spaces, and by locating parking so that it does not dominate street frontages; and
3. On visually prominent and gateway sites, whether the design fits the site and is compatible with the surrounding development; and
4. Compatibility of the architecture with the mass, bulk, scale, and existing materials of existing development and compatibility with transitions where changes in land use occur nearby; and
5. Architectural design consistency by using a single architectural style on the site that is consistent among primary elements of the structure, restores or retains existing or significant original architectural features, and is compatible in mass and bulk with other structures in the immediate area; and
6. Provision of site features such as fencing, landscaping, and pedestrian circulation that enriches the existing opportunities of the commercial neighborhood.

Historic Background: As noted above the subject property carries a preservation covenant that was part of the sale from the USPS. This covenant is to be overseen by the City of Burlingame or SHPO. The intent of the covenant is to bind future owners with the restoration, maintenance, preservation, or rehabilitation of the historic character-defining features specifically listed in the covenant language; which is in accordance with the recommended approaches of the Secretary of the Interior's Standards.

The covenant specifies that the Park Road façade is the primary and most significant façade and notes that there may be more flexibility on the Lorton Avenue façade as it is considered secondary. The preservation covenant is provided as an attachment for reference.

The proposed project includes a request for two preservation incentives, which are essentially variances, one for height and one for parking. Burlingame Municipal Code Title 21, Historic Resource Preservation, provides eligible properties to utilize incentives for the preservation of historic resources. Title 21 requires the property to be listed on a formal register of historic resources, such as the National Register, the California Register, or a local register. Page & Turnbull recommends that the property apply to be listed on the National Register; they are currently working on preparing the Secretary of Interior standards compliance and application materials to submit for listing.

Page & Turnbull has prepared a historic analysis that provides an assessment of the proposed project's compliance with the preservation covenant as well as how the project would comply with the Secretary of

Interior standards. The memo notes that the proposed project retains nearly all of the interior and exterior character-defining features of the historic resource. The main historical façade facing Park Road would be retained, with the proposed six-story office building addition inserted behind the post office wing and lobby, extending to Lorton Avenue. Page & Turnbull note that on both frontages, the new building would have substantial setbacks which are intended to allow for the massing and shape of the historic primary façade to be retained. The memo states that the new office addition has been designed in a contemporary style and with contemporary materials to clearly differentiate the new structure from the historic resource.

Please reference the attached June 30, 2020 Page & Turnbull memo for the full historical analysis.

Storm Drainage Culvert: There is a storm drain box culvert that passes underneath City Parking Lot E as well as the subject property, where it borders the north side property line. The culvert sits approximately 5' inside of the northern property line, limiting development on an approximately a 20' wide by 150' long portion of the property. The box culvert is approximately 4' x 19' and serves as critical storm drainage infrastructure that conveys storm water from the entire upper Burlingame Creek watershed through downtown Burlingame. The culvert carries significant storm flows from approximately 900 acres of upstream land from portions of the Town of Hillsborough and the City of Burlingame and extends up to Highway 280 on the west. The potential for upstream and downstream flooding can occur during heavy rain events as the culvert has a 10-year storm event flow capacity of only 450 cubic feet per second (cfs). Currently there is clean out located in City Parking Lot E, where sediment is removed annually to prevent back-ups. It is likely that this clean-out will be relocated into the Park Road right-of-way with the development of the public plaza on Parking Lot E. However, it is critical there is adequate access available to the culvert such that maintenance and repairs can be made when necessary as any failure of the culvert due to structural or maintenance issues could result in catastrophic flooding in the downtown area and may potentially impact many properties in the upstream drainage basin. Therefore, Public Works supports the proposed project, with the area above the culvert, approximately a 20' by 150' portion of the subject property along the northern property line remaining unobstructed by any new construction so that access would remain open to the culvert, if necessary.

Building Height: Title 21, the Historic Preservation Ordinance, allows incentives to be made available for properties listed on the Register that undergo maintenance or alteration consistent with the Secretary of the Interior Standards for Rehabilitation. Code Section 21.04.120(a)(B) allows owners of historically designated properties to apply for variances from development standards applicable to the property in instances where the deviation from the standard is warranted in order to preserve the historic character of the property.

The subject property has been determined to be eligible for listing on the National Register of Historic Places (NRHP) and has a historic covenant. The applicant is working with architectural historians at Page & Turnbull, who recommend that the property apply for listing on the National Register. This process is currently underway and Page & Turnbull have prepared a preliminary assessment which is attached and dated June 30, 2020.

The entitlements requested for the project include utilizing the preservation incentives section 21.04.120(b) for height. The maximum building height allowed in the HMU District is 55'-0". As measured from the average top of curb elevation along Lorton Avenue to the top of the roof deck, the proposed six-story building would be 86'-6" in height. A request for a Historic Variance for building height has been submitted by the applicant.

Code Section 25.08.340 specifies that building height is measured from the average top of curb and to the highest edge of a gable, hip or shed roof or top of parapet. The building height limit applies to ninety-five (95) percent of the total roof surface; the remaining five (5) percent may include projections up to ten (10) feet above top of parapet for enclosing elevators, mechanical penthouses, solar structures, antennas or other equipment. As noted above, the proposed height of the building is 86'-6"; the project proposes a 12'-0" roof screen around the HVAC equipment, elevator overrun and stair penthouse. Because the screening exceeds the allowable 10 feet projection beyond the maximum roof height, the overall height in this case is being counted to the top of the roof screening, with an overall height of 98'-6".

Title 21 allows owners of designated properties to apply for variances from development standards applicable to the property in instances where the deviation from the standard is warranted in order to preserve the historic character of the property. The property's status as a designated historic resource may be used as a basis for determining whether the property owner is denied privileges enjoyed by other property owners in the vicinity and within the same zoning district.

The applicant has provided variance findings for the requested height of 98'-6", 43'-6" above the 55' height limit in the HMU zone. The findings note that redevelopment of the subject property is constrained by two factors: the historic preservation of portions of the existing post office building as detailed in the covenant and also by the stormwater culvert that runs under the northern edge of the property. The variance application findings for height note this project requests flexibility in the site's development standards to account for the lost development area as a result of the historic elements given that there is approximately 0.32 acres of the site that cannot be built upon as the preservation covenant dictates that the exterior and interior of the main post office lobby, as well as the main exterior entry facing Park Road, must be preserved in accordance with Secretary of Interior standards.

The procedure for requesting approval of an historic variance shall be the same as that required for other forms of variances, as specified in Title 25 of the Burlingame Municipal Code (Zoning Ordinance). Therefore, in order to grant a Historical Variance for building height, the Planning Commission must find that the following conditions exist on the property (Code Section 25.54.020 (a-d)):

- (a) There are exceptional or extraordinary circumstances or conditions applicable to the property involved that do not apply generally to property in the same district;
- (b) The granting of the application is necessary for the preservation and enjoyment of a substantial property right of the applicant, and to prevent unreasonable property loss or unnecessary hardship;
- (c) The granting of the application will not be detrimental or injurious to property or improvements in the vicinity and will not be detrimental to the public health, safety, general welfare or convenience;
- (d) That the use of the property will be compatible with the aesthetics, mass, bulk and character of existing and potential uses of properties in the general vicinity.

Off-Street Parking: As detailed above in the height discussion, Title 21, the Historic Preservation Ordinance, Code Section 21.04.120(a)(B) allows owners of historically designated properties to apply for variances from development standards applicable to the property in instances where the deviation from the standard is warranted in order to preserve the historic character of the property.

The proposed project plans to use the preservation incentives section 21.04.120(a)(B) for parking as well, with a request for a reduced parking ratio for office, with 1 space per 300 SF required under Code Section 25.70.040 where the application is proposing 1 space per 500 SF. The project site is located within the boundaries of the downtown parking sector of the Burlingame Downtown Specific Plan, which exempts retail, personnel service, food establishments and commercial recreation uses from providing off-street parking. Therefore, the proposed restoration of a portion of the post office building and the new retail spaces along Lorton Avenue are not required to provide any off-street parking. However, the five floors of office proposed totaling 139,887 SF require a total of 467 on-site parking spaces where 283 on-site spaces are proposed, a deficit of 184 parking spaces.

The parking would be accessed from Lorton Avenue with a 9'-9" dedicated inbound driveway and a 9'-9" dedicated exit driveway. There would be 17 parking spaces located at-grade, behind the existing post office building and new retail, and two levels of below grade parking with 132 spaces on parking level one and 134 spaces on parking level two. There would be a total of 9 ADA spaces, 17 EV spaces, 6 clean air spaces and 14 green vehicle spaces. The project also includes 15 short term bicycle parking spaces.

A 48' wide by 150' long portion of the two below grade parking levels in the northwestern portion would encroach beyond the property line onto City Parking Lot E. The total square footage is 7,200 SF, or 14,400 SF total on both levels. There would be a total of 33 parking spaces within this encroachment area, with 15 parking spaces on level one and 18 parking spaces on level two. The application for entitlements includes a request for a parking easement to allow these garage areas/parking spaces to extend beyond the property below grade, under what will be the future public plaza. The details and terms of this agreement are being drafted by the City Attorney's office and will require City Council approval.

The applicant has also provided variance findings for the requested deficit in parking being sought under Title 21, historic variances. The findings note that this request is necessary due to the unique configuration and siting of the historic post office building that is required to be preserved, which greatly diminishes the ability to construct parking at grade. They believe that the central downtown location of the subject property, which is less than a quarter mile from the Burlingame Caltrain Station, supports a reduced parking ratio of 2.0 parking spaces per 1,000 square feet of office space (1:500 SF). The applicant also believes that this reduced ratio would be able to support the market-appropriate parking needs as they have utilization studies of office buildings in downtown Redwood City that support this parking ratio for actual office use in operation in these downtown, transit-oriented contexts that they find are very different in access to services in terms of walkability from more suburban office locations.

The application materials also note that the project will include a Transportation Demand Management Plan (TDM) which is currently being development and they hope will facilitate the reduction of single-occupancy travel to and from the site.

Land Use section 3.6.1 of the Downtown Specific Plan allows that in instances where uses proposed are not exempt from providing parking, in-lieu fees may be paid instead of providing parking on-site where there is expansion, intensification, or construction of new buildings. In this case, the proposed office portion of the building is not exempt from providing off-street parking, and is deficient by 184 spaces. The parking in-lieu fees are not proposed to be collected for the balance of spaces required for the proposed project, but instead as part of this parking variance request, the applicant is offering to make all of the 283 on-site spaces available for public use during non-office hours in the evenings and on weekends.

220 Park Road

Lot Area: 1.26 acres (54,956 SF)

Plans date stamped: June 24, 2020

	PROPOSED	ALLOWED/REQUIRED
Use:	Retail on ground floor (retail business not determined) (12,402 SF) Office on upper five floors ¹ (139,887 SF)	Permitted Uses: Retail uses and office uses above the ground floor Conditional Uses: Food Establishments
SETBACKS		
PARK RD	0'-0"	0'-0"
Front (Pkr level 1):	0'-0"	0'-0"
(Pkr level 2):	34'-0" (E) & 66'-8" (N) ¹	Minimum of 60% of first flr of structure @ property line- 150' x 60% = 90'
(Ground flr):		
(2nd flr):	59'-8"	0'-0"
(3rd flr):	94'-9"	0'-0"
(4th flr):	95'-9"	0'-0"

	PROPOSED	ALLOWED/REQUIRED
<i>(5th flr):</i>	96'-8"	0'-0"
<i>(6th flr):</i>	107'-3"	0'-0"
Left Side (Pkg level 1):	48'-0" beyond PL onto City Pking Lot E (front portion) & 23'-0" rear portion	0'-0"
(Pkg level 2):	48'-0" beyond PL onto City Pking Lot E (front portion) & 23'-0" rear portion	0'-0"
(Ground flr):	15'-0" (E) & 23'-0" (N)	0'-0"
(2nd flr):	36'-6" (front portion) & 23'-0" (rear portion)	0'-0"
(3rd flr):	34'-9" (front portion) & 22'-0" (rear portion)	0'-0"
(4th flr):	35'-9" (front portion) & 23'-0" (rear portion)	0'-0"
(5th flr):	35'-9" (front portion) & 23'-0" (rear portion)	0'-0"
(6th flr):	34'-9" (front portion) & 22'-0" (rear portion)	0'-0"
Right Side (Pkg level 1):	0'-0"	0'-0"
(Pkg level 2):	0'-0"	0'-0"
(Ground flr):	0'-6"	0'-0"
(2nd flr):	3'-1"	0'-0"
(3rd flr):	2'-7"	0'-0"
(4th flr):	3'-1"	0'-0"
(5th flr):	3'-1"	0'-0"
(6th flr):	2'-7"	0'-0"
LORTON AVE		
Rear (Pkg level 1):	3'-0"	0'-0"
(Pkg level 2):	3'-0"	0'-0"
(Ground flr):	8'-0"	0'-0"
(2nd flr):	8'-0"	0'-0"
(3rd flr):	7'-0"	0'-0"
(4th flr):	22'-0"	0'-0"
(5th flr):	22'-0"	0'-0"
(6th flr):	21'-0"	0'-0"
BUILDING ENVELOPE:		
Ground Floor Ceiling Height:	15'-0"	15'-0"
Building Height:	98'-6" ¹	55'-0" (Historic Variance for height requested; exceeds max height by 43'-6")
Lot Coverage:	44,140 SF 80.3%	No regulations- informational only
Floor Area Ratio (FAR):	179,187 SF 3.26 FAR	No regulations- informational only

	PROPOSED	ALLOWED/REQUIRED
OFF-STREET PARKING		
Off-Street Parking:	283 spaces proposed in two levels of below grade parking ² & ³	Office – 1 space per 300 GSF Retail - exempt Office: 139,887SF/300 GSF Total = 467 spaces
Driveway Width:	9'-9" ingress / 9' – 9" egress driveway width	Parking areas with not more than 30 vehicle spaces shall have a minimum driveway width of 12'-0"

¹ Historic Variance for Height – 98'-6" proposed where 55'-0" is the maximum allowed.

² Parking Easement requested for encroachment of 14,400 SF (48' x 150'= 7,200 SF on each level for 33 spaces) beyond property line on City Parking Lot E (APN# 029-204-230); shared parking proposed for public use of all on-site parking weekday evenings and on weekends.

³ Historic Parking Variance Request – 283 on-site parking spaces (1:500 SF office) provided where 487 spaces (1:300 SF) are required; 184 space deficit.

General Plan/Specific Plan: The *Burlingame General Plan* designates this site under the *Burlingame Downtown Specific Plan*. In 2010 the City Council adopted the *Burlingame Downtown Specific Plan* (amended in 2011), which serves as an element of the General Plan. The subject property is located within the boundaries of the planning area for the Downtown Specific Plan, specifically in the Howard Avenue Mixed Use District, which is described as follows:

The Howard Avenue Area is the area to the south of Burlingame Avenue and consists of a mix of uses, including retail and office along Howard Avenue, and multifamily residential uses between Howard and Peninsula Avenues. Burlingame Avenue and Howard Avenue together form the "Burlingame commercial" area. Ground floor retail use is encouraged, and housing is allowed on the upper levels above commercial uses. The interceding side streets--Lorton Avenue, Park Road, Primrose Road and Highland Avenue--will act as connector streets with the commercial uses along those streets strengthening the relationship between Burlingame Avenue and Howard Avenue.

The Downtown Specific Plan includes various Goals and Policies to guide growth and development in Downtown Burlingame. The table below shows how the proposed project meets these Goals and Policies.

GOAL/POLICY	PROJECT PROPOSED
Policy LU-1.1: Strengthen and enhance retail uses on side streets between Burlingame Avenue and Howard Avenue to create an expanded active retail area and enhance pedestrian activity.	Mixed office building proposed (retail and office) on Park Road through to Lorton Avenue, between Burlingame Avenue and Howard Avenue. Provides strengthening of expanded retail activity to enhance pedestrian activity.
Policy LU-5.2: Promote public/private partnerships for redevelopment of City-owned properties.	While the proposed use is a private development, the creation of a public plaza on City Parking Lot E in conjunction with the proposed project will help revitalize this central area of Downtown Burlingame.

<p>Policy P-1.1: Encourage the use of “alternative” vehicle types with ample bicycle parking and free parking for electric cars.</p>	<p>Bicycle storage provided along Park Road and Lorton Avenue.</p>
<p>Policy P-1.2: Devote less land for parking Downtown while accommodating increased demand by using the land more efficiently with decked or underground parking.</p>	<p>There are two below grade parking levels proposed.</p>
<p>Policy P-1.3: Conceal parking areas through the use of attractively designed above- or below-ground parking structures.</p>	<p>Ground level parking is concealed behind retail space and lobby.</p>
<p>Policy P-1.4: Provide incentives for joint ventures between the City and developers for new development that includes public parking facilities.</p>	<p>The 283 off-street parking spaces for the proposed office development would also be made available to be utilized by the public during the evenings and on weekends.</p>
<p>Policy P-3.2: Ensure downtown parking is conveniently located.</p> <p>Policy P-4.1: Downtown parking requirements should promote more efficient use of land. For example, consider shared parking, proximity to transit, and walking distance.</p> <p>Policy P-5.2: Construct well-designed parking garages in central locations.</p>	<p>The loss of the 72 public parking spaces in City Parking Lot E, (adjacent to the project site) as a result of the development of a public plaza would be offset by additional spaces in the project for a total of 283 centrally located below grade spaces that are available for public parking downtown in the evenings and weekends when the offices at 220 Park Road are closed.</p>
<p>Policy C-2.6: Consider the needs of pedestrian, bicycles, and people with disabilities.</p>	<p>Building contains an elevator and a disable-accessible parking space is provided on-site. In addition the existing ramp along Park Road would be reconstructed to meet current standards.</p>
<p>Policy S-1.1: Improve the safety of streetscapes through better lighting, repair of curbs and gutters, universal design/ADA compliance, and other measures.</p>	<p>The project includes replacing and widening the existing sidewalk along Lorton Avenue as well as the curbs and gutters; improvements will comply with ADA requirements.</p>
<p>Policy S-1.3: Streetscapes should reflect Burlingame’s destination as a “tree city.” Trees should be planted throughout the downtown as an integral part of the streetscape, and mature streets trees should be persevered whenever possible.</p>	<p>Five new 36-inch box size London plane street trees would be planted in front of the site along Lorton Avenue. Three new 24-inch box size Columnar Red Maple street trees would be planted along the Park Road frontage. In addition various trees and shrubs would be added around the project site.</p>
<p>Policy D-1.1: Ensure that new construction fits into the context and scale of the existing downtown.</p>	<p>The proposed building has been designed to meet the historic covenant on the post office building as well as to be compatible with existing buildings downtown.</p>

GOAL/POLICY	PROJECT PROPOSED
<p>Policy D-1.2: Require design review for all new downtown buildings and for changes to existing downtown buildings, and integrate historic review into the design review process.</p>	<p>Proposed building is subject to Design Review; design of the proposed building has been done to in compliance with the historic covenant and to respect the historic post office building. The office does not try to mimic the post office art deco architecture, but has been designed in a contemporary style with contemporary materials to clearly differentiate the new structure from the historic resource. The new massing has setbacks and articulation to complement the design and historical context of the former Burlingame Main Post Office.</p>
<p>Policy D-4.1: Encourage buildings to be built out to the sidewalk, with doors and windows facing the sidewalk to create a lively pedestrian environment.</p>	<p>Building is built out to the sidewalk with doors and windows facing the sidewalk.</p>

Staff Comments: Comments from the Building, Engineering, Fire, Parks, and Stormwater Divisions are attached.

Public Facilities Impact Fee: The purpose of public facilities impact fee is to provide funding for necessary maintenance and improvements created by development projects. Public facilities impact fees are based on the uses, the number of dwelling units, and the amount of square footage to be located on the property after completion of the development project. New development that, through demolition or conversion, will eliminate existing development is entitled to a fee credit offset if the existing development is a lawful use under this title, including a nonconforming use.

Based on the proposed mixed use office building (retail and office) with a credit applied, the required public facilities impact fee for this development project is **\$1,414,055.00**. One-half of the public facilities impact fees payment will be required prior to issuance of a building permit issuance; the second half of the payment will be required before the final framing inspection.

Commercial Linkage Fee: The purpose of commercial linkage fee is to:

- (a) Encourage the development and availability of housing affordable to a broad range of households with varying income levels within the City as mandated by State law, California Government Code Section 65580 and following.
- (b) Offset the demand for affordable housing that is created by new development and mitigate environmental and other impacts that accompany new commercial development by protecting the economic diversity of the City’s housing stock; reducing traffic, transit and related air quality impacts; promoting jobs/housing balance; and reducing the demands placed on transportation infrastructure in the region.
- (c) Promote the City’s policy to provide an adequate number of affordable housing units to the City’s housing stock in proportion to the existing or projected need in the community, as identified by the Housing Element.
- (d) Support the Housing Element goal of providing housing opportunities for those who work in Burlingame.
- (e) Support the Housing Element goal of achieving increased affordability of housing.

- (f) Support the Housing Element policy of developing of a variety of housing types that are affordable to very low and extremely low income households.
- (g) Support the Housing Element goal of preserving residential character by encouraging maintenance, improvement and rehabilitation of the City's neighborhoods and housing stock.

Based on the proposed mixed use retail/office building, the required commercial linkage fee for this development project is **\$3,447,549.00**. The commercial linkage fee shall be paid in full prior to the issuance of the first building permit for the commercial development project.

Environmental Review Status: ICF has been selected as the CEQA consultant to prepare a CEQA checklist under Section 15183 of the California Environmental Quality Act (CEQA). This is based on an understanding that the proposed project would be consistent with the updated Burlingame General Plan and the Burlingame Downtown Specific Plan. Therefore, it is assumed that efficiencies would be gained by tiering the CEQA review off of the General Plan EIR and the Specific Plan Initial Study/Mitigated Negative Declaration (IS/MND) under CEQA Guideline Section 15162 and 15168.

The ICF proposal assumes that the proposed project would comply with the Preservation Covenant applicable to the former post office, the City Historic Preservation Ordinance (HPO-Title 21), the Secretary of Interior (SOI) Standards, and the Howard Mixed-Use (HMU) zoning regulations. Therefore, Section 15183 of the CEQA Guidelines would apply to the project. Section 15183 of the CEQA Guidelines mandate that projects that are consistent with the development density established by existing zoning, community plan, or general plan policies for which an EIR was certified shall not require additional environmental review, except as might be necessary to examine whether there are project-specific significant effects that are peculiar to the project or its site. This streamlines the review of such projects and reduces the need to prepare repetitive environmental studies.

In approving a project meeting the requirements of this section, a public agency shall limit its examination of environmental effects to those which the agency determines, in an IS or other analysis:

- Are peculiar to the project or the parcel on which the project would be located;
- Were not analyzed as significant effects in a prior EIR on the zoning action, general plan or community plan with which the project is consistent.
- Are potentially significant off-site impacts and cumulative impacts which were not discussed in the prior EIR prepared for the general plan, community plan or zoning action.
- Are previously identified significant effects which, as a result of substantial new information which was not known at the time the EIR was certified, are determined to have a more severe adverse impact than discussed in the prior EIR.

Lot E Town Square/Public Plaza: Concurrent with the proposal for the 220 Park Road, the City is pursuing the design and development of a town square/community open space on the adjacent City-owned Parking Lot E.

A "signature open space" was a key element of the Downtown Specific Plan, envisioned to be in the heart of Downtown in the vicinity of the former Post Office. Previous development proposals had combined the City's parking lot and the Post Office property into a single development site to be developed jointly; the direction going forward will be to coordinate the two efforts so they are complementary, but they will not necessarily be combined together into a single development project.

The City has engaged the urban design firm Urban Field Studio to work with the community to develop conceptual design options for a public plaza on Parking Lot E. To date, this work has focused on coordination between the development project and town square to ensure the projects can be aligned and will be complementary to each other. In coming months, Urban Field will initiate public participation for the town

square. A study session to discuss the town square is anticipated with the Planning Commission, as well as the Parks & Recreation Commission.

Planning Commission Action:

1. **Design Review Study:** The Planning Commission should comment on the design of the project as required by Chapter 25.57 of the Zoning Ordinance, Design Review, and to the following design criteria for commercial projects:
 - a. Support of the pattern of diverse architectural styles that characterize the city's commercial, industrial and mixed use areas; and
 - b. Respect and promotion of pedestrian activity by placement of buildings to maximize commercial use of the street frontage, off-street public spaces, and by locating parking so that it does not dominate street frontages; and
 - c. On visually prominent and gateway sites, whether the design fits the site and is compatible with the surrounding development; and
 - d. Compatibility of the architecture with the mass, bulk, scale, and existing materials of existing development and compatibility with transitions where changes in land use occur nearby; and
 - e. Architectural design consistency by using a single architectural style on the site that is consistent among primary elements of the structure, restores or retains existing or significant original architectural features, and is compatible in mass and bulk with other structures in the immediate area; and
 - f. Provision of site features such as fencing, landscaping, and pedestrian circulation that enriches the existing opportunities of the commercial neighborhood.

Catherine Keylon
Senior Planner

- c. 220 Park – Burlingame LLC, applicant
Burlingame Park LLC, property owner
KSH Architects, project architect

Attachments:

Application to the Planning Commission

Letter of Explanation

Variance Application – Parking Reduction

- Redwood City Office Parking Utilization Data/Study Memo

Variance Application – Height

Environmental Information Form

Climate Action Plan (CAP) Consistency Checklist

Historic Preservation Covenant Language

Historic Memorandum, prepared by Page & Turnbull, dated June 30, 2020

Staff Comments

- Draft – Alternate Means of Protection (Fire)

Notice of Public Hearing – Mailed July 2, 2020

Area Map