

### 3 ILLUSTRATIVE DEVELOPMENT CONCEPTS

---

*This chapter describes the concepts shown in the Specific Plan Illustrative, which demonstrates how the northern part of Burlingame might look if currently vacant or underused parcels were to be developed as proposed in the Specific Plan.*

#### **A. Specific Plan Illustrative**

Many of the components of the Illustrative drawing, shown in Figure 3-1, are a community response to existing conditions in Burlingame. The existing design and development conditions are set out in Chapter 7, which includes a discussion of land use, development conditions and opportunities, urban design features and economic trends.

Based on the goals and issues identified through the workshop process, the community reviewed and selected from several alternative development scenarios for the Specific Plan Area. The Specific Plan Illustrative represents a visual synthesis of the components for inclusion in the preferred alternative among the alternatives selected by the community during the planning process.

#### **B. Description of the Specific Plan Area**

The Caltrain main line railroad tracks divide the Plan Area into two segments, each of which is divided into several subareas for planning purposes. These are illustrated and labeled in Figure 3-2. The Rollins Road area includes that part of the Plan Area east of the Caltrain tracks, between the City of Millbrae border to the north and the Broadway interchange to the south. The El Camino Real North area includes the streets and parcels around Burlingame Plaza and Mills

Peninsula Hospital bordered by California Drive and the Caltrain tracks, south to the rear of properties fronting on Dufferin Avenue and Davis Drive. Marco Polo Way and Ogden Drive mark the western border of the area, and Murchison Drive, the City boundary with Millbrae, marks the northern boundary. El Camino Real (State Route 82) bisects this area.

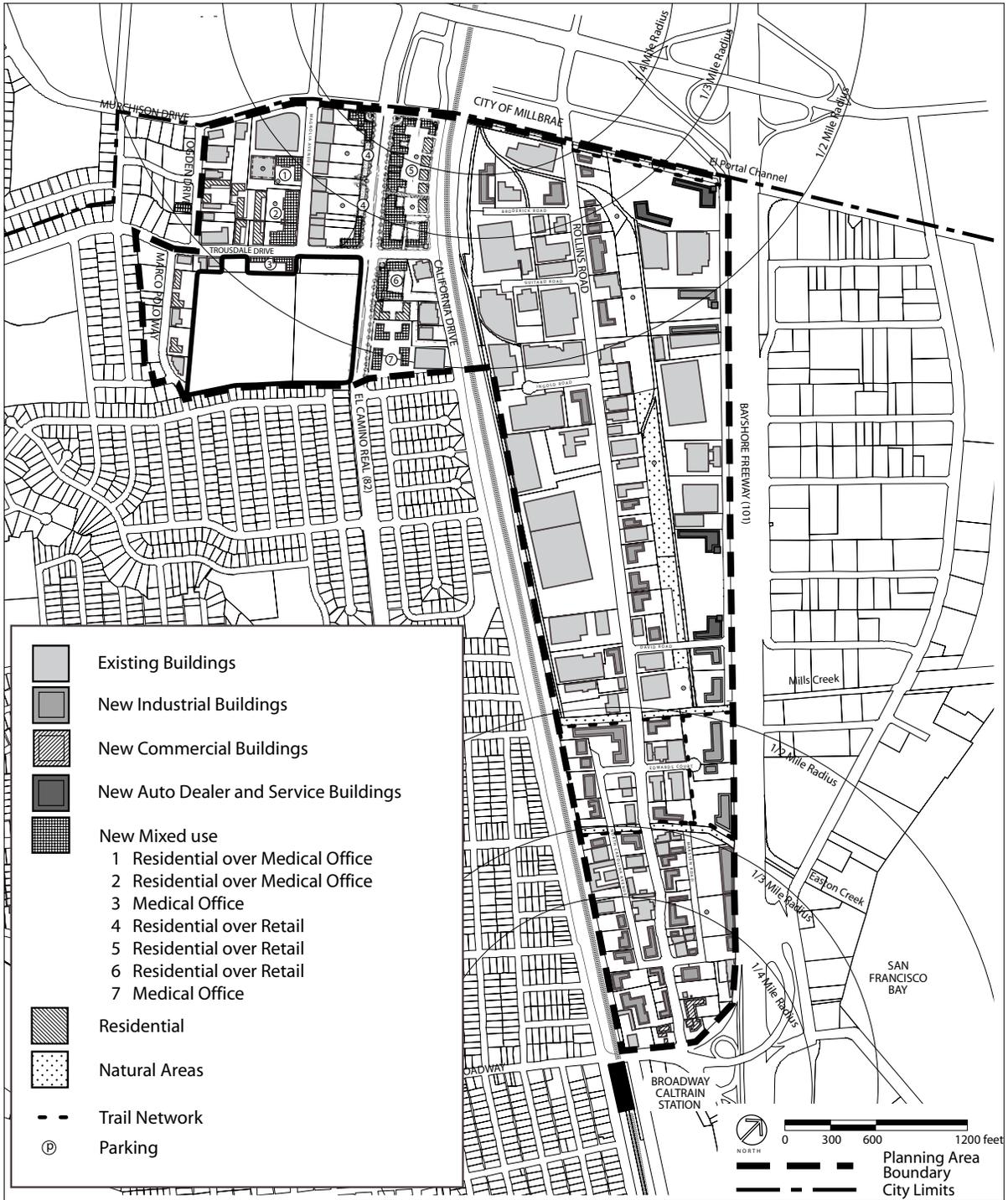
#### **C. The Rollins Road Area**

It is the intent of the plan to do things to positively encourage the continuation of the industrial use of the Rollins Road Area. The Rollins Road area will generally maintain the same types of land uses, although future development in a subarea along the U.S. 101 frontage will be directed to emphasize a concentration of auto sales and service. At the Southern gateway into the area office, auto sales and commercial recreation uses will be emphasized to create a new entry into Rollins Road at Broadway.

The entrance into the City of Burlingame at Rollins Road should be identified by a gateway feature. Figure 3-5 illustrates an entry gateway which incorporates the parking lanes on the bridge over El Portal Channel, where parking is now prohibited. Architectural and landscaping elements, such as replacing the fence on the bridge over El Portal Channel and establishing a gateway feature and entry signs, would improve and define the entry to Burlingame at this end of Rollins Road.

**CHAPTER 3: ILLUSTRATIVE DEVELOPMENT CONCEPTS**

Figure 3-1.  
Specific Plan  
Illustrative



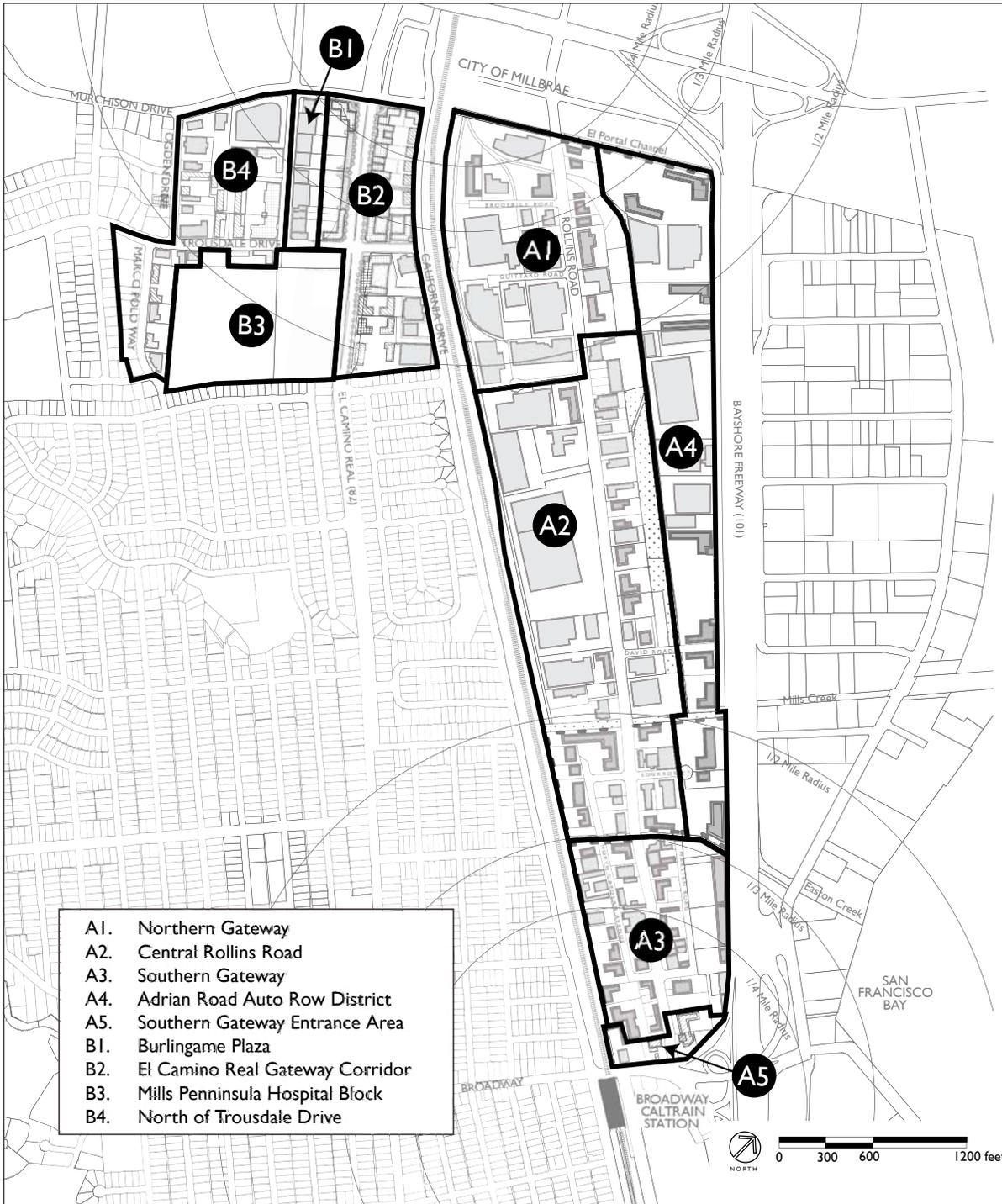


Figure 3-2. Subareas of the Specific Plan Area

The Southern entry into the Rollins Road Industrial area at Broadway is equally important. In this area, the gateway features should be incorporated into the design of the proposed buildings. The gateway features should “announce” that the Rollins Road area, while a part of Burlingame, is distinct.

**1. Northern Gateway**

El Portal Channel is tidal-influenced and separates this subarea from the City of Millbrae. A pedestrian trail should be developed in conjunction with future development on parcels on the Burlingame side of the channel, providing a pedestrian/bicycle connection between Rollins Road and Adrian Road. Additionally, this trail amenity would be a place for people working

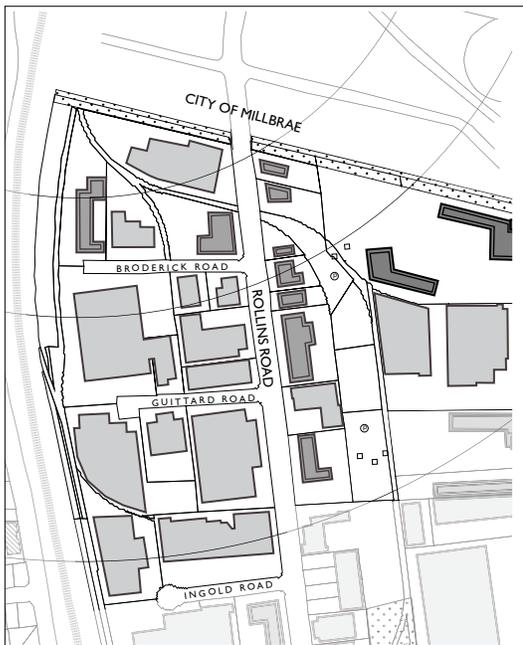


Figure 3-3.  
Northern Gateway subarea (A1)

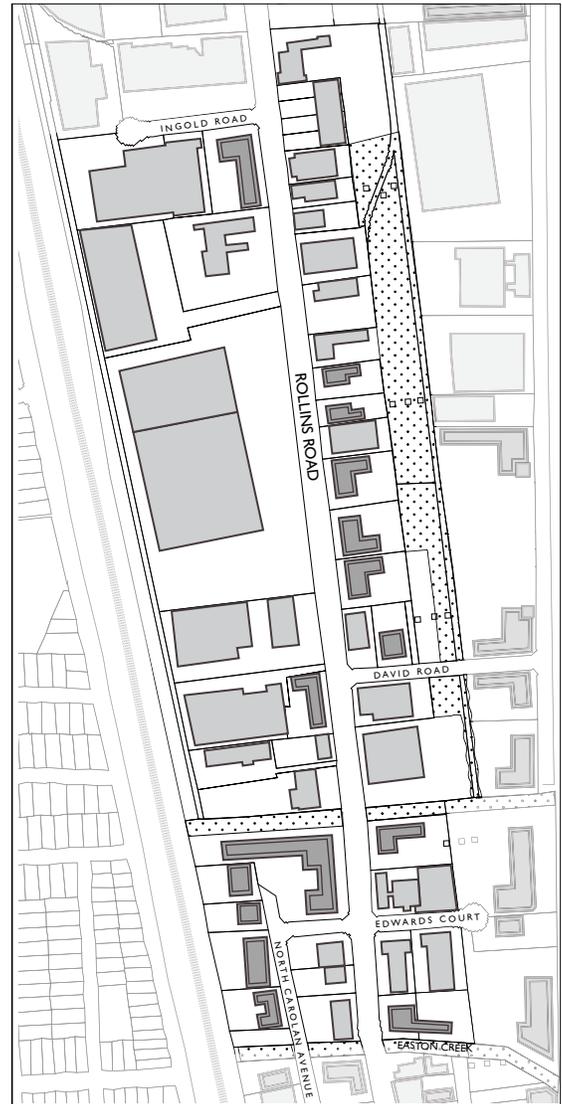


Figure 3-4.  
Central Rollins Road subarea (A2)

nearby to take a short walk, eat lunch, relax outdoors or gain access to commercial recreation uses in the industrial area.



Figure 3-5. Simulation of a potential gateway to Burlingame on Rollins Road



## 2. Central Rollins Road

New development in this subarea should continue to emphasize industrial, manufacturing, public-serving and job-generating uses. These uses can be facilitated by the installation, maintenance and enhancement of landscaping in front setbacks to improve the street environment. Circulation improvements in the public right-of-way, including street lamps, sidewalk treatments and additional street trees are discussed and illustrated in Chapter 5.

Mills Creek, which is under tidal influence, is located in this subarea. Mills Creek has an earthen bed and bank and supports vegetation, including red willow shrubs at the edge of the Caltrain corridor. A trail along Mills Creek would be part of a pedestrian and bicycle network that would connect with another trail that would run along Easton Creek to the south. Conceptual plans for how such a network can be implemented are provided in Chapter 5.

## 3. Southern Gateway

The entrance to the Rollins Road area from the south should be signified by an architectural or landscaped gateway element near the intersection of Rollins Road and Broadway. On the east side of Rollins Road, this gateway area includes properties from the intersection north to the PG&E substation. Some of these parcels may be affected by reconstruction of the U.S. 101 and Broadway interchange overpass into an urban interchange, which is expected within 10 years of the adoption of this Plan. Reconstruction of the interchange may also

impact the phasing and design of a gateway element. The gateway could include an architectural statement, such as one or more tall buildings or building elements on the north side of the intersection of Rollins Road and Broadway. Generally, the southern gateway entrance area includes those properties with frontage on Broadway west of the Rollins Road/Broadway intersection. Some suggestions for achieving a gateway element in this area are included in the Design Guidelines contained in Chapter 6. A strategy for working with property owners who plan to redevelop within the Southern gateway entrance area and will need to construct a gateway element is discussed in Chapter 8.

Easton Creek, at the northern end of this subarea is also under tidal influence and has an earthen bed and bank that supports vegetation. A pedestrian trail should be developed in conjunction with new development as it occurs on parcels adjacent to the creek on both sides of



Figure 3-6. Southern Gateway subarea (A3) and Southern Gateway entrance area

Rollins Road. The trail area is envisioned as an amenity to area businesses, providing an interconnected pedestrian and bicycle network with places to sit and eat lunch or take a break.

**4. Adrian Road Auto Row District**

This subarea should become primarily an auto row, consisting of automobile dealerships and auto-related service businesses along Adrian Road facing U.S. 101. The Specific Plan Illustrative shows where, with consolidation of properties, two automobile dealers could potentially locate.

These auto-related businesses will be able to capitalize on the exposure and visual accessibility to U.S. 101. The Adrian Road streetscape treatment along U.S. 101 should create a “front window” to Burlingame. A staggered or intermittent pattern of tree planting between Adrian Road and U.S. 101 would reinforce Burlingame’s identification with trees while allowing commercial development to maintain adequate visual exposure to the freeway. The species, location and management of trees and other landscaping on both private and public property should receive careful consideration. Guidelines for signs and lighting in this area are included in Chapter 6. The sign code will need to be amended to reflect these guidelines and to determine appropriate size and height for signs in this area. The revised regulations will need to balance the need for visibility with the desire to maintain a consistent theme for the area.

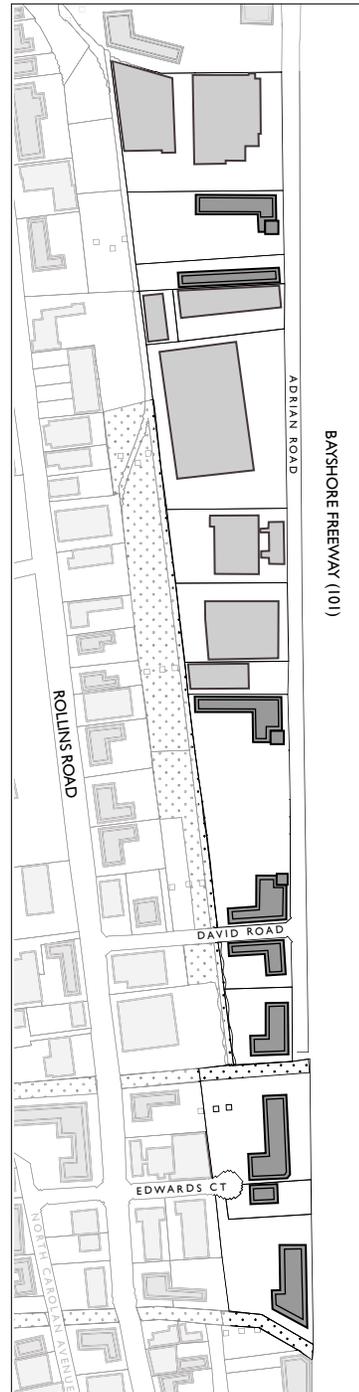


Figure 3-7.  
Adrian Road  
Auto Row  
subarea (A4)

A road should be constructed to connect Rollins and Adrian Roads in order to facilitate increased access to the new auto row area from Rollins Road. The exact location of this road will be determined as properties develop and opportunities arise.

**D. El Camino Real North Area**

The northern end of El Camino Real in Burlingame should develop with a variety of uses, which will become a destination for residents of Burlingame and neighboring cities as well as provide a neighborhood for new residents. Components of this area will include medical offices, retail shops and services, and residences. Some of these uses may be free-standing, others mixed within a building. Multi-family housing in this subarea is appropriate for singles, young families and seniors who wish to live near the hospital, retail opportunities and regional mass-transit amenities.

A gateway feature, as envisioned in Figure 3-9, could be incorporated into the architecture or open space elements of new development on El Camino Real south of Murchison Drive. Additional residential uses and a reconfiguration of the El Camino Real cross-section (fig. 5-1) will facilitate the transformation of this area into a pedestrian-scaled neighborhood that is safer and more conducive to pedestrian activity generated by the new Millbrae Intermodal Station, the Plaza Shopping Center and the reconstructed hospital. Incorporation of the existing frontage roads into the overall urban design concept for this area will be important to implement this transformation.

**1. Burlingame Plaza**

Burlingame Plaza is a heavily-used and vital neighborhood retail amenity for residents in the northern and northwestern end of Burlingame. As shown in the Specific Plan Illustrative, it is envisioned that no significant land use changes to existing Burlingame Plaza buildings will occur during the timeframe of this Specific Plan.

**2. El Camino Real Gateway Corridor**

This subarea is strategically located between existing Burlingame Plaza buildings and California Drive, and includes the El Camino Real spine running through the Plan Area. El Camino Real and California Drive provide important linkages to the Millbrae Inter-modal Station, particularly California Drive via the Millbrae Avenue underpass. Much of this subarea is within one-third of a mile of the Millbrae Intermodal Station and is adjacent to the Burlingame Plaza subarea.

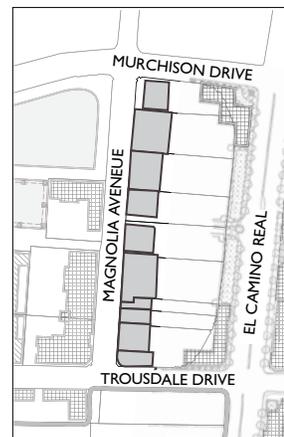


Figure 3-8. Burlingame Plaza subarea (B1)



*Figure 3-9.*  
Simulation of  
the potential  
changes on El  
Camino Real at  
the northern  
entry to  
Burlingame



Figure 3-10.  
El Camino Real  
Gateway  
Corridor  
subarea (B2)



In this subarea, the Specific Plan allows for a mix of uses, including residential, office and ground floor retail. However, the predominant land use should be residential to continue the pattern that is prevalent farther south on El Camino Real.

The Specific Plan Illustrative shows a reconfiguration of El Camino Real with the overall goal of transforming El Camino Real into a street that is more conducive to pedestrian activity and mixed use, providing opportunities for the development of new housing supporting retail uses, and providing a positive entry statement for the City of Burlingame that is consistent with the City’s “tree city” identity.

Accomplishing the goals and policies of the plan for the El Camino Real Gateway corridor will require the reuse and replacement of existing

buildings and parking areas used to support them. As sites are reused including combination into larger lots and the use of lots with two street frontages, opportunities to create viable, small public urban spaces should be identified. Incentives should be provided to developers who include such publicly available features in their projects. These spaces could include such things as protected, passive outdoor seating areas, vest pocket tot lots, and open spaces with water features.

There are existing frontage roads adjacent to both sides of El Camino Real, which are in the City of Burlingame’s right-of-way and in many cases are underused. In conjunction with the community’s desire to transform El Camino Real into a pedestrian-active street connecting northern Burlingame to the Millbrae Intermodal Station, these frontage road areas should be abandoned to encourage adjacent development, while continuing to use existing El Camino Real State Route travel lanes. Because these frontage roads still provide direct access to properties at the center of the block, especially on the east side, the transformation would be conducted in phases, as development occurs. The phasing concept is illustrated in Figure 3-11, including a landscaped pedestrian plaza on the west side of El Camino Real in front of the shopping center.

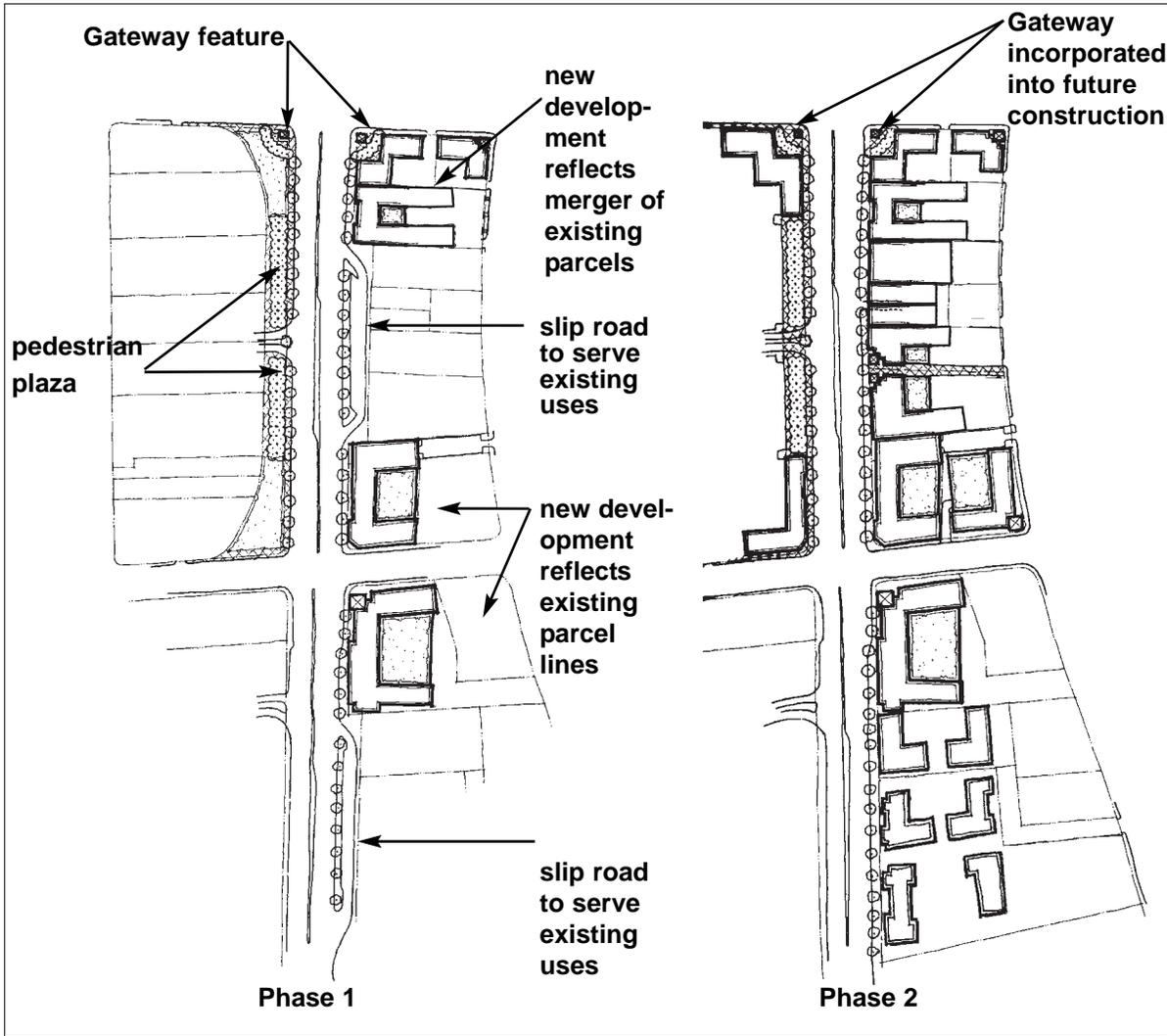
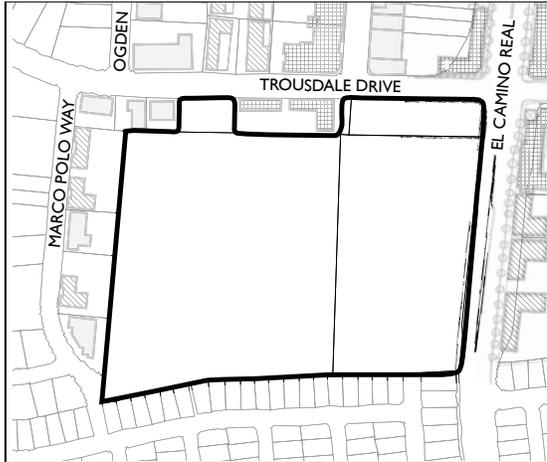


Figure 3-11. Phasing scenario for El Camino Real Corridor

On the east side of El Camino Real north of Trousdale Drive, there are eight parcels fronting on the frontage road. It is expected that the corner parcels along this strip will develop first, since at the north end the property owner has expressed an interest in reuse and the property at the south end is vacant. As the properties develop, a slip ramp type frontage road can be main-

tained at the center of the block, retaining some on-street parking, which is vital to support remaining businesses. Over time, the interior parcels on the block can take advantage of the additional right-of-way property, which would become available as the frontage road is abandoned, and be able to redevelop their sites to complete the new built frontage for El Camino Real.

Figure 3-12.  
Mills Peninsula  
Hospital Block  
subarea (B3)



Adequate sidewalk area to promote a high level of pedestrian activity, separation from the high volumes of traffic on El Camino Real and to allow spillover from adjacent uses such as outdoor seating, is an important component of this new entry to the City.

On the west side of El Camino Real, the frontage road is primarily an under-used parking and access area and can be abandoned or put to another use at some time. However, the adjoining shopping center consists of nine parcels and it may take some time for those owners to put together a unified development proposal. In the interim, as shown in the phasing concept, this public right-of-way could be used as a linear park that facilitates a strong and attractive pedestrian connection between the Millbrae Intermodal Station and Mills Peninsula Hospital. It is envisioned that eventually, residential uses can be built on land within Burlingame's public right-of-way between El Camino Real and Burlingame Plaza. This infill development could be either all high density residential or may have mixed-use residential with ground floor commercial uses

fronting onto El Camino Real. The objective would be to extend the residential character and tree canopy along the State highway the length of the City. Physical and visual access from El Camino Real to Burlingame Plaza will remain with the reconfiguration of El Camino Real, while the addition of buildings will help to spatially define the public realm on El Camino Real. Wide sidewalks will foster safer and more attractive pedestrian access on the east side of El Camino Real between the Millbrae Intermodal Station, the Mills Peninsula Hospital and the offices, shops and residences in the surrounding area. The architecture and design of any new development on the south side of Murchison Drive at El Camino Real should provide a gateway design element that announces the entrance to Burlingame for pedestrians and vehicles.

Development on California Drive should provide a comfortable and safe street frontage for community members accessing the Millbrae Intermodal Station under the Millbrae Avenue overcrossing on foot. The emphasis of new development of California Drive should be to support the development of a continuous street frontage of retail, office and residential uses on El Camino Real, while maintaining an attractive and safe pedestrian access on California Drive to the BART/Caltrain station nearby in Millbrae. The existing through lots with street frontage on both El Camino Real and California Drive provide a special opportunity and challenge to maintaining the pedestrian quality with a consistent street wall along the California Drive street frontage.

Because California Drive is a part of the north-south bicycle route connecting Burlingame, San Mateo and Millbrae, bicycle lanes should be provided on both sides of California Drive.

On the east side of El Camino Real and south of Trousdale Drive, opposite the Mills Peninsula Hospital, medical uses, such as medical offices, will continue to be encouraged along with high density residential and other mixed uses.

**3. Mills Peninsula Hospital Block**

Mills Peninsula Health Services is proposing a replacement and expansion of the existing Mills Peninsula Hospital at the front of their site along El Camino Real. This new development would include an associated medical office building and the existing hospital at the rear of the site will be demolished. New development on the parcels surrounding the hospital site would be allowed to have a mix of uses, but, because of the proximity of the hospital, it is assumed that any new development will be primarily medical and related offices, maintaining the land use pattern that exists in this area today.

The replacement hospital located along El Camino Real is proposed to be a six- to seven-story building attached to a four- to five-story medical office building. A parking structure at the corner of Trousdale and El Camino will also be integrated into the project. The design of the hospital and its orientation should be consistent with the Specific Plan’s goals to enhance the El Camino Real corridor to foster pedestrian activity by adding amenities such as street trees, an improved streetscape and sidewalks and other pedestrian-scaled features.

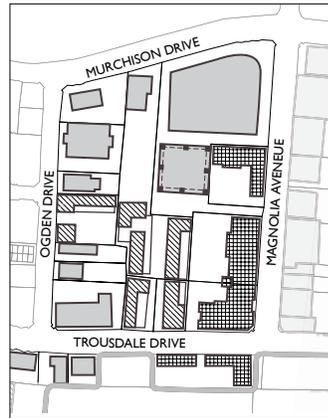


Figure 3-13. North of Trousdale Drive subarea (B4)

**4. North of Trousdale Drive**

This subarea includes the blocks between Trousdale and Murchison Drives and between Magnolia Avenue and Ogden Drive as well as the east and west sides of Marco Polo between Trousdale and Clarice Lane. New development is allowed to be a mix of multi-family residential and medical and other office uses that benefit from the proximity to the hospital, Burlingame Plaza and the Millbrae Intermodal Station, except along Marco Polo where the development should be multiple family residential including appropriate support services such as child care.

**E. Development Summary**

Table 3-1 summarizes the amount of new development that can reasonably be expected to occur as a result of this Specific Plan over a 15-to 20-year period based on the vision outlined in this chapter. The table accounts for the removal of buildings to allow for new development. The development projections are consistent with the land use designations and densities proposed in Chapter 4 of this Plan. These projections serve as the basis for the program-level environmental analysis conducted for this proposed Specific Plan.

**TABLE 3-1 DEVELOPMENT SUMMARY**

<b>Use</b>	<b>Existing</b>	<b>Demolished</b>	<b>Added</b>	<b>Total</b>
Ground Floor Retail	130,800 sf	0 sf	93,100 sf	223,900 sf
Office/Medical Office	2,961,400 sf	902,700 sf	105,200 sf	2,163,900 sf
Industrial*	3,038,100 sf	1,087,500 sf	656,900 sf	2,607,500 sf
Commercial	36,900 sf	0 sf	36,400 sf	73,300 sf
Automobile Sales	0 sf	0 sf	91,700 sf	91,700 sf
Automobile Service	290,500 sf	0 sf	299,600 sf	590,100 sf
Public	428,900 sf	0 sf	0 sf	428,900 sf
<b>TOTAL</b>	<b>6,866,600 sf</b>	<b>1,990,200 sf</b>	<b>1,282,900 sf</b>	<b>6,197,300 sf</b>
<hr/>				
Multi-Family Residential (40 du/ac)	42 du	0 du	704 du	746 du
Assisted Living (beds)	398	351	0	47

\* While FAR 0.5 is allowed in this land use category, calculations for this table use FAR 0.35, which reflects current development trends, including an assumption that surface parking will be utilized.