

BURLINGAME BAYFRONT SPECIFIC PLAN

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The Burlingame City Council
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**City of Burlingame
Planning Department**

BURLINGAME BAYFRONT SPECIFIC AREA PLAN

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I. INTRODUCTION

In June 1981, the first specific plan for the Burlingame Bayfront area, east of US 101, was adopted. The impetus for preparation of the plan was that recent bay fill of the 100 plus acres of the Anza area had created the only substantial vacant acreage in the City of Burlingame. Since 1981 much has happened in the Bayfront area; the city has added 2,570 hotel rooms (12 major hotel chains); 7 free standing, visitor attracting, destination restaurants; 600,000 SF of office space; and expanded the airport oriented uses in the industrial area. All of this development has been consistent with the objectives and policies of the 1981 Burlingame Bayfront Specific Area Plan, particularly the focus of this area to become a major revenue generator to support the city's services and residential areas on the west side of US 101.

In general, the community and local decision makers feel that the 1981 Bayfront Specific Area Plan is a sound document which has served the community well. But during the two decades in which the Bayfront planning area developed, the community around it matured and changed. The Bay Trail system along all water edges east of US 101 has been substantially completed, and the City converted the sanitary land fill into a major community park and recreation facility which brings the residential community on the west side of the freeway into the Bayfront area on a regular basis. The Bay Area Rapid Transit system extended its service from the East Bay south into San Mateo County, stopping at Millbrae, just north of the Burlingame border, by way of San Francisco International Airport and creating a cross platform with CalTrain service from Gilroy and San Jose. This new service extends direct mass transit access to the East Bay to the Bayfront employers. US 101 reached its capacity, and auxiliary lanes to improve the flow of traffic are planned and will be built in the next several years. The Broadway Interchange with US101 was built many years ago. There is a possibility that it too may be replaced in the next decade with an urban interchange which will provide more direct and improved access between the western and eastern portions of Burlingame.

Because it has worked so effectively over the past twenty years, the updated plan is based on the same planning premise as the first Bayfront specific plan, relating land use density to trip generation and intersection capacity. Not only does this approach establish a size for the mix of development, but it also insures adequate access to all uses, protects developer's investments and provides the city with funding to assist in the construction of necessary shared roadway improvements. Projects built in the past 20 years, funded by this matching funding include the Anza/US 101 on ramp and the signalization at Bayshore Highway/Airport Blvd/US 101 off ramp. The updated plan will include a new list of roadway and intersection projects to insure the maintenance of adequate access to support the existing and all the newly proposed land uses and land use densities.

The proposed Bayfront plan includes an environmental analysis of the effects of build out based on the proposed land uses and densities. The plan also establishes community standards to be used as a basis for individual project and site environmental analysis. The environmental analysis of the proposed plan based on community standards established in the proposed plan is provided in the Negative Declaration.

In addition to CEQA review, the Bayfront Specific Plan is required to be reviewed by the Airport Land Use Commission and the City/County Association of Governments for compliance with the adopted airport land use plan, per Government Code Section 65302.3. On March 11, 2004, C/CAG, acting as the Airport Land Use Commission, determined that the Draft Bayfront Specific Plan, with the goals, development policies and community standards contained therein, is consistent with the applicable airport/land use compatibility criteria for San Francisco International Airport as contained in the San Mateo County Comprehensive Land Use Plan December, 1996, as amended.

The success of the present plan in creating a viable and strong revenue base for the city, its effectiveness in facilitating construction of meaningful access improvements to make the developing economic base work, and the number of major changes beyond Burlingame's borders affecting the area, have caused city policy makers to want to undertake this review of the 1981 Bayfront Specific Area Plan and its goals and policies. The review process has included four public workshops, regular and frequent meetings of a Council appointed citizens Working Group, and public hearings with the Planning Commission and City Council. All aspects of the plan have been actively debated and discussed. The Community and staff thank all those who devoted time to making this plan a true expression of Burlingame's policy for the Bayfront area.

II. GOALS AND DEVELOPMENT POLICIES

GOAL A: Land uses in the Bayfront Area should reflect the special locational value of the area including its adjacency to San Francisco Bay, a regional freeway (US 101) and to San Francisco International Airport.

- A-1. Encourage a vibrant visitor oriented destination which includes hotels, corporate campus, biotech and commercial employment centers and supports the developed residential area of the city.
- A-2. Land uses on the east side of US 101 should be environmentally consistent with, and supportive of, Burlingame's main function as a residential community.
- A-3. Future design and development of the Bayfront Area should be based on the unique attributes of each Bayfront Subarea and its special contribution to the community's economy and sense of place.
- A-4. Given the proximity to San Francisco Bay and the history of fill and development of Burlingame's bayfront, the area should be tied together by the Bay Trail system and focal points of active and passive recreation and open space.
- A-5. Encourage land uses which provide a connection between the east and west sides of U.S. 101.

GOAL B: Protect and enhance the unique qualities of Burlingame's shoreline environment.

- B-1. New development should be designed to respect the unique environmental characteristics of the Bayfront Area including wind, noise and public safety.
- B-2. Enhance the role of Burlingame's bayfront and shoreline, including all areas affected by tidal waters, in the San Francisco Bay ecosystem and consider the impact of future development on the viability of the Bay's ecosystem and recreational use of the Bay.
- B-3. Especially in the areas with water frontage, promote development which is compatible with the existing environmental constraints in the area; discourage uses in the area where the existing environmental influences will affect the economic viability of the use or have a negative impact on the local recreation, visitor-oriented and employee center uses.
- B-4. Continue measures to protect, preserve and enhance, but provide visual access to the valuable designated wetland areas within the planning area.

GOAL C: Promote recreational opportunities along the San Francisco Bay shoreline environment.

- C-1. Design criteria for development shall take best advantage of proximity to, recreational use of, and public access to the San Francisco Bay shoreline environment.
- C-2. Develop a consistent Bay Trail standard to be used along all edges of San Francisco Bay in Burlingame; require each site to connect seamlessly to the existing portions of the Bay Trail system and to provide clearly marked access from the closest public street to the Bay Trail.
- C-3. Require all private property owners with parcels fronting on shoreline subject to tidal action to develop and maintain shoreline access and trails which will create a uniform and continuous recreational opportunity suitable for a variety of recreational uses and access along the entire shoreline.
- C-4. Enhance the Anza Point Area and Fisherman's Park as a recreational destination.
- C-5. Encourage a destination commercial recreation feature of a large scale at the retail nodes or along the lagoon frontage.
- C-6. Promote the proximity of San Francisco Bay and encourage use by creating visually prominent pedestrian connections to the Bay Trail across Bayshore Highway.
- C-7. Encourage safe pedestrian and bicycle access on the public right-of-way within the Bayfront Area and access to provide convenient east-west connections across U.S. 101.
- C-8. Work with adjacent public agencies to improve pedestrian/bicycle access at least from the north and south of the area to the recreational opportunities in the Bayfront Area, additional pedestrian/bicycle access at a midpoint is also highly desirable.

GOAL D: Development should yield a high revenue-to-cost ratio to the City.

- D-1. Actively encourage land uses such as destination hotels, restaurants and employee-supporting retail uses which will provide a revenue base that will offer long-term economic support for improving service levels, as well as revitalizing and maintaining essential municipal services throughout the city.
- D-2. Promote new uses which enhance the Bayfront Area as a destination for visitors and residents in order to support the local hotels, adjacent businesses and the economy.
- D-3. Place a priority among land uses for those which best support the major local revenue generating uses; identify choice sites and create attractive development options for those support uses.
- D-4. The cost of financing and maintaining the quality of community services expected in Burlingame's established residential areas discourages residential land uses east of US 101.

- D-5. In order to support the economic vitality of the Bayfront Area until new planned infill development occurs consider transitional land uses whose use and siting design promotes and reinforces the landscaping and public access patterns of the Subarea in which it is located.
- D-6. Promote diversification of the lodging base by encouraging extended stay and destination hotels in certain subareas.

GOAL E: Development throughout the planning area should be consistent with the capacity of the adjacent local road system and other public infrastructure.

- E-1. Continue to insure that traffic can flow freely within the area by balancing the density of development with the needs of coastal access and access to community recreation opportunities, and the priority of supporting the city's revenue base.
- E-2. Land use choices should establish a desirable level of service for transportation facilities based on a balance between traffic volumes and intersection capacities.
- E-3. Disperse sites for development which generate high volumes of traffic at peak hours so that the impacts on the circulation system and access points to regional serving roadways are spread evenly throughout the planning area.
- E-4. Implement identified roadway improvements along with future development so that the timing of traffic improvements will be coordinated with the increases in trips caused by development. When considering realignment or new alignment of roadways, encourage arterial roadways to be located away from the bay edge.
- E-5. Continue to use the Bayfront Development fee as a fiscal mechanism for public/private sharing of the costs of transportation improvements necessary to maintain an appropriate level of service throughout the Bayfront Area.
- E-6. Pedestrian and bicycle access should be encouraged both within the area and to connect to the residential areas west of U.S. 101.
- E-7. The Bay Trail should be designed to a standard, which allows for the compatible use of a variety of modes of recreational travel including walking, bicycling, wheel chair accessibility, roller bladeing, jogging.
- E-8. Centrally located east-west pedestrian-bicycle accesses should be created across US 101 to connect the residential and retail activities on the east side to the recreation and visitor/employee opportunities along the Bayshore.
- E-9. Bicycle lanes should be extended along Bayshore Highway and Airport Boulevard and should connect to the Bay Trail at the Anza Extension and Coyote Point Park public access at the southern City boundary.

E-10. Development should occur within the capacity of the city's water and sewer infrastructure and within Burlingame's water allocation from the San Francisco Public Utility System's Hetch Hetchy Water System.

GOAL F: Development should be visually attractive, pleasing both to those who work in and visit the area, and also to those who use the area for recreation.

- F-1. Design guidelines and development regulations should be adopted which will insure quality development which integrates the five Subareas into a cohesive Bayfront Area while being sensitive to the unique characteristics, environmental limitations, and appropriate land uses of each subarea.
- F-2. Site development should emphasize attractive public improvements including access to San Francisco Bay waters, appropriate site and parking lot landscaping, and create a harmonious visual environment, which is consistent within each sub-planning area and combines into a whole Bayfront Area which is consistent with the tree city image of Burlingame.
- F-3. All development should respect and value the views and sense of open space provided by San Francisco Bay and the coastal hills, and should consider appropriate protection of the views from existing development.
- F-4. While considering the importance of visual contact with San Francisco Bay, the Bayshore Highway should be enhanced with consistent landscaping to extend the “tree city” image of Burlingame to this area which is so important to the city’s identity and economic base.
- F-5. In order to achieve the aesthetic goals of the plan and implement the Bayfront Design Guidelines, extend the requirement for commercial design review to include all properties within the Bayfront Area.
- F-6. Develop a sense of place by creating a unifying gateway treatment at entrances and throughout the area.
- F-7. Shoreline properties, especially, should be developed with an orientation toward encouraging public access to and along the bay edge and should provide designated public access parking on site available to recreation users.
- F-8. Implementation of the Bay Conservation and Development Commission (BCDC) guidelines for the provision of public access to the shoreline should be supported.

GOAL G: Based on the unique environmental characteristics of each subarea, create a unified identity for the Bayfront Area through design.

- G-1. Inner Bayshore Area: Create a mixed district of industry and business with pedestrian-oriented buildings and streetscape with focused nodes of activity.
- G-2. Shoreline Area: Better relate development to both the street and to the Bay to provide view corridors from and across Bayshore Highway and create gateways at key locations.

- G-3. Anza Extension: Enhance the quality of the community-oriented open space facilities and services while connecting them to the larger open space network with trails and pedestrian paths.
- G-4. Anza Area: Continue to build on the existing character and design of the area and enhance and visually connect the Anza and Burlingame Lagoons and San Francisco Bay.
- G-5. Anza Point: Recognize that the Anza Point Area offers a unique opportunity for Burlingame given its location and development potential. Create a structure of streets, walks and open space to organize a mixed-use or corporate campus district of development that takes advantage of the area's unique opportunity, visibility from Highway 101, and its proximity to Sanchez Channel and San Francisco Bay frontage to provide additional employment base close to existing residential areas in the vicinity, a prominent gateway to the City from the southern vantage point and to draw residents and visitors to the shoreline.
- G-6. Develop common design elements which unify the Subareas, particularly within the public right-of-way.

III. LAND USE

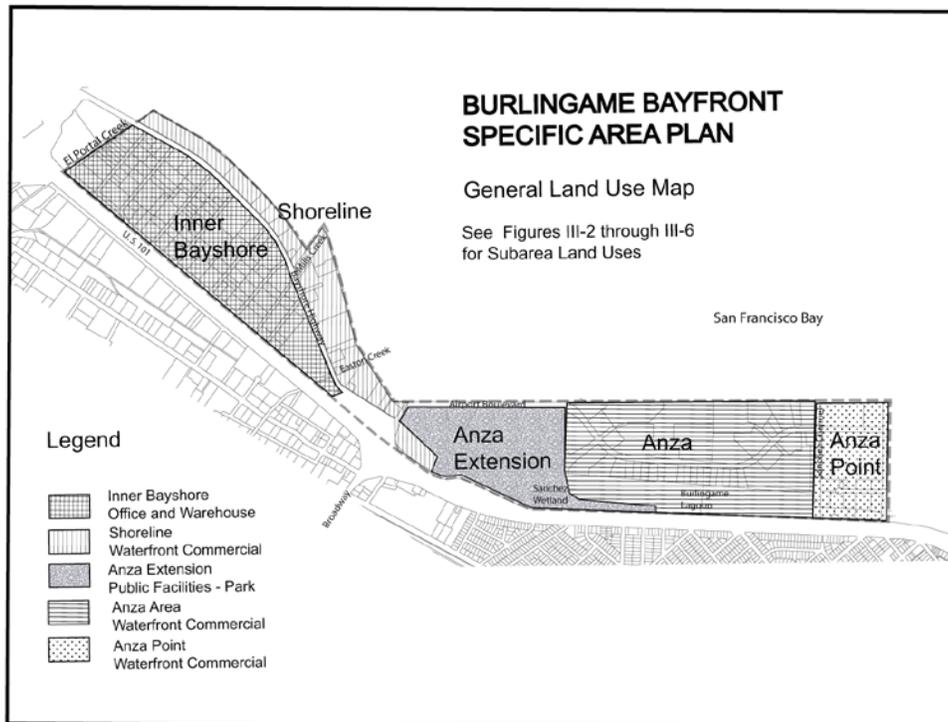
A. DESCRIPTION OF THE AREA

The Bayfront Area of Burlingame which lies generally east of US 101 composes about one-half square mile of the three square miles of the City of Burlingame which are not covered by San Francisco Bay. The area is the only portion of Burlingame with frontage on San Francisco Bay. Because there is only one roadway connection in Burlingame between the westerly and easterly sides of US 101, over the years the Bayfront Area has developed almost independently from the built out residential-retail-light industrial centers of Burlingame tucked into the area west of US 101 at the bottom of the coastal range.

Except for the middle portion of the Bayfront Planning Area (site of the lower deck of Bayside Park and the city's waste water treatment plan) and the area between Bayshore Highway and US 101, the Bayfront Area is bay fill which was mostly completed by 1970.

The Bayfront Planning Area is bounded on the sides by San Francisco Bay and US 101; and extends from El Portal Creek and Millbrae's City Line at the north to unincorporated San Mateo County's Coyote Point Park at the South. Easton Creek and Sanchez Creek, which drain the coastal ridge and the westerly part of the City, cross the area on their way to San Francisco Bay. The Anza Area, the most recently filled portion of the planning area, is bounded on three sides by water. Burlingame Lagoon links Sanchez Creek and its wetland and Sanchez Channel to San Francisco Bay forming an estuary on two sides of the Anza subarea.

Figure III-1 – General Land Use Map



Despite its common location on the east side of US 101 adjacent to San Francisco Bay, the Bayfront Area has developed as a number distinctive enclaves or Subareas. It is the purpose of the Specific Plan to build on the individual strengths of these Subareas and to unite them to form the Bayfront Area with a shared sense of being a part of the Burlingame community, connecting our community to San Francisco Bay and to the open space and recreational opportunity that the bayfront location provides. (See Land Use Map, Figure III-1)

1. Inner Bayshore Area

The Inner Bayshore Area lies between US 101 and Bayshore Highway and extends from El Portal Creek and the Millbrae City Line to the intersection of Bayshore Highway and Airport Blvd. Land uses in this area should focus on light industrial, office, and manufacturing. Hotels should be limited to the Bayshore overlay area. Along Bayshore Highway, hotels, offices, including research and development with associated laboratories, destination restaurants and smaller, scattered employee serving, retail uses should be encouraged to support the visitor attracting and serving uses across the street on properties which front on San Francisco Bay. These properties should be subject to development and siting standards similar to those in the Shoreline Area in order to create a uniform “tree city” sense along Bayshore Highway. Appropriate land uses and densities for the Inner Bayshore Area are:

INNER BAYSHORE - Land Uses and Densities

Hotels	65 rooms per acre, in the Bayshore Overlay Area only
Offices	0.9 FAR
Restaurants	0.15 FAR - free standing on Bayshore Highway
Retail	less than 5,000 SF located in existing buildings, or freestanding in the Bayshore Overlay Area
Warehouse	0.5 FAR
Light Industrial/Manufacturing	0.5 FAR

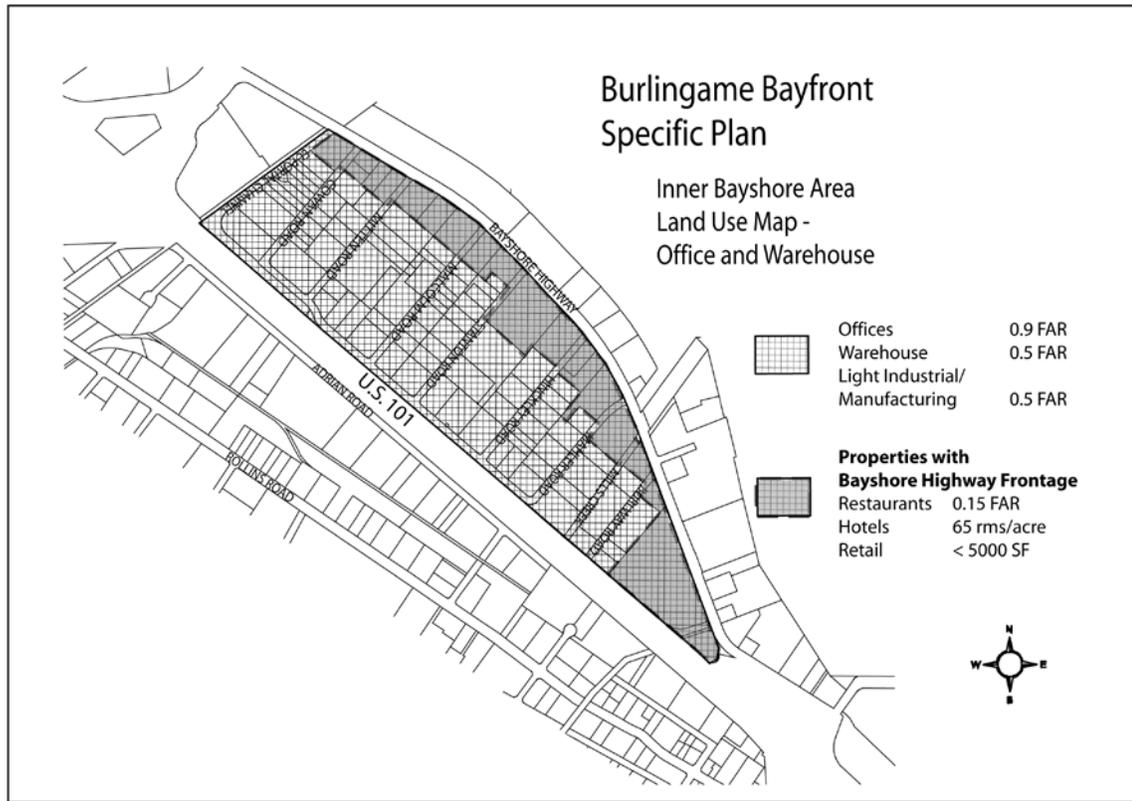


Figure III-2 Inner Bayshore Area Land Use Map

Pedestrian access through the Inner Bayshore Area and to the Shoreline Area is important and should be provided by well maintained public sidewalks with streetscape oriented landscaping. Development should be oriented to the sidewalk. Local serving streets should act as view corridors across Bayshore Highway to San Francisco Bay. Pedestrians should be encouraged to cross Bayshore Highway at the established view corridors. Landscaping along US 101 should screen pedestrians from the presence of the freeway but provide openings so signage and businesses in the Inner Bayfront Area retain some visibility from the freeway.

With regional access at each end, arterial access to the Inner Bayshore Area is provided by Bayshore Highway. This arterial provides the seam between the visitor-oriented Shoreline Area and the Inner Bayshore Area. Seven local streets provide access from Bayshore Highway to the properties within the area. Six of the seven local serving streets in this area are connected by a collector roadway parallel to US 101 which allows convenient internal circulation for large trucks. The freeway access to this area is at the Broadway/US 101 Interchange near Airport Blvd. and the Millbrae Avenue/US 101 Interchange north of the Burlingame City Limits.

Development along the Bayshore Highway frontage should reinforce the interface between visitor oriented and support uses in the Shoreline Area. This should be accomplished by encouraging visitor serving and office uses on the properties in the Inner Bayshore Area which front on Bayshore Highway. Along with the similarity in land uses should be a consistency of building

siting, height and mass, and streetscape character for the Inner Bayshore side of Bayshore Highway that fronts the Shoreline Area. Together these street frontages should support Burlingame's "Tree City" image. A number of local serving streets intersect Bayshore Highway. Where possible at these intersections, view corridors toward San Francisco Bay should be preserved so that people using the Inner Bayfront Area have a stronger sense of the presence of San Francisco Bay.

Because there is no direct water frontage, no part of the Bay Trail extends into the Inner Bay Area. Pedestrian and bicycle access linking to the Bay Trail should be provided throughout the Inner Bayfront Area. A bicycle-pedestrian interconnect should be included on or adjacent to the Broadway Interchange to provide employees and visitors access to the shopping and commercial opportunities on the west side of US 101, as well as to the regional transportation available on the west side of US 101. Clear, safe access across Bayshore Highway should also be provided at focal points in the Shoreline Area to give employees in the Inner Bayfront Area access to the Bay Trail, both to encourage pedestrian access to employee services provided in the Shoreline Area as well as access to active and passive recreational opportunities throughout the Bayfront Planning Area.

Any new development and additions within this area shall comply with Design Guidelines as outlined in Chapter V, with the primary goal of creating a mixed district of industry and business with pedestrian-oriented buildings and streetscape and focused nodes of activity.

2. Shoreline Area

The Shoreline Subarea is long and narrow lying between Bayshore Highway and San Francisco Bay. The southerly tip of this area includes the developed parcel across the intersection of Bayshore Highway and Airport Boulevard located at the edge of the Anza Extension. The land in the entire area consists of old bay fill.

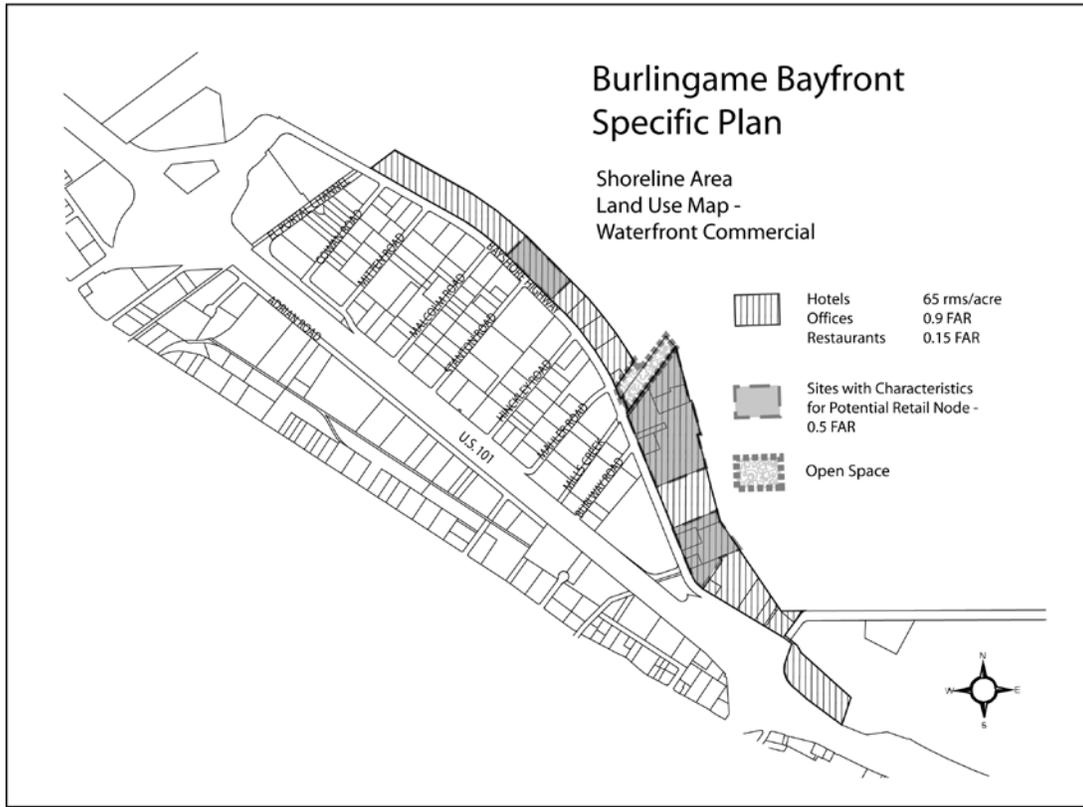


Figure III-3 - Shoreline Area Land Use Map

Principally land uses in this area should take advantage of the bay shoreline and focus on visitor-oriented development. The designated land uses for this area are hotel, office, and destination restaurants. To accomplish the visual connection to the bay from the inland Inner Bayshore subarea, retail nodes are located at key points within the Shoreline subarea. Visitor and employee serving retail uses, including commercial recreation, should be focused to the extent possible within these nodes. Appropriate land use densities are:

Shoreline Area Land Uses and Densities

Hotels	65 rooms to the acre
Offices	0.9 FAR
Restaurants	0.15 FAR
Retail	0.5 FAR

The Bay Trail is vital to the character and success of the area’s visitor and local employee serving role. The Bay Trail serves as an attractive pedestrian link between service uses and a recreational outlet for area employees and visitors alike. As new development occurs, private property owners should be encouraged to complete the gaps in the trail. Conservation and protection of the bay’s adjacent environment and eco-systems, particularly at the Burlingame Wildlife Sanctuary, is important to the unique recreational experience and character of this area.

Development in the Shoreline Area should respect the role of bay access. Development should be sited to enhance view opportunities of San Francisco Bay at the ends of the perpendicular land-

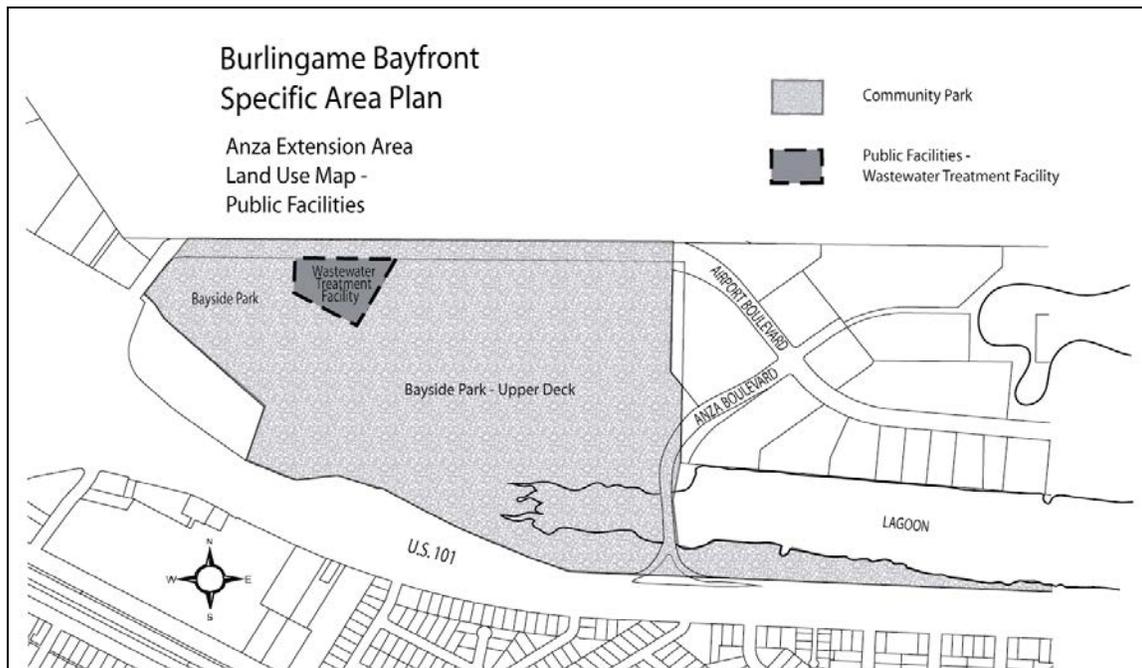
locked streets serving the Inner Bayshore Area. View corridors toward San Francisco Bay should be provided where possible for future development fronting on the opposite side of Bayshore Highway. Visually prominent sites identified as retail nodes should be developed as focal points of commercial and entertainment activity for the Shoreline and Inner Bayfront Areas. These focal points should serve as a destination for visitors, provide visitor and employee oriented retail services and provide some indoor recreational alternative.

The Shoreline Area is accessed at the south end from the Broadway/US 101 Interchange and at the north end by the Millbrae Avenue/US 101 Interchange in the City of Millbrae. Arterial access is provided by Bayshore Highway, which runs parallel to US 101 and San Francisco Bay and connects the two interchanges. Most properties access directly on to Bayshore Highway. Development along both sides of Bayshore Highway needs to create a character consistent with Burlingame’s image as a “tree city”. A gateway entrance should be established at each end of Bayshore Highway. Since the Broadway Interchange is expected to be replaced within the next 10 years, gateway development should be phased.

Development projects in this area shall comply with Design Guidelines as outlined in Chapter V. The primary goals of these Design Guidelines are to better relate development to both the street and to the Bay, to provide view corridors from and across Bayshore Highway and to create gateways at key locations.

3. Anza Extension Area

The Anza Extension Area is located just east of the Broadway Interchange where Bayshore Highway ends and becomes Airport Boulevard. The area contains Bayside Park and the city’s waste water treatment plant.



**Figure III-4 – Anza Extension Area
Land Use Map**

Bayside Park was developed in two phases. The lower deck on the west end provides two full baseball diamonds, a soccer field which can be converted to practice baseball fields and a parking lot. Bayside Park's lower area (deck) is connected to its upper area (deck) by a segment of the Bay Trail. The upper deck of Bayside Park at the east end of the area includes a golf driving range, a group of putting greens, a soccer field, a tot lot, an open field for informal group activities and a large parking lot which serves all these uses. Bayside Park also includes a Dog Run Park with limited parking. The lower deck of Bayside Park and the Dog Run are accessed from Airport Boulevard. The upper deck of the park is accessed from Anza Boulevard.

Also accessed from Airport Boulevard, and situated between the upper and lower decks of Bayside Park, is the city's wastewater treatment plant. On the north side of Airport Boulevard is a containment barrier, built to protect the bay waters from infiltration of water which may have percolated through the sanitary landfill on which the upper deck of Bayside Park is built. The top of the containment barrier is developed with a segment of the Bay Trail and trail access parking.

On the south side of the upper and lower decks of Bayside Park is the outlet of Sanchez Creek. Sanchez Creek carries water through developed areas of Burlingame under US 101 to San Francisco Bay. On the east side of US 101 the creek has created a wetland. Water drains through the wetland into Burlingame Lagoon and then through Sanchez Channel into the Bay. Sanchez wetland is protected and human intrusion is discouraged. A segment of the Bay Trail on the upper deck includes wetland observation points and information kiosks for the public. The Bay Trail continues from the Upper Deck, both under and across the Anza-US 101 access bridge to the west side of Burlingame Lagoon where there is a pocket park for picnicking and a wall, built at the turn of the century by Sarah Winchester, now used for fishing. This public access area next to US 101 is west of the protected wetland, and the design discourages pedestrians and domestic animals from entering the wetland area.

Arterial roadway access is provided to the Anza Extension by Bayshore Highway, Airport Boulevard and Anza Boulevard. The entire Anza Extension is in public ownership and fully developed. Bicycle and pedestrian access from the west side of U.S. 101 will be provided with a separated bridge near Broadway when the auxiliary lane project on U.S. 101 is completed. A second bicycle access should also be provided linking the west side of the freeway in the vicinity of Morrell Road directly to Bayside Park. This will provide residents of this area of Burlingame to have better, safer access to Bayside Park. The Anza Extension provides a valuable center for community recreation activities. Because the Upper Deck of the park was built on the city's closed sanitary landfill, major buildings cannot be built in this area. Also because of the protected wetlands, the land area of Bayside Park cannot be expanded in the future.

Development projects in this area shall comply with Design Guidelines as outlined in Chapter V, with the primary goal of enhancing the quality of the community oriented open space facilities and services while connecting them to the larger open space network with trails and pedestrian paths.

4. Anza Area

Because the physical orientation of Burlingame's shoreline shifts, the Anza Area extends to the east of the Anza Extension. The Anza Area lies between San Francisco Bay to the north and Burlingame Lagoon to the south. Sanchez Channel marks the easterly most boundary of the area and the upper deck of Bayside Park marks the westerly most boundary. The Anza Area was filled in the 1960's; so the development in this area is recent. As a result of legal issues at the time the

area was filled, the parcels fronting on San Francisco Bay in this area are owned by the State of California and developed as leaseholds. Located at the center of the Anza Area, dredged in the 1960's on State owned property, is the Anza Lagoon which has a narrow opening into San Francisco Bay. The shallow Anza Lagoon creates an important, centrally placed extension of San Francisco Bay into this area. The Anza Lagoon has become a coastal, water-oriented amenity for development, the Bay Trail and passive recreation in the Anza Area.

The Anza Area has been developed as a visitor-oriented destination with bay and airport oriented hotels, destination restaurants and offices which support the local and visitor economy. This is the type of development which should continue in this area. There are several vacant and underused parcels suitable for development in the Anza Area, one of which is owned by the State of California and is designated for hotels, destination restaurants and commercial recreation uses. The proposed land uses and densities for the area are:

Anza Area - Land Uses and Densities

Hotel, including extended stay	85 rooms/acre
Offices	0.6 FAR
Destination Restaurants	0.15 FAR
Selected Interim Uses	Based on trip generation impacts

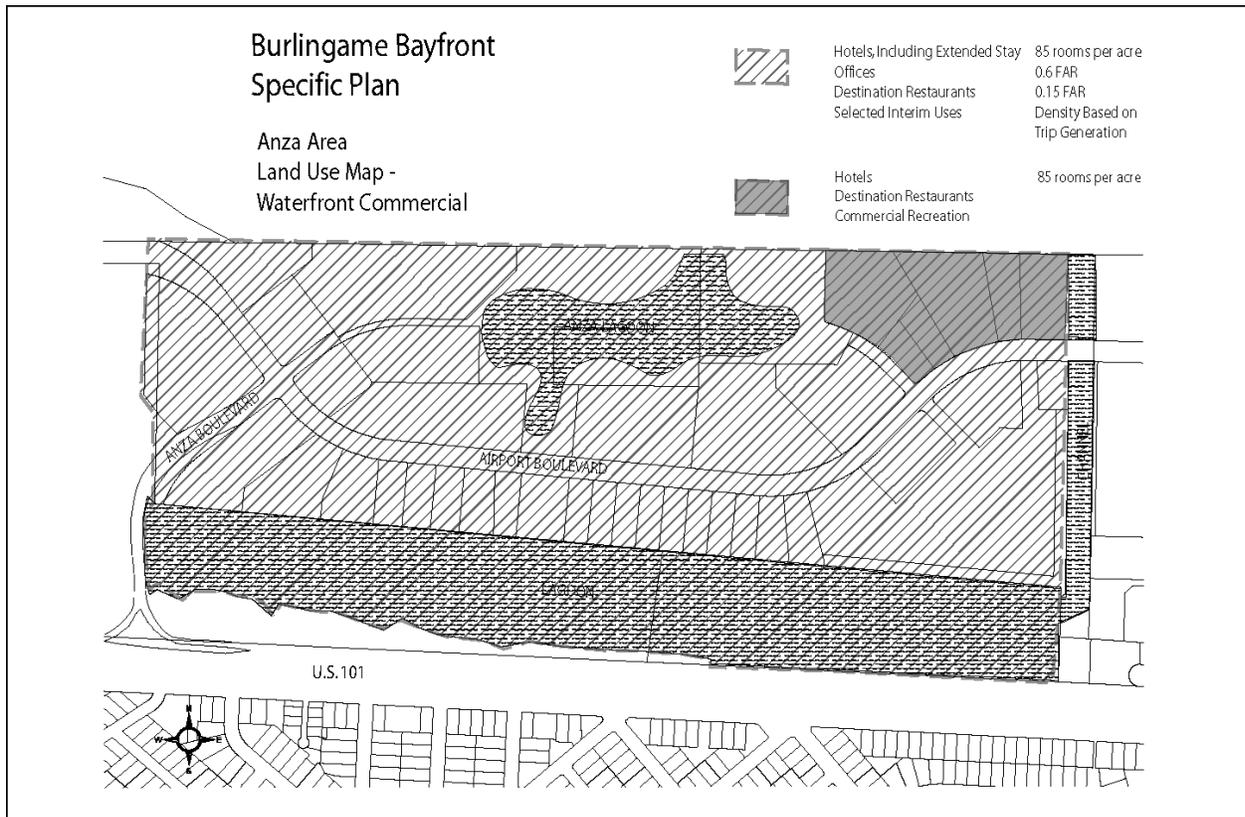


Figure III-5 - Anza Area Land Use Map

Roadway access to the Anza Area is provided by Airport Boulevard, a two to four-lane arterial street, and Anza Boulevard which provides a north bound on-and-off access to US 101. Two local serving streets, extending from Airport Boulevard, provide access to properties fronting San Francisco Bay. The entire Anza Area is highly visible from US 101. Access from westbound Airport Boulevard narrows as it passes into the Anza Extension Area. Access from the east is affected by the narrowing of the bridge over Sanchez Channel.

In the early 1980's building siting and development guidelines were adopted for the Anza Area. These guidelines emphasize taller structures in order to provide surrounding groomed open spaces and to protect open views of San Francisco Bay from the public street. These guidelines worked with the Bay Conservation and Development Commission (BCDC) guidelines to require private developers to provide segments of the Bay Trail as a part of their developments. Over the years these standards have caused a development pattern which balances open space, public access, Bay Trail access, preservation of view corridors from the public street and has optimized the coastal location. These standards should continue to guide development in the Anza Area.

Pedestrian and recreational access is a major land use theme in the Anza Area surrounded by San Francisco Bay and estuaries. Private developers in this area should be required to provide and maintain the Bay Trail along all water frontages in this area. Project design should continue to encourage integration and strategic placement of passive and, where appropriate, active recreation areas accessible to the public. Access should include some designated on-site parking for Bay Trail users.

Development projects in this area shall comply with Design Guidelines as outlined in Chapter V, with the primary goal of continuing to build on the existing character and design of the area and enhance and visually connect the Anza and Burlingame Lagoons and San Francisco Bay.

5. Anza Point

Located at the easterly most end of the Bayfront Planning Area, Anza Point is the gateway to the Burlingame bayfront. Bounded by Sanchez Channel on the west and San Francisco Bay on the north and east, US 101 completes the southern edge. In this area Airport Boulevard turns east next to US 101 at the City boundary and enters unincorporated San Mateo County and San Mateo County's Coyote Point Park Recreation Area. The portion of San Francisco Bay immediately outboard of the Anza Point Area is used by sail boarders. This area is also used for water-oriented recreation facilities and provides connection to land bound recreational and educational activities at Coyote Point Park.

A portion of the Anza Point Area is developed, and the remainder is vacant. There is one recreation area, Fisherman's Park, a San Mateo County facility, located in the area. The developed portion of the Anza Point Area facing US 101 was built on the first fill laid in the 1960's and is located in the area of Lang and Beach Roads at the south end of Anza Point Area. The City boundary crosses the Lang Road/Airport Boulevard intersection, and creates the potential for a gateway entrance into the Bayfront Planning Area.

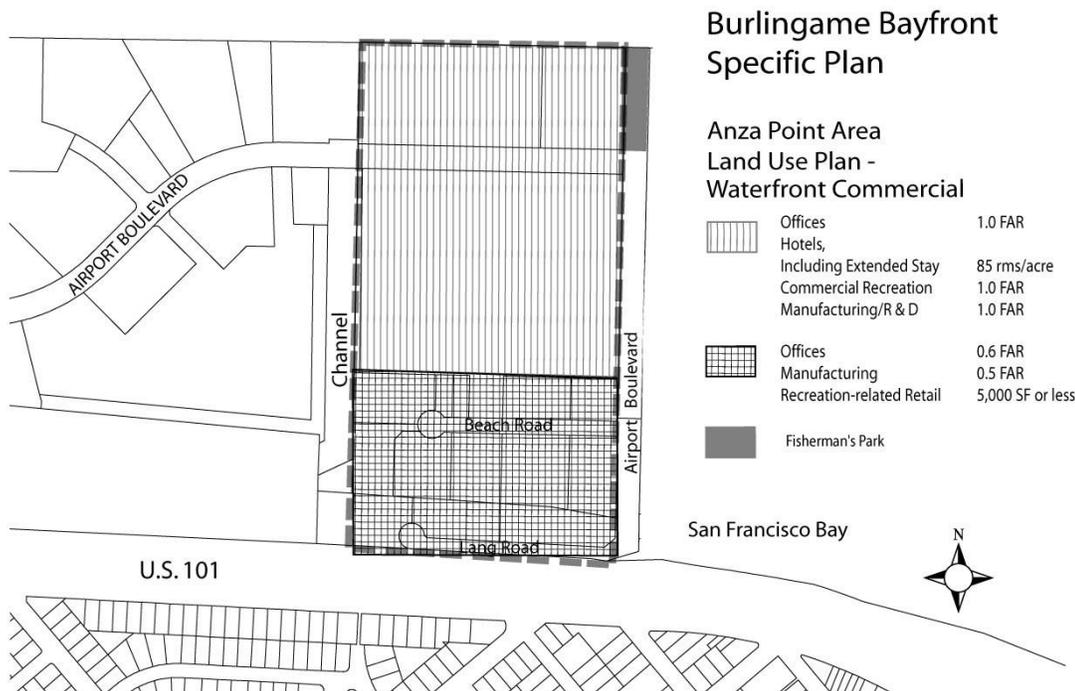
The properties along Lang Road face US 101 and are fully developed in one and two story warehouse type buildings. On Beach Road there is one vacant property, but generally the type of development is the same as on Lang Road. The predominant land use is warehouse/office with potential for light industrial/manufacturing uses such as product research and development and

biotech. Because of the power tower structures which traverse the center of the block between Lang and Beach Roads on a PG and E easement, much of the area cannot be built on; however, in some circumstances the area under the power lines can be used for parking. The appropriate land uses and densities for this portion of the Anza Point Area are:

Recreation-related Retail	5,000 SF or less
Warehouse/Office	0.5 FAR
Office	0.6 FAR
Light Industrial/Manufacturing	0.5 FAR

The remainder of the Anza Point Area to the North is not developed. This area offers a unique opportunity for Burlingame given its location adjacent to the Bay and Sanchez Channel and visibility from Highway 101, and the unusual development opportunity provided by the size of the two prominent underused sites in the Area. Because of the lot sizes and visibility, this area provides an attractive location for a corporate campus development for emerging manufacturing research and development uses such as biotech or corporate office tenants, which would promote Burlingame’s status as a mid-peninsula business destination and provide a source of jobs close to existing housing to the west of Highway 101. In addition, the Area provides great opportunity for visitor oriented uses located on Burlingame's Bayfront area. The appropriate uses for this northern part of the Anza Point Area include visitor-oriented and employee attracting land uses at densities such as:

Hotel, including extended stay	85 rooms/acre
Office	1.0 FAR
Restaurants, destination	0.15 FAR
Commercial Recreation	1.0 FAR
Manufacturing/Research and Development	1.0 FAR



Airport Boulevard, a two-lane arterial, provides the major access to and through the Anza Point Area. Built as a haul road when the area was filled, Airport Boulevard makes two 90 degree turns, one at the entrance to the City and one between the two vacant parcels to connect to the three lane bridge over Sanchez Creek. Future development of the area requires that Airport Boulevard be realigned at these two “corners” to improve the safety and operation of the roadway. In addition, a new local street system may be created to serve new development. In designing the new street alignments, emphasis should be given to a design which keeps the roadways away from the Bay edges. This is less important for Sanchez Channel.

Because it is the major arterial for more than half the development in the Bayfront Planning Area and the easterly connection to US 101 (at Peninsula Avenue in San Mateo County), Airport Boulevard in the Anza Point Area should be improved to four lanes in the places where it is now two or three lanes. When the auxiliary lanes are added to US101 between Third Avenue in San Mateo and the Anza Boulevard north bound on-off ramp, the Peninsula Avenue north bound off-on ramps will be relocated on to Airport Boulevard south of the City boundary. This off ramp should be properly sized to handle the projected volume of traffic from the Bayfront Planning Area.

Water is a dominant feature of the Anza Point Area. For this reason the Bay Trail is important to pedestrian circulation as well as to local recreation. Presently the Bay Trail crosses Sanchez Creek over a pedestrian/bicycle bridge at the junction of Burlingame Lagoon and the south end of Sanchez Channel; from this point the trail should follow the east side of Sanchez Channel across Airport Boulevard to the San Francisco Bay edge at the north end of the Anza Area and along the north edge to Fisherman’s Park. At the south end of Fisherman’s Park the Bay Trail should connect to the existing trail built by the City along the top of the seawall which extends south to the City line. At the City line the Bay Trail should connect to the trail system in Coyote Point Park. With new development, sidewalks should be provided along all street frontages; and bicycle lanes should be included in the future design of Airport Boulevard.

Because of its exposed and windy location and the wind dependent recreation use of the adjacent bay waters at Coyote Point Park, future development, including landscaping, in the Anza Point Area should be designed to meet Community Wind Standards set out in this plan to minimize impacts to wind patterns in adjacent Bay waters, and to protect interior sheltered open spaces available to the public and suitable for passive uses. These interior open spaces should be arranged to provide visual access and physical connection to the Bay Trail system and its varied recreational opportunities. Less concern should be placed on protecting view corridors from the street to the bay in this area than in the adjacent Anza Area.

Development projects in this area shall comply with Design Guidelines as outlined in Chapter V, with the primary goal of creating a structure of streets, walks and open space to organize a corporate campus or mixed-use district of development that takes advantage of its proximity to Sanchez Channel and San Francisco Bay frontage. Refer to the Design Guidelines for the height restrictions for different portions of the Anza Point Area.

IV. TRAFFIC AND CIRCULATION

A. CIRCULATION SYSTEM

1. Existing Roadway Configuration and Classification

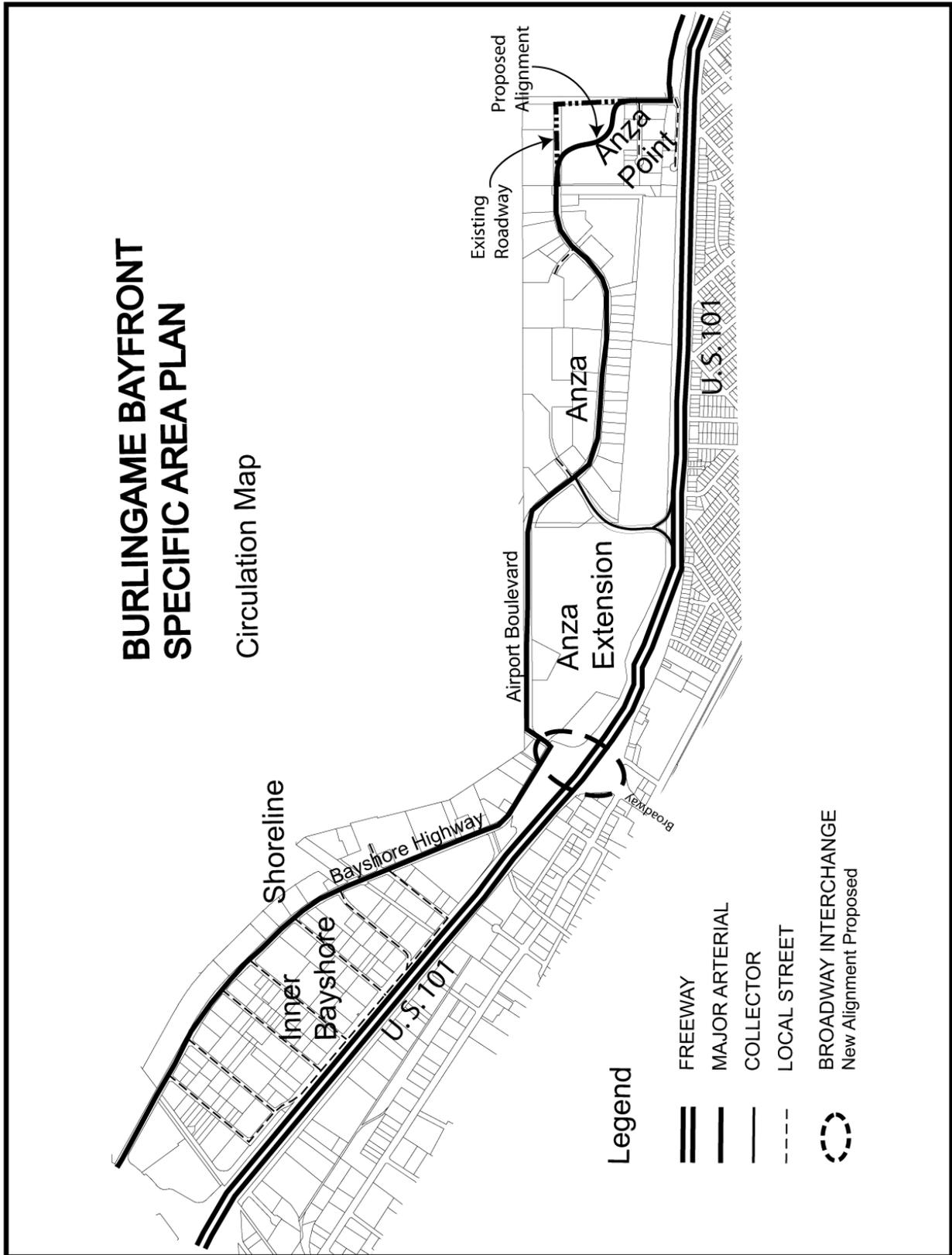
Roadway Access: The following roadways provide access to and within the Bayfront Planning Area. Table IV-1 provides an explanation of the roadway classifications, and Figure IV-1 shows the circulation plan, including bicycle routes.

- **US 101** is a State Highway which provides regional access to this section of Burlingame. This freeway travels in a north-south direction through the State of California. In the planning area, four travel lanes are provided in each direction with auxiliary lanes on some segments within Burlingame. The interchanges that provide access to the Shoreline, Inner Bayshore, and Anza, Anza Extension and Anza Point Areas are: Millbrae Avenue, Broadway, Anza Boulevard (northbound only), and Peninsula Avenue (northbound only) and Poplar (southbound only).
- **Airport Boulevard** is an arterial roadway which runs parallel to US 101, from Bayshore Highway at Bayside Park to the City boundary and through unincorporated San Mateo County to Coyote Point Drive. The width of this roadway varies from two to four lanes. It provides access to office buildings, hotels, restaurants, recreation facilities and a long-term airport parking lot. It has direct access to US 101 at the Broadway interchange.
- **Bayshore Highway** is a four-lane arterial roadway that parallels US 101 north of Airport Boulevard at the Broadway interchange and extends to the Millbrae interchange. It provides access to hotel, office, restaurant, light industrial, and warehouse uses.
- **Anza Boulevard** is a two- to four-lane collector roadway that connects Airport Boulevard to northbound US 101. At its northern end, it provides access to office and hotel uses.
- **Coyote Point Drive** is a four-lane roadway that intersects Airport Boulevard near the US 101/Peninsula Avenue interchange. It provides access to the Coyote Point County Recreation Area and the City of San Mateo Poplar Creek Golf Course.

Roadway Classification

Classification	Description
Local Street	Provides for local traffic circulation with direct access to adjoining properties. Through traffic is deliberately discouraged.
Collector	Provides for traffic movement between arterials and local streets. Provides both access to adjoining properties and through routes within commercial and industrial neighborhoods.
Arterial	Provides service to trips of moderate length. Distributes travel to smaller geographic areas than major arterials. May carry local bus routes and provide intra-community continuity.
Major Arterial	Carries the major portion of traffic entering and leaving the City, as well as the majority of movements desiring to bypass localized areas and travel through the community

Figure IV-1 – Bayfront Circulation Plan



Source: Burlingame Community Development Department, June, 2012

Federal Highway Administration Aid Roadways

In addition to the above classifications, roadways which are considered to be regionally important have designations assigned by the Federal Highway Administration and the Metropolitan Transportation Commission (MTC). The Federal Highway Administration designates certain roadways as Federal Aid Routes. These routes can be eligible for federal funding for improvements. Both Bayshore Highway and Airport Boulevard, including the portion in San Mateo County between Lang Road and the Peninsula Interchange, are designated as part of Federal Urban Aid Route No. FAU D466 and are eligible for some federal funding. MTC is a regional transportation agency which oversees transportation projects in the nine-county San Francisco Bay region. The MTC Metropolitan Roadway System classifications are used to determining funding priorities for regional transportation projects. The MTC's Metropolitan Roadway System (MTS) map designates US 101 as an MTS Freeway, and Bayshore Highway and Airport Boulevard, including the section between Lang Road and the Peninsula interchange, as MTS Local Roads.

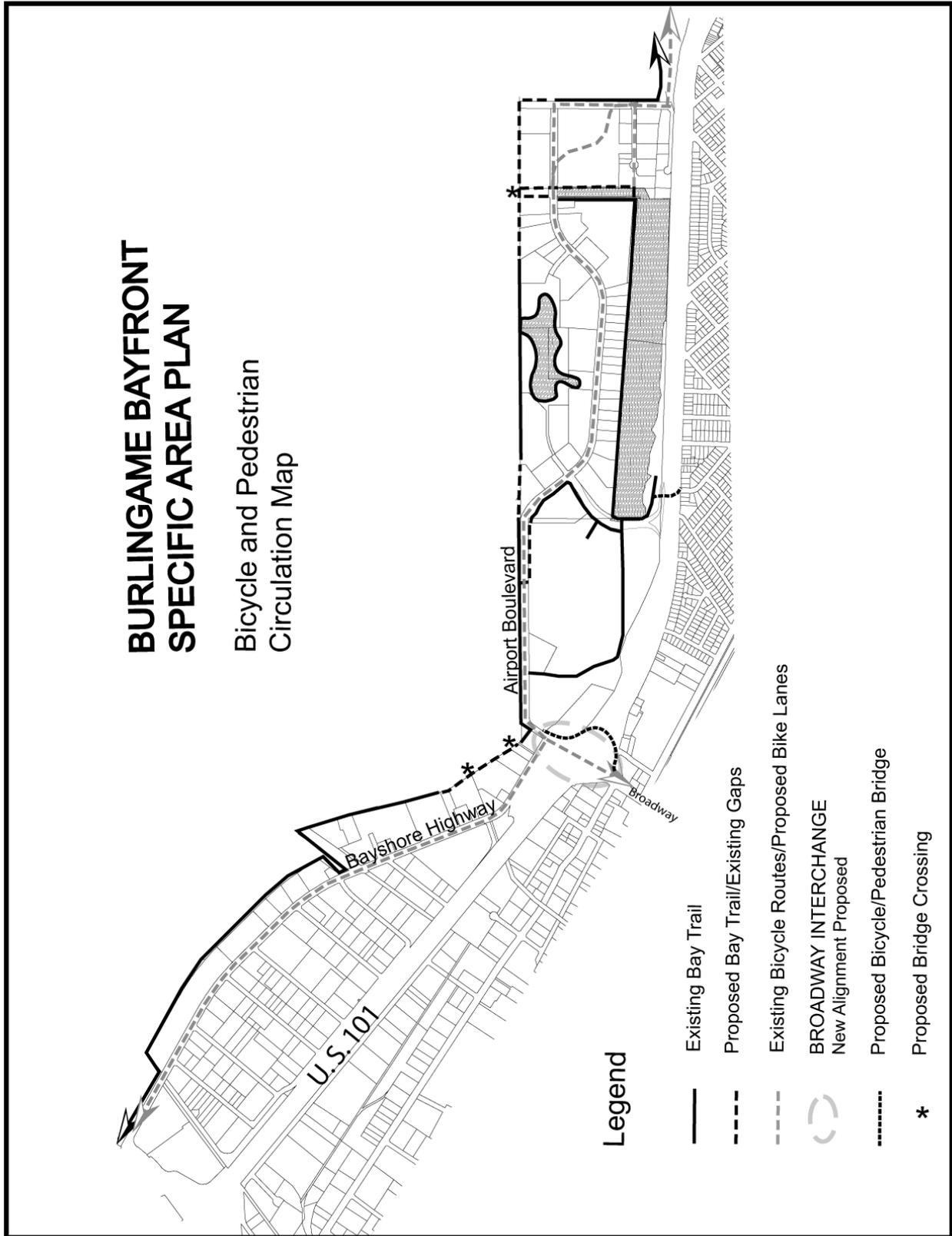
Bicycle Access: Bicycle facilities in the planning area include bike paths, bike lanes, and bike routes. Bike paths are paved and are separated from roadways by spaces or by physical barriers. Bike lanes are lanes on roadways designated with special pavement markings and signs for use exclusively by bicycles. Bike routes are roadways that are designated for use by bicycles with signs and/or paint.

Bicycle facilities within the planning area include portions of the Bay Trail, a multi-use recreational paved pathway along San Francisco Bay, Sanchez Channel and Burlingame Lagoon; and bike lanes on Airport Boulevard (see Figure IV-2, Bicycle and Pedestrian Circulation Map for existing and proposed bicycle routes). At the present time, there are no bike routes in Burlingame which access this area across US 101. Millbrae Avenue in Millbrae provides the only bicycle route which crosses US 101 to serve this area. There is a planned bicycle over crossing of US 101 near the Broadway interchange. This is proposed as a part of the auxiliary lane project on US 101 which will provide auxiliary lanes between the Millbrae interchange and the 3rd Avenue on and off ramps in San Mateo. The auxiliary lane project will also include widening of the Peninsula Avenue overpass, which will include bicycle lanes. This project is being implemented by the San Mateo County Transportation Authority, and is now in the design phase. It is expected to begin construction in the Fall of 2004. Future bicycle and pedestrian access to the Anza Extension recreation facilities should include a second bridge over U.S. 101 in the vicinity of Morrell Avenue and Rollins Road.

Bus Service: The "Free Bee" Commute shuttle carries commuters between the Broadway CalTrain station and Burlingame businesses along Bayshore Highway and Airport Boulevard during morning and evening commute periods. A midday shuttle operates between Airport hotels and office areas and the Burlingame and Broadway shopping areas. The shuttle is funded by the City of Burlingame, the Transportation Fund for Clean Air, the Burlingame Avenue Association, and the Broadway Merchants Association. The service is free to passengers. The shuttle system is operated by the Peninsula Traffic Congestion Relief Alliance. There are plans to expand this service to provide service from this area to the new Millbrae BART station, which opened in June, 2003.

The San Mateo County Transit District (SamTrans) operates fixed-route bus service to San Mateo County. There is one bus route in the Bayfront Planning Area – Route 292. This route operates between Hillside Shopping Center in San Mateo and the Transbay Terminal in downtown San Francisco. It operates within the planning area from the Broadway interchange north on Bayshore Highway.

Figure IV-2 – Bicycle and Pedestrian Circulation



Source: Burlingame Community Development Department, June, 2012

In June, 2003, Bay Area Rapid Transit (BART) service began from the new Millbrae Station. The BART station and 3000-space parking garage are accessed from the Millbrae interchange at the north end of the planning area. The station is about a mile from Cowan Road and Bayshore Highway.

Pedestrian Facilities: The completed portions of the Bay Trail provide pedestrian access along a major portion of the bay frontage throughout the planning area. There are only a few gaps in the trail which are on private property. When these remaining parcels are developed or redeveloped, the developer will be required to complete and maintain these sections of the Bay Trail. Both Bayshore Highway and Airport Boulevard have sidewalks along their entire length. Most larger properties with trail improvements also have vertical access from the Bay Trail to the public sidewalk, so users today can travel continually on most of Burlingame's water frontages (see Figure 3, Existing Land Use, for trail location and gaps)

2. Traffic Patterns – Trip Generation and Intersection Capacity

There are limited access points to the Bayfront Planning Area. Therefore, it is important that the main access intersections are operating at an acceptable level of service. Intersection operations are described by standards known as "level of service" (LOS), which is a qualitative description of traffic flow based on such factors as speed, travel time, delay, and freedom to maneuver. Six levels of service are defined, ranging from LOS A, the best operating conditions, to LOS F, where demand exceeds capacity and there is excessive delay. LOS E normally corresponds to operation "at capacity".

The following table shows the existing intersection levels of service in the Bayfront Planning Area, plus development approved and under construction. This establishes the baseline conditions for the Specific Plan.

Table IV-1 Intersection Levels of Service Baseline Conditions			
Intersection	Peak Hour	Percent of LOS C Capacity Consumed	Level of Service
Bayshore Highway/Millbrae Avenue	AM	43%	A
	PM	59%	A
Rollins Road/Broadway/US 101 SB Off-Ramp	AM	143%	F
	PM	135%	F
Bayshore Highway/US 101 NB Ramps	AM	69%	A
	PM	66%	A
Bayshore Highway/Airport Boulevard	AM	65%	A
	PM	80%	B
Airport Boulevard/Anza Boulevard	AM	46%	A
	PM	52%	A
Airport Boulevard/Coyote Point Drive*	AM	33%	A
	PM	58%	A
Peninsula Avenue/N. Humboldt Street	AM	84%	B
	PM	91%	B

Source: Fehr and Peers Associates, Inc. *Analyzer Update*, April 2003

2. The Traffic Analyzer

The 1981 Burlingame Bayfront Specific Area Plan based the mix of land use designations and densities on the traffic producing characteristics of each of the land uses. The impact of each use on the key intersections which provide access to the area was critical. The traffic analyzer model was first developed in 1979 and has been updated twice. The current update (2002-2003) reflects current traffic conditions and travel behavior within the planning area. The distribution and intensity of development was determined for the Specific Plan based on the assumption that all of the critical intersections, except Broadway on-ramps, which are already operating at an "F" level of service in the PM peak hours, would continue to operate at acceptable levels of service.

Different types of development generate traffic at different rates and at different times of day. Trip generation rates for different types of land uses have been developed to look at traffic during the evening commute period (PM peak hours), when traffic volumes are generally highest. These trip generation rates are used to determine the worst case traffic impacts of a proposed development, particularly on the critical intersections.

Using the Traffic Analyzer model, a new development proposal can be analyzed to determine its incremental impact on the critical intersections. The analyzer looks at the capacity of these intersections, consisting of existing traffic volumes plus approved projects, to establish baseline conditions. The baseline conditions show how much capacity is still available at each critical intersection (refer to Table IV-1). Using the analyzer tables, the amount of capacity consumed by a new development project can be determined at each of the nine key intersections. This provides a way to monitor the amount of intersection capacity left for future development in the area, allowing for balanced growth and continued maintenance of acceptable levels of service within the planning area.

Many jurisdictions consider LOS D to be the minimum acceptable level of service. However, LOS C is considered the target level of service rating for planning purposes. Therefore, since the traffic analyzer is a planning tool, the LOS C is used to evaluate Planning Area intersections in the analyzer.

The original analyzer looked at six key intersections in the area. With the analyzer update the number has been expanded to nine intersections:

- Bayshore Highway/Millbrae Avenue
- Broadway/Rollins Road
- Broadway/Bayshore Highway
- Bayshore Highway/Airport Boulevard
- Airport Boulevard/Anza Boulevard
- Airport Boulevard/Coyote Point Drive
- Peninsula Avenue/North Humboldt Street
- Airport Boulevard/Future 101 Ramps
- Coyote Point Drive/North Bayshore Boulevard

3. Necessary Improvements

In order to ensure that the capacity of both the critical intersections and the connecting roadways is maintained at an acceptable level of service, there are several roadway improvement projects which should occur. Based on each project's impact on the critical intersections in the Bayfront Area, they

will be charged a Bayfront Development Fee to be matched with City funds to make improvements to the roadway system. Some of these projects were identified in the 1981 Bayfront Specific Area Plan. The improvements identified at the time the Bayfront Development Fee was established in 1979 and which were used as a basis for the original traffic analyzer are as follows:

Status of Bayfront Development Fee Projects

	Project	Status
A	Install Signals at Bayshore Highway and Mitten Road	Completed
B	Install Signals at Bayshore Highway and Stanton Road	Completed
C	a. Add Second Left Turn Lane to Freeway on-ramp northbound from Broadway;	Based on preliminary study, project determined to be infeasible
	b. Add Second Left-turn Lane to Bayshore Highway northbound from Broadway	Completed
D	Widen Airport Boulevard to four lanes	Not Completed, still a valid project
E	Construct Anza Boulevard connection to US 101 (northbound on and off-ramps; Anza Boulevard Bridge)	Completed
F	On and Off Ramps to Freeway at Humboldt/Howard and Rollins Road	Based on preliminary study this project was determined to be infeasible

As noted above, three of the six projects have been completed. Engineering and environmental studies have been completed for the proposal to widen Airport Boulevard to four lanes and it is still a valid project for improving traffic flow in the Bayfront Planning Area. This project should be included in the list of projects to be funded by the update of the Bayfront Development Fee. Preliminary studies were also done on the proposal to build new freeway on and off-ramps at Humboldt/Howard and Rollins Road and this project was determined to be infeasible. It should not be included in future improvement plans to be funded by the Bayfront Development Fee. In addition, the addition of a second left turn lane to the northbound freeway on-ramp from Broadway was studied. The proposal was to move the on-ramp to the north with the idea that it would provide for more storage capacity. In fact, after study it was determined that this project would result in less storage capacity than is available in the current configuration.

The Traffic Analyzer Update identifies the following additional roadway improvements required to maintain an acceptable level of service within the planning area. It is proposed that these roadway improvements would be funded in part by private development through implementation of an updated Bayfront Development Fee as discussed in Chapter VII. – Plan Implementation.

Airport Boulevard Curve Realignment – Airport Boulevard has sharp curves (90°) at two locations along its southern portion in the Anza Point Area. As traffic volumes increase, these sharp curves will prove to be both capacity constraints and safety hazards. Therefore, it is recommended that these curves be smoothed out to comfortably handle traffic along Airport Boulevard at the roadway's design speed. A curve on this type of roadway with a 30 miles per hour (mph) design speed should have a radius of 300 feet. The recommended alignment for the easternmost of the two curves is shown in Appendix E of the Traffic Analyzer.

Airport Boulevard Median Reconstruction/Site Access Plan – Currently, along Airport Boulevard between Lang Road and Anza Boulevard, the median is intermittent with frequent breaks. This median area will likely need to be reconstructed to allow for specific project access to Airport Boulevard. Therefore, it is recommended that a comprehensive plan be developed to strategically position the median breaks at appropriate locations along Airport Boulevard to accommodate future

projects. It is recommended that this median access be planned, rather than designed and constructed on a project-by-project basis, to ensure that project access locations are efficiently located with respect to each other and to Airport Boulevard.

Airport Boulevard Bridge Widening (Sanchez Channel) – Airport Boulevard transitions from four lanes to three lanes (one southbound lane and two northbound lanes) just north of the Burlingame Lagoon bridge crossing, and continues with this configuration south of the lagoon. Although the capacity of the roadway is expected to be adequate, providing a second lane in each direction allows traffic to turn into and out of developed sites without impeding through traffic and providing safe pedestrian separation. Therefore, it is recommended that this roadway and bridge be widened to accommodate a four-lane cross section, with full pedestrian access to the adjacent Bay trail.

Transition Between New Broadway Interchange and Airport Boulevard – Airport Boulevard, between its current intersections with the Bayshore Highway and Anza Boulevard, is a two-lane facility. In the future, the Broadway interchange with US 101 will be reconfigured and straightened to align directly with Airport Boulevard at Bayshore Highway. Broadway is a four-lane facility. Therefore, in order to connect with the straightened Broadway, it is recommended that Airport Boulevard be widened to four lanes between the Bayshore Highway and Anza Boulevard. This widening, in conjunction with the bridge widening described above, will create a continuous, four-lane Airport Boulevard from its beginning at the Bayshore Highway to Beach Road, where Airport Boulevard transitions to a two-lane facility in San Mateo County.

Airport Boulevard Bicycle Lanes – It is recommended that continuous bicycle lanes be installed along Airport Boulevard to provide continuous bicycle access through the Anza Area.

Bayshore Highway Median Reconstruction – Bayshore Highway is now a four-lane roadway with median areas in some locations and continuous shared two-way left-turn lanes in other areas. Similar to the recommended access plan for Airport Boulevard, an improvement plan is recommended for Bayshore Highway, to determine the appropriate locations of median breaks to serve existing and future development. As part of that plan, the existing signals will need to be upgraded to provide for signal interconnect and coordination. Where possible, the plan should provide opportunities for landscaping and lighting within the median.

Local Roadway Signalization required with the Realignment of Broadway Interchange – The reconstruction of the Broadway interchange will change the alignment of the connecting roadways to "T" or full intersections where they connect with the Broadway overpass. New signals will be required at these intersections.

Broadway Interchange: It should be noted that the Rollins Road/Broadway/US 101 southbound off-ramp is now operating at a Level of Service "F" and will continue to do so with plan implementation. The levels of service for the intersections at or near the Broadway interchange will continue to function at this level until the Broadway intersection is reconstructed. There are long range plans to improve the Broadway interchange, but that project has not yet been funded. It will be a priority project when funding for regional projects becomes available. The project would also include changes to the surrounding intersections, which should ease the congestion on the on-ramps.

There are also proposals to change the operation of Caltrain at the Broadway station (such as relocation of the station platforms; fewer trains stopping at the station) which will lessen the down-

time for the Caltrain gates on Broadway. When the Broadway interchange project is implemented, and when the proposed changes to the Broadway Caltrain station and/or the changes in operation of Caltrain occur, the traffic circulation in this area will improve. However, because of the short distance between intersections and the location of the Caltrain tracks, it may not be possible to bring these intersections at either side of the interchange to a level of Service C.

4. Land Use Densities and Traffic Control

The updated traffic analyzer also looked at the proposed land uses and densities as outlined in Chapter III. – Land Use. The land use densities for each subarea were selected based on the traffic generating characteristics of those uses. With the land use densities identified in Chapter III, and the improvements outlined above, it is expected that all intersections, except the Rollins Road/Broadway/US 101 southbound off-ramp will continue to operate at acceptable levels of service after build-out of the plan.

The analyzer also looks at the way traffic trips are distributed as they come and go from the area. These directions of approach and departure are determined using the traffic surveys done in this area over the years. For instance, the hotel traffic comes predominately from the north, to and from the airport. Office traffic, on the other hand, tends to come from both the north and south, indicating more regional trips on U.S. 101 rather than local trips from residential areas to the west. About 15 per cent of the restaurant trips were internal to the Bayfront Area indicating that the restaurants serve the adjacent hotels and businesses.

Using all of this collected data, each land use and each subarea have been assigned a specific "Capacity Consumption Rate" which assigns the new trips to the area's critical intersections. Therefore, as each development proposal comes in, its traffic impacts attributed to each intersection can be identified. In addition, this information will be used to update the Bayfront Development Fee and to develop with the City a fair share allocation of the costs for these public improvements. This will ensure that the circulation system continues to provide acceptable levels of service. See Chapter VII., Plan Implementation for a discussion of the proposed Bayfront Development Fee formula.

V. Bayfront Design Guidelines

V. Bayfront Design Guidelines

Traditionally thought of as a light industrial and visitor-orientated hotel district, the Burlingame Bayfront Planning Area includes all of the area in Burlingame that is located east of U.S. 101 to the San Francisco Bay, from the northern border shared with the City of Millbrae at El Portal Creek south to the Coyote Point County Park, a San Mateo County recreational area.

The Burlingame Bayfront Design Guidelines were created to assure that development is in harmony with the natural character and qualities of the area while promoting the health, safety and general welfare of the community. The encompassing objective is to establish criteria for managing change within the Bayfront Area.

The Design Guidelines aim to:

- Provide developers with clear direction about what type and quality of development the city desires, and expects.
- Provide a set of guiding design principles for public officials, developers, designers and the community to use which are sensitive to the conditions in each subarea of the planning area.
- Give the City of Burlingame tools to evaluate and direct project design.
- Make sure design takes into account the San Francisco Bay setting and the “tree city” image of Burlingame.

For Burlingame, there is an opportunity to create a dynamic Bayfront district that serves the diverse needs of the community while protecting and enhancing the natural features of the San Francisco Bay. The challenge for this kind of transformation is to develop a new character for light industrial, office, and hotel uses. This character should create an attractive environment for pedestrians, recreational users, motorists and transit riders while fitting in with the existing development and the shoreline of the San Francisco Bay.

In order to realize the overall vision and goals for the Bayfront Planning Area, the Design Guidelines encourage property owners, business owners, public officials and the community to:

- Encourage a “fabric” or cluster-based development pattern as opposed to an “object” based pattern.
- Create an overall identity that is specific to the Bayfront Planning Area.
- Support the pattern of diverse architectural styles that characterize the City of Burlingame.
- Respect and promote pedestrian activity through site planning and building design.
- Encourage uses to be clustered in order to develop a stronger sense of place.
- Encourage design that complements the streetscape and attracts additional private investment.
- Encourage a healthy and vibrant market for new development projects, both large and small.

Planning Area

The Bayfront Area consists of five separate sub-areas. There are some design considerations that are common to all properties throughout the Bayfront Planning Area such as the relationship of buildings to streets, landscaping and treatment of parking areas. However, there are also design issues that are particular to the different Subareas. Each of the following districts displays unique characteristics that together help to form an identity for the Bayfront Area:

Inner Bayshore Area

The Inner Bayshore Area displays an industrial district character where parcels and buildings are relatively small and low-scale, typically covering large portions of each site with comparatively less space between buildings. The character of the district feels somewhat more urban than other areas directly adjacent to the Bay.

Goal: To create a mixed district of industry and business with pedestrian-oriented buildings and streetscape and on Bayshore Highway, a strong connection with the Shoreline Area, by encouraging similar uses with similar design emphasis.



Inner Bayshore Area

Shoreline Area

In the Shoreline Area, buildings are typically distinct objects, often large in scale, with wide spaces between to preserve bay views and provide large parking areas. The overall character of the area is that of a hotel district supported by visitor-oriented and office uses and the Bay Trail provides an important connective element. The area is characterized by a narrow band of land between San Francisco Bay and the Bayshore Highway.

Goal: To better relate development to both the street and to the Bay, to provide view corridors from and across Bayshore Highway, create visitor and employee serving retail clusters or nodes, and create gateways at key locations.



ShoreLine Area

Anza Extension

The Anza Extension is dominated by open space and public facilities including playing fields, passive open space and public trails, with no substantial buildings.

Goal: To enhance the quality of the community oriented open space facilities and services while connecting them to the larger open space network with trails and pedestrian paths.

Anza Area

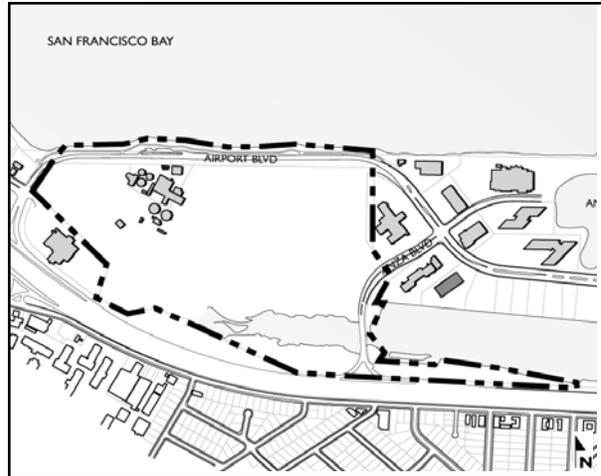
The Anza Area exhibits the character of a suburban business park and hotel district. In this area, buildings are typically distinct objects, often large in scale, with wide formally landscaped spaces between each other. Open spaces preserve bay views and allow large areas for parking. The Anza Area also contains two large salt water lagoons which are important natural resources.

Goal: Continue to build on the existing character and design of the area and enhance and establish visual connections at the Anza and Burlingame Lagoons and to San Francisco Bay.

Anza Point

The Anza Point Area is partially developed, with significant undeveloped area. The areas adjacent to Beach Road and Lang Road (Anza Point South) exhibit an industrial park character similar to the Inner Bayshore Area, where parcels and buildings are relatively small and low-scale, typically covering large portions of each site with comparatively less space between buildings. The area north of Beach Road (Anza Point North), is vacant. Fisherman’s Park, a County facility is located at the northeast corner of the area. The Anza Point North Area is surrounded on three sides by water which creates a natural, open wind-swept character to the district.

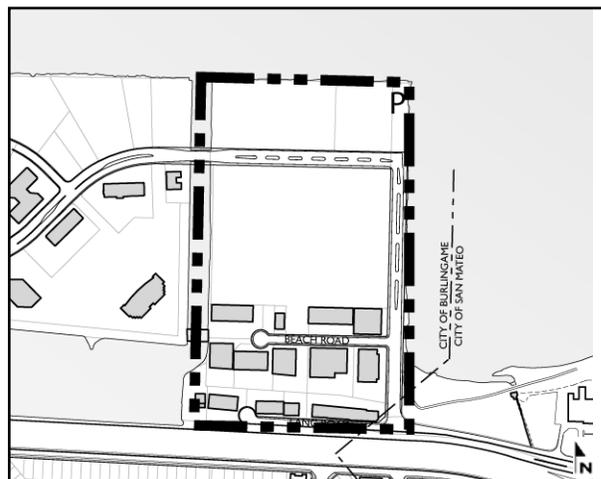
Goal: To create a structure of streets, walks and open space to organize a corporate campus or mixed-use district of development that takes advantage of its proximity to Sanchez Channel and San Francisco Bay frontage.



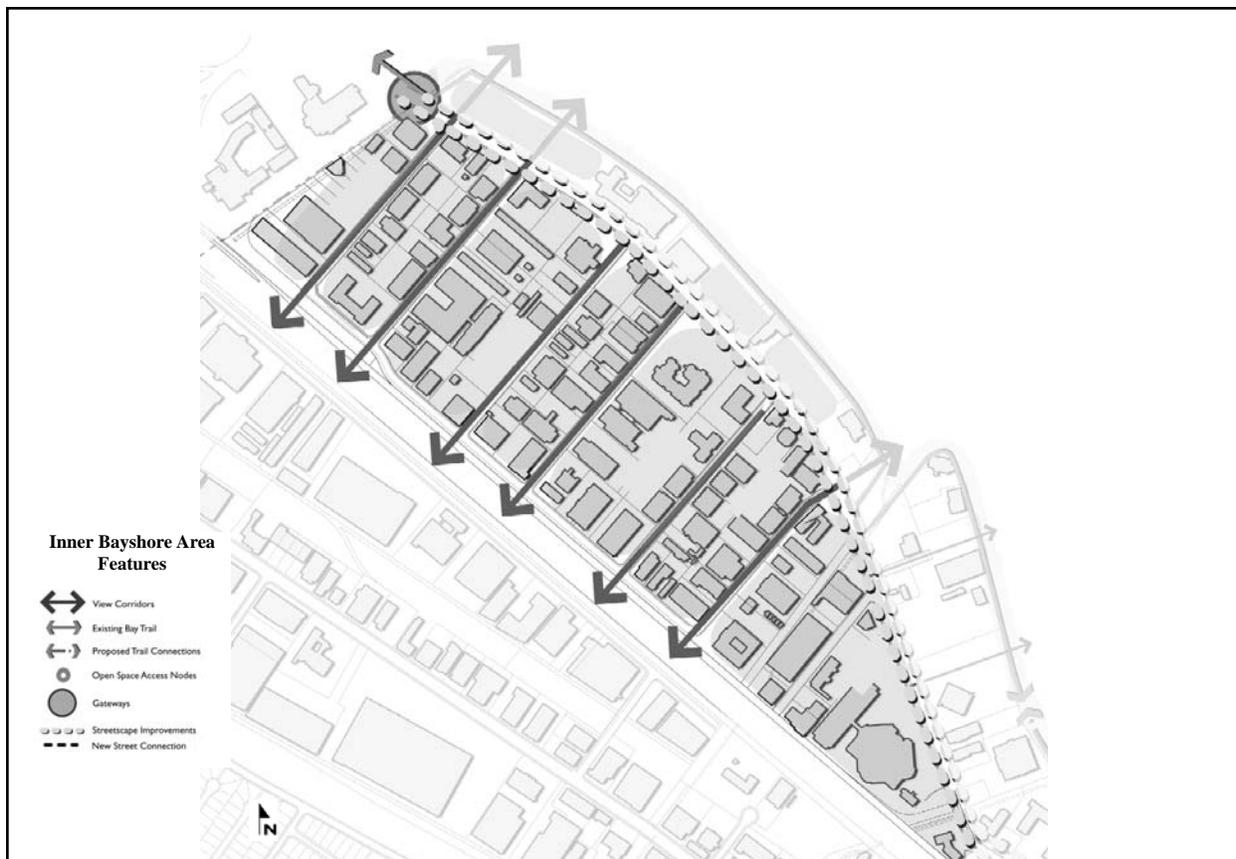
Anza Extension



Anza Area

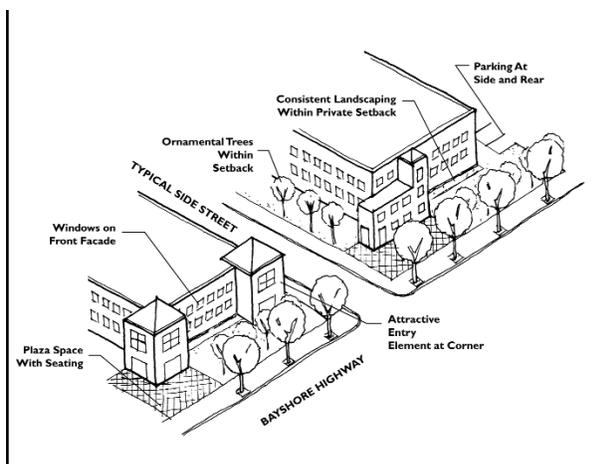


Anza Point



Inner Bayshore Area

Goal: To create a mixed district of industry and business with pedestrian-oriented buildings and streetscape and on Bayshore Highway, a strong connection to the Shoreline Area, by Encouraging similar uses with similar design emphasis.



Front setbacks should be consistent and attractive.

Building / Street Relationships

To create a consistent and attractive streetscape, buildings should be located relatively close to the street, with attractively landscape front setbacks. In addition:

- Building entries should face the street, and should be easily identifiable
- Businesses at important intersections should locate their entrances at the building corner.
- Curb cuts should be limited to ease pedestrian/vehicular conflict.
- Businesses fronting on Bayshore Highway should have an attractive 15' landscaped front setback and a 8'-10' wide sidewalk.
- Businesses fronting on all other streets should have an attractive 10' landscaped front setback and at least a 6' sidewalk.
- Seating areas should be encouraged within the front setback.

Bayshore Highway Interface

To create a consistent design concept on both sides of Bayshore Highway, building, landscaping, signage and streetscape standards should be the same for properties in both the Shoreline and Inner Bayshore areas that front on Bayshore Highway. Additionally:

- An average of 15' landscaped front setback is appropriate
- Lighting should emphasize pedestrian users, not building facades.
- 8'-10' Sidewalk width is appropriate.
- There should be a consistent pattern of street trees and street lights.
- Bayshore Highway should receive priority in and streetscape program.

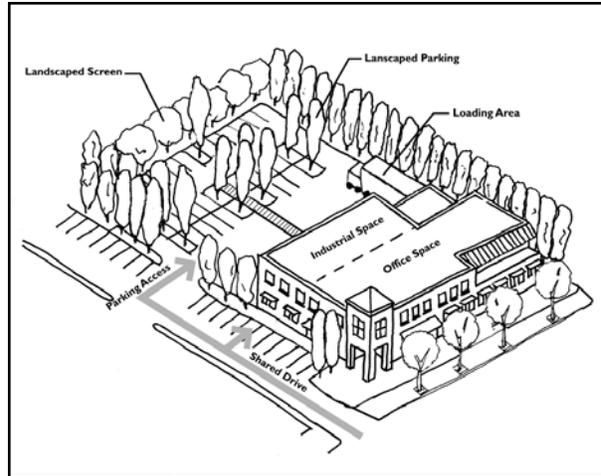
Parking

Attractive, landscaped parking areas should be located to the rear and sides of the building to encourage a pedestrian-friendly street edge. Additionally:

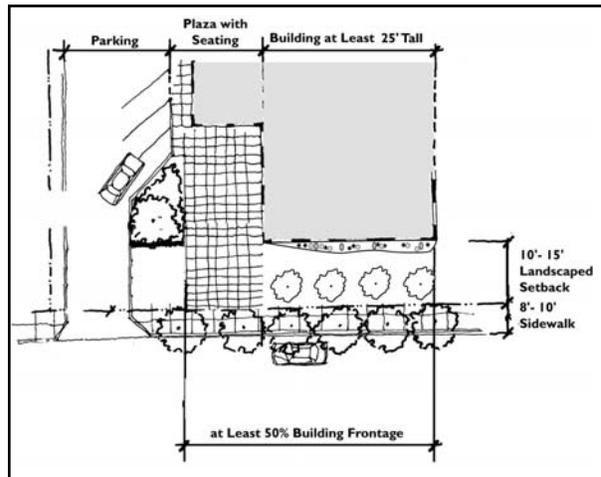
- Parking is not allowed in front setback.
- Parking should be screened with landscaping and/or low screen walls
- Truck loading areas should be located to the rear of buildings, and screened from view.
- Parking entry drives should be encouraged to be shared with adjacent businesses to minimize multiple curb-cuts.
- Parking areas should be broken up with landscape fingers with no more than 6-7 spaces between the fingers.
- Encourage pervious surfaces in all site paving, particularly pedestrian traffic areas such as entry courtyards etc.

Landscaping

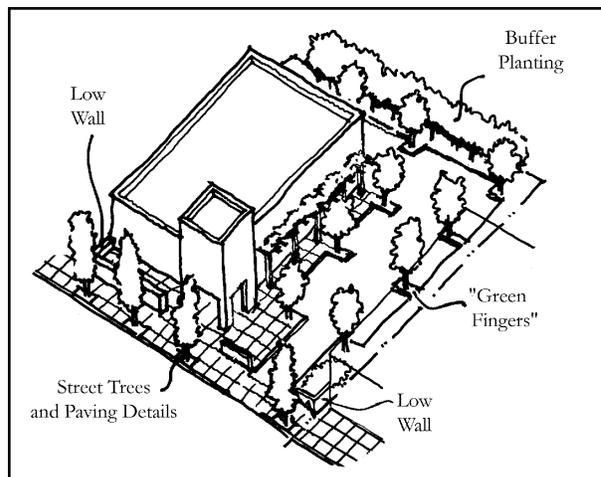
A consistent, formal landscaping treatment should be developed throughout the Inner Bayshore Area. Additionally:



Attractive parking areas should be located to the rear and sides of the building to encourage a pedestrian-friendly street edge.



Buildings should be located relatively close to the street, with attractively landscape front setbacks.



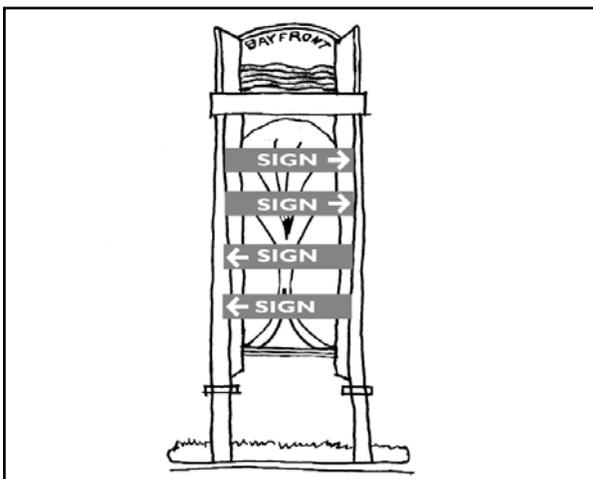
A consistent, formal landscaping treatment should be developed.



View Corridors can be framed by buildings, and may terminate with a landmark building.



Signage should be attractive and eye-catching.



Attractive signage directories are encouraged to help provide wayfinding in the District.

- Landscaping should protect and enhance view corridors.
- Landscaping can be used as a visual buffer to shield parking and loading areas.
- Landscape features should not just be visually appealing, but also should function as open space amenities to be used and enjoyed.
- Landscaping should enhance the site, but not obscure building signage and entrance areas.
- Building signage should be incorporated into the landscaping.
- 15% of the site area shall be landscaped, with 5% of the parking area and 60% of the front setback devoted to landscaping.
- Front setback landscaping may include hardscape features such as walkways and seating areas.
- Parking isn't allowed in front setbacks, only driveways and accent paving.

View Corridors

View Corridors are defined as important views from, between or towards buildings and natural features. View Corridors should be maintained and enhanced. Additionally:

- Views may be framed by buildings.
- View corridors may terminate with a landmark building.
- Pedestrian plazas should be incorporated in the design of view corridors.
- Any new development should respect existing view corridors.
- View corridors at the ends of streets shall tie into visual openings to the bay across Bayshore Highway.

Signage

Visible, attractive signage should be developed throughout the Inner Bayshore Area. Additionally:

- Signs should be designed as an integral part of the building and should not cover or obscure architectural elements.
- Projecting signs should be attractive and eye-catching.

Burlingame Bayfront Specific Area Plan

Design Guidelines

- Projecting signs attached to a building can be used as a secondary sign for use as a pedestrian-scaled sign. Structural supports should be hidden or designed to be a decorative element.
- Monument and wall signs should feature individually formed lettering as opposed to box signs.
- Monument signs should be low-profile, with a maximum height of 4'.
- Monument signs should have architectural features consistent with the building, and be integrated into the site landscaping.
- Attractive signage directories should be encouraged to help provide wayfinding within the Inner Bayshore District.

Gateways

Gateway features should be located on private land at prominent locations along the edges of the Inner Bayshore Area.

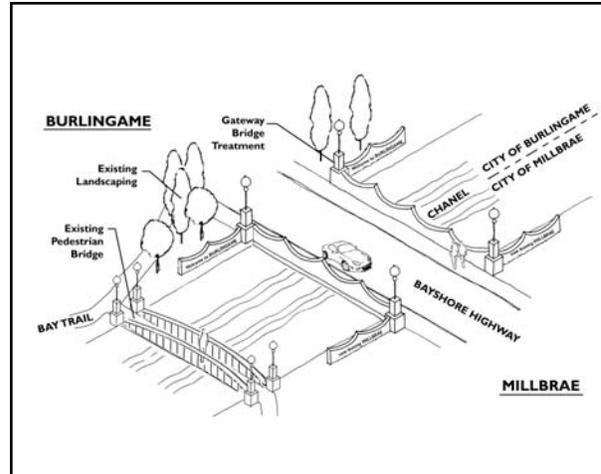
Additionally:

- Any gateway feature on Bayshore Highway at the Burlingame / Millbrae border should be a landscape treatment or pocket park with a monumental bridge design. Coordination with the City of Millbrae would be required.
- Gateways should maintain a consistent design motif throughout the Inner Bayshore Area.

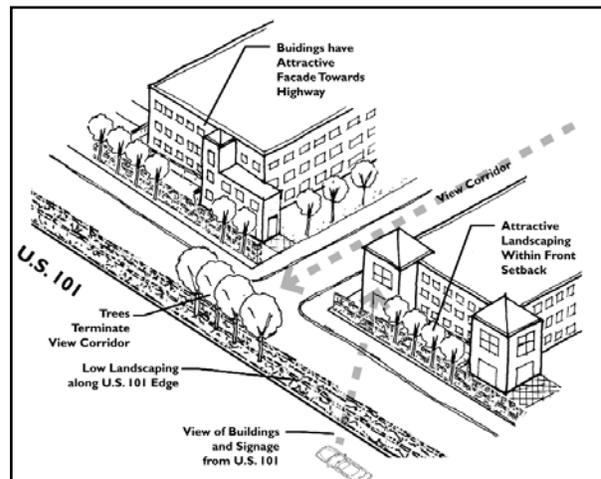
U.S. 101 Frontage

U.S. 101 Frontage treatment should be attractive and consistent. Additionally:

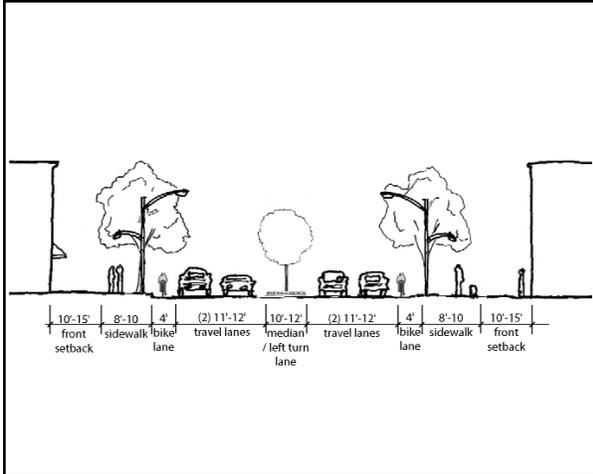
- A consistent pattern of landscaping should be encouraged, which provides visibility for business facing U.S. 101.
- Trees and shrubs should have gaps between them in order to allow for businesses visibility.
- Trees should be located at the end of streets with lower bushes in between to allow building signage visibility.
- Buildings should have attractive facades facing towards U.S. 101.
- Tree types and landscape patterns along U.S. 101 should be consistent with the North Burlingame / Rollins Road Specific Plan.



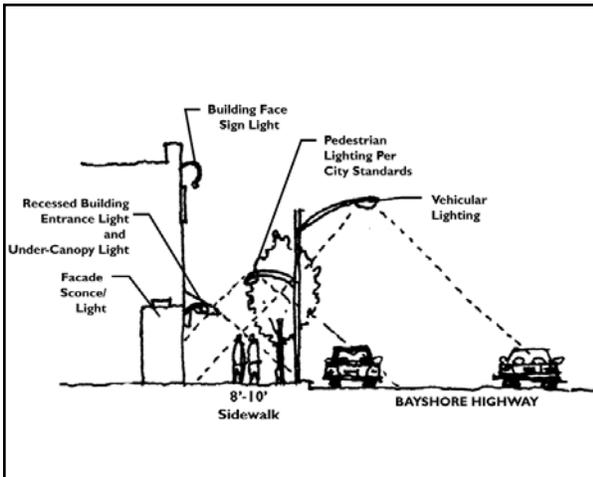
A gateway feature on Bayshore Highway at the Burlingame / Millbrae border should be a landscape treatment with a monumental bridge design.



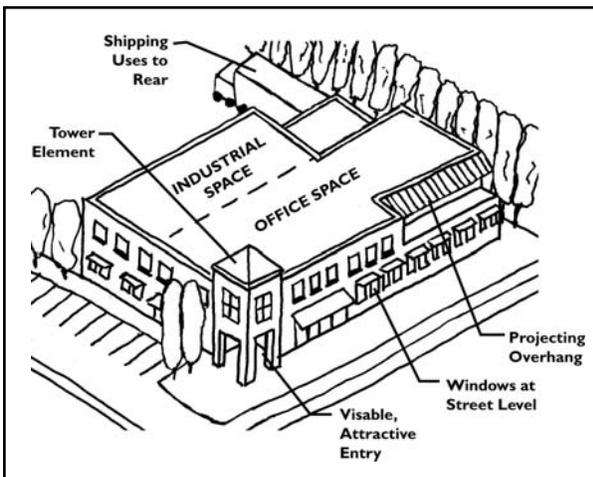
Consistent landscaping should be encouraged, but shouldn't conceal businesses that rely on being seen by U.S. 101 traf-



Bayshore Highway is envisioned as a major street or "Grand Boulevard"



A wide variety of lighting should be encouraged.



Building design should animate the street, providing visual interest to passers-by.

- Signage located along U.S. 101 should be designed to encourage better wayfinding in the district.

Street Design

The streetscape in the Inner Bayshore area should be consistent, attractive and well-defined. Additionally:

- Streets should be designed for both the automobile and the pedestrian / bicyclist.
- A variety of lighting features should be used to accommodate both the driver and pedestrian. Lighting should also help increase visibility of businesses, but not flood their facades.
- The design of the sidewalk and setback area should create an urban character and should feature amenities such as street trees with tree grates, planters, benches and removable cafe furniture.
- Bayshore Highway should receive priority in any streetscape program. The street should be designed as a "Grand Boulevard" with landscaping, lighting and sidewalks standards the same on both sides.
- Landscaped medians and left turn lanes should be developed along Bayshore Highway. Exact locations should be determined by the Department of Public Works.

Building Design

Building facades should animate the street, providing visual interest to passers-by.

Additionally:

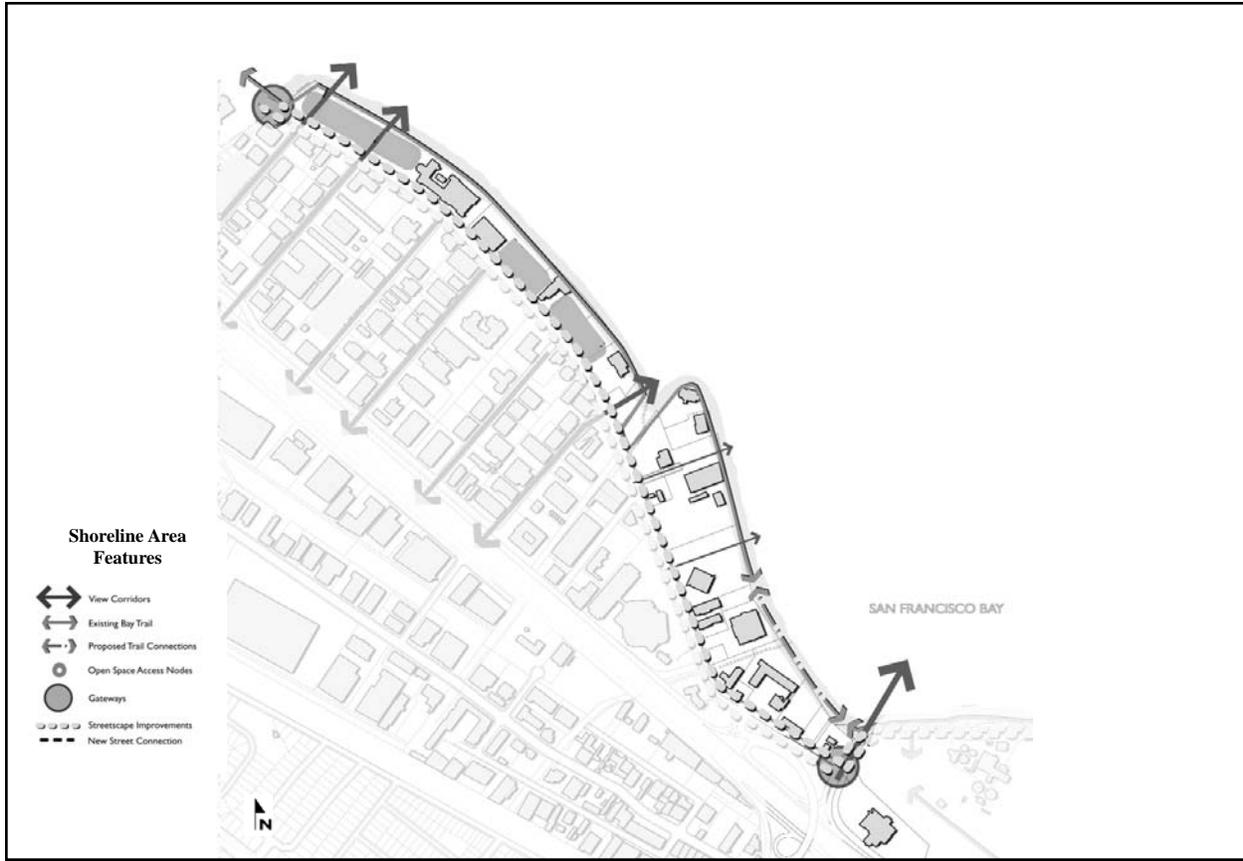
- Buildings should have entries directly accessible and visible from the street.
- Entries should be marked by architectural features such as projecting overhangs, special lighting, awnings and signage that emphasize their importance.
- Building facades should be designed to have a rhythm and pattern and should be articulated as an expression of the building use.
- The use of reflective or dark-tinted glass should be discouraged, especially at ground level, because it creates an effect which lacks the visual interest of clear window openings.
- Building facades should be articulated with a building base, body and roof or parapet edge.

Burlingame Bayfront Specific Area Plan

Design Guidelines

- All visible sides of buildings should be designed with the same level of detail.
- Exterior building materials and finishes should convey a sense of integrity, permanence and durability, rather than applique.
- Maximum development density on any site shall be no more than 2.0 FAR.

Note: The objective in the plan of creating similarity in use and design on both sides of Bayshore Highway cannot be achieved with a limitation on buildings of two stories or 30 feet. In the interior of the Planning Area, the existing development pattern has been based on a 35-foot review line. The zoning for the interior of the Inner Bayshore area follows this existing pattern.



Development should relate to view corridors both inland as well as to the Bay.

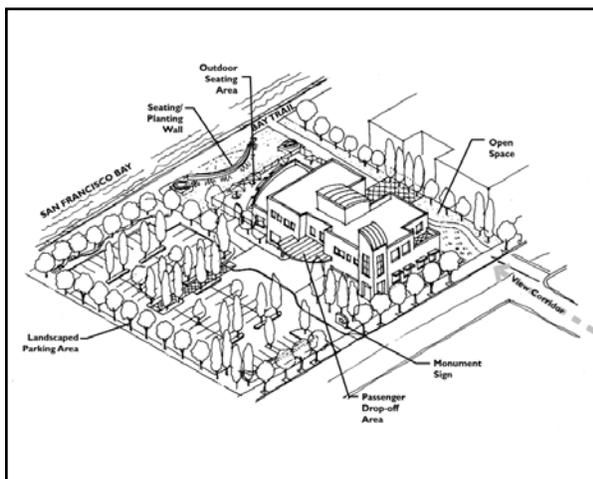
Shoreline Area

Goal: To better relate development to both the street and to the Bay, to provide view corridors from and across Bayshore Highway and create gateways at key locations.

Building / Street Relationships

To create a consistent and attractive streetscape, buildings should be located relatively close to the street, with attractively landscaped front setbacks. In addition:

- Building entries should face the street, and should be easily identifiable.
- Buildings that are setback from the street should have attractively landscaped plazas leading to the main building entry.
- At least 50% of the parcel frontage should be non parking uses.
- Curb cuts should be limited to ease pedestrian/vehicular conflict.



Buildings should relate both to the street and to San Francisco Bay

Burlingame Bayfront Specific Area Plan

Design Guidelines

- Businesses should have a consistent, attractive 10'-15' landscaped front setback from the public street.
- Seating areas should be encouraged within the front setback.
- Businesses at important intersections should locate their entrances at the building corner.
- Businesses fronting on Bayshore Highway should have an attractive 10'-15' landscaped front setback

Bayshore Highway Interface

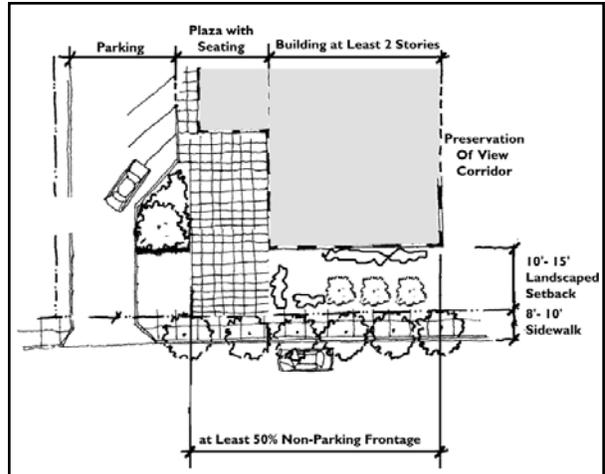
To create a consistent design concept on both sides of Bayshore Highway, building, landscaping, signage and streetscape standards should be the same for properties that front on Bayshore Highway in both the Inner Bayshore and Shoreline areas. Additionally:

- An average 10-15' landscaped front setback is appropriate
- Seating areas are encouraged in front setback
- 8'-10' Sidewalk width is appropriate
- Bayshore Highway should receive priority in any streetscape program.

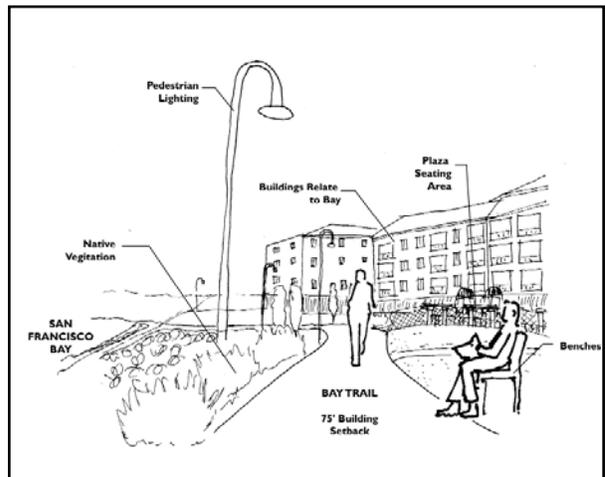
Building / Shoreline Relationships

To create a dynamic, usable shoreline area, buildings should have a consistent, attractive setbacks. In addition:

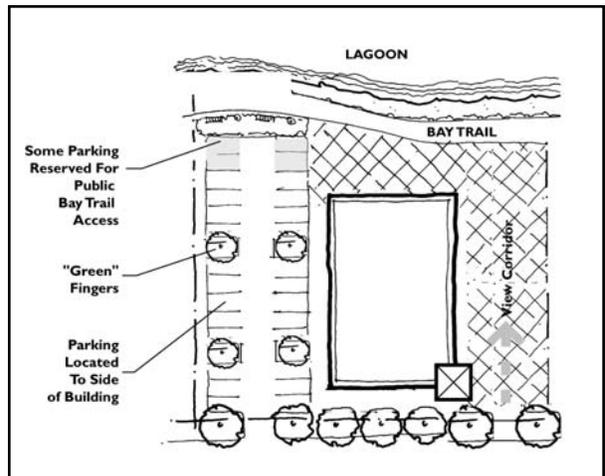
- Continuous public access improvements should be installed and maintained with a consistent standard in accordance with BCDC guidelines.
- Open space should extend an average of 75 feet from the edge of the bay to the building facade
- Where buildings taller than 40 feet are proposed, the minimum width of the open space should equal the height of the building.
- Pocket parks and seating areas should be located along the shoreline.
- Vertical access, both visual and physically from the shoreline to the Bayshore Highway should be provided in site planning wherever possible.



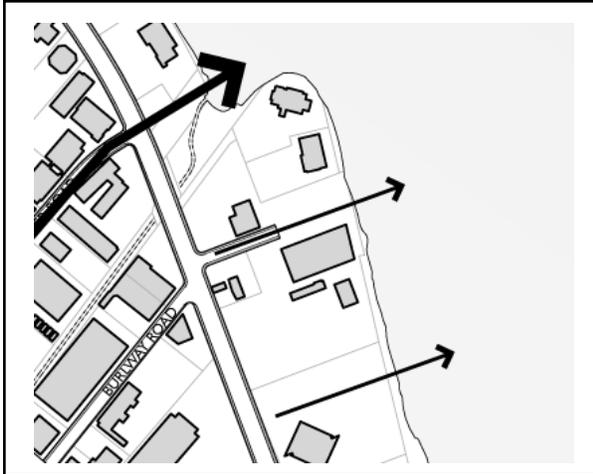
Buildings should be located relatively close to the street, with attractively landscaped front setbacks



Buildings should have well-designed plaza areas adjacent to the Bay Trail.



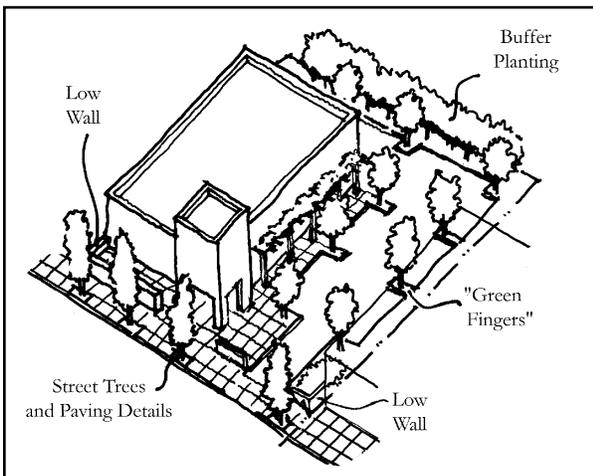
Attractive parking areas should be located to the sides of the building to encourage a pedestrian-friendly street edge.



View corridors to San Francisco Bay are important and should be enhanced.



View Corridors should be incorporated in the design of pedestrian plazas.



A consistent, formal landscaping treatment should be developed.

Parking

Attractive parking areas should be located to the sides of the building to encourage a pedestrian-friendly street edge. Additionally:

- Some parking on each site should be reserved for public Bay Trail access.
- Building entries should be located adjacent to parking and sidewalk.
- Parking should be screened with landscaping and/or low walls.
- Truck loading areas should be located to the side of buildings, and screened from view from the street.
- Parking entry drives should be shared with adjacent businesses to discourage multiple curb-cuts.

View Corridors

View Corridors to San Francisco Bay are important and should be maintained and enhanced. Additionally:

- View Corridors should be incorporated in the design of pedestrian plazas.
- Continuous public access improvements should be installed and maintained in accordance with BCDC guidelines.
- View Corridors may be framed by buildings.
- View Corridors may also terminate with attractive building elements such as tower features and entryways.
- Any new development should respect existing View Corridors.
- View corridors into the Bay with pedestrian access should be created to line up with the streets in the Inner Bayshore Area and to provide a visual connection across Bayshore Highway.
- To protect view corridors, buildings should not obstruct more than 40-60% of the Bayshore Highway frontage, and should cover no more than 35% of the site.

Landscaping

A consistent, attractive landscaping treatment should be developed throughout the Shoreline Area. Additionally:

Burlingame Bayfront Specific Area Plan

Design Guidelines

- Landscaping should protect and enhance view corridors.
- Landscaping can be used as a visual buffer to shield parking and loading areas.
- Landscape features should not just be visually appealing, but also should function as open space amenities to be used and enjoyed.
- Landscaping should enhance and not obscure building signage and entrance areas.
- Building signage should be incorporated into the landscaping.
- 10% of the parking area should be landscaped.
- 80% of the front setback should be landscaped.
- 40% of the shoreline setback should be landscaped.
- Hardscape features such as walkways, seating areas and patios may be included in landscaped areas.

Signage

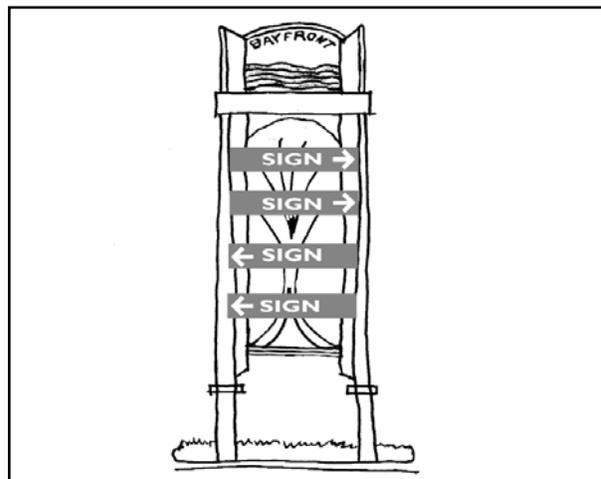
Visible, attractive signage should be developed throughout the Shoreline Area.

Additionally:

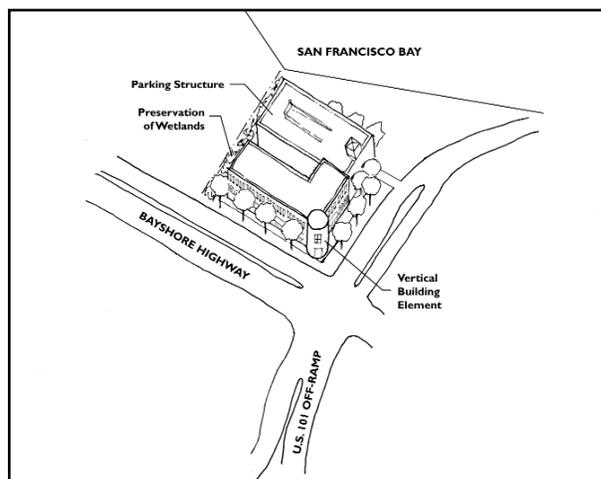
- Signs should be designed as an integral part of the building, and should not cover or obscure architectural elements.
- Projecting signs should be attractive and eye-catching.
- Projecting signs should be designed as an integral part of the building, and should not cover or obscure architectural elements.
- Projecting and wall signs attached to a building can be used as a secondary sign for use as a pedestrian-scaled sign. Structural supports should be hidden or designed to be a decorative element.
- Monument and wall signs should feature individually formed lettering as opposed to box signs.
- Monument signs should be low-profile, with a maximum height of 4'.
- Monument signs should have architectural features consistent with the building, and be integrated into the site landscape.
- Attractive signage directories are encouraged to help provide wayfinding in the Shoreline Area.



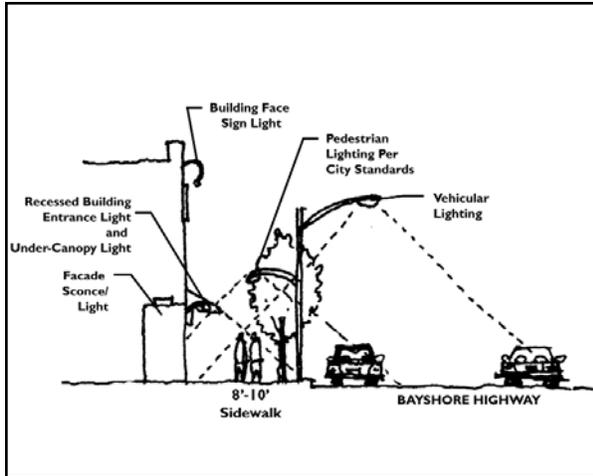
Monument signs should be well integrated into the design of the site.



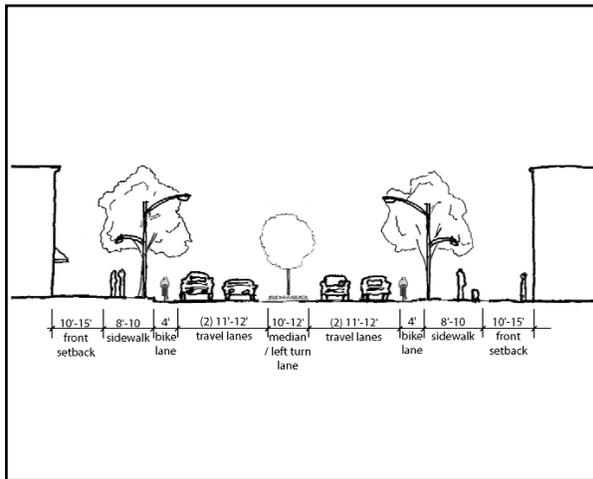
Attractive gateway signage directories are encouraged to help provide wayfinding in the District.



A building gateway is appropriate on Bayshore Highway at the Broadway Interchange.



A wide variety of lighting should be encouraged.



Bayshore Highway should be a "Grand Boulevard"

Gateways

Gateway features should be located on private land at prominent locations along the edges of the Shoreline Area. Additionally:

- Any gateway feature on Bayshore Highway at the Broadway Interchange should be a building treatment.
- The gateway at Bayshore Highway at the Broadway Interchange could consist of wayfinding signage and landscape treatment until the interchange reconstruction occurs.
- A landscape treatment or pocket park is appropriate as a gateway feature on Bayshore Highway at the Burlingame / Millbrae border.
- Gateways should maintain a consistent design motif throughout the Shoreline Area and Bayfront Planning Area.

Street Design

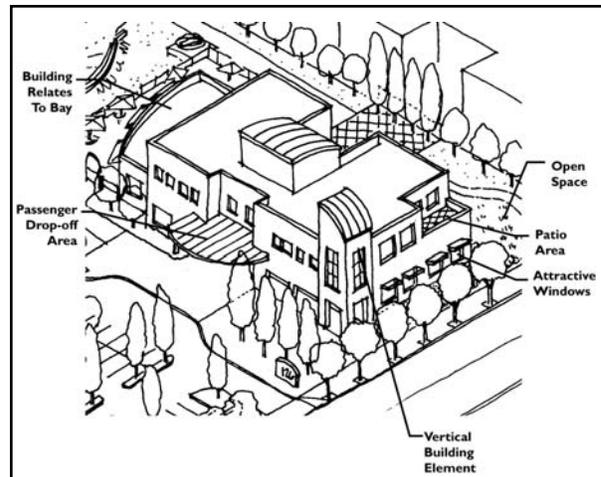
To create a consistent and attractive streetscape, buildings should be located relatively close to the street, with attractively landscape front setbacks. In addition:

- The sidewalk area should be 8'-10' wide and include uniform street furniture.
- Seating areas should be encouraged within the front setback.
- Streets should be designed for both the automobile and the pedestrian / bicyclist.
- A variety of lighting features should be used to accommodate both the driver and pedestrian. Lighting should also help increase visibility of businesses, but not flood their facades.
- The design of the sidewalk and setback area should create an urban character and should feature amenities such as street trees with tree grates, planters, benches and removable cafe furniture.
- Bayshore Highway should receive priority in any streetscape program. The street should be designed as a "Grand Boulevard" with landscaping, lighting and sidewalks standards the same on both sides.
- Landscaped medians and left turn lanes should be developed along Bayshore Highway. Exact locations should be determined by the Department of Public Works.

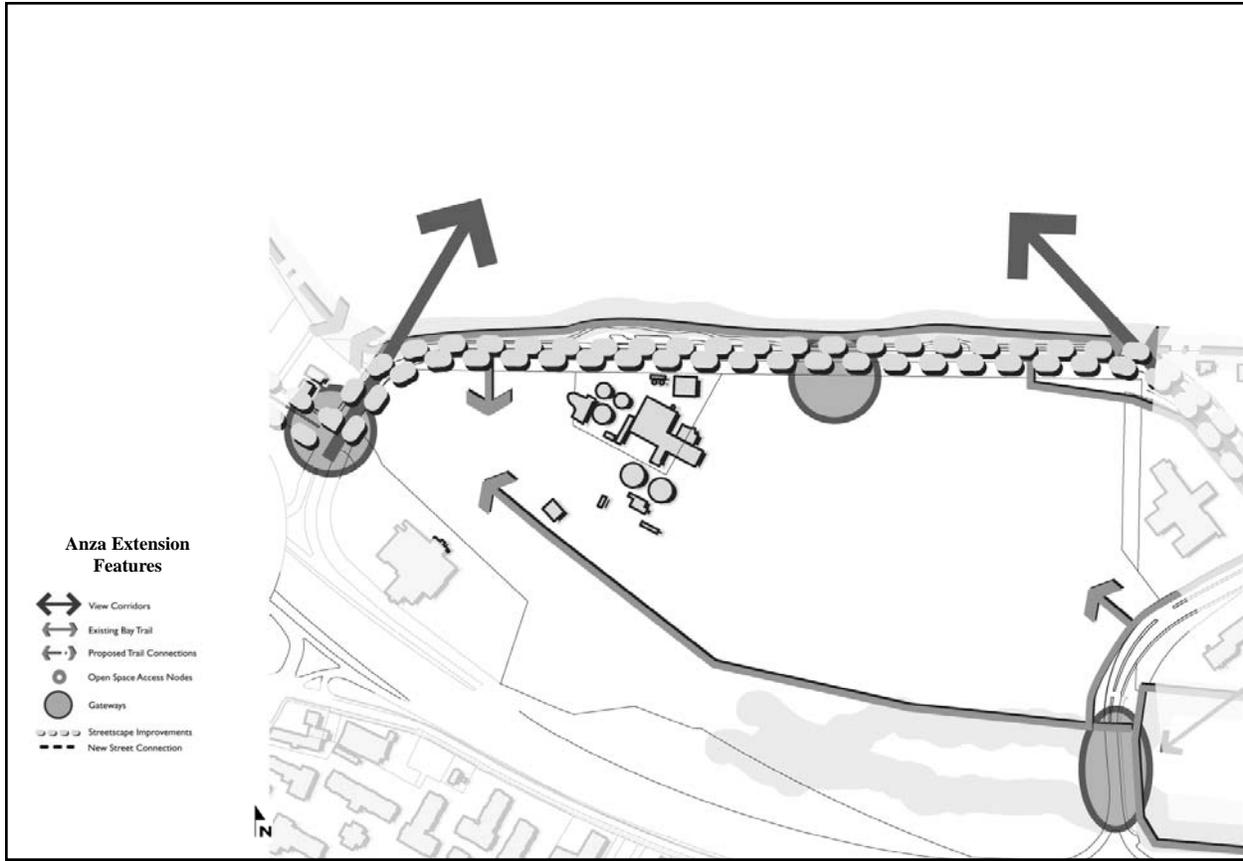
Building Design

Building facades should animate the street, providing visual interest to passers-by. Additionally:

- Buildings should have entries directly accessible and visible from the street.
- Buildings with Bay frontage should relate to the Bay as well as the street.
- Entries should be marked by architectural features such as projecting overhangs, special lighting, awnings and signage that emphasize their importance.
- Building facades should be designed to have a rhythm and pattern and should be articulated as an expression of the building use.
- The use of reflective or dark-tinted glass should be discouraged, especially at ground level, because it creates an effect which lacks the visual interest of clear window openings.
- Building facades should be articulated with a building base, body and roof or parapet edge.
- All visible sides of buildings should be designed with the same level of care and integrity.
- Exterior building materials and finishes should convey a sense of integrity, permanence and durability, rather than applique.
- Buildings should be no more than 65 feet in height or comply with the requirements of the FAA and community wind standards.
- Maximum development density on any site shall be no more than 2.0 FAR.



Building design should animate the street, providing visual interest to passers-by.



Anza Extension

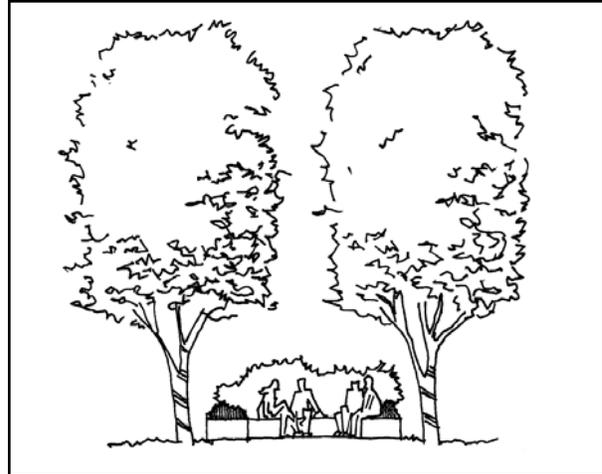
Goal: To enhance the quality of the community oriented open space facilities and services while connecting them to the larger open space network with trails and pedestrian paths.

Most of the site planning and building design issues in the other areas do not apply to this area. The primary role of this area is a community serving facility. The area has been recently developed to the designated land uses. The purpose of these guidelines are to complete and maintain these public facilities and recognize the need to be responsive to the community needs as they change. Parking, landscaping and open space design are the primary considerations.

Landscaping

A consistent, attractive landscaping treatment should be developed throughout the Anza Extension area. Additionally:

- A natural, park-like landscaping should be encouraged throughout the area.
- Landscaped wind breaks should be developed throughout the area.
- Public buildings in the Anza Extension Area should have indoor and outdoor spaces which relate to San Francisco Bay.
- Lighting should be focused internally so it does not affect adjacent properties.
- Community oriented active recreational uses should be preserved and enhanced.
- Landscape features should not just be visually appealing, but also should function as open space amenities to be used and enjoyed.
- Landscaping should protect and enhance view corridors.
- Trails should facilitate pedestrian activity within the area and as connections to the bay and other opens space systems.



A natural, park-like landscaping should be encouraged throughout the area.

Parking

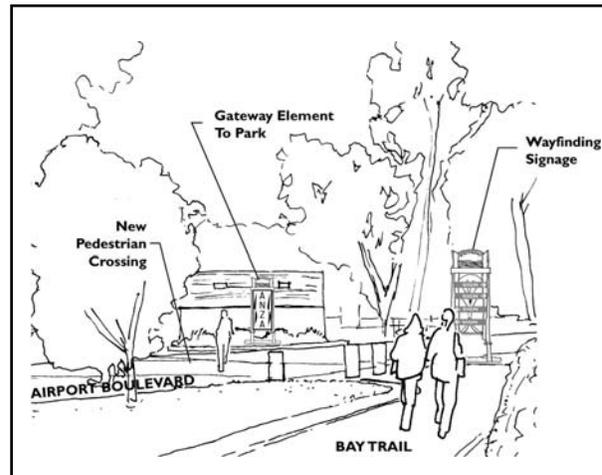
Appropriately sized and attractive landscaped parking areas should be located at the edges of the area to conveniently provide service to the area's many recreational uses.

Gateways

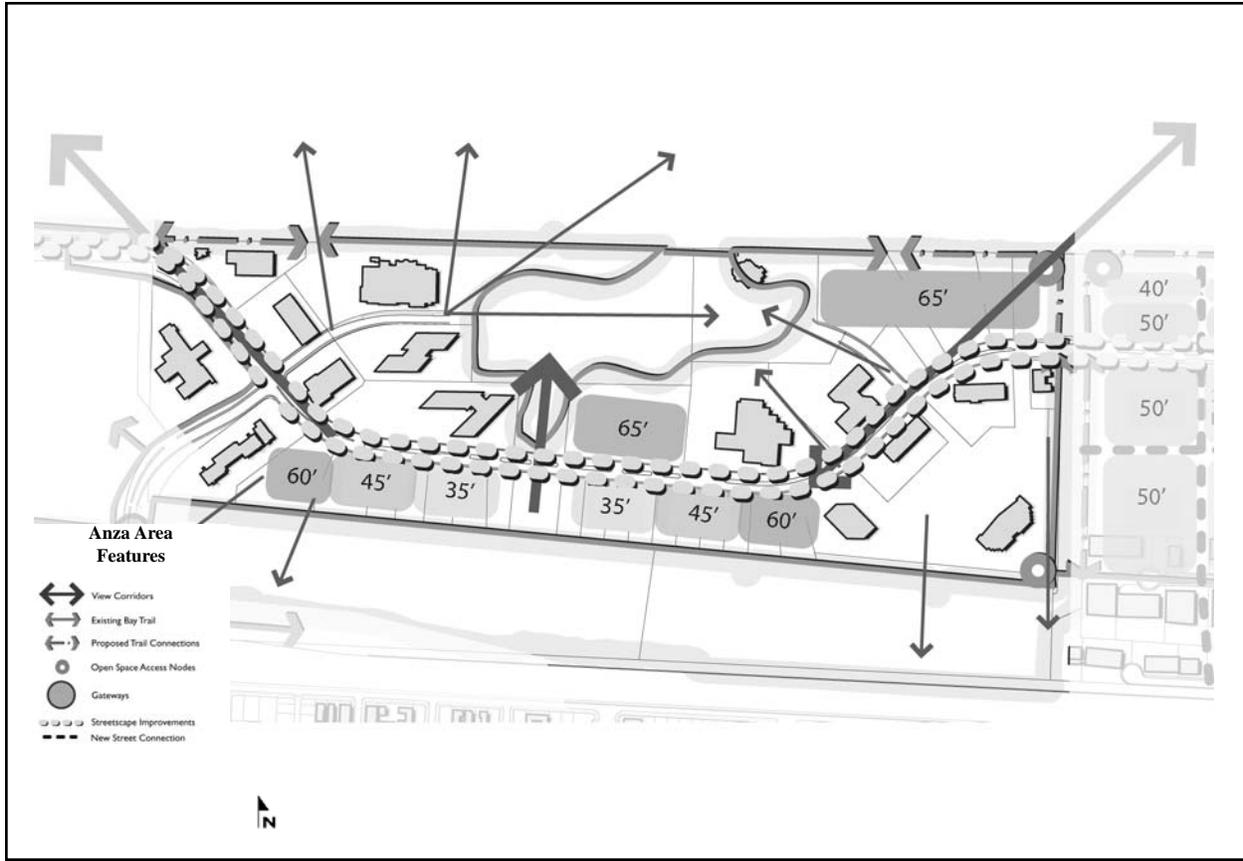
Gateway features should be located on private land at prominent locations along the edges of the Anza Extension area.

Additionally:

- Any gateway feature at the Broadway Interchange should be a wayfinding monument sign to complement the gateway feature in the Shoreline area across Airport Boulevard.



A gateway element should be located at the entry to the park.



Development should orient toward the water and views, and slope away from the visual connection to the Bay on the west side of Airport Boulevard to U.S. 101; heights shown are examples.

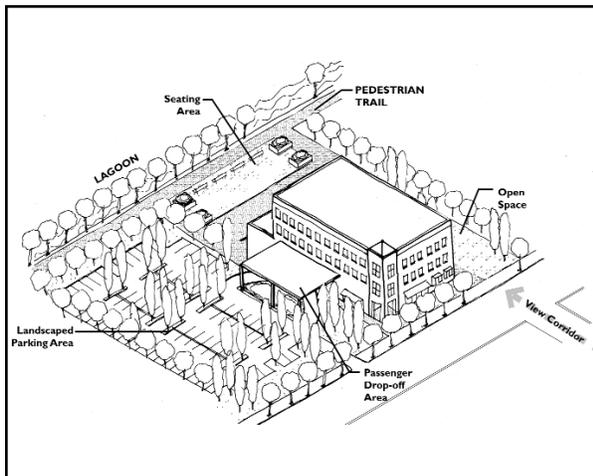
Anza Area

Goal: Continue to build on the existing character and design of the area and enhance and visually connect the Anza and Burlingame Lagoons and San Francisco Bay.

Building / Street Relationships

To create a consistent and attractive streetscape, buildings should be located relatively close to the street, with attractively landscaped front setbacks. In addition:

- Building entries should face the street, and should be easily identifiable.
- Buildings that are setback from the street should have attractively landscaped areas or plazas leading to the main building entry.
- Curb cuts should be limited to ease pedestrian/vehicular conflict.



Buildings should relate both to the street and to the Sanchez and Anza Lagoons.

Burlingame Bayfront Specific Area Plan

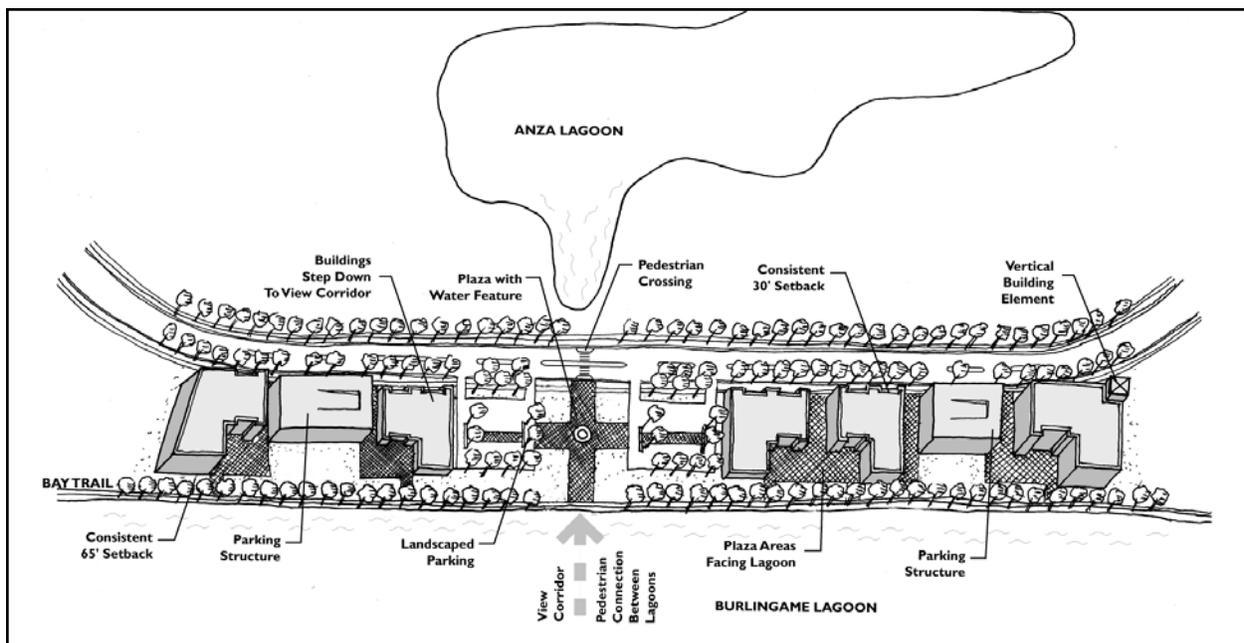
Design Guidelines

- Businesses should have a consistent, attractive landscaped front setbacks equal to the height of the buildings.
- Design should acknowledge the importance of the street and the Bay.
- Businesses at important intersections should locate their entrances at the building corner.
- Businesses fronting on Airport Boulevard should have an attractive landscaped front setback equal to the height of the building and a 8'-10' wide sidewalk which includes uniform street furniture.
- Seating areas should be encouraged within the front setback.

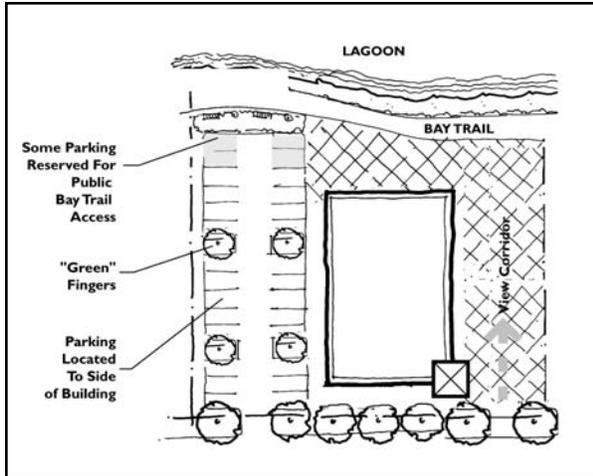
Building / Shoreline /Lagoon Relationships

To create a dynamic, usable open space area, buildings should have a consistent, attractive setbacks. In addition:

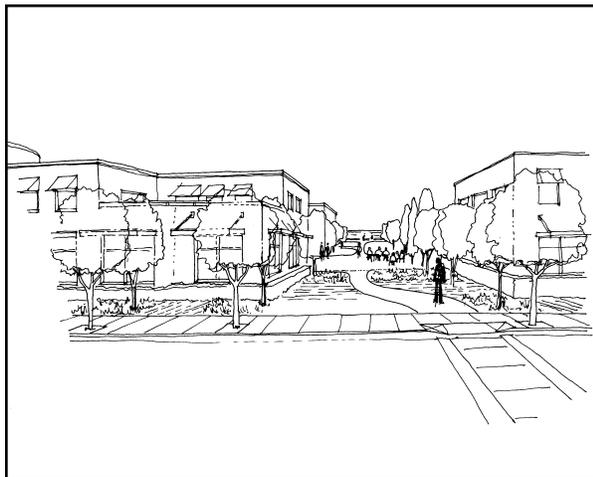
- Continuous public access improvements should be installed and maintained with a standard consistent with the BCDC Guidelines.
- A formal pedestrian trail should be developed along both Sanchez and Anza Lagoons.
- Open space should extend an average of 75 feet from the edge of the bay to the building facade.
- Open space should extend an average of 65 feet from the edge of the Anza and Sanchez Lagoons to the building facade.
- Pocket parks and seating areas should be located along both Sanchez and Anza Lagoons.
- The promenade along Burlingame Lagoon should have a strong face as viewed from U.S. 101.



Buildings should relate to the surrounding lagoons



Attractive parking areas should be located to the sides of the building to encourage a pedestrian-friendly street edge.



View Corridors should be incorporated in the design of pedestrian plazas.

Parking

Attractive parking areas should be located to the sides of the building to encourage a pedestrian-friendly street edge. Additionally:

- Some parking on each site should be reserved for public Bay Trail access.
- Building entries should be located adjacent to parking and sidewalk.
- Parking should be screened with landscaping.
- Truck loading areas should be located to the side of buildings, and screened from view from the street.
- Parking entry drives should be shared with adjacent businesses to discourage multiple curb-cuts.

View Corridors

View Corridors to San Francisco Bay are important and should be maintained and enhanced. Additionally:

- View Corridors should be incorporated in the design of pedestrian plazas.
- Continuous public access improvements should be installed and maintained in accordance with BCDC guidelines.
- View Corridors may be framed by buildings.
- View Corridors may also terminate with attractive building elements such as tower features and entryways.
- Any new development should respect existing View Corridors.
- To protect view corridors, buildings ~~shall~~ **should** not obstruct more than 50% of the Airport Boulevard or other street frontages, with a minimum 30' view corridor on at least one side of the building.
- Buildings should cover no more than 35% of the site.

Landscaping

A consistent, attractive landscaping treatment should be developed throughout the Anza Area. Additionally:

Burlingame Bayfront Specific Area Plan

Design Guidelines

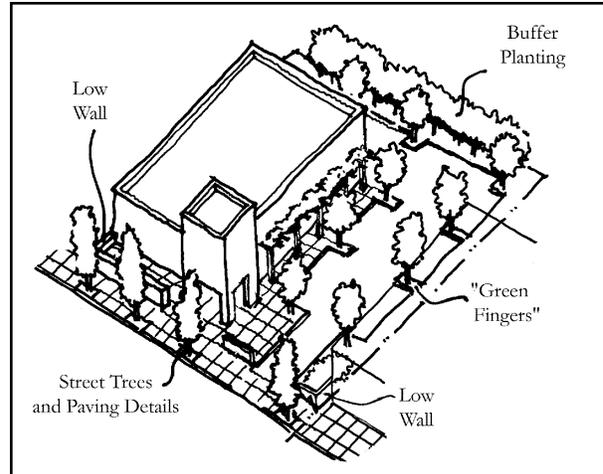
- Landscaping should protect and enhance view corridors.
- Landscaping can be used as a visual buffer to shield parking and loading areas.
- Landscape features should not just be visually appealing, but also should function as open space amenities to be used and enjoyed.
- Landscaping should enhance and not obscure building signage and entrance areas.
- Building signage should be incorporated into the landscaping.
- 10% of the parking area should be landscaped.
- 80% of the front setback should be landscaped.
- 40% of the 100' wide shoreline setback should be landscaped.
- Hardscape features such as walkways, seating areas and patios may be included in landscaped areas.

Signage

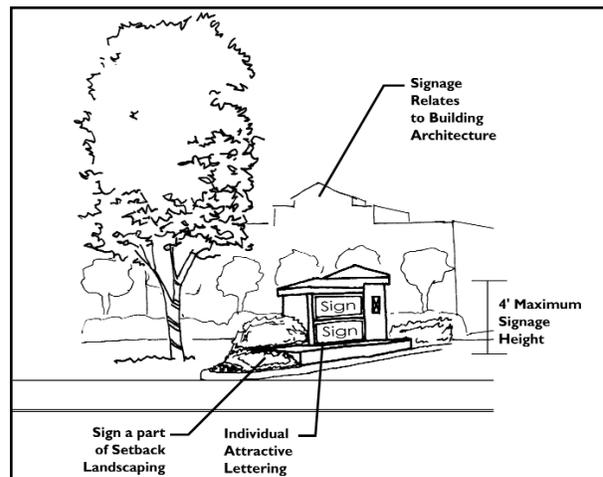
Visible, attractive signage should be developed throughout the Anza Area.

Additionally:

- Signs should be designed as an integral part of the building, and should not cover or obscure architectural elements.
- Projecting and wall signs should be attractive and eye-catching.
- Projecting and wall signs should be designed as an integral part of the building, and should not cover or obscure architectural elements.
- Projecting signs attached to a building can be used as a secondary sign for use as a pedestrian-scaled sign. Structural supports should be hidden or designed to be a decorative element.
- Monument and wall signs should feature individually formed lettering as opposed to box signs.
- Monument signs should be low-profile, with a maximum height of 4'.
- Monument signs should have architectural features consistent with the building, and be integrated into the site landscape.
- Attractive signage directories are encouraged to help provide wayfinding in the Anza Area.



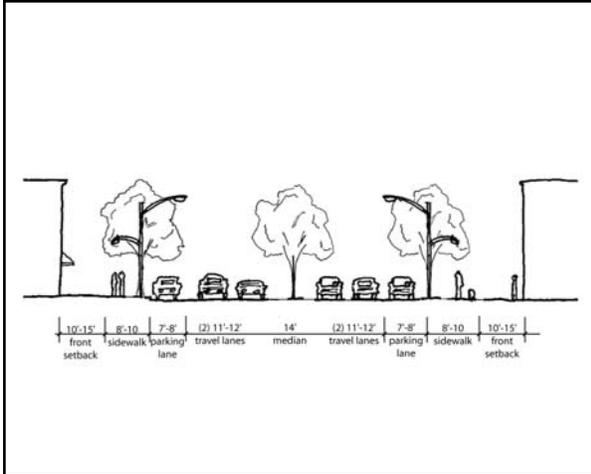
A consistent, formal landscaping treatment should be developed.



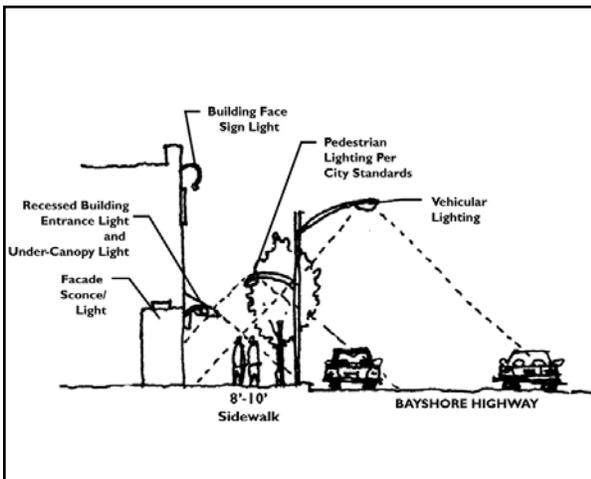
Monument signs should be well integrated into the design of the site.



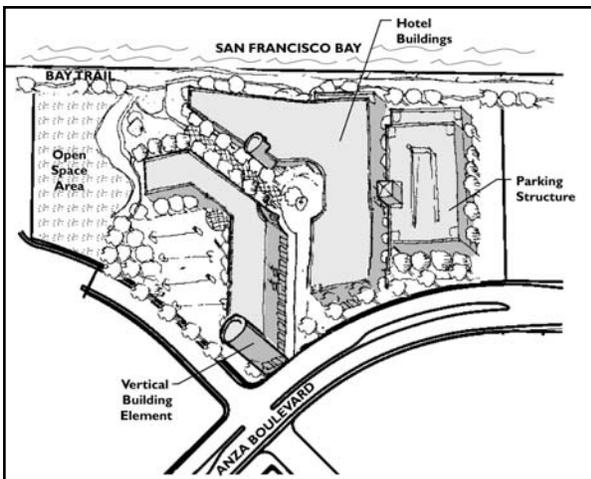
Projecting signs should be attractive and eye-catching.



Airport Boulevard should receive priority in any streetscape program.



A wide variety of lighting should be encouraged.



Hotel Complex Prototype

Street Design

To create a consistent and attractive streetscape, buildings should be located relatively close to the street, with attractively landscaped front setbacks. In addition:

- The sidewalk area should be 8' wide with uniform street furniture.
- Streets should be designed for both the automobile, the pedestrian and the bicyclist.
- Airport Boulevard should be designed as a "grand boulevard" with the same landscaping, sidewalk and lighting standards that are used on Bayshore Highway.
- Lighting features used should accommodate both the driver and pedestrian.
- Lighting should also help increase visibility of businesses but not flood their facades.

Building Design

Building facades should animate the street, providing visual interest to passers-by. Additionally:

- Buildings should have entries directly accessible and visible from the street.
- Buildings should relate to San Francisco Bay, lagoons and the street.
- Entries should be marked by architectural features such as projecting overhangs, special lighting, awnings and signage that emphasize their importance.
- Building facades should be designed to have a rhythm and pattern and should be articulated as an expression of the building use.
- The use of reflective or dark-tinted glass should be discouraged, especially at ground level, because it creates an effect which lacks the visual interest of clear window openings.
- Building facades should be articulated with a building base, body and roof or parapet edge.
- All street, bay and lagoon frontages of a building should be designed with the same level of care and integrity.
- Buildings on the state lands parcel should be clustered to present a lower level complex with courtyards.

Burlingame Bayfront Specific Area Plan

Design Guidelines

- Buildings on parcels with lagoon frontages should have varied building heights as shown on the Anza Area Features map on page SAP V-20 and comply with the community wind standard.
- Buildings on all parcels should be no more than 65 feet in height or not exceed the maximum height allowed by the community wind standard.

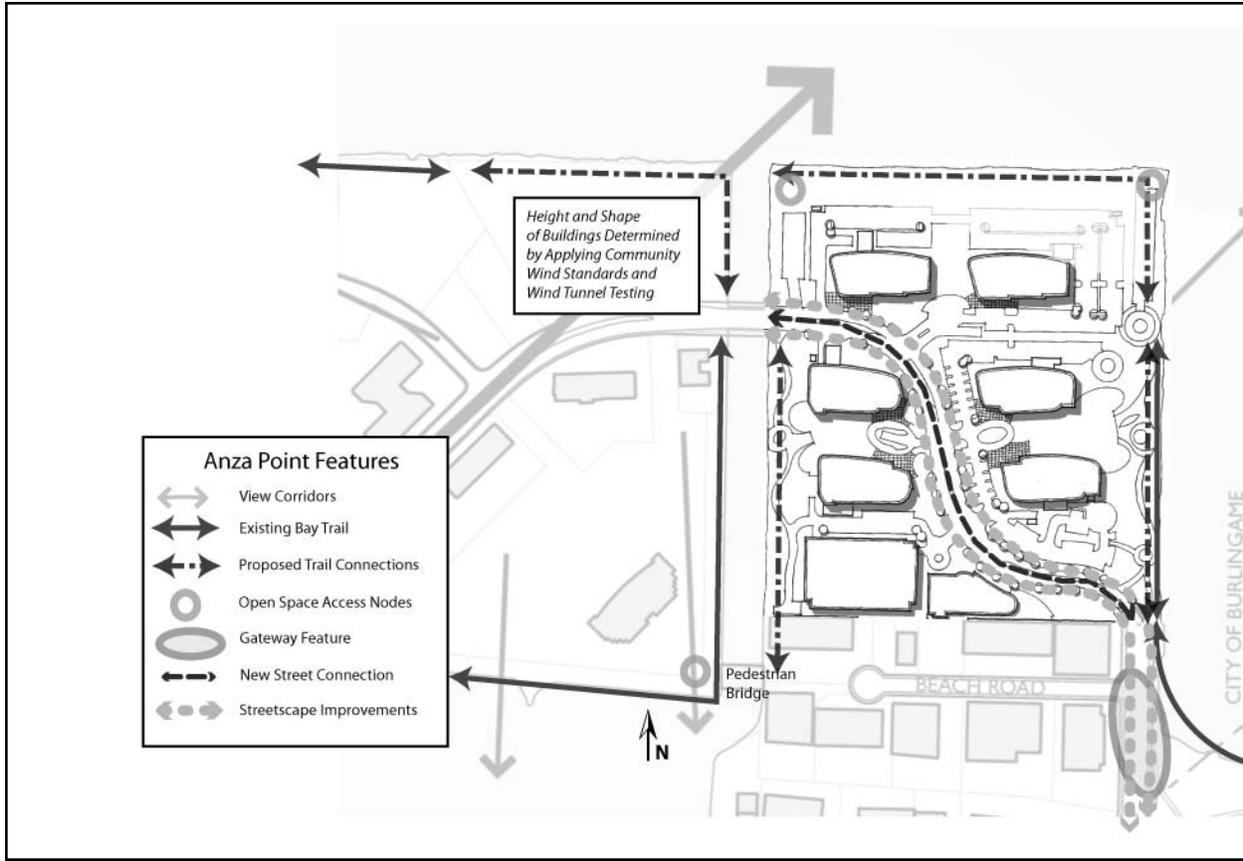


Illustration shows an example of how the Design Guidelines, Bay Trail Improvements and Community Wind Standards would work together in the northern portion of the Anza Point Subarea.

Anza Point

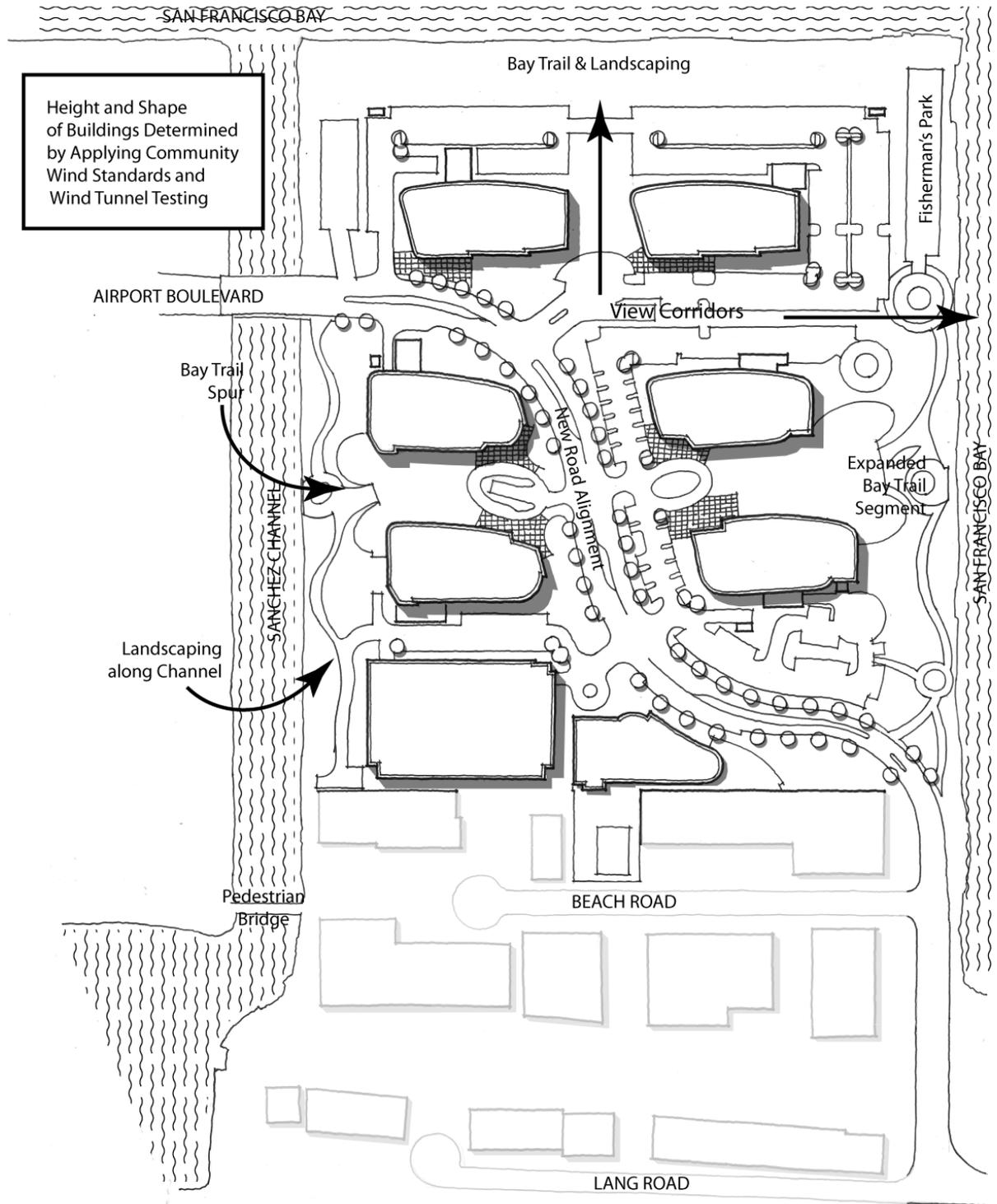
Goal: To create a structure of streets, walks and open space to organize a corporate campus or mixed-use district of development that takes advantage of its proximity to Sanchez Channel and San Francisco Bay frontage.

Areas adjacent to Beach Road and Lang Road exhibit an industrial park character similar to the Inner Bayshore Area, and should follow the design guidelines set forth in section III. **Inner Bayshore Area** as adjusted to meet the requirements of the community wind standards.

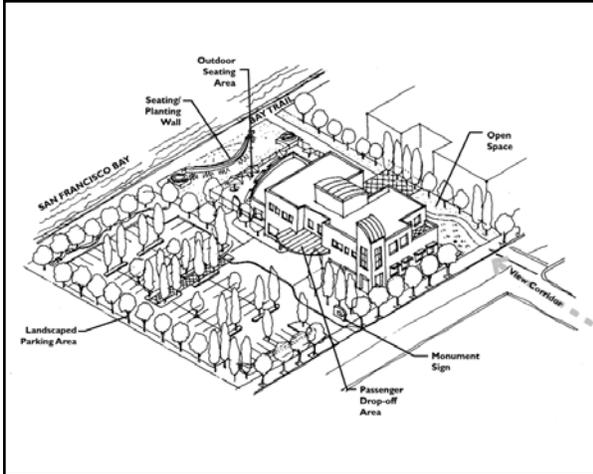
The physical environment of this subarea is unique because most of it is surrounded by water on three sides and because of its orientation to the prevailing winds and proximity to the Coyote Point Recreation Area.

Burlingame Bayfront Specific Area Plan

Design Guidelines



Example of how area might be developed in compliance with the design guidelines for the Northern portion of the Anza Point subarea.

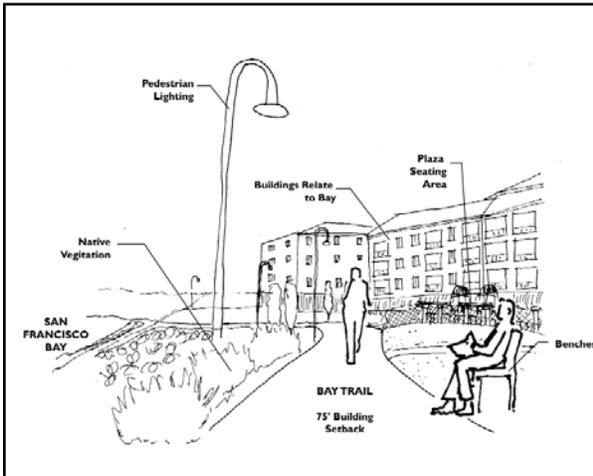


Buildings should relate both to the street and to San Francisco Bay

Building / Street Relationships

To create a consistent and attractive streetscape, buildings should be located relatively close to the street, with attractively landscaped front setbacks. In addition:

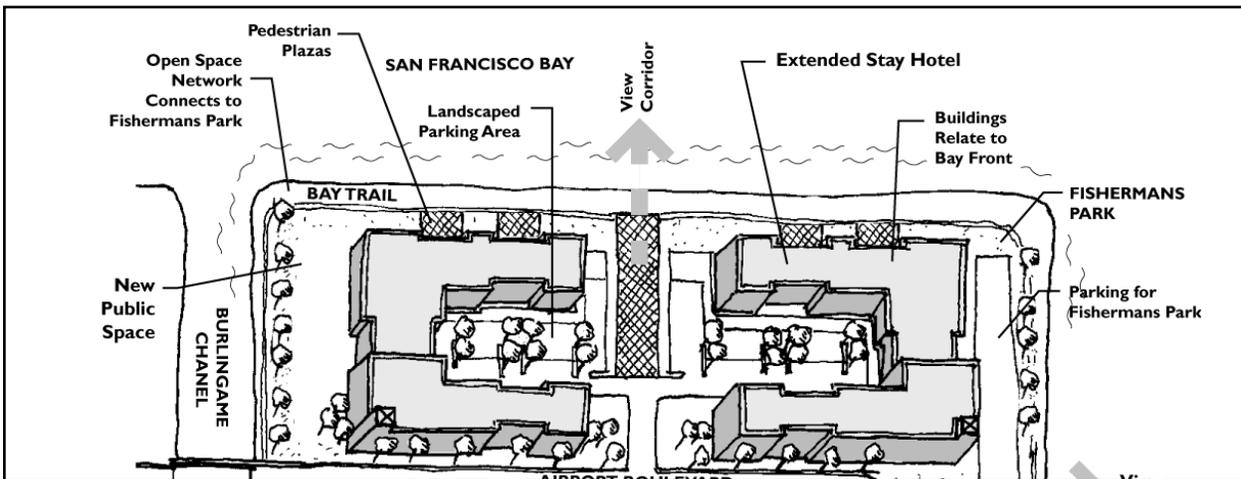
- Building entries should face the street, and should be easily identifiable and driveways should be consolidated.
- Taller Building should be located at the entry corners adjacent to the channel.
- Buildings that are setback from the street should have attractively landscaped plazas leading to the main building entry.
- Curb cuts should be limited to ease pedestrian/vehicular conflict.
- Businesses should have a consistent average landscaped front setback of at least 10 feet.
- Seating areas should be encouraged in central sheltered areas.
- Design should acknowledge the importance of both the street and the Bay.



The shoreline should be attractive and user-friendly

Building / Shoreline Relationships

The shoreline should be designed as a network of interconnected open spaces. In addition:



The shoreline should be designed as a network of interconnected open spaces.

Burlingame Bayfront Specific Area Plan

Design Guidelines

- Continuous public access improvements should be installed and maintained in accordance with BCDC guidelines.
- Open space should extend an average of 75 feet from the line of highest tidal action on the bay and an average of 65 feet from the Channel to the building facade
- Pocket parks and seating areas should be located along the shoreline, a larger park area should be provided where Sanchez Channel meets the Bay to balance Fisherman's Park.

Parking

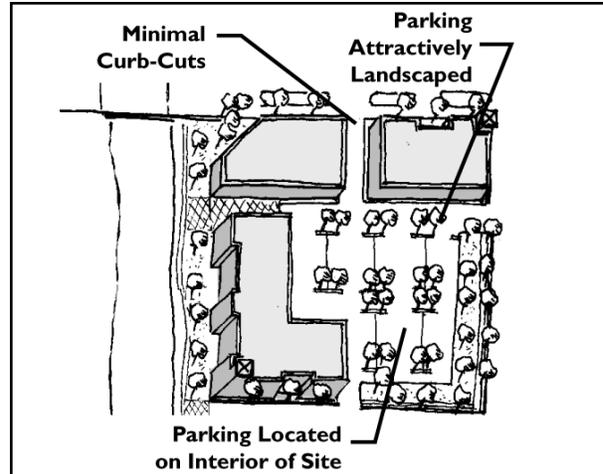
Attractive parking areas should be located to the interior of the site whenever possible to encourage a pedestrian-friendly street edge. Additionally:

- Some parking should be reserved for public Bay Trail access.
- Secondary building entrances should be located adjacent to parking.
- Parking areas should be screened with landscaping (10% of parking area)
- Parking entry drives should be shared with adjacent buildings to discourage multiple curb-cuts.
- Truck loading areas shall be screened from view from the street.

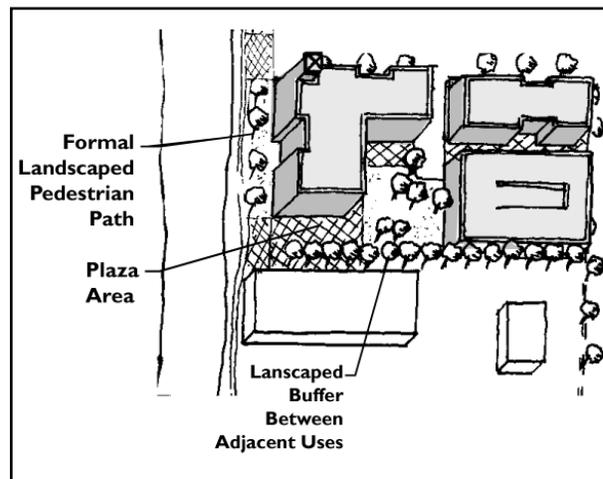
Landscaping

A consistent, attractive landscaping treatment should be developed throughout the Anza Point Area. Additionally:

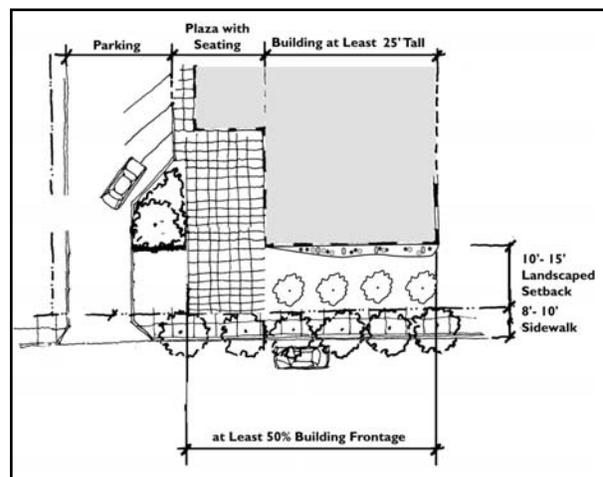
- Landscaping should protect and enhance view corridors and not create wind shadows on Bay waters
- A landscaped pedestrian path should be developed along the east side of Sanchez Channel and terminate at the Bay Trail.
- Landscaping should be used as a visual buffer to shield parking and loading areas.
- Landscaping should be used as a visual buffer to shield adjacent uses.
- Landscape features should not just be visually appealing, but also should function as open space amenities to be used and enjoyed.



Parking should be located to the interior of sites.



An attractive and consistent landscape treatment should be incorporated throughout the Anza Point Area.



Buildings should be located relatively close to the street, with attractively landscaped front setbacks.



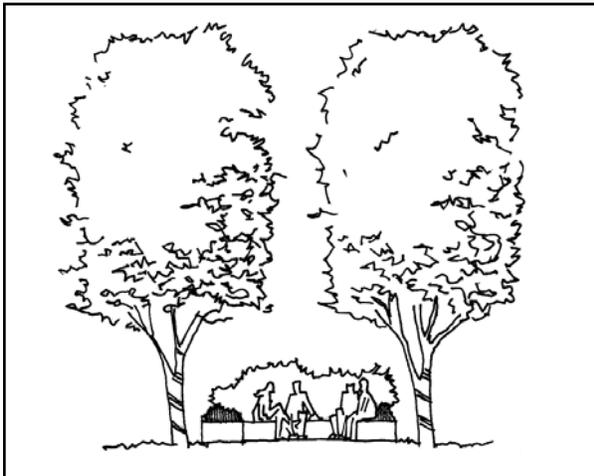
Signage should be attractive and eye-catching.

- Landscaping should enhance and not obscure building signage and entrance areas.
- Building signage should be incorporated into the landscaping.
- Landscaping choices should be sensitive to wind impacts.
- 10% of the parking area should be landscaped.
- 80% of the front setback should be landscaped.
- 40% of the 100' wide shoreline setback should be landscaped.
- Hardscape features such as walkways, seating areas and patios may be included in landscaped areas.

Signage

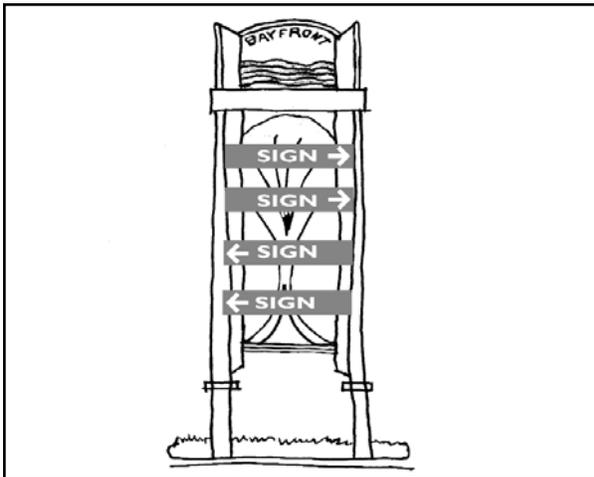
Visible, attractive signage should be developed throughout the Anza Point Area.

Additionally:



Gateways can act as community gathering places

- Signs should be designed as an integral part of the building, and should not cover or obscure architectural elements.
- Projecting signs should be attractive and eye-catching.
- Projecting and wall signs should be designed as an integral part of the building, and should not cover or obscure architectural elements.
- Projecting signs attached to a building can be used as a secondary sign for use as a pedestrian-scaled sign. Structural supports should be hidden or designed to be a decorative element.
- Monument and wall signs should feature individually formed lettering as opposed to box signs.
- Monument signs should be low-profile, with a maximum height of 4'.
- Monument signs should have architectural features consistent with the building, and be integrated into the site landscape.
- Attractive signage directories are encouraged to help provide wayfinding within the Anza Point district.



Signage directories should be developed to improve wayfinding in the area.

Gateways

Gateway features should be located on private land at prominent locations along the edges of the Anza Point. Additionally:

- Gateways should maintain a consistent design motif throughout the Anza Point Area.
- The entry to the City on Airport Boulevard at Lang Road should incorporate landscaping, identify the Bay Trail access and incorporate a seating wall or other signage announcement.

View Corridors

View corridors to San Francisco Bay are important and should be maintained and enhanced. Additionally:

- View corridors to the Bay or Bay Trail should be incorporated in the design of pedestrian plazas, interior to wind sheltered groupings of buildings.
- Continuous public access improvements should be installed and maintained in accordance with BCDC guidelines.
- View corridors may be framed by buildings but should extend to open water or Bay Trail.
- Any new development should respect existing view corridors.
- Because much of the Anza Point area is now vacant, view corridors of the Bay and Bay Trail should be coordinated across properties and respected as the entire area develops.
- Buildings shall be spaced so as to maintain and enhance view corridors to and of the Bay.

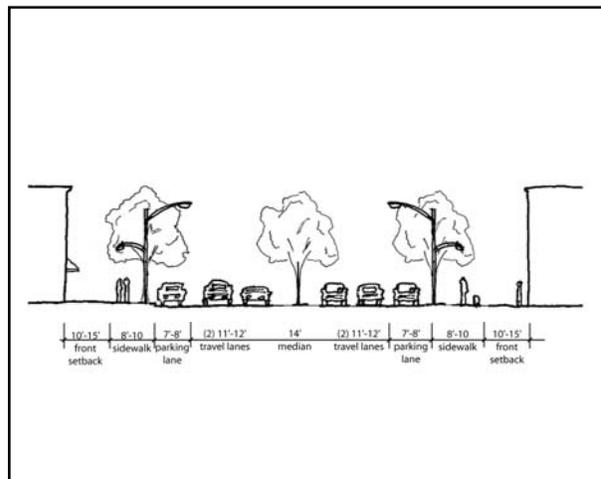
Street Design

The streetscape in the Anza Point Area should be consistent, attractive and well-defined. Additionally:

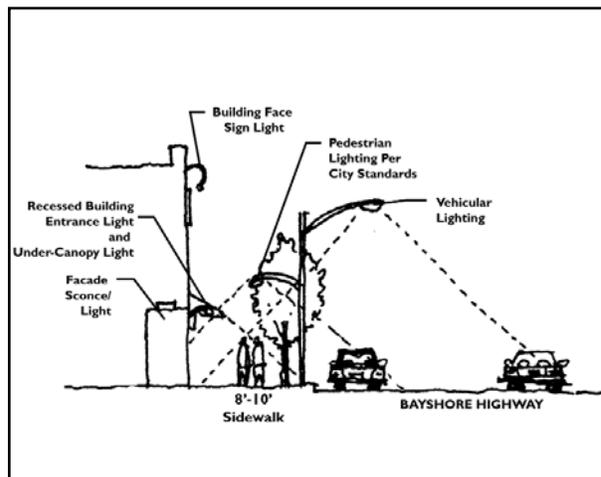
- Streets should be designed for both the automobile and the pedestrian / bicyclist.
- A variety of lighting features should be used to accommodate both the driver and pedestrian. Lighting should also help increase visibility of businesses, but not flood their facades; lighting should be focused on site.
- The design of the sidewalk setback should create an



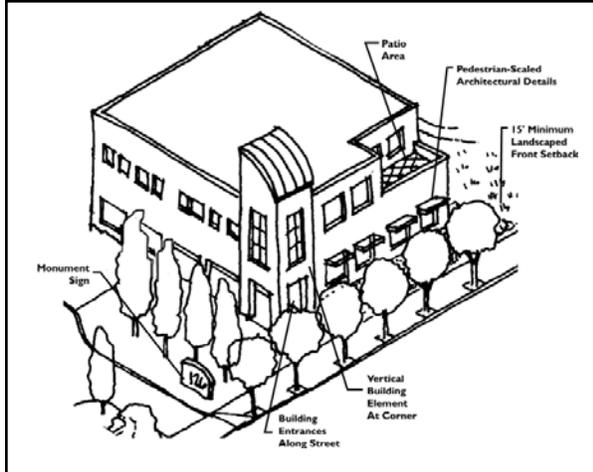
View Corridors should be incorporated in the design of pedestrian plazas.



Airport Boulevard should be designed as a "Grand Boulevard."



Airport Boulevard should have auto and pedestrian scaled lighting.



Buildings should animate the street providing visual interest to passers-by.

urban character and should feature amenities such as street trees with tree grates, planters, benches and removable cafe furniture.

- Airport Boulevard should be designed as a “Grand Boulevard” with the same landscaping, sidewalk and lighting standards that are used on Bayshore Highway.
- The sidewalk area should be 8’ wide with uniform street furniture.

Building Design

Building facades should animate the street, providing visual interest to passers-by. Additionally:

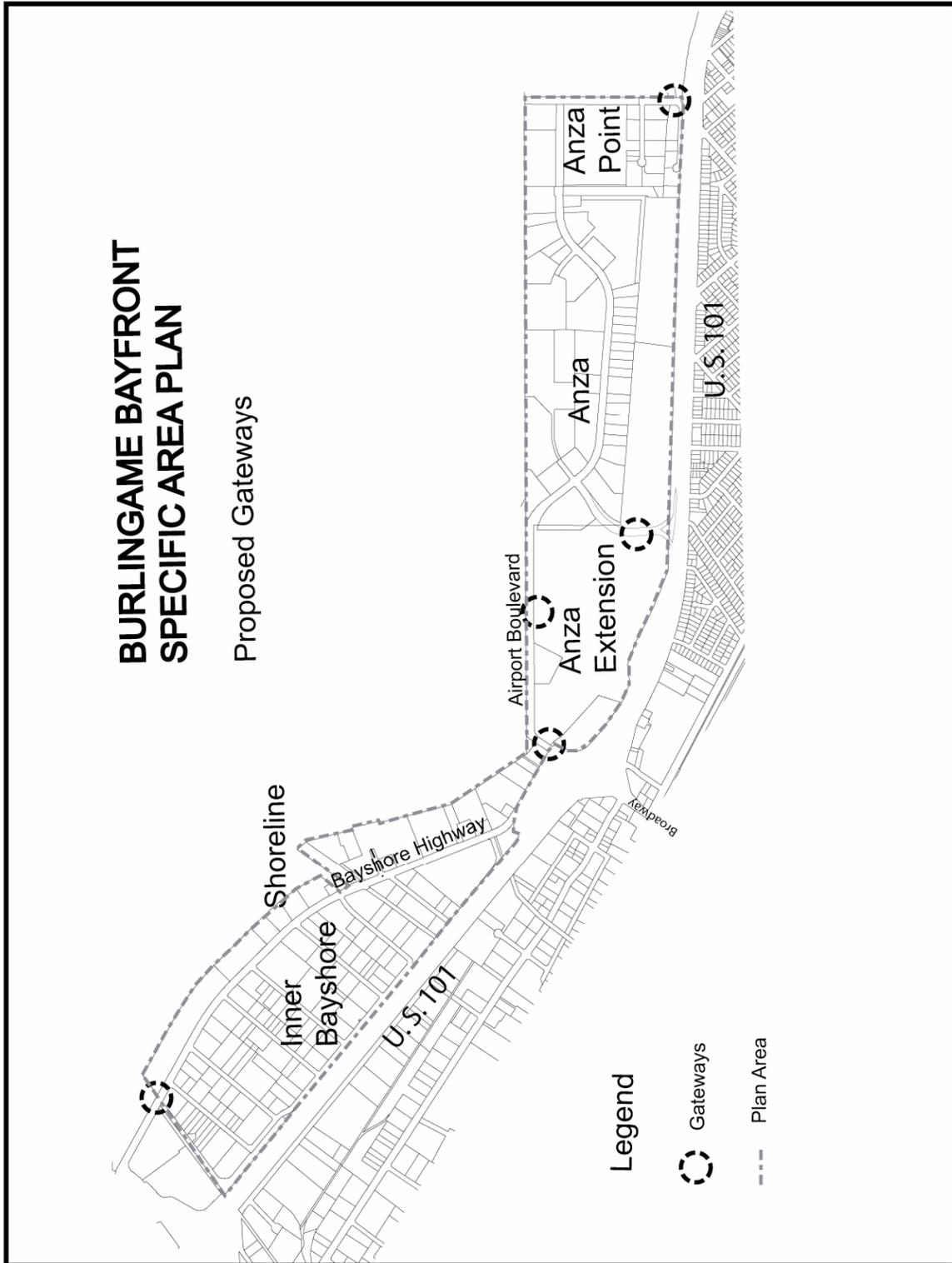
- Buildings should have entries directly accessible and visible from the street with auto access to the rear.
- Buildings along shore should orient toward the Bay as well as the street.
- Entries should be marked by architectural features such as projecting overhangs, special lighting, awnings and signage that emphasize their importance.
- Building facades should be designed to have a rhythm and pattern and should be articulated as an expression of the building use.
- The use of reflective or dark-tinted glass should be discouraged, especially at ground level, because it creates an effect which lacks the visual interest of clear window openings.
- Building facades should be articulated with a building base, body and roof or parapet edge.
- All street and Bay frontages of a building should be designed with the same level of care and integrity.
- Exterior building materials and finishes should convey a sense of integrity, permanence and durability, rather than applique.
- Buildings should be designed to be sensitive to the wind environment both in nearby San Francisco Bay and adjacent to the structure.
- Buildings should be clustered around protected open spaces which connect visually to the Bay Trail and nearby parking.
- Vacant land should be developed with a unified character to establish both a sense of entry to the City and the Bayfront Area and a unique sense of place at Anza Point.

Burlingame Bayfront Specific Area Plan

Design Guidelines

- Buildings should be designed to provide parking in a manner that maximizes bayfront and adjacent open space and otherwise provide open spaces sheltered from the wind.
- Building heights should be staggered as shown on the Anza Point Features map on Page SAP V-26, adjusted to meet the community wind standards, with buildings along the Bay edge facing Coyote Point Recreation Area and taller buildings behind.
- Building heights along the channel should be no more than allowed by the community wind standards and zoning.
- All buildings heights shall comply with the zoning and be evaluated based on wind impacts on the Bay and Coyote Point Recreation Area, and adjacent undeveloped parcels.

Figure V-1 – PROPOSED GATEWAYS



VI. DEVELOPMENT FRAMEWORK AND COMMUNITY STANDARDS

A. LOCATION, HISTORY AND GENERAL PLAN SETTING

1. Location and Regional Access

The City of Burlingame is located on the San Francisco Bay Peninsula in San Mateo County (Figure VI-1). The Burlingame Bayfront Specific Plan covers all of the area in Burlingame that is located east of U.S. 101 to San Francisco Bay, from the northern border shared with the City of Millbrae at El Portal Channel south to Coyote Point Park, a San Mateo County recreational area (Figure VI-2). The planning area is divided into five subareas: the Inner Bayshore Area, from the Millbrae border to the Broadway interchange west of Bayshore Boulevard; the Shoreline Area, from the Millbrae border to the Broadway interchange on the east side of Bayshore Highway along San Francisco Bay including one inland property at the intersection of Bayshore Highway and Airport Boulevard; the Anza Extension, south of the Broadway interchange to Anza Boulevard (includes Bayside Park, the Golf and Recreation Center and the City's Wastewater Treatment Facility); the Anza Area, south of Bayside Park to the Sanchez Channel; and the Anza Point Area, from the Sanchez Channel to the southerly City limits at Airport Boulevard and Lang Road.

Regional access to the area is provided by freeway on and off ramps at Peninsula Avenue (northbound access only), Anza Boulevard (northbound US 101 access only), Broadway and Millbrae Avenue. Local access to the area is provided across US 101 on Peninsula Avenue, Broadway and Millbrae Avenue.

2. History of Area

Much of the Burlingame Bayfront Planning Area consists of land which was historically tidal and marsh lands. The area east of Bayshore Highway, the Shoreline Area, was filled in the 1950's and 1960's. The Anza Extension Area was filled beginning in the 1920's and 1930's. The City located its first dump and Wastewater Treatment Plant there in the 1930's and 1940's. The burn dump was closed in the 1940's, and the City's waste disposal was moved to the area immediately east of the Wastewater Treatment Facility to a sanitary landfill site. The burn dump was converted to what is now the lower deck of Bayside Park in 1960. The Class III sanitary landfill, which primarily accepted yard debris and materials from building demolition, was finally closed in 1984. The fill was capped and sealed in 1999. The City installed the recreational facilities and opened the upper deck of Bayside Park in the Spring of 2000. The nature of the fill in the upper deck area precludes building of structures in this area.

The Anza and Anza Point Areas were filled by a private developer in the early 1960's. The fill consisted of materials from various sites including debris from the demolition of the original San Mateo Bridge. Bridge pieces were used to form a barrier around the perimeter of the Anza Area. Development started as it was filled. First, the Anza Point Area developed with warehouse/office buildings and a drive-in theater. In the 1970's and 1980's, additional sites in the Anza Area were developed with offices and hotels.

The Inner Bayshore Area east of Bayshore Highway was subdivided in the 1950's. The fill was brought in to level the area from the Mills Estates subdivision in Burlingame which was being

developed to the west on the face of the coastal hills. The area developed through the 1950's and 1960's and primarily consists of tilt-up office/warehouse buildings. The Shoreline Area was filled during the 1960's and development of that area occurred in through the decades of the 1960's, 1970's and 1980's.

As these areas were filled and developed, most of the Inner Bayshore and Shoreline Areas were used for light manufacturing and warehousing activities, or "land extensive" uses. As far back as the 1941 Zoning Code, the area was zoned M-1 Light Manufacturing. Most of the Rollins Road industrial area west of the freeway (Millsdale Industrial Park) was developed between 1954 and 1955. Development of the Inner Bayshore Area (East Millsdale Industrial Park) followed in 1959.

The last part of the Millsdale fill, the Shoreline Area, was not zoned C-4 Waterfront Commercial until 1970 following the adoption of the City's first General Plan. In the 1960's, demand for use of the Bayfront began to change as traffic generated by the San Francisco International Airport increased and development in the San Mateo mid-Peninsula area intensified. In 1969, the City Council changing the zoning from light industrial and adopted an Ordinance establishing the C-4, Waterfront Commercial zoning district for these properties fronting on San Francisco Bay. The new C-4 zoning district was meant to establish land uses in this area which would benefit from a waterfront location, be revenue generators for the City and would also be beneficial for the public use of the waterfront.

In 1972, the remainder of the Anza and Anza Point Areas, excluding the Beach and Lang Road Areas and the Drive-in theater site were rezoned to the C-4 zoning district at the request of the Anza Pacific Corporation, the property owners at that time. The Anza-Pacific request reflected the growing demand for more visitor-oriented and office use of lands along Bayshore Highway. Instead of being used for light manufacturing as the fill was in the 1950's and 1960's, much of the new land in the early 1970's was being developed with hotels/motels, restaurants, and offices.

The Anza-Pacific lands were to have been developed according to the Corporation's Master Plan of 1974 and the new C-4 zoning, with completion of construction scheduled for 1982. Included in the plan were a 12-acre lagoon, a 750-foot view corridor perpendicular to the shoreline, and a system of pedestrian and bicycle pathways.

In 1975, the Anza-Pacific Corporation withdrew the Draft EIR which had been submitted with the area's Master Plan, the Corporation was dissolved, and the Anza Shareholders Liquidating Trust was formed to dispose of the properties by 1981 including vacant and developed sites. Since 1975, all of the land in the liquidating trust was sold and a substantial portion of the Anza Area has been developed with hotels and office buildings, with only 27 acres remaining vacant of the original fill area.

As a result of such increasing development pressure in the Bayfront, and particularly in the Anza Area, the City of Burlingame initiated a planning process for the Bayfront in 1977 which resulted in the adoption of the Bayfront Specific Area Plan in 1981. This plan was established using the five goals and development policies for the Bayfront adopted by the City Council on December 6, 1978. These goals and policies were the basis for the land use designations of the plan adopted in 1981.

In 1988, three additional properties in the Shoreline Area which were already developed with hotels and office buildings as well as the drive-in theater site in the Anza Point Area, were rezoned from

M-1 to C-4. In 1994, an advisory committee was formed to look at the zoning requirements in the Inner Bayshore Area. At that time, the vision for the area was changing to include a wider variety of uses in this area and uses more supportive of the visitor-oriented uses building out in the adjacent area zoned C-4. As a result of the work of this subcommittee, the O-M, Office and Manufacturing District was established to respond to the changes which had occurred in the area since the 1950's. The purpose of this new zoning district is to provide professional and administrative office, distribution, service, light industrial, and other uses supported by access to San Francisco International Airport; and to better support the adjacent hotel, restaurant and other visitor-oriented waterfront commercial activities which had been established in the area and became a key to the City's ongoing revenue base. In 1994, the Inner Bayshore Area and the Beach and Lang Road sections of the Anza Point Area were rezoned from M-1 to O-M, with the view of modifying their uses away from light industrial and warehousing activities and toward uses more supportive of the City's hotel, office and visitor economic base.

3. General Plan Designation

The General Plan Land Use Element originally designated most of the area east of US 101 for Waterfront Commercial land uses defined as those activities that either depend on a waterfront location or directly benefited from location on the waterfront. The General Plan Waterfront Element directed that a more detailed specific plan be prepared to provide a policy framework that takes advantage of the waterfront location and acknowledges the limitations of the Bayfront Planning Area's circulation system. In 1981, the Bayfront Specific Area Plan was adopted. This plan was based, in large part, on the circulation limitations of the Bayfront Planning Area.

As amended by the Specific Plan, the General Plan Land Use Map designates the Shoreline, Anza and Anza Point Areas for Waterfront Commercial uses, and the Inner Bayshore Area west of Bayshore Highway for Office and Commercial uses. The Anza Extension Area is designated as a Community Park and Public Facilities.

Waterfront Commercial use is defined as activities which either depend on a waterfront location or directly benefit from location on the waterfront. As implemented by the C-4, Waterfront Commercial zoning, this definition includes offices, restaurants, hotels, commercial recreation uses and public recreation areas.

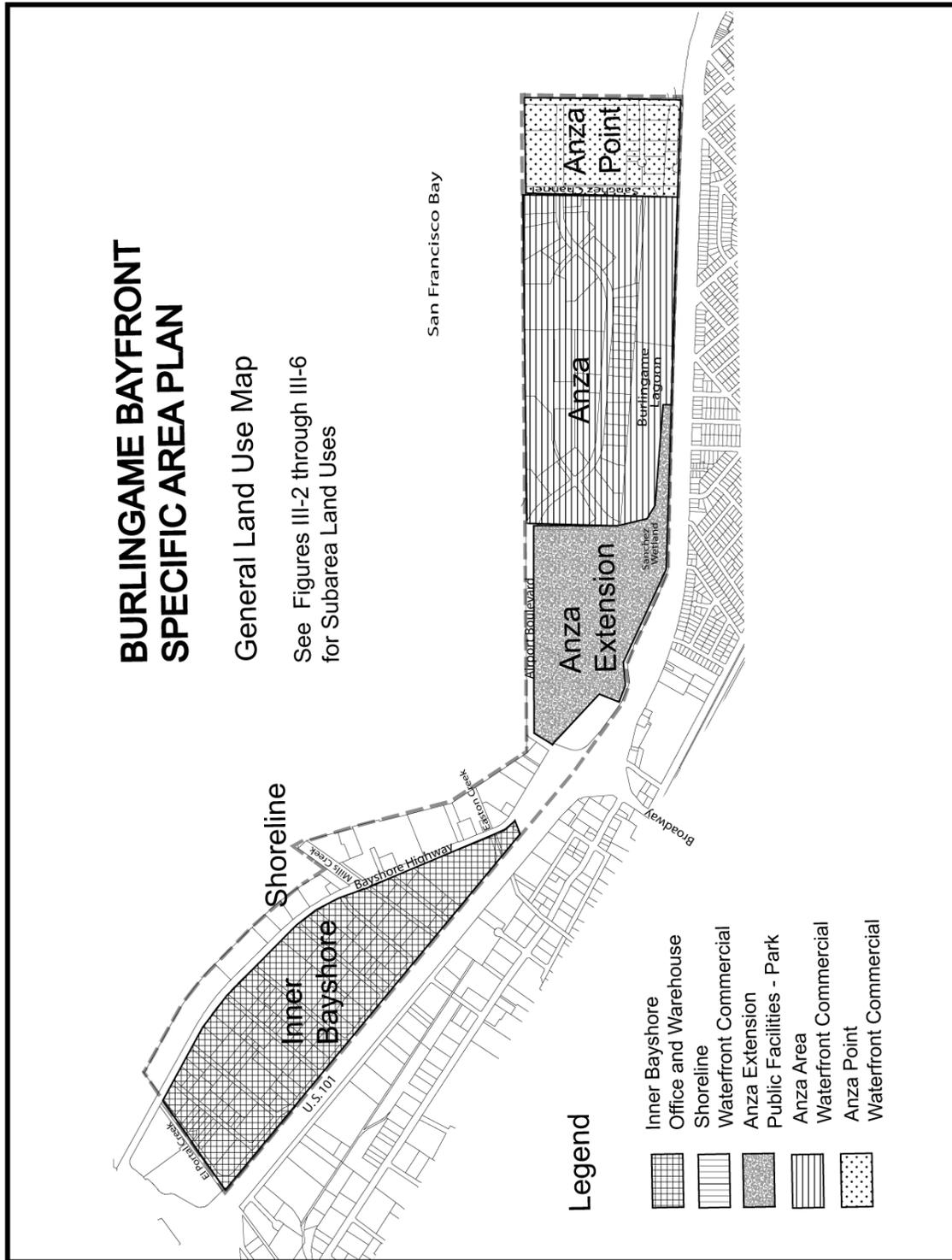
Industrial and Office Use is defined as light industrial uses, such as warehousing and manufacturing as well as the more traditional office use. Residential uses are limited to night watchman quarters (one per site). All other residential uses are prohibited. Free standing retail uses, except destination restaurants on the west side of Bayshore Highway, are prohibited.

In the Anza, Anza Point and Anza Extension Areas, the Burlingame Bayfront Specific Plan overlaid the Waterfront Commercial designation to specify different uses within that area. The distribution of these uses and their densities was determined based on the effect of traffic generated from the various uses on critical intersections within the Bayfront Planning Area (see Traffic Analyzer).

Figure VI-1 – Regional Location

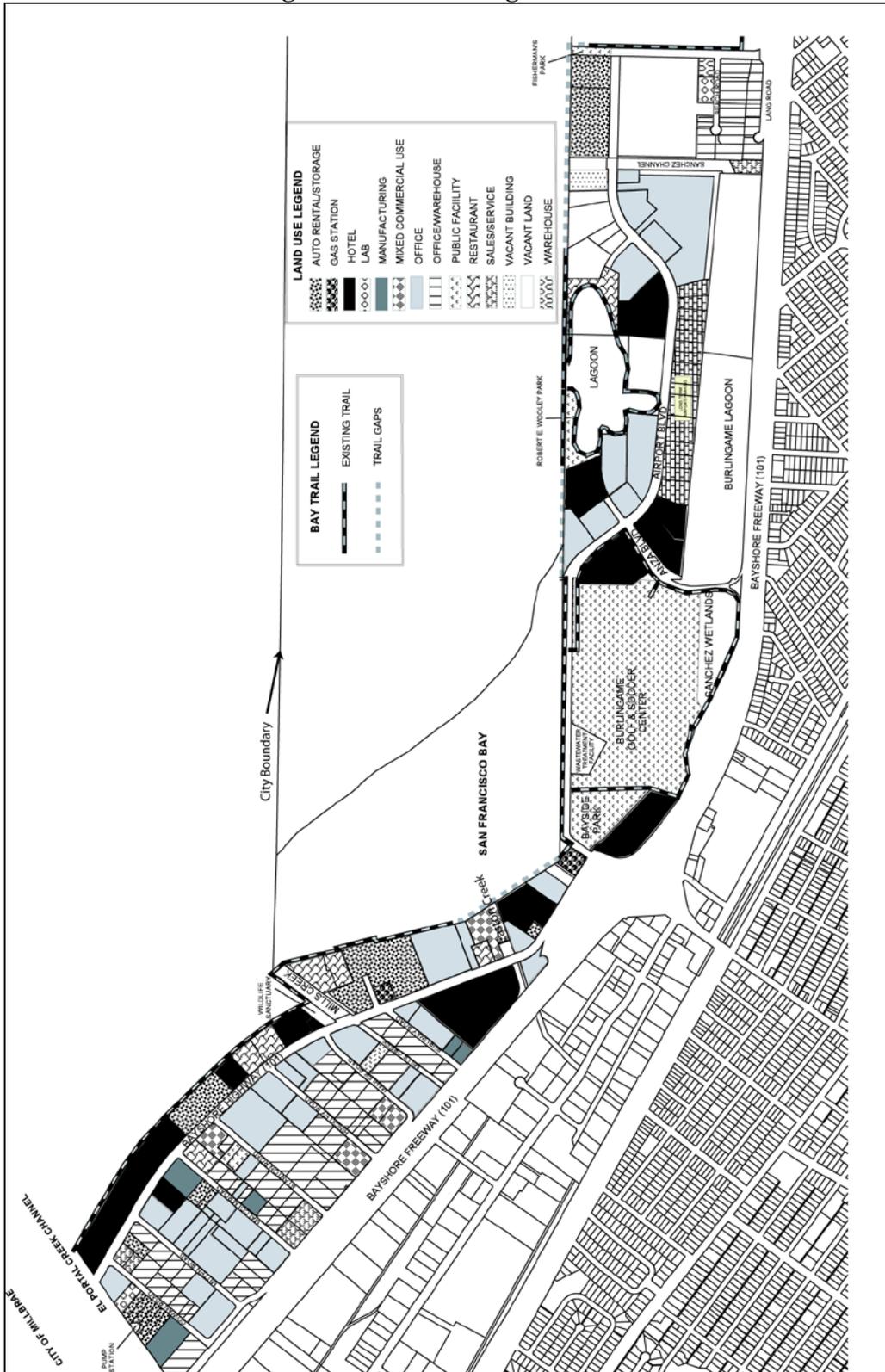


Figure VI-2 – Specific Plan Boundaries/General Land Use Map



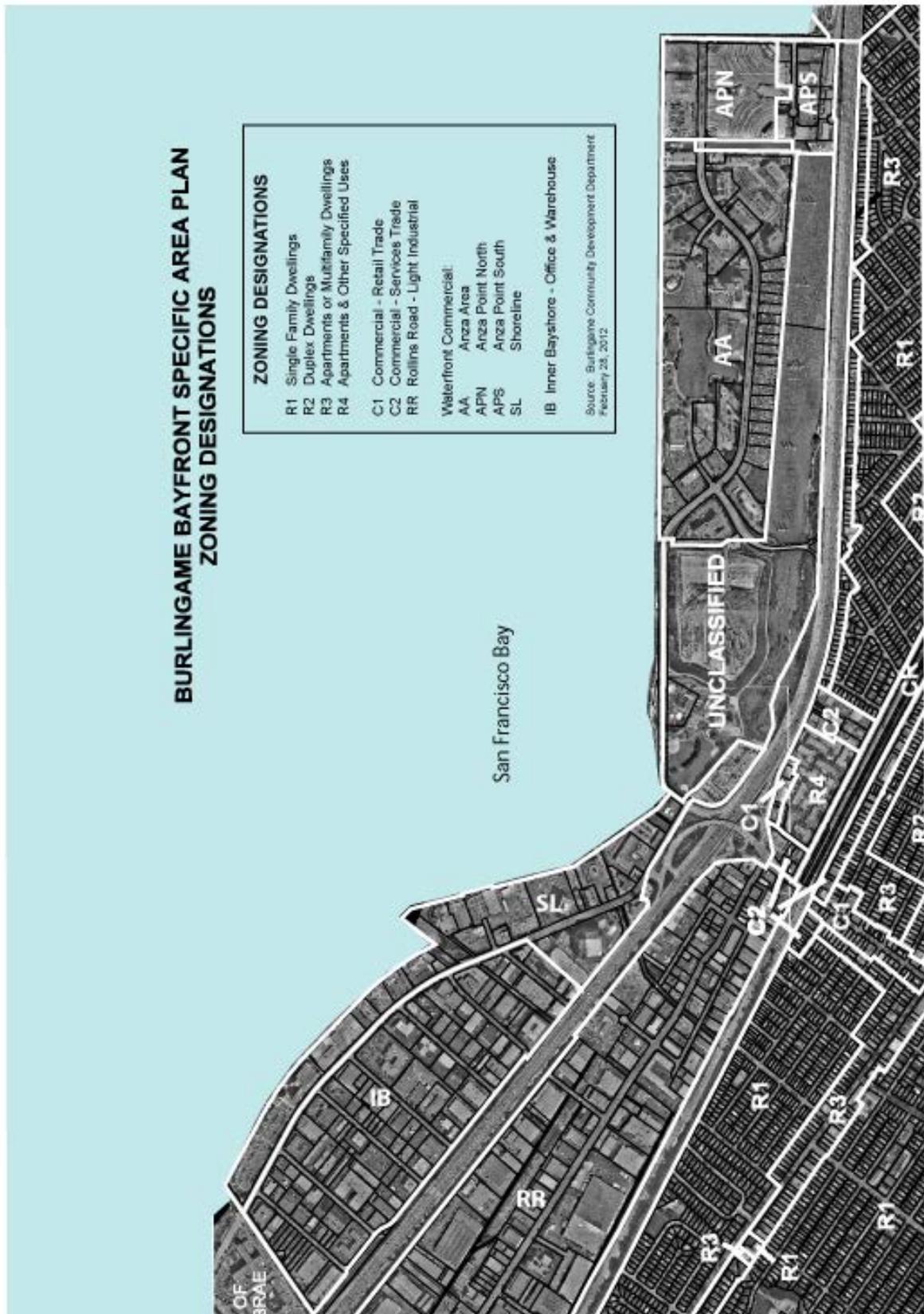
Source: Burlingame Planning Department, June 2003

Figure VI-3 – Existing Land Use



Source: Burlingame Planning Department, October 1, 2002

Figure VI-4 – Existing Zoning



Source: Burlingame Community Development Department, June, 2012

B. LAND USE AND OWNERSHIP

1. Overview

The pattern of development in the Bayfront Planning Area has changed over time. In the 1950's and 1960's, when the area started to develop and the major land fill took place, the primary type of development was tilt-up office warehouse buildings, which were clustered at the northern and southern ends of the area. The Bayfront Specific Plan was developed in the late 1970's and early 1980's to establish a vision of how that direction could change to better reflect the area's waterfront environment and provide an economic base for the City. The development that has occurred since the Bayfront Plan's adoption in 1981 has followed the pattern of Waterfront Commercial development. Most of the development in the Anza Area occurred during this time frame, and consists of taller office buildings, hotels and some destination restaurants. This development also followed the design guidelines and density standards established by the specific plan. There is more open space, view corridors and landscaping in this area as a result of the design requirements. Development since 1981 in the Shoreline Area has also followed these guidelines.

2. Existing Land Use Pattern

The attached map, Figure VI-3 illustrates the land uses which now exist in this area, and Figure VI-4 shows the existing zoning. Following is a description of the character and land area currently consumed by the predominant types of land uses.

- **Hotels.** There are now thirteen hotels with a total of about 3770 rooms located in the Bayfront Planning Area. These are spread throughout the area, mostly on sites with San Francisco Bay or water frontage. The proximity of this area to the San Francisco International Airport, its central location on the Peninsula, its access to U.S. 101 and the open bay views make this area an attractive location for hotels. Currently there are 31.13 acres in the Shoreline Area and 33.17 acres in the Anza Area along Airport Boulevard developed with hotels.
- **Offices.** Seventy-five acres within the plan boundaries are now developed with office uses. These offices are occupied by a wide range of professional services. Not many health services uses are located in this area although the zoning encourages health services in the Bayshore Highway Area in those buildings having a gross floor area of more than 20,000 SF. Most of the medical offices in Burlingame are located near Mills-Peninsula Hospital on the west side of US 101.
- **Office/Warehouse and Manufacturing.** The Inner Bayshore Area, about 54 acres zoned O-M, is predominately developed with office/warehouse uses. These consist of manufacturing and warehouse businesses, including some trans-shipment and food service businesses related to the airport. There recently has been a move towards biotech laboratories and incubator business space evident in this area. Many of these buildings are tilt-up concrete structures built in the 1950's – 1970's. There are about 12 acres developed in office/warehouse use zoned O-M along Beach and Lang Roads in the Anza Point Area.
- **Auto Rental/Storage.** There are seven sites within the planning area which are currently occupied by auto rental businesses, occupying 24.45 acres. The airport recently changed its operations so that it now requires airport-related auto rental businesses to have their rental offices and fleet cars for immediate use located on site at the airport. Since that change, the facilities in Burlingame have become primarily storage sites for these airport-related businesses with minor locally oriented car rental operations to stay compliant with city zoning

requirements. Since the majority of rental contracts are signed at the airport, the City does not receive any sales tax revenue from the lost rental volume of these businesses.

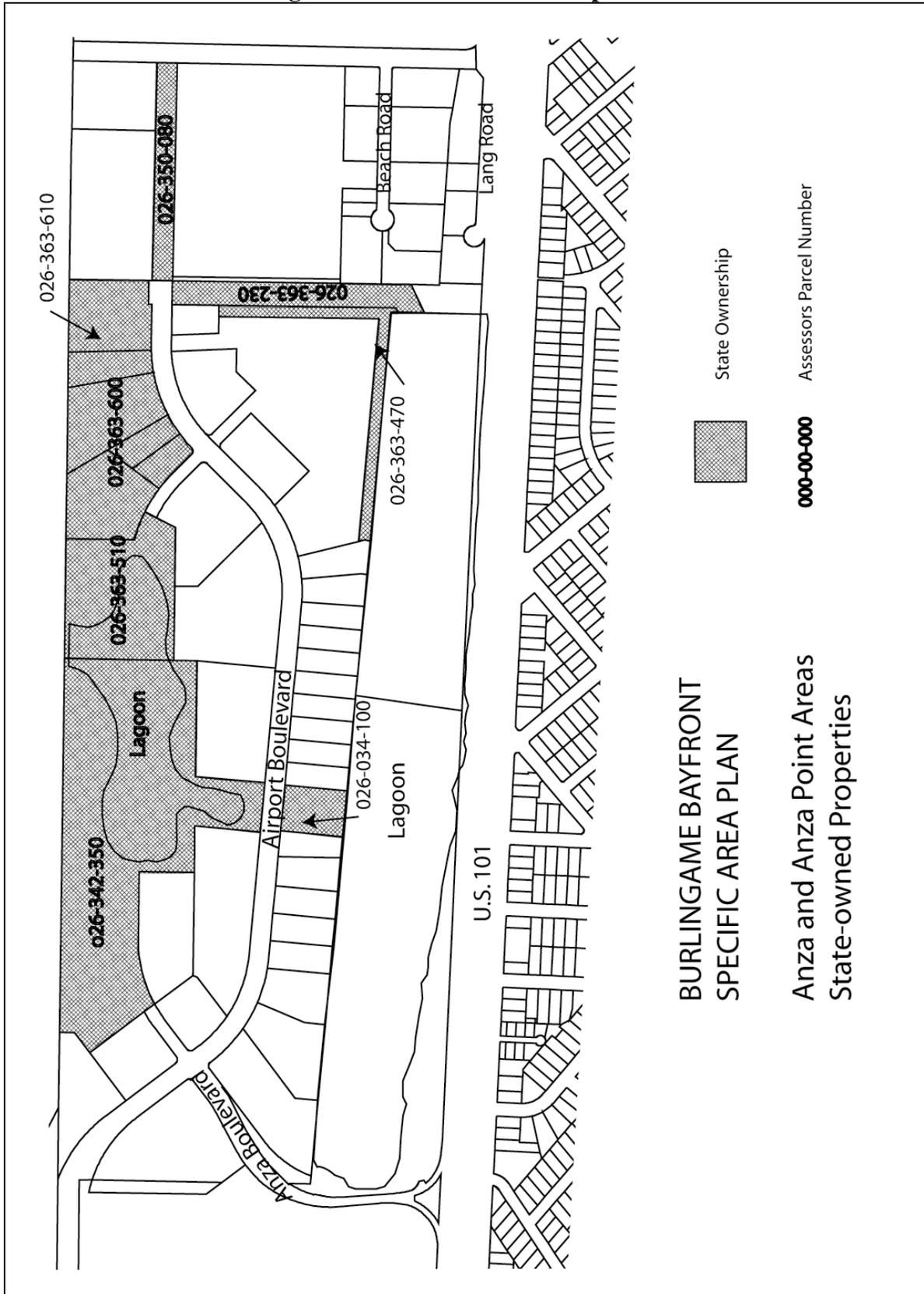
- **Long Term Airport Parking.** One large 13-acre site (in several separate ownerships) in the Anza Area is currently being used for long-term airport parking. This is considered to be an interim use of the site, with potential for conversion to restaurant or hotel use. Interim uses must be reviewed every five years.
- **Restaurant.** There are seven free-standing, destination restaurants in the planning area. These restaurants serve the employees and hotel guests in the area, as well as the surrounding community. They occupy about 14 acres.
- **Public Facilities.** Public Facilities in the area include the Wastewater Treatment Facility, Bayside Park (Upper and Lower Deck) and the Golf Center, all located in the Anza Extension Area. There is also a post office located on Stanton Road. City pump stations are located at key locations throughout the planning area. All roadways serving the area are maintained by the city of Burlingame. The Broadway interchange, the only full interchange serving the City is owned by Caltrans and is part of the State Highway system.
- **Gas Stations.** There are two gas stations within the Shoreline Area. They occupy 1.5 acres. The current specific plan and implementing zoning do not allow for any retail use in the Bayfront Area. Years ago, both of the gas stations were granted variances for the retail gas station use. State law no longer allows variances to the use provisions of the zoning code, so the gas station use is now considered to be nonconforming and cannot be expanded with such additions as incidental food sales kiosks, etc.

3. Public and Private Ownerships

Most of the land in the Inner Bayshore and Shoreline Areas is in private ownership. The Anza Extension Area consists of land owned by the City of Burlingame developed with recreational uses, passive open space and habitat conservation areas, and the City's wastewater treatment plant. Within the Anza Area, about 40 percent of the land area is in the ownership of the State of California (see map, Figure VI-5 for State owned properties). The state has entered into long-term lease agreements which have allowed hotels and other uses to develop on the state-owned property. There is one large parcel of vacant land (8 acres) in State ownership between the Anza Lagoon and the Bayfront Channel. The State has been trying to attract a hotel developer to enter into a leasehold on that site. The great majority of the land in the Anza Point Area is in private ownership. However, the right-of-way under portions of Airport Boulevard through this area are on State owned land (see map, Figure VI-5). Fisherman's Park, operated by San Mateo County, and portions of Airport Boulevard are located within an 84-foot wide public access easement on privately owned property.

The timing of development of properties in private ownership is in the hands of the property owner. As a condition of development, the property owner will be required to construct improvements which provide public access to the shoreline and to continue the Bay Trail along the edge of the shoreline where it crosses through their property. The Bay Trail public access improvements have been completed on all of the properties which are in the City's ownership. Because development of the land owned by the State is dependent on a private developer entering into a leasehold, public access improvements on those sites will not occur until the State finds a leaseholder to develop the sites. Transitional uses may be considered by some private developers. As incentive, the City may consider phased development of the Bay Trail and public access from the public street to the trail.

Figure VI-5 – State-owned Properties



Source: Burlingame Planning Department, July, 2003

4. Economic Outlook/Projection of Land Use Demand

A study was done of the current economic conditions in the planning area and how they relate to land use (*Bayfront Specific Area Plan Study Area Existing Conditions Report and Market Overview*, prepared by Bay Area Economics). The study includes a market overview of multi-family residential, office, local-serving retail uses, and a more comprehensive market analysis of hotel uses in the planning area.

The City of Burlingame is located toward the midpoint of the San Mateo Peninsula, and lies between the employment centers in San Francisco and Silicon Valley, and near South San Francisco, with its expanding biotechnology industry. Burlingame's proximity to San Francisco International Airport (SFO) also provides a unique locational advantage. Industries with ties to the airport such as airline caterers, custom brokers and freight forwarding business locate in Burlingame because of its proximity to the airport. Hotels also cluster in Burlingame to serve the airport.

Conclusions of Economic Analysis - The market overviews for residential, office, local-serving retail, and hotel land uses suggest that the Bayfront Specific Plan could consider expanding the major land uses in the Bayfront beyond office and lodging. Demographic and market data indicate that in 2003 a particularly strong market for for-sale residential development currently exists in the Peninsula. While the Bayfront Area does have a number of site limitations which reduce its appropriateness for residential development (such as noise impacts from the airport, wind and power line impacts and lack of local-serving retail and services), the area is still likely to attract residential buyers because of its views and the currently competitive ownership housing market. However, the City will experience the added costs of extending and maintaining municipal services to this area over the long term which may exceed the limited municipal revenue from the new residential uses. Depending on the number of households that eventually locate in the Bayfront Area, individual local-serving retail stores and service may also be feasible. However, market support does not exist for a major neighborhood shopping center with an anchor store to serve such development in Burlingame's Bayfront Area.

The ongoing economic recession and surplus of vacant and planned space in the market area will continue to dampen demand for office space over the next ten years (to 2010). Hotel demand will eventually recover, due to Burlingame's prime location near SFO. However, hotel franchises not presently located in the Burlingame/SFO market may be attracted despite the turndown. In addition, despite the economic conditions, hotel developers recognize that the Bayfront maintains a strong locational advantage, and thus will aggressively compete for market share within specific niches, such as extended stay hotels, and strive to have all of their brands represented in the local market. Therefore, the City can still expect hotel developer interest in sites on the Bayfront, particularly along the eastern edge, which has Bay views.

In the long term and as the economy improves, the Bayfront shows potential for achieving a synergy between various uses. If a critical density of residential, hotel, and office uses occurs, demand would increase for a small retail component with convenience stores and personal services. At the same time in the future, office development can support hotel growth by providing demand for lodging rooms and meeting space.

C. NATURAL CHARACTERISTICS

1. Overview

The natural setting of the Bayfront Planning Area offers both opportunities and constraints related to land use development. Its location next to the San Francisco Bay offers recreational opportunities and scenic vistas, but also requires consideration and respect for the natural resources and environment of the area. The wind patterns in the area provide recreational opportunities such as windsurfing on the bay, but also may be a deterrent to more passive recreational activities and such uses as residential. The placement of buildings is important to both allow the natural flow of wind across the water as well as to prevent "wind tunnels" in the pedestrian environment. The area is subject to noise impacts because of its proximity to the San Francisco International Airport and the U.S. 101 Freeway. Since most of the underlying soils in the Bayfront Planning Area are either fill or bay mud, development in the area must take into consideration the potential for earthquake damage on this type of soil. In addition, the bay edge of the filled area is subject to erosion and shoreline protection measures will need to be installed in some areas. A more detailed discussion of these characteristics of the Bayfront follows.

2. Wind¹.

The Burlingame Bayfront Specific Plan Area is located on flat land adjacent to San Francisco Bay. The area is exposed to the strong winds driven by the Pacific Ocean marine layer that flows onshore, over the hills and down toward the Bay. Such winds frequently reach speeds in excess of 15 miles per hour (mph) and during the peak wind season, often reach speeds of 20 mph or more. The higher speed winds generally come from the northwest to the west directions. These strong winds offer both use opportunities and development constraints for the area.

Some recreational uses, such as windsurfing, are powered by these strong winds. However, the winds may be incompatible with other activities occurring in this area, such as passive recreational use, outdoor activities such as walking to businesses in the area or residential activities where users may be accustomed to outdoor use areas. Also, future development of tall structures has the potential to either reduce wind speed on the bay and impact recreational users, or to increase wind speeds at grade directly adjacent to the new structures resulting in hazardous wind conditions.

Wind Conditions: As is common in this area of the Peninsula, the highest average wind speeds occur in the mid-afternoon and the lowest in the early morning. Westerly to northwesterly winds are the most frequent and strongest winds during all seasons. The wind directions that have the greatest frequency and are also the strongest in the area are the northwest, west-northwest, west, and west-southwest winds.

Wind Direction: Westerly to northwesterly winds are the most frequent and strongest winds during all seasons. The wind directions that have the greatest frequency and are also the strongest in the area are the northwest, west-northwest, west, and west-southwest winds (see Figure VI-6 showing wind directions). Analysis of the data shows that during daylight hours, about 73.3% of the wind blows from five directions as follows:

¹ Source: Memo regarding Wind Effects Considerations, Burlingame Bayshore Area Specific Plan, prepared by Charles Bennet, Environmental Sciences Associates

WIND DIRECTION – 6:00 a.m. to 7:00 p.m.		
NW	Northwest	19.0%
WNW	West-Northwest	27.6%
W	West	15.9%
WSW	West-Southwest	6.7%
SW	Southwest	4.0%
	All other winds	24.4%
	Calm conditions	2.3%

Wind Effects of Tall Buildings: Generally speaking, the decrease in wind speed caused by a tall and/or wide structure is most pronounced just downwind of the building. Further downwind, the effect diminishes and, at a distance of about 8 to 10 times the height of the building or obstacle, the wind would be back to its full speed. With respect to turbulence caused by a large building or other obstacle, its effects on the wind can persist for a distance up to 20 to 25 times the height of the building.

Tall structures can also have an impact on the wind environment in the immediate vicinity of the structure. If a structure is much taller than the surrounding vegetation and structures, it will intercept and redirect the higher speed winds. The tall structure blocks the path of the wind and brings it down the vertical face of the building to the ground level, creating ground-level winds and turbulence which can be strong and may impact the pedestrian pathways and useable open spaces like parking lots at ground level.

Recreational Users: The waters of the Bay and the regular winds combine to present superior opportunities for visitors and sightseers, as well as offering good conditions for sailing and wind surfing. Future development in the Bayfront Specific Plan has the potential to diminish the available wind in the adjacent Bay. Of particular concern is the available wind adjacent to the San Mateo County Coyote Point Recreation Area.

While certain open space and park users may use the wind to fly a kite, others may find the wind to be an annoyance, because winds may hinder or prevent some park activities. Small structures and landscaping could be used to reduce winds and facilitate wind-sensitive uses within parks and open space areas away from the water.

Wind Speed and Pedestrian Comfort: The comfort of pedestrians varies under different conditions of sun exposure, temperature, clothing and wind speed. The following table shows the effects of wind speeds on pedestrians.

IMPACTS OF WIND SPEED ON PEDESTRIAN COMFORT	
Wind Speed (miles per hour)	Impact
Up to 4 mph	No noticeable effect
4 to 8 mph	Wind is felt on the face
8 to 13 mph	Will disturb hair, cause clothing to flap, and extend a light flag mounted on a pole
13 to 19 mph	Will raise loose paper, dust and dry soil and will disarrange hair
19 to 26 mph	Force of the wind will be felt on the body
26 to 34 mph	Umbrellas are used with difficulty, hair is blown straight, there is difficulty in walking steadily, and wind noise is unpleasant
Over 34 mph	Increased difficulty with balance and gusts can blow people over

Workers and Visitors: Strong winds can have a negative impact on properties developed with businesses such as offices, hotels and residences. Strong winds can hinder growth of landscaping and may cause problems with maintenance activities. In addition, when winds interact with taller buildings, strong gusts of wind and turbulence can occur particularly at ground level immediately adjacent to the structure and affect outdoor activities, uses and users. Proposals to construct tall buildings in areas subject to strong winds should be evaluated for wind impacts as they relate to hazardous wind conditions adjacent to these buildings and "livability".

Wind-related Characteristics of the Bayfront Specific Plan Area

Shoreline and Inner Bayshore Areas (along Bayshore Highway). Although there are some taller structures in these subareas, most of the area is developed with low-rise commercial and office buildings that is more densely developed than other parts of the Bayfront Planning Area. Development along the shoreline has included Bay access and open space along the Bay which offers opportunities for employees and visitors to reach the shoreline. The westerly wind is slowed as it passes through this area overland, but it picks up speed again as it reaches the shoreline and open water. Construction of taller buildings along the Shoreline could result in the west wind slowing over water in the area, but buildings would not impact winds from other directions or over water.

Anza, Anza Extension and Anza Point Areas: The Anza Area is less densely developed, but has more tall buildings and more available open space than the Shoreline and Inner Bayshore Areas. There are many opportunities for people to see and reach the shoreline at the area's parks, along the Bay Trail and from private open space. The building pattern with more open space and greater distance from San Francisco Bay proper does not slow the wind significantly as it crosses the area.

Effects of Future Development on Winds at the Coyote Point Recreation Area: Although the Coyote Point Recreation Area is outside of the Bayfront Planning Area, future development in the planning area could impact activities occurring at the recreation area.

Sailboarders rely on wind. The wind is important as a vehicle for sailboarders to reach the best wind surfing areas more than a mile from the shoreline at the Coyote Point Recreational Area and to return safely to shore. There is now a known near shore "wind shadow" adjacent to Airport Boulevard in the Anza Point Area caused by the berm structure on which the road is built and by nearby buildings on Beach and Lang Roads. This wind shadow is viewed as an annoyance because it inhibits the launching and landing of windsurfing boards and slows travel to the primary off-shore board sailing area. If the wind is further blocked by tall buildings, the distance of this existing wind shadow could increase.

Wind direction is important to wind surfing. Strong winds from the northwest would not be affected by development in the northern Shoreline and Inner Bayshore Areas or the Anza Extension Area, but could be substantially altered by development in portions of the Anza Area, and particularly in the Anza Point Area. The winds that would be most substantially affected by development in this area are the west-southwest, west, and west-northwest winds. The west winds would be most affected (15.9% of the time); these winds would traverse the Anza and Anza Point Areas and move directly into the Bay towards the Coyote Point Recreation Area.

There are no specific criteria for minimum wind speeds to support "good" wind surfing or sail boarding. Rather, it appears to be the case that the more wind, the better. Any development which results in substantial new window-shadow within the primary wind surfing areas, launching sites or travel lanes would have an impact on the use of the Coyote Point Recreation Area and the Bay as an important wind surfing area.

Community Standards for Wind Impacts

In order to preserve the wind resource for recreational windsurfers and to improve the wind environment on the Bay Trail, pedestrian pathways and in useable open spaces and parking lots near large buildings, standards should be applied to evaluate changes in wind speed caused by new construction. The following standards shall be considered for all new development in the portions of the Bayfront Planning Area described below.

All Areas:

- The community standard to be achieved by wind evaluations required below shall be that the wind reduction caused by a structure shall reduce the wind speeds compared to existing conditions by no more than 10% at irreplaceable windsurfing launching and landing sites, or reduce wind speed by no more than 10% over large portions of the windsurfing transit routes or primary board sailing areas.
- In the evaluation of wind impacts as they relate to hazardous wind conditions in the pedestrian and open space environment, the structures shall result in an increase in wind speed and turbulence in areas adjacent to the buildings of no more than 10% compared to existing conditions.
- On properties along the shoreline, types of landscaping that can materially affect wind speeds should be discouraged.
- In order to have a minimal impact on wind in the nearby Bay, planting of trees along the Bay trails should be minimized.
- Within parks and open space areas away from the water, small structures and landscaping should be used to reduce winds and provide protected areas.

Shoreline Area:

- For any building 80 feet tall or more, a wind analysis should be prepared to evaluate the potential wind effects on bay recreation.
- The wind analysis should also include evaluation of wind impacts as they relate to hazardous wind conditions in the pedestrian and open space environment adjacent to these buildings.

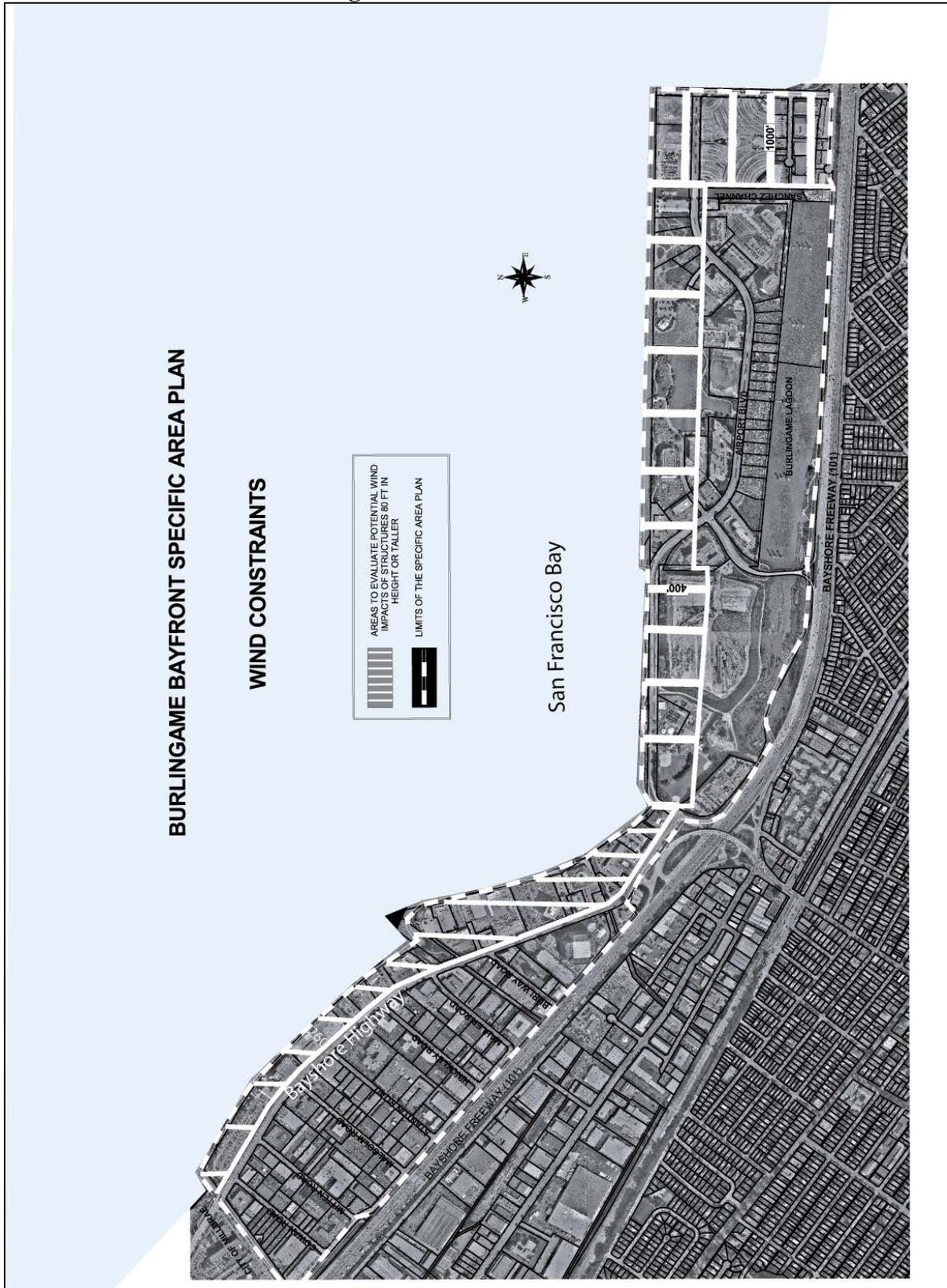
Anza Area:

- For any building 65 feet tall or higher in any area within 400 feet of the north facing shoreline, a wind analysis should be prepared to evaluate the potential wind effects to bay recreation.
- The wind analysis should also include evaluation of wind impacts as they relate to hazardous wind conditions in the pedestrian and open space environment adjacent to these buildings.

Anza Point Area:

- For buildings 50 feet tall or higher, a wind analysis should be prepared to evaluate the potential wind effects to bay recreation.
- The wind analysis should also include evaluation of wind impacts as they relate to hazardous wind conditions in the pedestrian and open space environment adjacent to these buildings.
- Because the area is surrounded by water on three sides, wind considerations should take precedence over bay views in placing of buildings. The design, height and location should minimize the impacts on wind speed.
- Development should provide some sheltered passive public open spaces visually connected to the Bay Trail.

Figure VI-6 - Wind Constraints



Source: Charles Bennett, Wind Effects Considerations, Burlingame Bayfront, October 2002

3. Biology² ***Biological Setting***

Burlingame is five square miles in area. Of this, two square miles are under water in San Francisco Bay extending along the City's shoreline from El Portal Creek to the waters adjacent to Anza Point.

Vegetation and Wildlife: Most of the planning area has been developed with urban uses or has been modified by past filling of the shoreline of San Francisco Bay, eliminating natural community types and habitat for special-status species. The shoreline of the bay forms the northeasterly boundary of the planning area, consisting primarily of open water and tidal mudflats, with only scattered stands of salt marsh vegetation. Salt and brackish water marsh occur in the slough-like natural area at the west end of the Sanchez Creek adjacent to the Burlingame Lagoon. A narrow band of salt marsh vegetation also borders most of the steep shoreline of Burlingame and Anza lagoons. The remainder of the planning area is now generally occupied by structures and paved surfaces, with the remaining vegetative cover limited to ornamental landscaping and ruderal (weedy) species in vacant lots and poorly maintained areas, including the edge of the Highway 101 corridor and margin of several drainage channels which flow through the planning area. Emergent brackish water marsh vegetation occurs along segments of these drainages, with salt marsh vegetation at the mouth where the creek and drainage channels enter the bay. Existing vegetative cover and associated wildlife are described below, with sensitive habitat areas indicated in Figure VI-7.

Urban Habitat: Plant and animal species associated with urban habitat are adapted to high levels of disturbance. Ornamental landscaping forms the primary vegetative cover, composed on non-native trees, shrubs and groundcovers. Common landscape species in the planning area include several species of eucalyptus, acacia, Monterey pine, and iceplant. Rows of large blue gum eucalyptus grow around the perimeter of the ball fields at Bayshore Park. Where paved surfaces, structures, and landscape improvements are absent, ruderal species form a cover of non-native annual grasses and forbs.

Wildlife species in the planning area tend to be adapted to urban habitat. Species diversity and abundance is comparatively low due to the lack of complexity and protective cover in the limited vegetation. Evidence of at least one raptor nest was observed in a blue gum eucalyptus tree at Bayside Park along the Airport Boulevard frontage. Nest of raptors are protected under the Migratory Bird Treaty Act and provisions of the Fish and Game Code of California when they are in active use. Although the eucalyptus trees are not native, the trees provide important perching and nesting opportunities for raptors and bird species near the shoreline of the bay.

The City's "Urban Reforestation and Tree Protection Ordinance" provides for the preservation of protected trees in the City of Burlingame. A protected tree means one of the below:

- Any tree with a circumference of 48 inches or greater measured 54 inches above the ground;
- A tree or stand of trees designated by the City Council based on several factors; or
- A stand of trees which the Parks and Recreation Director has determined to be interdependent on each other for survival.

²Biological Constraints Analysis for the *Burlingame Bayfront Specific Plan Area* prepared by Environmental Collaborative

Protected trees may not be removed or significantly altered without a permit. Minimum replacement standards must be met either through planting of additional trees or in lieu payment when planting of replacement trees is not feasible.

Freshwater and Brackish Water Marsh: The only natural community types remaining in the planning area occur as brackish water and salt marsh along the creek outlets and drainage channels, the perimeter of Burlingame Lagoon and Anza Lagoon, and shoreline of the bay (see Figure VI-7). The most important of these areas is the marsh complex (about 20 acres) where Sanchez Creek flows under the freeway at the west end of Burlingame Lagoon. This marsh complex supports pickleweed, alkali bulrush, and other salt marsh species, with exposed mudflats at low tide. The mouth of Mills Creek also supports a small area (about 3 acres) of salt marsh in the Shoreline Area on the bay side of Bayshore Highway (Burlingame Wildlife Sanctuary). While most of the upper elevations of the bay shoreline are now stabilized with riprap, retaining walls and concrete rubble, scattered stands of cordgrass occur at lower elevations of the Bay shoreline.

All of the drainage channels and the lagoon systems throughout the planning area have been modified by past dredging, realignment, and on-going maintenance. Because of the low elevation of the planning area all of these features are influenced by tidal action. The El Portal Channel at the northwest edge of the planning area is concrete lined with little to no vegetation. Mills Creek and Easton Creek to the southeast generally still have an earthen bed and bank. More emergent alkali bulrush, together with pickleweed, ice plant, native gum plant, ruderal grasses and forbs, and landscape shrubs and trees are supported in these channels.

The brackish and saltwater drainages provide food, cover and breeding habitat for aquatic wildlife. Several species of birds most likely forage along the drainage channels and shoreline of the lagoons and bay, including snowy egret, common egret, great blue heron, mallard duck, and red-winged blackbird. Shorebirds forage along the narrow band of marsh vegetation and on the mudflats during low tides. The tidal habitat supports marine invertebrates and fish species, and attracts a number of bird species and marine mammals. Fish species associated with the channels and shoreline of the bay include northern anchovy, Pacific herring, top smelt, shiner and walleye surfperch, jack smelt, Pacific sardine, and speckled sanddab. Grebes, cormorants, herons, and certain species of diving ducks feed on the available fishery resource. California sea lion and harbor seal have also been observed along the shoreline, exploring, feeding and resting.

Ruderal Grassland/Potential Seasonal Wetlands: Two large parcels remain undeveloped in the Anza Area, one located between Anza Lagoon and Airport Boulevard (3.7 acres) and the second bordered by Airport Boulevard and Bayview Place (8.8 acres) to the south and the bay to the north. These vacant lots support a cover of ruderal (weedy) grasses and forbs, together with scattered clumps of coyote brush. There is also a potential for freshwater seasonal wetlands to occur on these undeveloped parcels. Seasonal wetlands have sometimes developed within shallow depressions on the filled uplands along the shoreline of the bay, supporting transitional wetland indicator species such as brass buttons, rabbit-foot grass, and dock. Access is restricted on both of these undeveloped parcels; but there is a possibility that seasonal wetlands can occur within the ruderal grasslands which should be determined as part of environmental review of any proposed development applications on these sites. Wildlife use of these vacant parcels is similar to those of the surrounding developed and ruderal areas.

Special-Status Species and Sensitive Natural Communities: No occurrences of sensitive natural community types have been reported in the Bayfront Planning Area. Brackish water and north coastal salt marsh are generally considered sensitive natural communities by the California Natural Diversity Data Base (CNDDDB). The marsh complex at the west end of Burlingame Lagoon at the outlet of Sanchez Creek and the small area of marsh at the mouth of Mills Creek should be considered sensitive natural communities and significant marsh resources.

A habitat suitability analysis was performed to determine whether suitable habitat for any special-status species occurs in the planning area. There are an estimated 24 known special-status plant species within the northern San Mateo County area (see Appendix for list). Although records show a general occurrence of Franciscan onion extending throughout much of this area, this data was from a collection made in 1985. Suitable habitat no longer exists in the planning area for Franciscan onion or other special-status plant species due to the extent of past disturbance and development.

Suitable habitat for special-status animal species is also generally absent from the planning area. Records indicate a general occurrence of the state and federally-endangered California clapper rail from the planning area vicinity, but no other records have been mapped for the planning area. Because of the extent of tidal influence in the area, there is no suitable habitat for the federally-threatened California red-legged frog and the state and federally-endangered San Francisco garter snake. California red-legged frog is found just upstream from the planning area in the vicinity of the Millbrae Avenue interchange with Highway 101, where elevations are slightly higher and allow for establishment of suitable freshwater marsh.

The salt marsh habitat at the west end of Burlingame Lagoon at the outlet of Sanchez Creek and other smaller areas of marshland habitat along the shoreline of the lagoon and bay may occasionally be used for foraging by a number of dependent species, such as California clapper rail and saltmarsh common yellowthroat, which is recognized as a California Special Concern species by the California Department of Fish and Game (CDFG). However, with the exception of the marsh at the west end of Burlingame Lagoon at the outlet of Sanchez Creek, it is unlikely that these areas are suitable for nesting by these species due to their small size and exposed location along the actively used shoreline. Brown pelican and peregrine falcon, both State and Federally-endangered species, occasionally forage along the shoreline of the bay and may pass through the planning area. However, there is no suitable nesting and roosting habitat for these species. The California sea lion and harbor seal have sometimes been observed along the shoreline of the bay. These marine mammals have no State or Federal listing under the Endangered Species Acts, but are protected under the Federal Marine Mammal Protection Act.

Similarly, since there is little suitable foraging habitat in the planning area, it is unlikely that the area is well used by raptors. There are limited foraging opportunities provided at the ruderal grasslands on the few remaining vacant parcels, upland shoreline, and slopes of the former landfill at Bayside Park. One possible raptor nest was observed in a blue gum eucalyptus in Bayside Park, and when in active use this nesting area would be protected by State Fish and Game Code and the Migratory Bird Treaty Act.

Wetlands: Based on a preliminary assessment, jurisdictional waters consist of the open water and marshlands below the spring high tide elevation along the shoreline of the bay, lagoons and drainage channels. Each of the major creek drainage channels would most likely be considered jurisdictional waters by the Army Corps of Engineers; these features are indicated in Figure VI-7.

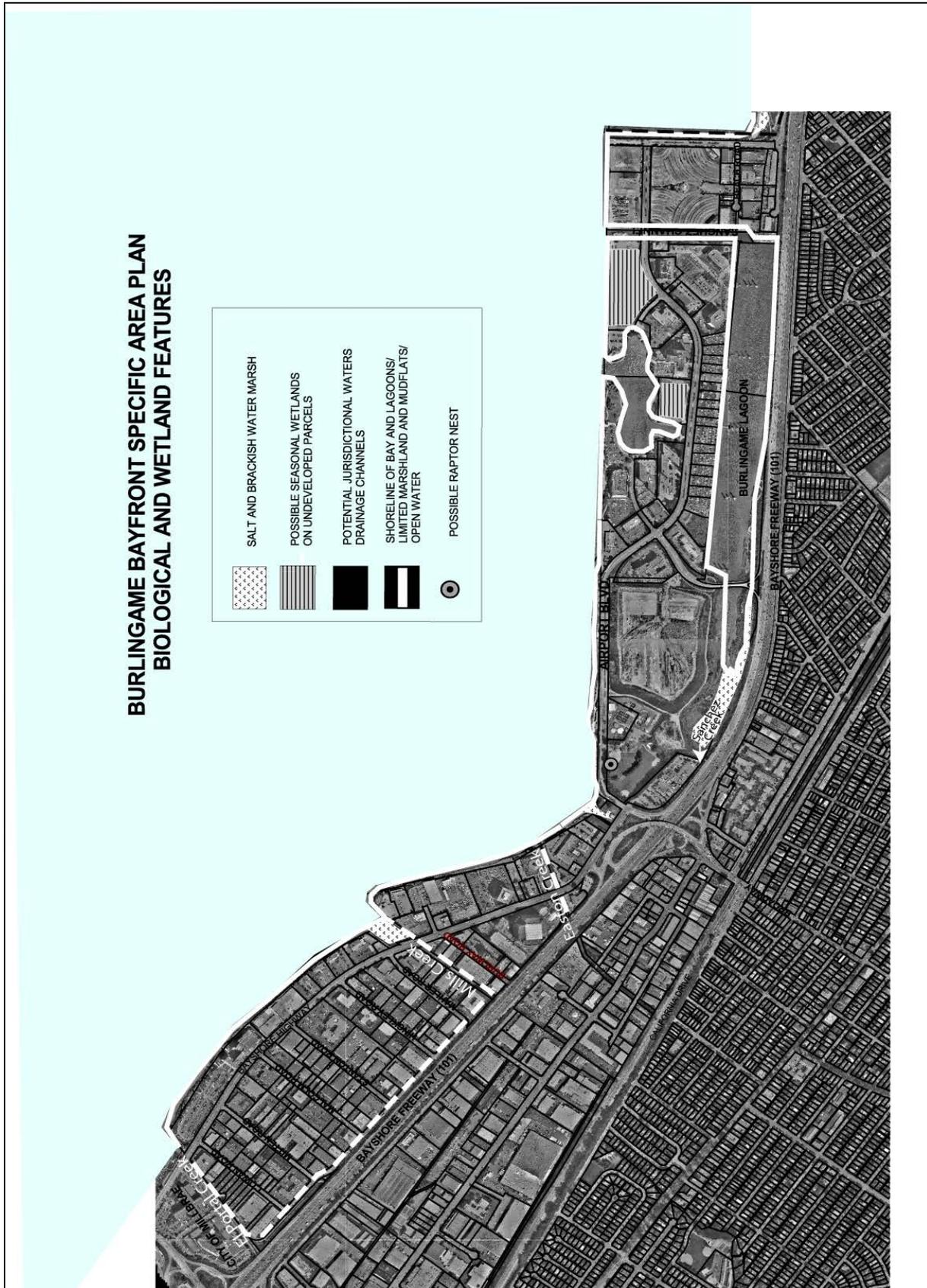
There is also a remote possibility that seasonal freshwater marsh wetlands could occur on the two large vacant parcels identified in the Anza Area. Further detailed surveys would be necessary to determine whether any wetland indicators are present, and if so, to verify whether the Corps has jurisdiction over these features. A recent US Supreme Court decision in favor of the Solid Waste Agency of Northern Cook County (SWANCC) found that the Corps does not have jurisdiction over hydrologically isolated wetlands, and if seasonal wetlands are present on the vacant parcels they may be considered isolated.

Community Standards for Biological Resources

The only major biological constraints to development in the planning area are the jurisdictional waters of the drainages and tidelands of San Francisco Bay. The following are standards to be considered for future development in the Bayfront Planning Area:

- Because it provides important habitat for wildlife and may be used by special-status species such as California clapper rail and saltmarsh common yellowthroat, among others, the 20-acre marshland at the west end of Burlingame Lagoon where Sanchez Creek passes under US 101 shall be preserved.
- Any disturbance or modification to the existing marshlands (Figure VI-7) throughout the planning area should be avoided, given their limited extent and importance to wildlife.
- Efforts should be made to restore and expand brackish and salt marsh in suitable areas.
- Any disturbance to potential jurisdictional waters, including the creek and drainage channels and shoreline of the bay and lagoons would require authorization from the Corps and could require consultation with the USFWS.
- The current use of blue gum eucalyptus in Bayside Park for nesting by raptors or communal roosting by herons and egrets should be taken into account in any future planning for the park.
- Because there is the potential that the two vacant parcels in the Anza Area may have seasonal freshwater marsh wetlands, further detailed surveys shall be required prior to development to determine whether jurisdictional wetlands occur on these parcels.

FIGURE VI-7 - BIOLOGICAL CONSTRAINTS



Source: Environmental Collaborative Biological Constraints Analysis, September 2002

4. Noise

The Burlingame Bayfront Area is located north of US 101 and south to southeast of San Francisco International Airport (SFO). Portions of the area are exposed to sounds originating from sources on or at these facilities (motor vehicles and aircraft). The area is also exposed to sounds that originate from other activities within the area (i.e., motor vehicles on arterial roadways, maintenance/construction activities, and other day to day activities). This evaluation describes the potential for and the possible extent of exterior and interior sound levels, above known criteria, that are associated with motor vehicles on US 101 and aircraft at SFO. The discussion does not address the cumulative or contributing effects of other sound sources generated within the area.

For the purpose of the noise evaluation, the Bayfront Area has been divided in to two subareas: the Inner Bayshore/Shoreline Areas, northwest of Broadway (exposed to highway and airport-related sounds) and the Anza Extension, Anza and Anza Point Areas, southeast of Broadway (exposed to highway-related sounds only).

Sound Level Descriptors: The sound level metrics used to describe noise are defined in the following:

- Decibel (dB) – a descriptor of sound pressure levels. For this evaluation, the dB are evaluated on the A-weighted scale (dBA). This scale closely approximates the range of frequencies a human ear can hear.
- Equivalent Level (Leq) - A Leq is a steady-state sound level that contains the same amount of acoustic energy as an actual time-varying sound level. For this evaluation, Leq's are also evaluated on the A-weighted scale (LAeq) and represent a one-hour period (LAeq1h).
- Community Noise Equivalent Level (CNEL) - The CNEL is the annual average (on an energy basis) noise level measured in A-weighted sound pressure level for a twenty-four (24) hour period with different weighting factors for the noise levels occurring during the day, evening, and nighttime periods.
- Lmax – The highest sound pressure level over a given time period.

Existing Noise Environment

The Bayfront Planning Area is impacted by noise from San Francisco International Airport and U.S. 101. Figure VI- 8 shows the noise contours for existing conditions. A very small portion of the northern Shoreline and Inner Bayshore Areas are now impacted by airport noise of 65 CNEL or greater. Freeway noise affects an area about 500 feet deep parallel and adjacent to the freeway along the planning area boundaries with noise up to 65 dbA.

Aircraft Noise: The Shoreline and Inner Bayshore Areas experience noise generated from aircraft operations at SFO. Future aircraft noise was evaluated using two methodologies. The first involved a review of information published in SFO's recent Airfield Development Planning Study (Airfield Development Planning, March 2002). The study presents the results of SFO's efforts to prepare detailed analyses of the environmental/other factors associated with construction of a potential alternative runway system at the Airport. Four runway configuration alternatives and three "no-build" alternatives (involving changes in operation such as use of technological improvements and limited operation of larger aircraft) have been analyzed. The second methodology looks at backblast noise from departing aircraft.

Overflight Noise Impacts: The noise contours shown in Figure VI-8 represent the impacts based on existing operating conditions at SFO. These noise contours indicate that there is a very small

portion of the Shoreline Area which is now impacted by airport noise of 65 CNEL or greater. The results of the study which looked at future runway alternatives at SFO indicates that a composite 65 CNEL contour (representing the outer boundary of the various 65 CNEL contours for the Alternatives described above) in the Bayfront Planning Area would cross southeast of Cowan Road (see Figure VI-9). Single event noise analysis in the study indicated that the area in the vicinity of the San Francisco Airport Marriott Hotel, (1800 Bayshore Highway) would receive aircraft events greater than 70dB.

Backblast Noise Impacts: The second methodology seeks to further address concerns over backblast noise resulting from aircraft departing SFO. In order to identify long term contributions of aircraft backblast noise to the Bayfront Planning Area, the 2020 fleet mix of aircraft contained in the SFO Airfield Development Planning Study was reviewed. Because criteria and standards for backblast noise have not been established, an FAA approved noise model which evaluates single-event noise impacts was used. The Boeing 767-300 was identified as being representative of the heavy fleet of aircraft operating at SFO. The impact of this type of aircraft was evaluated looking at departures from Runway 1R, because this runway is closest to the Bayfront Area. The single event noise from aircraft departing runways 10 and 19 would be the same or less than the noise from departures from Runway 1R. Lmax contour levels (measured in dBA) for the 767-300 aircraft at full engine power for 10 seconds departing Runway 1R were generated. These Lmax contours are shown on Figure VI-9. The Lmax contours for single event noise depict impacts between 65 and 75 dbA in the northern portion of the bayfront area (Inner Bayshore and Shoreline Subareas). The southern portion of the Bayfront Area (Anza, Anza Extension and Anza Point, would experience single-event noise impacts of less than 65 dBA. For comparative purposes, Table 4 identifies typical dBA levels for various activities encountered in daily life.

**Table 4
Typical Decibel (dBA) Values Encountered in Daily Life and Industry**

Activity	dBA
Soft whispers at 5 feet	34
Window air conditioner	55
Conversational speech	60
Household department of large store	62
Busy restaurant	65
Vacuum cleaner in private residence (at 10 feet)	69
Ringling alarm clock (at 2 feet)	80
Printing press plant	86
Heavy city traffic	92
Air grinder	95
Home lawn mower	98
Air hammer	107
When distances are not specified, sound levels are the value at the typical location of the machine operator.	
Source: Aviation Noise Effects Report No. FAA-EE-85-2	

Noise Levels

Shoreline and Inner Bayshore Areas: These areas experience noise generated from aircraft operations at SFO and from traffic along US 101. Traffic noise, expressed in LAeq1h and aircraft noise, expressed in CNEL and Lmax in the area are shown on Figure VI-9. In 2020, the 65 LAeq1h

contour from freeway noise would extend into the planning area approximately 500 feet from the edge of US 101. The composite 65 CNEL from airport operations crosses the planning area just southeast of Cowan Road. Single event noise exposure in the area ranges from 75 dBA in the northwest section near Cowan Road to 65dBA closer to Broadway. This area is generally composed of a mix of commercial and light industrial uses. The contours shown on Figure VI-9 identify exterior noise levels.

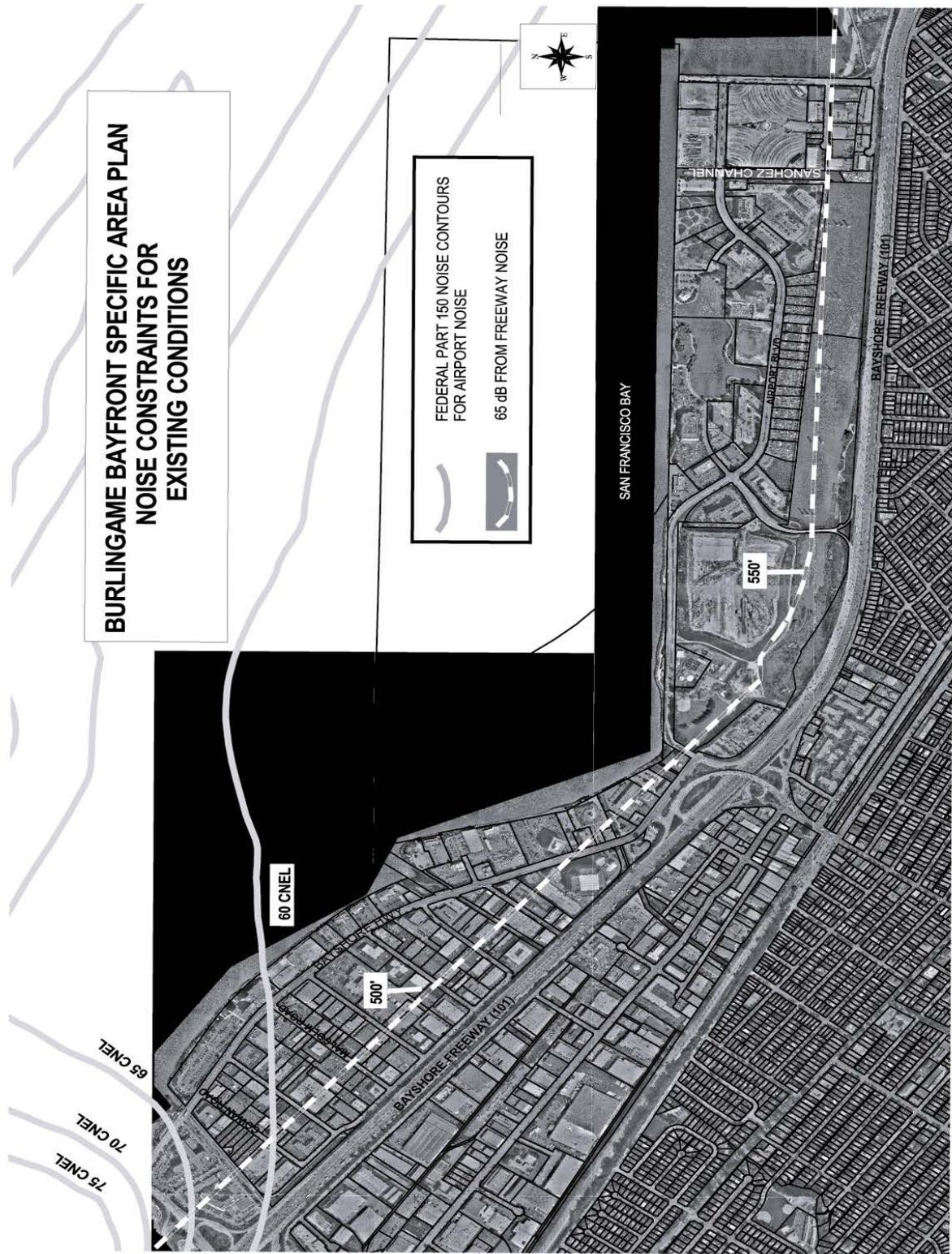
Anza, Anza Extension and Anza Point: Overflight and airport-generated noise is not a factor in these subareas. These areas experience noise generated from traffic along US 101. In 2020, the 65 LAeq1h contour would extend approximately 550 feet into the planning area from the north edge and parallels US 101. The Anza Extension Area consists of a mix of recreational and commercial land uses. As shown on Figure VI-9, the area within the 65 LAeq1h contour is primarily water and commercial land. Two parks (Bayside Park and Robert E. Wooley Park) and a sports complex (Burlingame Golf Center) are located just outside the noise contour. The contours shown on Figure VI-9 identify exterior noise levels.

Real Estate Disclosures: The State of California recently amended State law (Chapter 496, Statutes of 2002; effective January 1, 2004) to require real estate disclosure for transactions which occur within an identified airport influence area. It requires that a statement (notice) shall be included in a property transfer document that indicates: (1) the subject property is located within an airport influence area, and (2) the property may be subject to certain impacts from airport operations. All property within the planning area is subject to the disclosure requirements of Chapter 496, Statutes 2002.

Community Standards for Noise Impacts

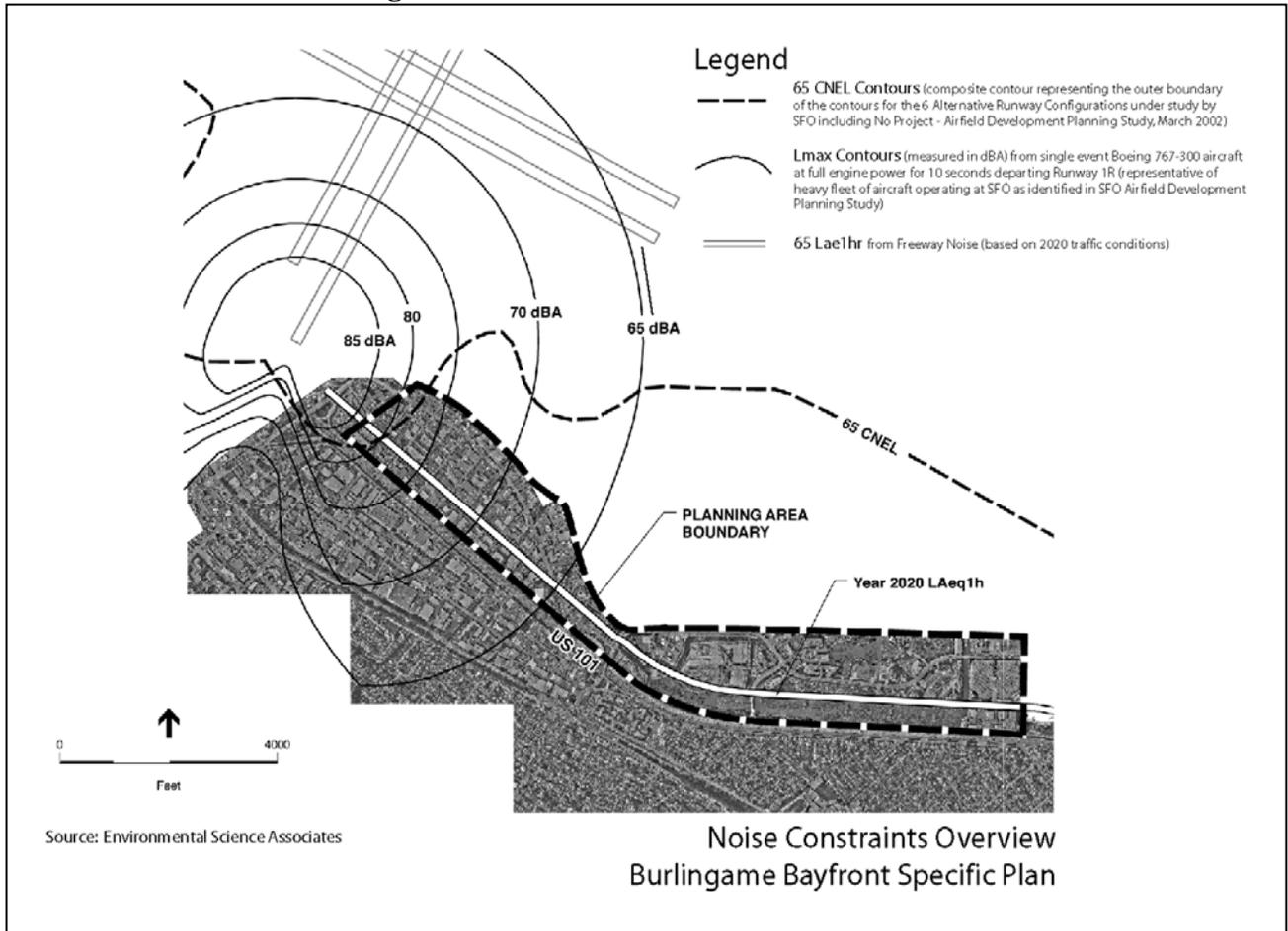
- **Exterior Noise:** The FAA identifies noise sensitive lands (i.e. residences, schools, parks, churches, etc.) within the 65 CNEL contour to be incompatible with aircraft noise. Land uses that are compatible within the 65 CNEL generally include commercial and industrial uses. Development of the above-noted sensitive uses should be discouraged within the adopted 65 CNEL Noise Contour for San Francisco International Airport.
- **Interior Noise:** Noise attenuating construction techniques shall be used for noise sensitive uses to reduce interior noise levels to acceptable standards (45 dBA).
- Land uses in the planning area shall not increase noise levels at the property line by more than 5 dBA, and in proximity to residential uses, by more than 3 dBA.

Figure VI-8 – Noise Constraints for Existing Conditions



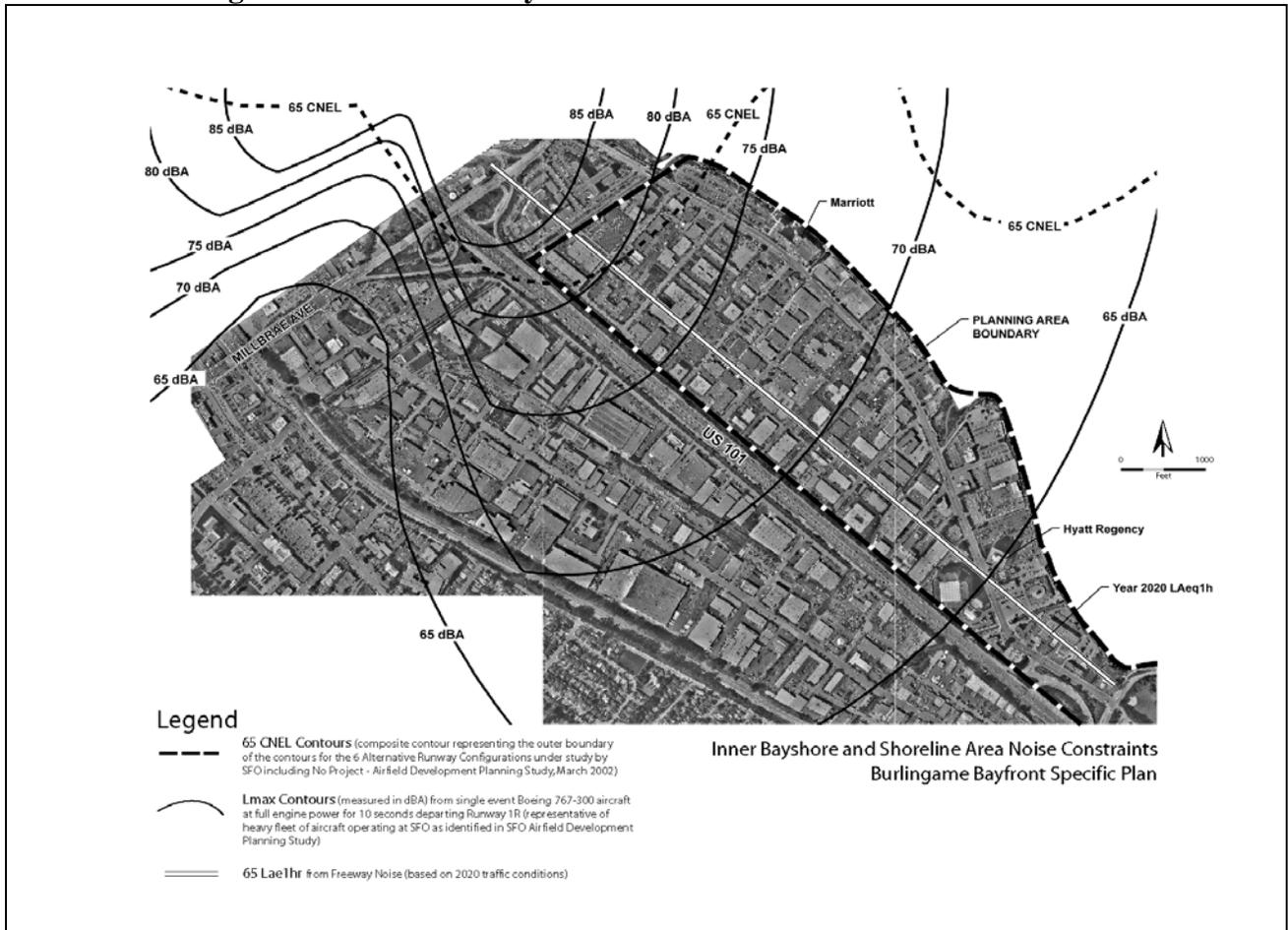
Source: FAA Part 150 Noise Contours, October 2002

Figure VI- 9 – Noise Constraints Overview



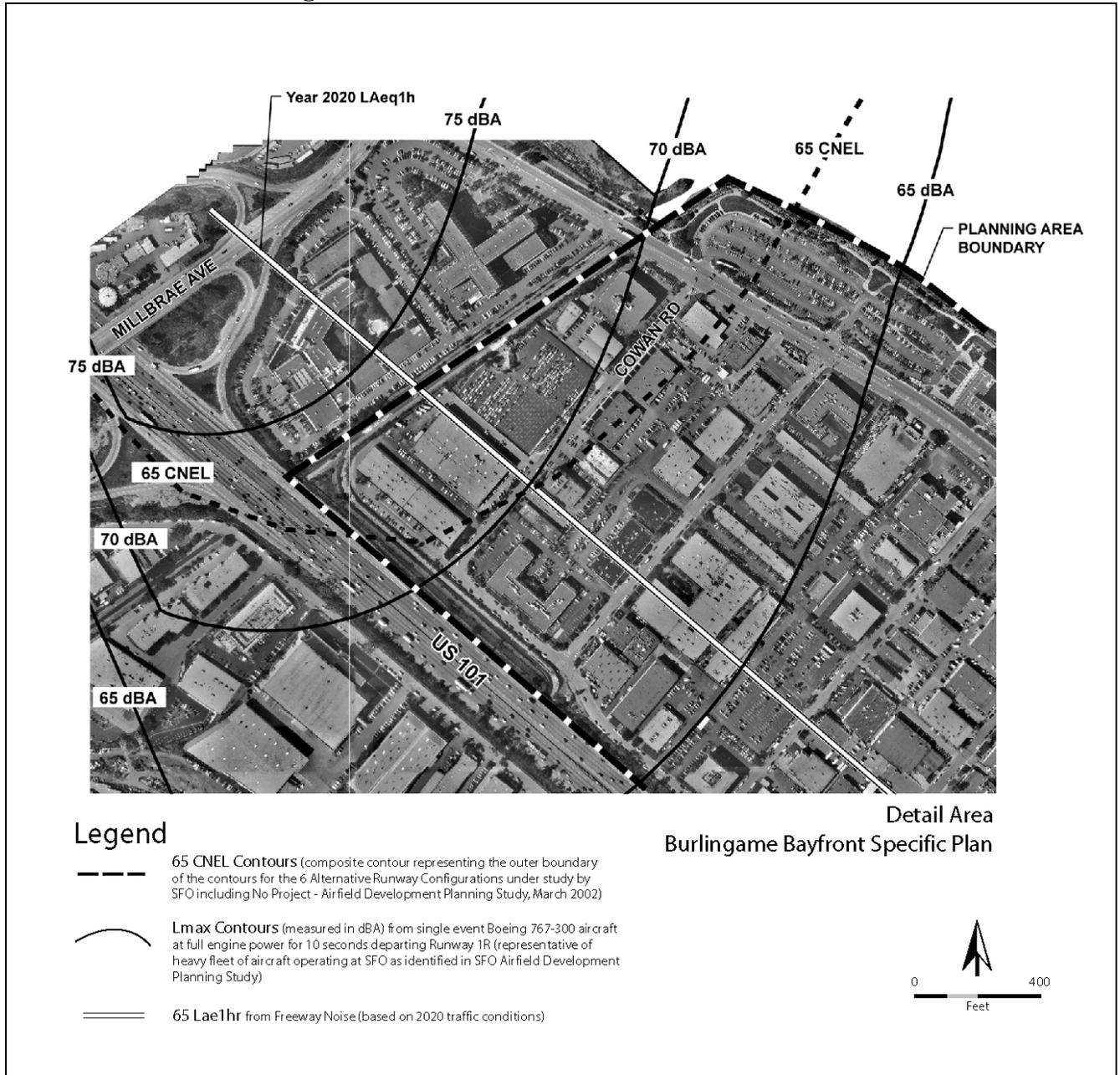
Source: Environmental Science Associates Noise Constraints Analysis, Burlingame Bayfront, October, 2002

Figure VI-10 – Inner Bayshore/Shoreline Area Noise Constraints



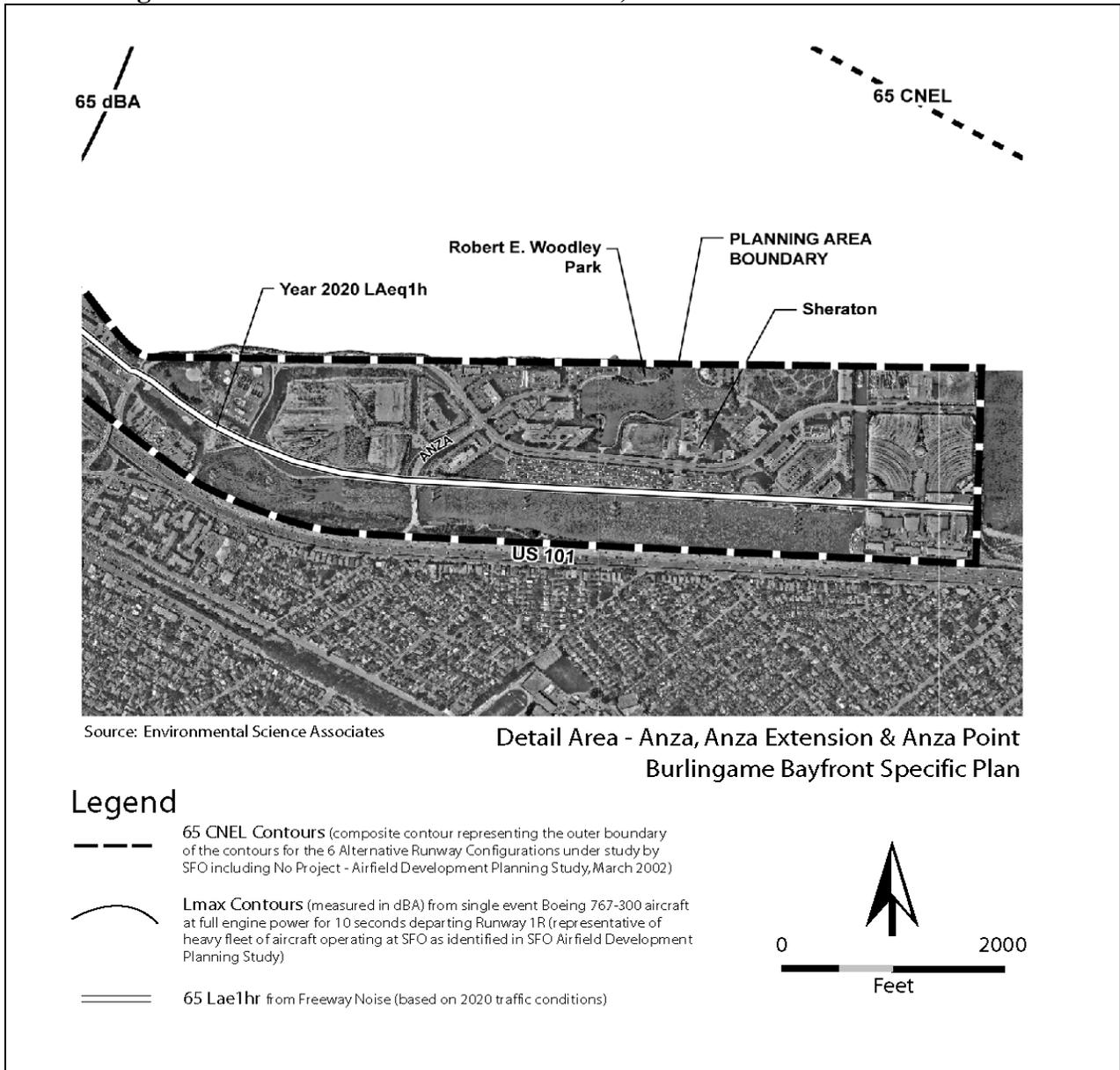
Source: Environmental Science Associates Noise Constraints Analysis, Burlingame Bayfront, October, 2002

Figure VI-11 – Noise Constraints- Detail Area



Source: Environmental Science Associates Noise Constraints Analysis, Burlingame Bayfront, October, 2002

Figure VI-12 – Noise Constraints for Anza, Anza Extension and Anza Point



Source: Environmental Science Associates Noise Constraints Analysis, Burlingame Bayfront, October, 2002

5. Geology/Seismic Hazards

The Inner Bayshore Area was originally marshland, and fill was brought in to level the area in the 1950's. The Shoreline Area was created within a tidal area in the 1950's by the placement of fill. The fill in these areas is between 0 and 13 feet deep and is underlain by approximately 21 feet of weak, compressible marine clay locally known as Bay Mud. The Bay Mud is underlain by at least 85 feet of interbedded stiff to very stiff sandy gravelly clay and medium dense to very dense clayey gravel (Colma formation) capable of providing friction support for driven piles.

The Anza and Anza Point Areas consist of a rectangular peninsula created in the 1960's by fill (soil and rubble concrete) placed within a concrete and rubble perimeter levee. The adjacent Anza Extension Area was filled in the 1920's and was historically used as the Burlingame Municipal landfill until 1984 and the City's Wastewater Treatment plant. In these areas, the fill is between 11 and 13 feet deep and is underlain by a few feet of soft clay. The clay is underlain by at least 85 feet of interbedded stiff to very stiff sandy gravelly clay and medium dense to very dense clayey gravel.

The Bayfront Planning Area is in a seismically active region and the active San Andreas Fault is located about four miles west of the planning area. There are no known fault traces passing through or trending toward the planning area. After the 1989 Loma Prieta earthquake, the United States Geological Survey estimated the probability of at least one large earthquake (M7 or greater) in the San Francisco Bay region within the next 30 years at about 67 percent. On the San Francisco Peninsula segment of the San Andreas Fault, the probability is estimated at about 23 percent that an M7 or greater earthquake would occur in this time-frame. During such an earthquake, the area would experience ground shaking of Modified Mercalli Intensity VIII (M7), strong enough to cause moderate damage to ordinary structures. In accordance with the 1987 USGS maps showing cumulative damage potential from earthquake ground shaking, the potential damage in this area is moderately low for concrete and steel structures, and moderate for tilt-up concrete structures.

Potential seismically induced ground failures in the planning area include liquefaction, ground lurching, and settlement. These seismically induced ground failures would have the potential to damage at-grade parking lots and underground utility lines, but would not significantly affect structures supported on pile foundations. The likelihood of seismically induced ground failures in the area, including liquefaction, ground lurching, and settlement, is estimated to be low because the underlying medium dense to dense soils contain significant amounts of clay and silt to act as binders for the coarser material (sand, gravel) to provide sufficient support for foundation piles, and would resist lateral movements.

The area is also subject to static settlement (compaction, compression, densification) of about 1 foot every 10 years. This is a naturally occurring effect of gravity in filled tidelands. This impact can be compensated for by placing buildings on pile supported foundations with flexible utility connections, and hard or impervious surfaces on a flexible base in order to extend their life. Pursuant to existing regulations, any new facilities would be required to be installed to the standards of the City of Burlingame Public Works Department and California Building Code Editions in effect at the time a building permit is issued, which address these issues.

Active faults within the Bay Area have predominantly horizontal movement and are not expected to generate significant water waves in the San Francisco Bay and, therefore, the potential for flooding from a seiche is minimal. The Burlingame Seismic Safety Element shows that the area is within the tsunami inundation zone for San Francisco Bay. The first floor for any proposed building should be

required to be built at an elevation of 10 feet above mean sea level (+10' MSL), with no occupied areas below elevation 10' MSL to address the possibility of flooding.

6. Erosion

When the Shoreline, Anza and Anza Point Areas were filled in the 1950's and 1960's, the shoreline barriers were not properly engineered to prevent erosion. In the Anza and Anza Point Areas, the perimeter of the area was created by using pieces of the old San Mateo bridge structure. Therefore, many of these properties have experienced erosion through the barriers over the years. As these properties are developed, measures will need to be taken to provide shoreline erosion protection and stabilization.

Because these areas are also within the jurisdiction of the Bay Conservation and Development Commission (BCDC), the design of the shoreline protection must also comply with BCDC regulations. BCDC regulations require that the work be done within the existing toe of the slope on the Bay side and with minimum impact to the Bay and the existing shoreline. Any Bay fill is discouraged by BCDC. Construction activity should not cause disturbance to the Bay environment. The most effective way to achieve slope stabilization in areas with a concrete rubble boundary is as follows:

- Repair the slope at the shoreline to achieve a 2 horizontal to 1 vertical slope (2:1).
- Remove and cut off all exposed reinforcing steel left in the concrete rubble.
- The exposed voids in the slope shall be filled with small pieces of broken concrete or rock smaller than 4 inches in diameter.
- Filter fabric shall be spread over the surface of the slope in the areas which are to receive riprap slope protection. Larger pieces of broken concrete or ¼ ton rock riprap can be used to cover the filter fabric. The riprap cover should be 12 to 18 inches thick.

In areas where this method is not practical or where retaining walls have already been installed, the bay edge can be stabilized using sheet piles in combination with retaining walls. Complete engineering and geological studies will need to be done at the time of construction to determine the best solution for each case.

7. Flood Potential

The perimeter edges of the filled areas adjacent to the bay are at an elevation above sea level ranging from +6' to +10'. The maximum high tide water elevation varies and is about + 6.4 feet above mean sea level (MSL), and the 100-year flood elevation in this area is about +7 feet MSL. The long fetch and duration of the prevailing northwesterly winds typically generates waves that are about two feet high in the area, resulting in a maximum wave height of up to 8.4 to 9 feet high during high tides and 100-year tides. Waves of this height could potentially flood the site. In order to ensure that the public access areas adjacent to the bay edge are not subject to tidal flooding, the City of Burlingame requires the height of the shoreline protection structure and building entrances to be at least +10 feet MSL.

Community Standards for Geological Impacts

In order to reduce impacts related to the geology, earthquake hazards, flooding and erosion, the following community standards should be applied to all new development:

- Buildings shall be placed on pile supported foundations with flexible utility connections.
- Hard or impervious surfaces shall be placed on a flexible base.
- Any new facilities shall be installed according to the standards of the City of Burlingame Public Works Department and California Building Code Editions in effect at the time a building permit is issued.
- The first floor for any proposed building shall be built at an elevation of 10 feet above mean sea level (+10' MSL), with no occupied areas below elevation 10' MSL to address the possibility of flooding.
- For properties adjacent to the bay shoreline, the site shall be evaluated to determine if slope stabilization or other erosion control measures should be done to prevent future erosion of the bay edge.
- In order to ensure that the public access areas adjacent to the bay edge are not subject to tidal flooding, the height of the shoreline protection structure shall be at least +8 feet MSL or as determined necessary to deter tidal flooding by the City Engineer.

8. Airport Related Height and Safety Constraints

The Bayfront Planning Area is located within the jurisdiction of the San Francisco International Airport Land Use Plan. The airport land use plan contains airport/land use compatibility criteria related to Noise, Height and Safety. The airport noise criteria are discussed in the noise section. The airport's impacts on the height and safety constraints as they relate to land use are also important.

Height of Structures

Height restrictions for properties in the vicinity of airports are established by Federal Aviation Regulations (FAR) Part 77, "Objects Affecting Navigable Airspace". This regulation establishes height restrictions related to proposed development within the FAR Part 77 airspace boundaries for SFO (see Figure VI-s 11 and 12 for the Airport Related Height Constraints). The FAR Part 77 regulations contain three key elements:

1. standards for determining obstructions in the navigable airspace and designation of imaginary surfaces for airspace protection;
2. requirements for project sponsors to provide notice to the FAA of certain proposed construction or alteration of structures that may adversely affect the airspace in the airport environs; and
3. The initiation of aeronautical studies, by the FAA, to determine the potential effect(s), if any, of proposed construction or alterations of structures on the safe and efficient use of the subject airspace.

Although the maximum height limit for aviation safety of 161' MSL applies to the entire area in Burlingame east of US 101, the northerly portion of the Inner Bayshore and Shoreline Areas are impacted by the height restrictions called out in these regulations (see Figures VI-10 and VI-11) because they are is closest to the departure runways 1R/L used during foul weather. The height limits shown on the map are measured from mean sea level (MSL). Most of the sites in the Bayfront Planning Area are about 10 feet above mean sea level. Therefore the maximum height of

buildings on a site based on the airport constraints can be determined by subtracting the height of the site above mean sea level from the height limit numbers shown on the map. It should be noted that in most cases, the zoning code restrictions on building height fall below the airport height restrictions.

Safety Criteria

Certain types of land uses are considered to be hazards to air navigation in the vicinity of San Francisco International Airport. These land uses include the following:

- Any use that would direct a steady or flashing light of white, red, green, or amber color toward an aircraft engaged in an initial straight climb following takeoff or toward an aircraft engaged in a final approach for landing, other than FAA-approved navigational lights.
- Any use that would cause sunlight to be reflected toward an aircraft engaged in an initial straight climb following takeoff or toward an aircraft engaged in a final approach for landing.
- Any use that would attract large concentrations of birds within approach/climb out areas.
- Any use that would generate electrical interference that may affect aircraft communications or aircraft instrumentation.

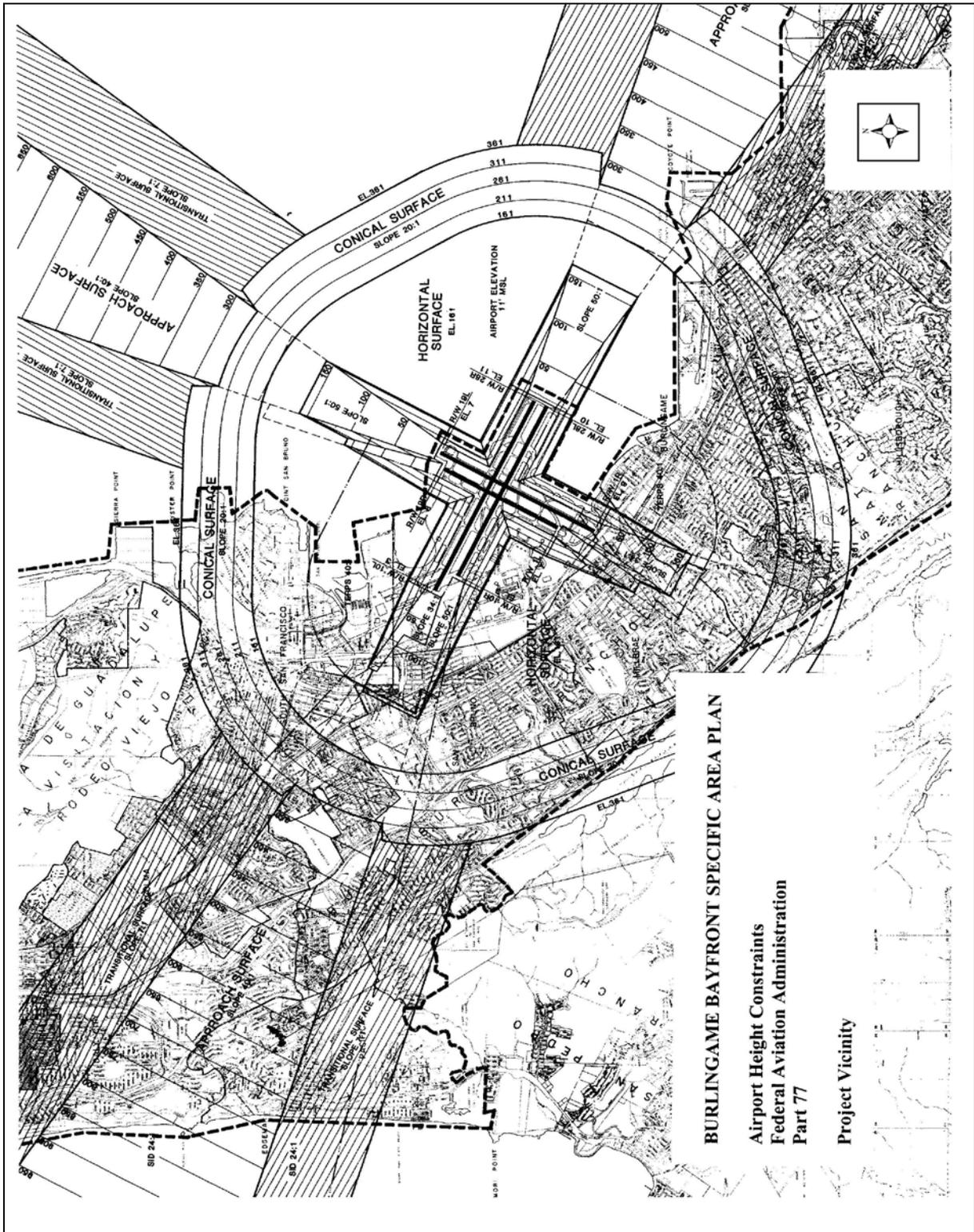
Any property which requires formal FAA review will be subject to these development parameters and any others subsequently adopted by the FAA. Of specific concern in the Shoreline and Inner Bayshore Areas would be any glass-clad structures with reflective surfaces.

Community Standard for Airport Related Height and Safety Constraints

In order to ensure compliance to the FAA height and safety standards, the following community standards shall apply to any new development in the planning area.

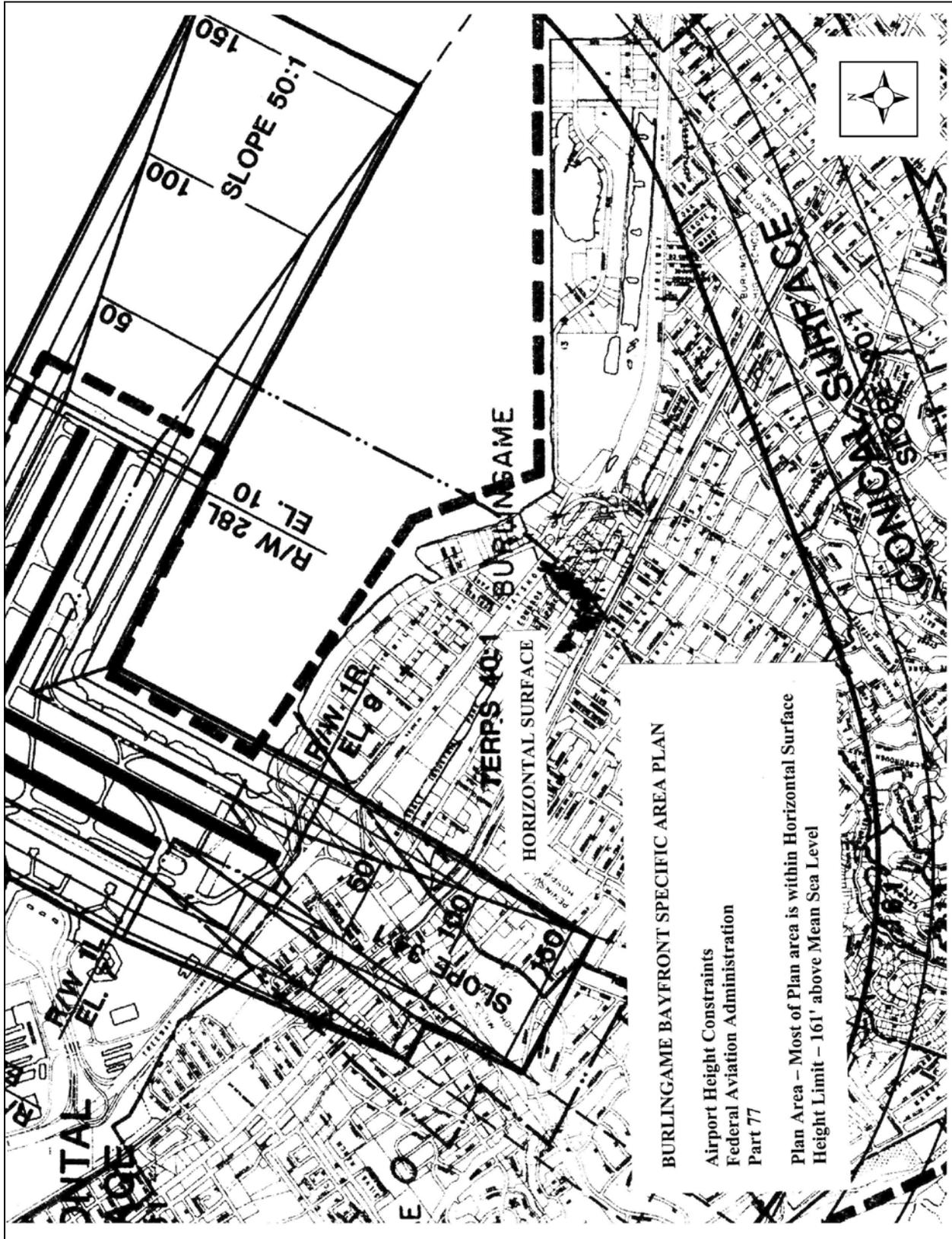
- Any new development shall be reviewed to determine compliance with the height limits shown in the San Francisco International Airport Land Use Plan, per Federal Aviation Regulations Part 77 (see Figures VI-10 and VI-11).
- Any new development shall comply with the FAA standards for safety regarding flashing lights, reflective material, uses which attract a large concentration of birds, and uses which would generate electrical interference affecting aircraft communications or aircraft instrumentation.

Figure VI-13 – Airport Height Constraints



Source: FAA Part 77 Airport Height Constraints, SFIA Airport Land Use Plan, December 1996

Figure VI-14 – Airport Height Constraints – Detail



Source: FAA Part 77 Airport Height Constraints, SFIA Airport Land Use Plan, December 1996

D. MANMADE CHARACTERISTICS

1. Infrastructure

Most of the Burlingame Bayfront Planning Area is presently developed with office, industrial, hotel and recreational uses, consistent with the land use component of the current Bayfront Specific Plan. The area is served by the infrastructure and public services necessary to support this type of development. Following is a summary of the condition and capacity of the public services and facilities which support the planning area.

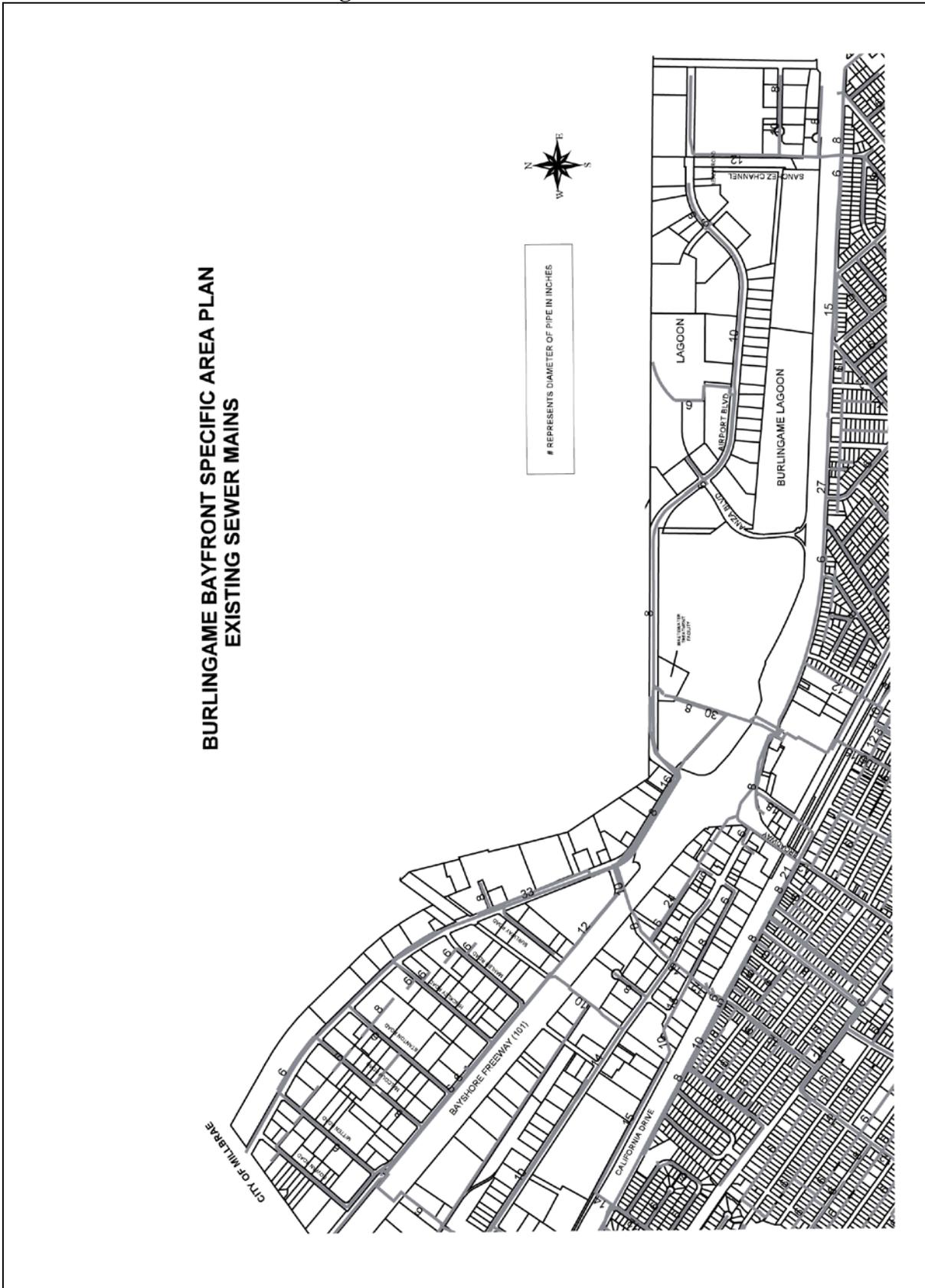
- a. Wastewater Collection:** Burlingame's sanitary sewer system consists of approximately 88 miles of gravity sewers, nine siphons, eight pump stations, and 15,800 lineal feet of force mains. The City of Burlingame owns, operates and maintains the local sanitary sewer collection facilities within the City.

In the planning area, sewer mains range in size from 6 inches to 30 inches in diameter. There are four pump stations which serve this area, the Gilbreth pump station at the intersection of Gilbreth and Mitten, one near the Broadway interchange, one at Bayside Park and one on Airport Boulevard south of Anza Boulevard. Figure VI-12 shows the existing sewer mains within the planning area. The sewer system was built as the area developed beginning in the 1950's in the Inner Bayshore and Shoreline Areas and continuing into the 1960's and 1970's as the Anza Area and the Anza Extension Area developed. Some lines will need resizing as vacant parcels in the area are developed.

Sewage generated in the Anza Point Area presently is pumped west of US 101 then north under the freeway to the Wastewater Treatment Facility. The Public Works Department is embarking on a program to replace sewer pipes in the older western areas of the city. The sewer mains in the Bayfront/Anza Area have not been identified as needing replacement in the foreseeable future. The Public Works Department will be conducting studies on the condition of the force main serving the Bayfront Planning Area as well as the pump stations east of US 101 which serve the planning area. These studies are scheduled to take place between 2004 and 2006. Any rehabilitation needs identified by these studies would be implemented after completion of the current pipe rehabilitation program now in progress in the older parts of the city west of US 101. When new development or intensification of use causes sewage volumes which exceed existing capacity, it is the responsibility of the developer to upgrade the capacity of the portions of the existing system which are affected in order to meet the demand generated by the project.

When mains are replaced in the planning area in the future, the Public Works Department will use a standard 8-inch main for most of the feeder mains. This means that any existing 6-inch mains within the planning area would be replaced with 8-inch mains. This will bring the system into conformity with current standards and equipment for maintenance, as well as increase the efficiency of the system. The present system is adequate to transport wastewater generated by the presently planned development.

Figure VI-15 – Sewer Mains



Source: City of Burlingame, October, 2002

- b. Wastewater Treatment:** Wastewater generated within the City is treated at the Burlingame Wastewater Treatment Plant (WWTP) which is located in the Anza Extension portion of the planning area at 1103 Airport Boulevard. The Burlingame WWTP underwent a number of upgrades as recently as 1994 and additional improvements are proposed to be completed in 2003. These upgrades are intended to meet current treatment requirements and to keep the facility operating at its existing capacity of 5.5 million gallons per day.

The Burlingame WWTP has an average dry weather design capacity of 5.5 million gallons per day (mgd). Current average dry weather flows are estimated to range from approximately 3.5 mgd to 4.0 mgd. During wet weather, the Burlingame WWTP must accept higher flows because of wet ground conditions that produce an infiltration of groundwater into the sanitary sewer collection system. The WWTP has a maximum peak wet weather capacity of 25.0 mgd for the plant as a whole, with a maximum secondary treatment capacity of 13.0 mgd. The 5.5 mgd limit is the capacity of the tertiary treatment facilities. The Public Works Department anticipates that there is sufficient capacity at the plant to accommodate the demand generated by build out of the Bayfront Planning Area.

The treated effluent from Burlingame's wastewater treatment plant is transported by intertie pipeline by way of Millbrae and San Bruno to the regional outfall into San Francisco Bay (located off Point San Bruno near the City of South San Francisco). Burlingame's capacity rights to the outfall system are for a peak flow of 16 mgd. The intertie pipeline and regional outfall were constructed in 1976 and are in fair condition and will need to be repaired or replaced in the next 15 years. The City of Burlingame provides waste water treatment for its residents and those in the unincorporated Burlingame Hills area as well as parts of neighboring Hillsborough.

- c. Domestic Water Service:** The City of Burlingame provides water service to properties within its boundaries as well as to the unincorporated Burlingame Hills area adjacent to the west. The Burlingame Hills area is a residential area of 420 dwelling units which is entirely built out. The City's sole source of potable water is the San Francisco Public Utilities Commission (SFPUC) Hetch Hetchy system, which also supplies water to the City and County of San Francisco and other cities along the Peninsula.

In the planning area, water mains range in size from 6 inches to 12 inches in diameter, with two 16-inch mains which connect the Bayfront Planning Area under the US 101 freeway to the main Hetch Hetchy water line which runs down the El Camino Real right-of-way. Figure VI-13 shows the existing primary water mains within the planning area.

In November of 2000, the City of Burlingame adopted an Urban Water Management Plan³ compliant with State requirements. The plan looks at the City's water needs and anticipated supplies to accommodate current needs and future growth.

The Urban Water Management Plan uses the Association of Bay Area Governments (ABAG) population projections to anticipate the future water supply needs for the City of Burlingame and the unincorporated Burlingame Hills. ABAG had projected that the population for Burlingame by 2020 will be 34,300 people. The 2000 Census indicates that the current

³ 2000 Urban Water Management Plan, November 2000, Roman & Lougee Inc., Consulting Engineers

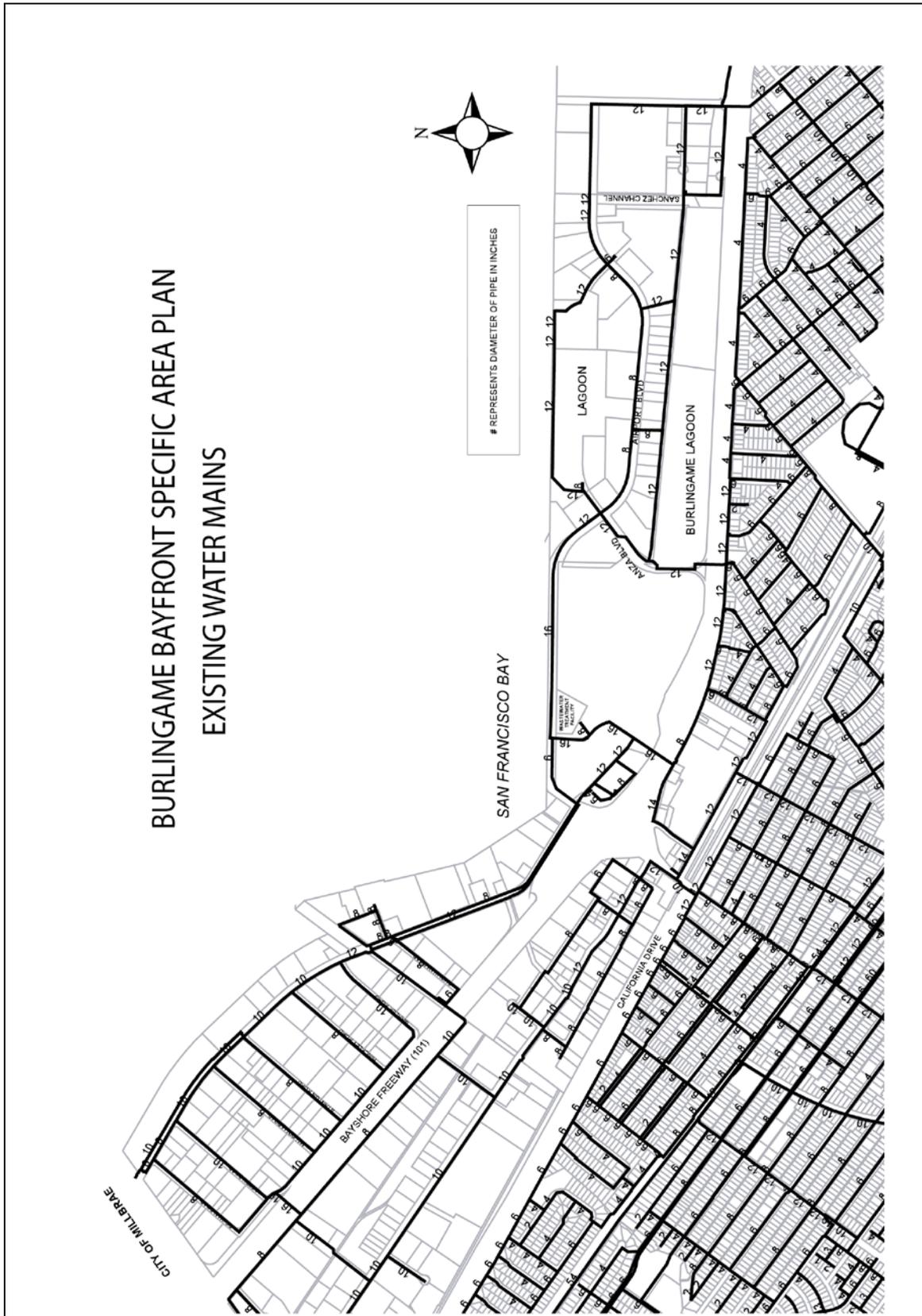
population of Burlingame is 28,158 people. Therefore, the ABAG projection anticipates an increase in population of about 6000 people by 2020.

The City of Burlingame now uses about 4.8 million gallons of water per day (mgd). By 2010, the Urban Water Management Plan projects that Burlingame will use about 5 mgd (a 4% increase). Burlingame has a guaranteed allotment of 5.24 mgd from the total supply of the SFPUC system (300 mgd), so there is sufficient water allocation to cover the city's needs generated by build-out of this plan.

Burlingame has started using recycled water for non-potable uses such as landscape irrigation at its Waste Water Treatment Plant, and will be building a parallel water distribution system to use recycled water (tertiary treated wastewater processed at the city's wastewater treatment plant) for irrigation at some of the City's parks and other municipally owned landscaped areas in the Bayfront and Anza Areas. Larger commercial developments approved in the planning area are required to extend water lines for non-potable irrigation water to support their required landscaping for future connection to the planned City recycled water distribution system. The Burlingame Municipal code requires that any new landscape installation shall include water conservation measures, and this is implemented by the Public Works Department. Implementation of these measures will help the City stay within its allocation from SFPUC in the future.

Recent State legislation requires that for projects of a certain size (500 or more dwelling units or hotel rooms, 250,000 SF of office), a water supply assessment must be prepared to verify that a sufficient water supply is available to meet project and cumulative demand in normal, single and multi-dry years for 20 years. The 2000 Urban Water Management Plan can be used for evidence to determine the availability of water for a project. Development of a master plan for water is underway and will be completed by 2005. The City is also proposing to study the possible addition of water storage tanks to provide more reliable fire protection during droughts or emergencies. In addition, the City is examining additional water connections with Millbrae and California Water Service to transfer water in the event of a local emergency. The feasibility of additional water transmission lines across the U.S. 101 is also under study.

Figure VI-16 – Water Mains



Source: City of Burlingame, October, 2002

- d. Storm Drains:** Storm water collection within the planning area is provided through a system of storm drains that feed into the creeks which run from the face of the coastal range through the area and empty into the San Francisco Bay. Those sites which have bay frontage drain directly into the bay. According to the Citywide Storm Drain Master Plan Study⁴ prepared in 2000, the existing capacity of the storm drain system serving the planning area appears to be adequate for a 30-year flood event. The report recommends that regular inspections and ongoing repairs be made to the concrete channels which line the creeks and that the pump facilities be regularly tested and maintained. There is also an ongoing program to prevent the creek channels from building up silt as they enter the San Francisco Bay. The Public Works Department is undertaking several projects to improve the capacity of the storm drain system do that it will ultimately meet the needs of a 100-year storm event.

Because the city's stormwater system empties into the San Francisco Bay, it is subject to the requirements of the Clean Water Act of 1972 which prohibits the discharge of stormwater into United States waters unless the discharge is in compliance with a National Pollutant Discharge Elimination System (NPDES). To meet its mandate from the State, the City of Burlingame has joined with the other cities in San Mateo County, to obtain a regional discharge permit from the State Water Quality Control Board (SWQCB) for stormwater water discharge. In order to reduce non-point pollution sources, each construction project is required to implement "best management practices" on job sites to minimize erosion, stop contaminated run-off and control construction site pollution. NPDES requirements also encourage post construction measures in site planning including swales, detention ponds and other design elements that can be incorporated into project design to reduce storm water run-off and bay contamination.

- e. Gas and Electricity Service:** Gas and electricity service is provided to the planning area by Pacific Gas and Electric Company (PG&E). The existing electricity supply system consists of overhead and underground facilities. There are three regional 115-kilovolt (kV) electrical transmission lines which traverse the Anza Point, Anza and the Anza Extension Areas east of US 101 through the Burlingame Lagoon. These lines then cross US 101 in the vicinity of Broadway and continue north through the Rollins Road industrial Area in a drainage channel west of US 101.
- f. Roadway Condition:** The roadway system for the Shoreline and Inner Bayshore Areas was built in the 1950's and 60's, and includes Bayshore Highway, a major arterial, and Cowan Road, Mitten Road, Malcolm Road, Stanton Road, Hinckley Road, Mahler Road and Burlway Road, all connected by Gilbreth Road, which are all local streets. Anza Boulevard, which provides a connection between Airport Boulevard and US 101 northbound, is a collector street which was built in 1986. Bayshore Highway, the primary arterial in the north end of the area was rebuilt in 2001.

The roads in the Anza, Anza Extension and Anza Point Area were built in the 1960's and include Airport Boulevard, a major arterial, and Anza Boulevard, Bayview Place, Beach Road and Lang Road, which are local streets. Airport Boulevard between the Broadway overpass at US 101 and Anza Boulevard was reconstructed and widened in 1990. The southernmost section of Airport Boulevard from Fisherman's Park to Lang Road was reconstructed in 1998.

Landscape and public access improvements were done as a part of that reconstruction project.

⁴ Source: *Citywide Storm Drainage Master Plan Study* prepared by Kleinfelder, Inc., April, 2000

The remaining portions of the roadways have been resurfaced periodically as a part of the Public Works Department's ongoing maintenance program. All of the roadways have current maintenance and none of the roadways in the planning area have been identified for repair or replacement in the near future.

2. Public Services

The planning area is served by a full range of City-provided public services to support the existing office, industrial, hotel and recreation uses which exist in the area. There are no residential uses in the planning area. As a result, there are no fire stations or police substations in the area. Because there are no residential uses, there are also no public schools or libraries which would typically be required to support residential development. All commercial buildings including hotels in the planning area are required to build in sophisticated fire protection systems. Following is a summary of public services which now serve the planning area.

- a. Fire Services:** The Burlingame Fire Department is responsible for providing fire protection services to the Bayfront Planning Area as well as to the rest of Burlingame. The Burlingame Fire Department is rated as a Class 3 Fire Department by the Insurance Services Office. Class 1 represents the best public protection, and Class 10 indicates no recognized fire protection. The rating is based on the Department's fire alarm dispatch system, the number of engine companies, adequate water pressure, as well as the Fire Department's training program, response times and equipment maintenance. The closest fire station to the planning area is City Fire Station No. 36, located at 1399 Rollins Road. Access to the area from this station is by way of either the Broadway overpass or the Millbrae Avenue overpass, depending on the location of the call for service. Burlingame has entered into Instant Aid Agreements with the Fire Departments of the surrounding jurisdictions. This means that the closest available unit would respond to a call for service, regardless of jurisdiction. The average response time to the planning area ranges from four to six minutes. All new construction within the planning area will be required to install a fire sprinkler system and other built in fire protection devices and services required by the California Fire Code, 2000 Edition.
- b. Police Service:** The City of Burlingame Police Department is responsible for providing police services in the Bayfront Planning Area. The Burlingame Patrol Division is staffed by 30 police officers, five sergeants, and one commander. The planning area is regularly covered by one patrol, which consists of one officer per shift 24 hours a day. Traffic Enforcement on US 101, a State highway, is provided by the California Highway Patrol.
- c. Library Services:** The Burlingame Public Library, located at 480 Primrose Road, is the closest public library to the planning area. The Burlingame Public Library is a part of the Peninsula Library System, which serves the eastern portions of San Mateo County from South San Francisco to Menlo Park. The Burlingame Library serves Burlingame and Hillsborough residents, as well as any resident within the library system. The Burlingame main library building was reconstructed and expanded in 1998.
- d. Parks and Recreation:** The Burlingame Parks and Recreation Department operates three community park facilities in the planning area, Bayside Park, the Bayside Park Lower Deck and Dog Run at 1125 Airport Boulevard, and the Bayside Park Golf and Soccer Centers at 250 Anza Boulevard. These facilities provide the community both active and passive park facilities, including lighted fields for soccer, youth baseball, and softball, a lighted golf driving range, a

dog exercise park, and trails for walkers, runners and cyclists. The trail system in the parks and along the shoreline on public and private property connects to the regional Bay Trail system which circumnavigates San Francisco Bay.

There are several locations along the waterfront where the City maintains small pocket park areas. In addition, there is a county operated park, Fisherman's Park, and a privately maintained public park, Wooley Park. These facilities include the following:

Shoreline Area

- **Wildlife Sanctuary** – The city maintains a wildlife sanctuary adjacent to the bay where Mills Creek enters the bay (2.29 acres).
- **Keyston Pocket Park** – The City maintains a small passive park area along Airport Boulevard adjacent to the gas station at the corner of Bayshore and Airport Boulevards. The park is landscaped, has a seating area and provides a segment of the Bay Trail (0.22 acres).

Anza Extension Area

- **Bayside Park Golf and Soccer Centers** – Built on the site of the city's sanitary landfill, this park provides a golf driving range, soccer fields and playground (10 acres)
- **Bayside Park Lower Deck** – Located below the sanitary landfill site, this facility provides soccer fields, baseball diamonds and a playground area (14 acres).
- **Containment Barrier Improvements** – In the 1980's as a part of the closure of the City's sanitary landfill, a containment barrier was constructed between the sanitary landfill (now developed as the upper deck of Bayside Park) and San Francisco Bay. The Bay trail was built on top of the barrier and there is also an area which provides passive park space and a small parking lot for access to the bay trail (3 acres).

Anza Area

- **Robert E. Wooley Park** – This park is on State-owned land adjacent to the Embassy Suites Hotel at 150 Anza Boulevard. The park contains passive open space, picnic areas, a fishing pier area and a fish cleaning station (5 acres).
- **Anza Park** – There is also a small privately-maintained park open space behind Kincaid's restaurant adjacent to the Anza Lagoon (0.2 acres).
- **Eucalyptus Grove on 101 Park** – On land on the west side of Burlingame Lagoon between the lagoon and US 101, there is a city-maintained park/open space at the site of Sarah Winchester's sea wall. This area was designed for passive recreation and fishing from the remains of the sea wall. It is accessed by the Bay Trail from Anza Boulevard at the entrance to the Golf Center and crosses the Anza overpass bridge. It is also a part of the City's Bay trail system (0.5 acre).

Anza Point Area

- **Fisherman's Park** – This facility is located at the south end of the planning area along the bay shore at the curve in Airport Boulevard. The land is privately owned and is maintained and operated by San Mateo County. Park facilities include a parking lot and a fishing area on the rocky berms which retain the fill in this area (0.7 acres).

- e. **Schools:** The planning area is within the service area of the Burlingame Elementary School District and the San Mateo Union High School District. Although there are no residential uses within the planning area, both districts have included this area within their enrollment

boundaries. The Anza, Anza Point and Anza Extension Areas are within the Washington Elementary School attendance boundary, and within the Burlingame High School attendance boundary. The Inner Bayshore and Shoreline Areas to the north are within the Lincoln Elementary School attendance boundary and the Mills High School attendance boundary. The entire planning area is within the attendance boundaries of Burlingame Intermediate School.

3. Shoreline access

Many of the properties within the planning area are adjacent to the San Francisco Bay. All properties within 100 feet of the San Francisco Bay shoreline are within the Bay Conservation and Development Commission (BCDC) jurisdiction. All of the lagoons, channels and wetlands within the planning area are considered to be part of the San Francisco Bay shoreline. When any development occurs on property adjacent to the Bay, public access and construction of a trail and other public access amenities are required to be provided. Such improvements as approved by BCDC are installed and maintained by the property owner. The configuration and type of facilities provided are determined through the BCDC Guidelines jointly adopted by BCDC and the City. A BCDC permit approval process is also required for all properties within 100 feet of San Francisco Bay and its estuaries. The BCDC jurisdiction does not extend west of Bayshore Highway in Burlingame.

Eventually, the Bay Trail will extend along all the water frontages in the planning area. At this time, a large portion of the Bay Trail has been constructed along the bay. All of the segments of the trail on City owned land have been completed. There are a few gaps which have not yet been developed on State-owned and private property. Figure VI-3, Existing Land Use, shows the bay trail and the areas along the bay where the trail has not yet been constructed.

E. AGENCIES WITH JURISDICTION

In addition to the regulations of the City of Burlingame, properties in the Bayfront Area are also subject to the regulations of a variety of State and Federal agencies with jurisdictional review. Most of these agencies have jurisdiction because of the area's proximity to San Francisco Bay. The planning area is also within the boundaries of the San Francisco International Airport (SFIA) Land Use Plan. Because of the proximity to SFIA, certain activities require review by the San Mateo County Airport Land Use Committee (see discussion of airport related noise, height and safety constraints in Section C of this Chapter) and the Federal Aviation Commission. Following is a list of the Federal, State and regional agencies that may review projects in this area:

Bay Conservation and Development Commission

The Bay Conservation and Development Commission (BCDC), which is an adjunct of the California Coastal Commission, plays one of the biggest roles in shaping development along the Bayfront. BCDC's jurisdiction extends 100 feet inland from the highest high tide line along all waters that are part of San Francisco Bay. In Burlingame's case, these include San Francisco Bay, all creeks draining to San Francisco Bay as far inland as the east side of Bayshore Highway, Anza Lagoon, Sanchez Channel, Burlingame Lagoon and the Sanchez Marsh. About 30% of the property in the Bayfront Area is subject to BCDC's review. BCDC is a state agency which is responsible for ensuring that any development along the San Francisco Bay's shoreline provide "maximum feasible public access" to the shoreline. In Burlingame, standards for providing shoreline access have been adopted by both BCDC and the Burlingame City Council in 1982 (see Appendix D, Public Access

Guidelines for the Anza Area Burlingame, for the text of these guidelines). These guidelines define how public access is provided on shoreline properties and establish measurable standards for implementation. Any development site within BCDC's jurisdiction in Burlingame is required to conform to these guidelines and to obtain a BCDC permit before development can commence.

Federal Aviation Administration

The Federal Aviation Administration (FAA) establishes height, safety and noise standards for properties located proximate to public and private airports. The Bayfront Planning Area is within the impact area of San Francisco International Airport and is subject to FAA standards. Federal Aviation Regulations Part 77 regulate objects affecting navigable airspace and establish the type of structures which would be subject to its discretionary review. Federal Aviation Regulations Part 150 establishes development parameters for land uses within noise impacted areas of the airport. The entire Bayfront Area is subject to Part 77, while only the northern end closest to SFIA is subject to Part 150 regulations.

California State Lands Commission

The California State Lands Commission has authority over all State owned and sovereign lands including tidelands, submerged lands, beds of navigable rivers, streams, lakes, bays, estuaries, inlets and straits. The Commission administers the surface leasing and other activities on these lands. Within the Bayfront Planning Area, the State also owns several properties (see Figure VI-5 for a map of State-owned properties). The State Lands Commission has authority to review all actions for land under its ownership. In Burlingame, the agency acts as a property owner and is involved in development actions as a property owner would be.

U.S. Army Corps of Engineers

The U.S. Army Corp of Engineers has permitting authority over all dredging and filling operations in all waters of the United States, per Section 404 of the Clean Water Act and for work or structures in or affecting navigable waters, per Section 10 of the Rivers and Waters Act. This jurisdiction includes the San Francisco Bay up to the mean higher high water mark and adjacent wetlands, swamps, marshes, bogs and similar areas. The Corps also reviews all impacts on creeks which drain into navigable waters, including El Portal, Mills, Easton and Sanchez Creeks in the planning area. The Corps looks at the impacts that dredging activities and other work within or near navigable waters would have on water quality, marine life, erosion potential and water supplies.

California Department of Fish and Game

The California Department of Fish and Game (DFG) has authority over projects which propose to divert or obstruct the natural flow of water, change the bed, channel or bank of any stream, or use any material from a streambed. A Streambed Alteration Permit is required for work that occurs in the riparian zone of any stream including all areas between the streambed and the top of the bank. The purpose of the permitting process is to determine the impact of the project on fish and wildlife, and to establish criteria to protect the riparian environment. This agency has jurisdiction over El Portal, Mills, Easton and Sanchez creeks, and habitats in estuarial areas.

U.S. Fish and Wildlife Service

The Fish and Wildlife Service is a Federal agency which works closely with the U.S. Army Corps of Engineers. The mission of the U.S. Fish and Wildlife Service (USFWS) is to conserve, protect and enhance fish and wildlife, and their habitats, throughout the nation. Its authority derives from the Fish and Wildlife Coordination Act, the Clean Water Act, the California Environmental Quality Act, the Endangered Species Act and the National Environmental Policy Act. The USFWS reviews a project's effects on all non-marine fish and wildlife resources and the habitats that support those resources. Permits are required for a potential "taking" of any threatened or endangered species or its habitat. The U.S. Army Corps of Engineers is the coordinating agency for the USFWS.

San Francisco Regional Water Quality Control Board

The San Francisco Bay Area Regional Water Quality Control Board (RWQCB), a State agency, requires permits in accordance with the Clean Water Act. The purpose of the San Francisco RWQCB review is to ensure protection of the quality of the State's waters. A General Construction Activity Storm Water Permit is required for construction activities which include clearing, grading, excavation or reconstruction which results in the disturbance of at least five acres of total land area. The permit would establish site specific criteria to ensure that the storm water runoff associated with these activities does not result in pollution of the San Francisco Bay.

VII. PLAN IMPLEMENTATION

Specific Plans are unique planning documents. The Specific Plan lies between the broad policy of the General Plan and the regulatory specifics of zoning. The development policy of the Specific Plan is focused on the attributes and community needs of a given geographic area within a city. It is the implementation section of the Specific Plan which sets out the manner in which the proposals of the specific plan are integrated with both the General Plan and with the zoning.

To make the integration of the Bayfront Specific Plan work, it must be amended to the General Plan, particularly the land use section. Because State law requires consistency between the General Plan and its implementing zoning, the existing zoning regulations and the design guidelines for the area also must be amended. Finally, the adopted plan establishes community standards for the various environmental factors which affect the planning area. The implementation required for each of these areas is addressed below.

General Plan

The adoption of the Bayfront Specific Plan is an amendment to the land use element of the General Plan. By adopting the Goals and Policies of the Bayfront Specific Plan, the plan will become the overlaying statement of the city's development policy for the Bayfront Area. The land use designations and densities of development set out for each subarea will become the guiding expression of planned land use densities for each subarea. These land use densities are set out by subarea within the Bayfront Planning Area in Chapter III – Bayfront Land Use Plan. Finally, the community standards for various environmental conditions will be established as if they were incorporated into the General Plan.

Zoning

Specific district zoning has been established to implement the directions established by the plan. Figure VI-4 shows zoning districts established for the Plan area.

Design Guidelines

The updating of the Bayfront Specific Plan also includes the fine tuning of the design guidelines which have guided development in this area since 1981; as well as incorporating formally into the plan the jointly prepared and adopted Bay Conservation and Development (BCDC, January 1982) guidelines which address development within the first 100 feet along all of the City's water frontages which are within BCDC jurisdiction.

Because of the differing character and environments of each of the Subareas within the planning area, the design guidelines have been refined by subarea (see Chapter IV – Design Guidelines). Compliance with the updated guidelines will be included as a conditional use in the zoning ordinance as is the case with the current Burlingame Bayfront Specific Plan. The BCDC shoreline design guidelines are not proposed to be revised, but will be adopted as a formal part of the Bayfront Specific Plan and will continue to be a conditional use in the zoning requirements throughout the Bayfront Planning Area. The BCDC guidelines address each of the types of water frontage individually, striving for consistency of public access facilities, setbacks and building

sitings by the type and importance of the individual water frontage. With adoption of the Bayfront SAP, the BCDC guidelines will be formally adopted into the city's plan and policy.

Roadway and Circulation Implementation

The Bayfront Specific Plan sets out a plan to provide incentives to attract development on the east side of Burlingame which will make a major contribution to the city's revenue base, will cost less for the city to provide services to than the revenue generated, and will be a destination for visitors and city residents alike. To accomplish this, the plan links the variety of land uses and their densities to the capacity of the roadway system in the area. A traffic model, the Traffic Analyzer, which is based on existing and proposed land uses and densities of development is the instrument used to determine the impact of each proposed development on the circulation system (see Appendix E for the Traffic Analyzer). A Bayfront Development Fee is charged to each development based on its measured effect on the circulation system. The funds raised are combined with city funds to make improvements to portions of the circulation system which are identified as becoming constricted due to ongoing development in the area. Thus the Traffic Analyzer becomes an incentive to developers in the area by insuring that an acceptable level access to their property and investment will be maintained.

On June 18, 1979 the Burlingame City Council adopted Ordinance No. 1151, Establishing Development Fees for Road Improvements. The development fees are to be paid one-half at the time of planning application for the project and one-half before final framing inspection is scheduled. When a proposed project exceeds the traffic allocation to the site established by the proposed densities, applicants will follow a procedure requiring council review of available capacity, before making formal application and paying the first installment of the required development fee. Development fees for new land uses and changes in the present fees must be adopted by ordinance.

Bayfront development fees are based on trip generation by land use. New fees will be developed and adopted based on the revised list of improvements noted above.

Current fees (2004) based on the list of improvements developed with the 1981 plan are as follows:

Office	\$1,720.00 per thousand square feet of building
Restaurants	\$5,427.00 per thousand square feet of building
Hotels	\$387.00 per room
Office/Warehouse	\$984.00 per thousand square feet of building
Car Rental	\$12,633 per acre
Commercial Recreation	\$9,472.00 per acre

The Bayfront Development Fees are indexed based on the construction cost index published in *Engineering News Record* as of July 1st of each year. The formula used to determine the annual index adjustment is:

$$\% \text{ change} = \frac{2002 \text{ Index} - 2001 \text{ Index}}{2001 \text{ Index}}$$

The roadway and circulation enhancing projects identified as necessary to implementation of the updated plan and to be funded with the Bayfront Development Fee include the following (see Chapter IV – Traffic and Circulation for a description of these projects):

- Airport Boulevard curve realignment
- Airport Boulevard median reconstruction/site access plan
- Airport Boulevard bridge widening, Sanchez Channel
- Transition between New Broadway Interchange and Airport Boulevard
- Airport Boulevard Bicycle Lanes
- Bayshore Highway median reconstruction/site access plan
- Local Roadway Signalization Required with Realignment of Broadway Interchange

The fee ordinance for transportation improvements is the most important part of the Bayfront SAP implementation program because the level of development proposed in the SAP is dependent on the provision of these improvements.

The cost of building the roadway and circulation improvements required for plan implementation and described above (for detailed description, see Chapter IV Traffic and Circulation) has been estimated as follows:

Airport Boulevard Bridge Reconstruction (Sanchez Channel)	\$800,000
Airport Boulevard Widening (includes Bicycle Lanes, transition with the future Broadway interchange, new signals at Broadway interchange, as well as curb, gutter, sidewalk, undergrounding utilities, paving, median construction and landscaping)	\$5,445,000
Bayshore Highway Median Reconstruction	<u>\$2,050,000</u>
Total Costs for Roadway Improvements	\$8,295,000

When the fee is updated based on the above list of projects, the Bayfront Development fee will raise only 40 percent of the required \$8,295,000.00 to complete all the roadway and circulation improvements. The 40 percent is based on the present City policy of developers' contributions for projects in the Burlingame Avenue Off-Street Parking District and on the original formula established for the Bayfront fee.

Phasing ,Transitional Uses, and Roadway Capacity Timing

Phasing: No specific time line for accomplishing the Bayfront Specific Plan is proposed. One of the particular assets of the current Bayfront Plan has been the stability of city policy and clear expectations for developers which the plan provided for two decades of rapid development and expansion on the San Francisco Peninsula. This experience leads to the idea that the timing of review and update of the plan should be based on changes in the local economy, demands for new types of land uses, and other now unanticipated development pressures, not on a given time frame.

Transitional Uses: In 2003 much of the Bayfront Planning Area is developed. The original Bayfront Specific Plan established a planning framework which guided much of the build out of the Shoreline, Anza Extension and Anza Areas. However, much of the Inner Bayshore and some of the

Anza Point Area's development occurred before the adoption of the original Burlingame Bayfront Specific Plan. These areas still contain nonconforming uses and development which will take time to phase out. Several larger in-fill sites remain in the Bayfront Planning Area as well. Since the cycles of development for many of the preferred uses identified in the revised plan have become elongated in the current economic climate, it is important to make provision in the plan for transitional or interim uses.

It is consistent with the goals and implementing policies of the Bayfront Specific Plan to allow lower intensity transitional or interim land uses which serve a regional need. These interim uses should comply with the underlying implementation requirements so that the planning area continues to be attractive for the preferred long-term uses identified in the plan. Such underlying implementation requirements include: traffic generation limitations, consistency with the design guidelines adopted for the subarea, and provision of basic public access improvements along all water frontages as approved by BCDC. A use shall be determined to be transitional or interim if it is found to be compliant with the plan implementation requirements, found by the Planning Commission to be consistent with the intent of the Bayfront plan and not in conflict with the long term goals and policies of the adopted Specific Plan. The transitional interim use would be allowed by a conditional use permit for a specific period of time.

Transitional or interim uses should generate fewer p.m. peak hour trips than the highest number of peak hour trips from the highest trip generating land use allowed on the site so that they do not cause impacts on the circulation system beyond what was anticipated by build out of the area. Bayfront Development Fees paid by transitional or interim uses should be used at the location(s) in most need of improvement at the time the transitional or interim use is proposed. A full Bayfront Development Fee should be charged to the permanent land use at the time it is proposed for the site.

Roadway Capacity Timing: Accessibility is a fundamental requirement to attract the kind of development which will support the city's revenue base. In order to provide incentive to attract the types of development projected in the Bayfront Specific Plan, it is important to insure optimum roadway and transportation access to and through the planning area. This includes access to San Francisco International Airport and to the region serving freeways and mass transit services. The Traffic Analyzer insures that land use densities and local serving roadway intersection capacity will be coordinated. However, the coordination of roadway improvements to address development in the various Subareas is also critical to maintaining accessibility. For this reason the Traffic Analyzer is based on a model of the entire area which will identify the specific locations where a proposed development will impact the system. Bayfront Development Fee expenditures shall be prioritized on the basis of relieving the most constricted roadway/intersection locations in the overall circulation system first.

Environmental Review

Planning for the Bayfront Area of Burlingame begins with an evaluation of its environment (see Chapter VI – Development Framework and Community Standards). No place in the city is the evaluation of the environment more important in establishing a framework for development than in the Bayfront Planning Area. From the series of environmental studies used to evaluate the area, a set of community environmental standards has been established. Adopting the Bayfront SAP will add these community environmental standards to the General Plan; and they will be the benchmarks for determining the impact of all future development within the Bayfront Planning Area.

Review of Future Projects: Any new development proposed in the Bayfront Area will be evaluated based on the environmental benchmarks, design guidelines and density limitations contained in the plan. If a project does not comply with each and every standard established in the plan, it will require further environmental review in accordance with the California Environmental Act, and may even require an amendment to the Specific Plan. The following are a summary of the benchmarks established by the Plan.

□ Community Standards For Wind Impacts

In order to preserve the wind resource for recreational users including windsurfers and to improve the wind environment on the Bay Trail, pedestrian pathways and in useable open spaces and parking lots near large buildings, standards should be applied to evaluate changes in wind speed caused by new construction. The following standards shall be considered for all new development in the portions of the Bayfront Planning Area described below.

All Areas:

- The community standard to be achieved by wind evaluations required below shall be that the wind reduction caused by a structure shall reduce the wind speeds compared to existing conditions by no more than 10% at irreplaceable windsurfing launching and landing sites, or reduce wind speed by no more than 10% over large portions of the windsurfing transit routes or primary board sailing areas.
- In the evaluation of wind impacts as they relate to hazardous wind conditions in the pedestrian and open space environment, the structures shall result in an increase in wind speed and turbulence in areas adjacent to the buildings of no more than 10% compared to existing conditions.
- On properties along the shoreline, types of landscaping that can materially affect wind speeds should be discouraged.
- In order to have a minimal impact on wind in the nearby Bay, planting of trees along the Bay trails should be minimized and guided by the impact on the wind of the trees at maturity.
- Within parks and open space areas away from the water, small structures and landscaping should be used to reduce winds and provide protected areas.

Shoreline Area:

- For any building 80 feet tall or more, a wind analysis should be prepared to evaluate the potential wind effects on bay recreation.

- The wind analysis should also include evaluation of wind impacts as they relate to hazardous wind conditions in the pedestrian and open space environment adjacent to these buildings.

Anza Area:

- For any building 65 feet tall or higher in any area within 400 feet of the north facing shoreline, a wind analysis should be prepared to evaluate the potential wind effects on bay recreation.
- The wind analysis should also include evaluation of wind impacts as they relate to hazardous wind conditions in the pedestrian and open space environment adjacent to these buildings.

Anza Point Area:

- For buildings 50 feet tall or higher, a wind analysis should be prepared to evaluate the potential wind effects to bay recreation.
- The wind analysis should also include evaluation of wind impacts as they relate to hazardous wind conditions in the pedestrian and open space environment adjacent to these buildings.
- Because the area is surrounded by water on three sides, wind considerations should take precedence over bay views in placing of buildings. Buildings should be low rise and clustered to minimize the impacts on wind speed over open water and shoreline areas.
- Development should provide some sheltered passive public open spaces visually connected to the Bay Trail.

□ **Community Standards for Biological Resources**

The only major biological constraints to development in the planning area are the jurisdictional waters of the drainages and tidelands of San Francisco Bay. The following are standards to be considered for future development in the Bayfront Planning Area:

- Because it provides important habitat for wildlife and may be used by special-status species such as California clapper rail and saltmarsh common yellowthroat, among others, the 20-acre marshland at the west end of Burlingame Lagoon where Sanchez Creek passes under US 101 shall be preserved.
- Given their limited extent and importance to wildlife, any disturbance or modification to the existing marshlands (Figure VI-7) throughout the planning area should be avoided.
- Efforts should be made to restore and expand brackish and salt marsh in suitable areas.
- Any disturbance to potential jurisdictional waters, including the creek and drainage channels and shoreline of the bay and lagoons, would require authorization from the U.S. Army Corps of Engineers and could require consultation with the U.S. Fish and Wildlife Service.
- The current use of blue gum eucalyptus in Bayside Park for seasonal nesting by raptors or communal roosting by herons and egrets should be taken into account in any future planning for the park.
- Because there is the potential that the two vacant parcels in the Anza Area may have seasonal freshwater marsh wetlands, further detailed surveys shall be required prior to development to determine whether jurisdictional wetlands occur on these parcels.

□ **Community Standards for Noise Impacts**

- **Exterior Noise:** The FAA identifies noise sensitive lands (i.e. residences, schools, parks, churches, etc.) within the 65 CNEL contour to be incompatible with aircraft noise. Land uses that are compatible within the 65 CNEL generally include commercial and industrial uses. Development of the above-noted sensitive uses should be discouraged within the adopted 65 CNEL Noise Contour for San Francisco International Airport, including the areas affected by the proposed runway expansion project and U.S. 101.
- **Interior Noise:** Noise attenuating construction techniques shall be used for noise sensitive uses to reduce interior noise levels to acceptable standards (45 dBA).
- Land uses in the planning area shall not increase noise levels at the property line by more than 5dBA, and in proximity to residential uses, by more than 3dBA.

□ **Community Standards for Geological Impacts**

In order to reduce impacts related to the geology, earthquake hazards, flooding and erosion, the following community standards should be applied to all new development:

- buildings shall be placed on pile supported foundations with flexible utility connections.
- hard or impervious surfaces shall be placed on a flexible base.
- any new facilities shall be installed according to the standards of the City of Burlingame Public Works Department and California Building Code Editions in effect at the time a building permit is issued.
- the first floor for any proposed building shall be built at an elevation of 10 feet above mean sea level (+10' MSL), with no occupied areas below elevation 10' MSL to address the possibility of flooding.
- for properties adjacent to the bay shoreline, the site shall be evaluated to determine if slope stabilization or other erosion control measures should be done to prevent future erosion of the bay edge.
- In order to ensure that the public access areas adjacent to the bay edge are not subject to tidal flooding, the height of the shoreline protection structure shall be at least +8 feet MSL or as determined necessary to deter tidal flooding by the City Engineer.

□ **Community Standard for Airport Related Height and Safety Constraints**

In order to ensure compliance with the FAA height and safety standards, the following community standards shall apply to any new development in the planning area.

- Any new development shall be reviewed to determine compliance with the height limits shown in the San Francisco International Airport Land Use Plan , per Federal Aviation Regulations Part 77 (see Figures VI-10 and VI-11).
- Any new development shall comply with the FAA standards for safety regarding flashing lights, reflective material, uses which attract a large concentration of birds, and uses which would generate electrical interference affecting aircraft communications or aircraft instrumentation.

❑ **Water Supply**

Any residential project proposing more than 500 dwelling units; retail project with more than 500,000 SF of floor space; commercial office building with more than 250,000 SF of floor area; industrial project with more than 650,000 SF of floor area; or any other project which would demand an amount of water equivalent to or greater than a 500 dwelling unit project is subject to the requirements of Senate Bill 610 and Senate Bill 221. These senate bills require a water assessment be prepared to verify that a sufficient water supply is available to meet project and cumulative demand in normal, single and multi-dry years for 20 years.

❑ **Density Standards**

Any new development shall comply with the density standards outlined in Chapter IV, Land Use.

❑ **Design Guidelines**

Any development proposal shall be consistent with the Design Guidelines as outlined in Chapter V, Design Guidelines.

Environmental Analysis of the Plan: Because of the physical orientation of the area on the east side of US 101 in Burlingame and the varying way in which different portions of the Bayfront Planning Area are affected by environmental factors, the planning area was divided into five Subareas. Based on the uniqueness of each subarea, the Bayfront SAP evaluates the environment of the whole area, leaving the site specific analysis to each project when development is proposed. Because the environmental analysis concluded that 1) based on the fact that the land use densities generated from the traffic model caused the proposed uses to fit within the circulation system given the nine proposed circulation improvements; and 2) because when compared to the existing Burlingame Bayfront Specific Plan, the overall incremental increases in environmental impact were the same or less; a Mitigated Negative Declaration was prepared for the update of the Bayfront Specific Plan. The Mitigated Negative Declaration includes by reference the environmental document prepared for the original Burlingame Bayfront Specific Plan (adopted on May 4, 1981). The Mitigated Negative Declaration analysis also addresses the changes generated by the revised plan and therefore takes precedence. Given the Mitigated Negative Declaration, all future development proposed for the area will be required to complete a project related environmental review which may require an Environmental Impact Report.