

OPEN SPACE ELEMENT

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INTRODUCTION

This proposed open space element has been developed in response to requirements of the State Legislature embodied in the Planning and Zoning Law. Article 10.5, Title 5 of the Government Code which requires each city and each county to prepare and adopt by June 30, 1973, an Open Space element for the comprehensive and long-range preservation of open space lands within its jurisdiction. The Open Space Element is required to include an action program indicating programs the City Council intends to pursue in implementing its open space plan. According to the state law open space land is any parcel or area of land or water which is essentially unimproved and devoted to an open space use and which is designated on a local, regional or state open space plan as any of the following:

- (1) Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, lakeshores, banks of rivers and streams, and watershed lands.
- (2) Open space used for the managed production of resources including, but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground-water basins; marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- (3) Open space for outdoor recreation including, but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- (4) Open space for public health and safety including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

The Goals and Implementing objectives, Part I of the City General Plan adopted by the City in 1969, provide the local policy context for applying the state legislative directive to Burlingame.

In formulating this Open Space Element, open space was viewed as a general three-dimensional resource made up of all the space above the surface of the earth and water not occupied by structures. Open space thus includes large and small spaces above predominantly open public and private lands and between and above buildings. State and Federal definitions emphasize that size is not a limiting factor for open space, nor is public ownership of all open space intended. Further, the definitions clearly recognize that open space serves a variety of purposes.

Burlingame's open space resources were viewed as potential components of a general system of open spaces and evaluated in relationship to the State criteria and definitions and city goals and objectives. As appropriate, land areas were identified as open space lands serving one or more of the open space functions identified by the State. In addition, needs and opportunities for other forms of open space were evaluated and other open spaces were identified as necessary for health, safety or the quality of life. This system of open spaces is proposed for preservation through a variety of methods, including regulation and public acquisition in fee or lesser interest.

THE OPEN SPACE ELEMENT AS PART OF THE GENERAL PLAN

The Open Space Element is intended to be supplementary to previously adopted General Plan elements. In case of any conflict, the Open Space Element is intended to supersede previously adopted material but only to the extent of the conflict.

The Open Space Element includes three divisions--Division 1 -Definitions and Policies and Action Program; Division II -Open Space Proposals; Division III - Plan Diagram. The Open Space Element, when adopted, will become part of Part II of the General Plan.

DEFINITIONS AND POLICIES

DEFINITIONS AND GENERAL CONCEPTS

Open Space

For the purpose of this element of the General Plan, open space is defined as all of the space above the surface of the earth or water which is not occupied by structures. Open space, therefore, is essentially three-dimensional. It is given definition by buildings and other structures, land forms, and prominent vegetation.

The concept of three-dimensionality is particularly important in open space planning for Burlingame because of the physical situation of the City extending from the Bay to the Skyline. Both hillside and flat land sections of the City are given specific recognition in this element of the plan, with policies intended to protect and enhance the open space resources and the quality of views to and from the hillsides.

A system of open spaces is proposed including a network of large and small spaces (preserves, parks, street space, yards, and other spaces) extending over the cityscape between and above buildings, trees, and other topographic features. This system of open spaces is considered to be made up of components of three general scales - very large (macro), intermediate, and small (micro). Macro open space serves a city-wide or regional public; intermediate open space serves a segment of the city; and micro open space serves a local or individual need. These components are defined as follows:

1. **Macro-Scale Open Space** - Spaces where the sense of openness is extensive; views encompass large expanses of water or undeveloped or primarily undeveloped land and afford a sense of considerable distance.
2. **Intermediate-Scale Open Space** - Spaces of intermediate scale ranging in size from 3 to 30 acres, and varying in character from natural open space areas to extensively landscaped spaces within large developments, the unifying element being the sense of openness in the middle ground with definite background limits to the view.
3. **Micro-Scale Open Space** - Spaces that are of a small or intimate nature where the observer is intimately confronting the limiting structures and is precluded from viewing beyond these immediate limits. Attention is usually focused on the detail of form, texture and color of foreground objects and limiting structures.

Open Space Lands

Within the general three-dimensional open space system are particularly significant open spaces - those resulting from open space lands. These are the open spaces that relate most specifically to

the categories of open space lands defined in the state law¹ where open space land is defined as any parcel or area of land or water which is essentially unimproved and devoted to an open space use and which is designated on a local, regional or state open space plan as any of the following:

1. Open space for preservation of natural resources.
2. Open space used for the managed production of resources.
3. Open space for outdoor recreation.
4. Open space for public health and safety.

General Open Space

This category includes the balance of the open spaces in the planning area (city plus adjoining areas important to the city) proposed in this element of the General Plan to be preserved as open space.

POLICIES/OBJECTIVES

This element of the General Plan is intended to provide additional means of securing the Community Goals and Implementing Objectives included in Part I of this General Plan. The specific objectives of this element of the plan are to:

- OS(A):** Preserve existing open space and open space lands to the fullest extent practicable, with spaces ranging in size from regional scale to small open spaces on individual lots.
- OS(B):** Increase privacy, amenity and safety, and assure provision of light and air.
- OS(C):** Preserve the important vistas, such as the hillside leading to the Skyline Ridge as seen from the Bay plain, and the Bay as seen from the hillside.
- OS(D):** Provide open space for recreational needs and for the preservation of sites of historical and cultural significance.
- OS(E):** Protect and maintain those areas necessary to the integrity of the natural processes with special emphasis on, but not limited to, the water regimen and air quality.
- OS(F):** Protect and preserve open spaces which are vital as wildlife habitat and areas of major or unique ecological significance.

¹Article 10.5, Title 5 of the California Government Code, as amended by Assembly Bill 966 (1972).

OS(G): Maintain open space to shape and guide development and to enhance community identity.

OS(H): Establish the basic framework for a continuing action program designed to protect valuable and limited open space resources.

ACTIONS/PRINCIPLES

OS(1): Areas that contribute to the maintenance of a quality living environment for both local and sub-regional residents should be preserved as open space. Areas that fall into this category include:

- a. Areas of visual dominance - Skyline Ridge, Canyons, Bay.
- b. Visual corridors.
- c. Areas of special ecological significance (wildlife and vegetation).
- d. Areas of cultural and historic significance.

OS(2): Areas hazardous to the public safety and welfare should be retained as open space. Areas that fall into this category include:

- a. Slopes generally over 30 percent.
- b. Areas of identified instability.
- c. Streams and their flood plains.

OS(3): Conservation easements, open space zoning and other land use regulations should be used to prohibit development on unstable terrain, water channels, flood plains, excessively steep slopes and other areas determined hazardous to public welfare and safety.

OS(4): Open spaces should be linked together visually and, where possible, physically to form a system of open spaces.

OS(5): A variety of vistas should be provided and preserved ranging from the small enclosed private views to the more distant views shared by many people.

OS(6): Both public and private efforts should be directed to preserving historical landmarks which have open space value.

OS(7): In the design and execution of all new development, owners and developers should be required to preserve open space to the fullest extent possible.

OS(8): Measures should be taken to improve the quality of spaces for the pedestrian along roadways so the pedestrian can feel safe and comfortable while using these spaces.

IMPLEMENTING ACTIONS

The actions needed to implement the open space plan are described with each proposal. Taken together these recommendations for implementation constitute a general action program.

Implementing actions fall in three general classes:

1. Regulation through zoning with interim emergency action recommended in some cases.
2. Acquisition of easement rights by gift or purchase.
3. Acquisition in full fee by purchase, or gift.

Some actions need to be taken rather immediately while others can be deferred for reasonable time periods. Therefore, a time phased sequence of actions should be formulated after the open space element is adopted.

The following criteria are suggested to provide guidance in assigning priorities:

- Probability of development which would usurp the proposed open space use.
- Importance of the particular open space to the total open space program.
- Community need for early use of the area.
- Probability of acquisition by another body which would have the same open space objectives.

The program should be flexible, however, so that the City can move rapidly when circumstances are advantageous. Public acquisition includes any feasible means whereby beneficial use may be obtained, including gift, permit, license, lease, lease-back, purchase, life-estate or any combination.

OPEN SPACE PROPOSALS AND ACTION PROGRAM

THE OPEN SPACE SYSTEM

Key components in the open space system are the Bay and the watershed lands of the City of San Francisco. These open spaces provide Burlingame's superb setting. They are linked, visually, by the air space which extends over the City and is so important to the enjoyment of the views of the Bay and the more distant hills. Other large (macro-scale) components include the larger city parks, wooded canyons, and major rights-of-way for freeways, major streets, and the railroad. Smaller components (intermediate scale) include the smaller city parks, creeks, and important street rights-of-way. The micro-scale components of the system include the city mini-parks, and private yards and courts.

The index, following, summarizes the proposals and identifies the primary and secondary open space uses provided by each open space area. In subsequent text the open spaces comprising the system are discussed under two principal headings: General Open Space; and Open Space Lands. For those open space proposals shown on the Open Space Element Plan Diagram, the number following the caption is the key number appearing on the Plan Diagram and in the index.

GENERAL OPEN SPACE

Air Space Over the City

This is the pervasive general open space that, in a strict sense, includes all open spaces. However, for the purposes of the action program, this component of the open space system is considered to be a residual - that is, all open space other than that included in the more specific proposals set forth below.

Air space defined in this way provides the following open space uses:

- health and safety, by providing light, air, and privacy; and
- recreation by permitting views of nearby and distant points, adding amenity and providing visual enjoyment.

Implementation:

The air space should be protected through zoning regulations controlling building height, bulk and coverage. Where necessary for particular purposes, easements should be secured. An urban design plan should be developed to provide the basis for establishing the specific controls needed to protect the air space, giving particular attention to developing new height, bulk, and coverage regulations for the area outboard of Bayshore Freeway.

Open Space Uses (1)

Proposal	(2) Key No.	General Open Space	Preservation of Resources	Outdoor Recreation	Health & Safety
Air Space		x		o	o
Rights-of-Way as Links		x		o	
Bayshore Freeway	1	x		o	
Calif. Drive/ S.P. RR	2	x		o	
El Camino Real	3	x			
I. 280 Junipero Serra	4	x			
Private Open Space for Every Dwelling Unit		x		o	o
Courts & Plazas, Business Districts		x		o	o
San Francisco Bay	5		o	x	x
Inner Lagoon	6		x	o	x
City of San Francisco Watershed	7		x	o	o
Creek Systems			x	o	o
Mills Canyon Hillside	8		x	o	x
Russell College	9		x	o	
Easton Creek & Canyon Dr. Area	10		x	o	x
Hoover School & Canyon	11		x	o	x
Bayside Park	12			x	o
Washington Park & High School	13			x	o
Mills Canyon Park	14		o	x	o
Skyline Park	15		o	x	x
Outer Lagoon & Adjacent Park	16		o	x	

(1) Primary Use - x; Secondary Use - o.

(2) Key No. refers to Plan Diagram.

Open Space Uses (1)

Proposal	(2) Key No.	General Open Space	Preservation of Resources	Outdoor Recreation	Health & Safety
Anza Pacific, Adjacent Inner Lagoon	17			x	
PG&E Easement (Millsdale)	18			o	x
Shoreline Lands (east)	19			x	o
Shoreline Lands (west)	20			x	o
Vest-Pocket Parks				x	o
Eastmoor Road City Park	21			x	o
Ray Park and Lincoln School	22			x	o
Cuernavaca Park	23			x	o
School Yards Benjamin Franklin/ Burlingame Intermediate School	24			x x	o o
Institutional Lands Peninsula Hospital	25			x x	o o
Burlingame Plaza	26			x	o
Downtown				x	o
Broadway Center				x	o

(1) Primary use - x; Secondary Use - o.

(2) Key No. refers to Plan Diagram

Rights-of-way to Provide Links

To provide a connected system of open space lands, it is proposed that the open space qualities of selected streets, alleys, and easements be enhanced and given special protection. Streets and other rights-of-way of particular importance are indicated on the Plan Diagram. Of these, the following are of city-wide or regional importance:

- Bayshore Freeway: U.S. 101
- El Camino Real
- Junipero Serra Freeway: I-280
- California Drive-Southern Pacific RR R/W
- PG&E and Drainage R/W (18) - The portion of this R/W in Millsdale Industrial Park is a combination drainage right-of-way and a PG&E right-of-way for power lines and towers. The portion in the Edwards Industrial Park and Marsten Road area is a PG&E easement. It is an open space resource, and measures to enhance its usefulness and improve its appearance should be explored.

Implementation:

Maintain and improve the open space and visual qualities of the designated streets and rights-of-way by maintaining and, where necessary, enhancing the quality of street trees and other planting. Review front yard setback requirements and determine if additional regulations are needed to prevent encroachment into existing open spaces. Underground utilities along streets. Review street lighting and "street furniture" to determine how visual quality can be improved. Where feasible, acquire easements in locations selected to provide pedestrian links to open space lands. Particular attention should be given to securing a link from Hayward Drive to Mills Canyon Park site. When appropriately located property is offered for sale in the normal course of events, consideration should be given to acquisition.

Usable Private Open Space for Each Dwelling Unit

An objective in all new development should be to secure some open space for the use of residents on each parcel. This is particularly important where higher density buildings replace lower density buildings since existing general open space is encroached upon in the process.

Implementation:

Revise zoning regulations to require usable open space in conjunction with each dwelling. Give consideration to incentive provisions providing density bonus for highly usable space such as well designed balconies or courts.

OPEN SPACE LANDS

San Francisco Bay (5)

This is an open space resource of immense importance to the region and the City, and a portion of the Bay is within the corporate limits of Burlingame. The City and County of San Francisco holds title to the area between the Airport and East Millsdale. The balance is claimed by West Bay Community Associates, a private corporation (these titles are now in litigation). The Bay and its shoreline are under the jurisdiction and protection of the Bay Conservation and Development Commission as well as Burlingame. The City maintains control through its Tidal Plain District zoning regulations. The tidelands and waters of the Bay should be retained in open space use for resource protection and recreation. No fill or structures should be permitted for purposes other than to protect public safety, enhance wildlife habitat or improve public access.

Implementation:

Support the BCDC San Francisco Bay Plan and collaborate with BCDC in preparing more precise plans for the Bay and its shores. Review the T-P zoning district regulations and, if feasible, strengthen the controls to provide additional protection for this valuable open space. More definite limits should be established to restrict areas within which any landfill or structures permanently affixed to the land can be authorized as conditional uses by special permit. Extend limits of T-P zoning district to include all tidal waters.

Bayside Park (12)

Develop Bayside Park as the major open space link between the land mass and the open waters of the Bay. Preserve the open space quality by keeping building coverage to the minimum needed to assure public use and enjoyment of the site.

Implementation:

A park development plan and program is needed for this area. To preserve open space character, limit building coverage and building height. Creative design is essential.

Inner Lagoon (6)

This area includes the lagoon between the Bayshore Freeway right-of-way and Anza Pacific properties and is a significant open space resource. It is part of Bayside Park and should be retained in open space use since it serves several important functions. It receives storm drain waters and is important to public safety. It is an integral part of the visual corridor. With appropriate development it can provide other outdoor recreation opportunities including shoreline walks and small boating. One area next to the freeway lands is now used as a roadside rest. The shallow waters of the lagoon, if protected from pollution, can contribute to the enhancement of marine and aquatic life. At present, the area is visually unattractive, and imaginative design solutions are needed to enhance visual qualities and amenity. A long range

goal should be removal of the PG&E transmission lines and towers. In the interim, development should be designed to mitigate the adverse impact of these towers and transmission lines.

Implementation:

Prepare a development plan for the lagoon and its borders as part of Bayside Park. Institute, or continue, a program to monitor water quality in the lagoon to identify any measures needed to correct and prevent pollution. Develop an urban design scheme that would create an open space continuum from the buildings on the frontage road south of the Bayshore Freeway to future structures in the Anza Pacific lands north of the Inner Lagoon.

Outer Lagoon and Adjacent Park (16)

This area comprises part of the state lands under lease to the Anza Pacific Corporation. Aside from sites designated for restaurants, this area, including the Lagoon, should be kept in open space use.

Implementation:

Apply open space zoning or designate, in a specific development plan, lands to be kept open or essentially open around the Lagoon.

Anza Pacific, Adjacent Inner Lagoon (17)

This area, or its equivalent, privately owned, should be kept essentially open to provide a continuum of open space from the inner lagoon to the Bay. It should be part of a broad corridor between the inner and outer lagoons and adjacent park lands.

Implementation:

Zone this portion, or its equivalent, of the Anza Pacific holdings for open space use, or designate it for open space use in a specific development plan for the Anza Pacific holdings. This is primarily a matter of building location within an overall development plan.

Shoreline Lands (east) (19)

These open space lands along the shoreline are, in part, protected by public easements. The visual quality of the shoreline should be improved and a system of walks and bicycle paths developed for outdoor recreation and to provide public access to the Bay and the lagoons.

Implementation:

Formulate a comprehensive development plan for the shoreline area, highlighting pedestrian and bicycle uses. Most desirably this plan would be part of a comprehensive

plan for the entire area north of Bayshore Freeway (as recommended in the Waterfront Element of the General Plan). In the interim, establish special shoreline zoning regulations to control use of the shoreline and adjacent lands; include requirement for building setbacks from the Bay.

Shoreline Lands (west) (20)

Although BCDC has jurisdiction 100 feet inland from the shoreline, much of the Shoreline Lands (west) have already been developed. Increased public use and enjoyment of the shoreline can only come about by having adequate public access points to the shoreline and along it and by insuring that the land uses are compatible with the aquatic environment.

Implementation:

Apply a shoreline zoning regulation along the band extending inward from the shoreline. Require public access in conjunction with all new development. The existing waterfront commercial zoning regulations should be revised to restrict uses allowed in this area to those requiring waterfront location or providing increased public access to the Bay.

City of San Francisco Watershed Lands (7)

Matching the waters of the Bay and the shoreline areas in importance to Burlingame is this magnificent natural preserve lying just west of the City. It serves three functions: health and safety by protecting the watershed through management control and by providing space for water storage; outdoor recreation by providing outstanding scenic views and opportunities for nature study, hiking and riding; resource protection by providing wildlife habitat and protecting soil and vegetative resources.

Implementation:

Maintain liaison with the City of San Francisco Water Department. Monitor actions of the San Francisco Public Utilities Commission related to policy or projects for the watershed lands. Request referral of all such matters to the City for information and review with particular attention to environmental impact reports.

Skyline Park (15)

This is a proposed new city park adjacent to Junipero Serra Freeway. Its primary open space function would be outdoor recreation. In addition to providing low intensity informal recreation opportunities for nearby residents, the area is an important part of the scenic corridor for Interstate 280. It is thus of regional as well as local importance. It also contributes to health and safety by decreasing noise impact from the freeway. Preservation of natural resources is a secondary function.

Implementation:

Obtain use of these lands through negotiations with the City and County of San Francisco.

Mills Canyon Park (14)

This is a City owned park site. It is situated in a steep canyon and has some excellent native vegetation. Because of its physical characteristics it should be retained as a natural preserve for limited low intensity, informal recreational activities including walking, nature study and other activities permitting enjoyment of the area. Points of access are presently very limited and additional access is needed.

Implementation:

Formulate a plan for protection and limited development of this site. Restrict activities in the park to those consistent with its character as a natural preserve. Acquire easements in several locations to provide more access from the west side of the park; also from Hayward Drive.

Mills Canyon Hillside (8)

These two areas adjacent to the Mills Canyon Park site are comprised of the rear portions of private parcels of land which are used for single family residences. These hillside lands are still of much the same character as Mills Canyon Park and should be kept as open space to serve three functions: preservation of resources by maintaining vegetation and preventing erosion; health and safety by preventing construction on lands of questionable stability (identified as an area moderately susceptible to landslides by USGS); providing recreation by enhancing the visual quality of Mills Canyon Park.

Implementation:

Acquire conservation easements by gift or purchase covering the rear portion of parcels abutting on Mills Canyon Park. Where parcels are undeveloped, consider acquiring parcel in full fee to add to Mills Canyon Park.

Sisters of Mercy/Mercy High School

This site includes substantial open space which is a valuable resource and should be retained. The existing open space is an adjunct to existing building and includes an extensive stand of live oaks and other vegetation which should be preserved. In addition to resource preservation, the site adds to the visual amenity of the local area and thus, even without public access, provides a form of recreation.

Implementation:

Advise San Mateo County of Burlingame's interest in retaining the open space qualities presently existing on this site; prezone with regulations permitting the existing use to continue but limiting the extent of any expansion. Such pre-zoning should be done as a part of pre-zoning of other lands in the City's sphere of influence. Explore the possibility of entering into an agreement with Sisters of Mercy to permit limited public use of the grounds with particular attention to obtaining a pedestrian and bicycle path along Mills Creek as a link to Mills Canyon Park.

Creek Systems

Three of Burlingame's creeks are recommended for special protection for open space: El Portal Creek, Mills Creek and Easton Creek. Although the natural regimen of these creeks has been disturbed by development in their watersheds and by channeling and culverting in their lower reaches, they still have important functions to perform. These creeks and their branches are important to health and safety, visual amenity (recreation) and resource protection (habitat and vegetation). Mills Creek and Easton Creek also provide a greenway system of native trees and plants linking headwater canyons with other open spaces in the lower reaches. Maintaining the visual linkage is important. Pedestrian access in selected locations to link parks and school grounds would enhance the usefulness of these facilities to the public. Care would be needed to avoid infringing on privacy of homes located along the creeks.

Implementation:

Establish special zoning regulations to protect the creek channels and banks and the vegetation along the creeks. Study the feasibility of obtaining pedestrian links: 1), along Mills Creek (northern branch) between the Burlingame Intermediate School and Davis Drive; and 2), along Mills creek and through the Sisters of Mercy grounds to connect Mills Canyon Park to Hoover Avenue. To assist in protecting the streams, request that jurisdictions with control over upstream areas (San Mateo County, Hillsborough, San Mateo City, and Millbrae) submit to Burlingame, Environmental Impact Reports covering any projects in their portions of the watersheds of streams flowing through Burlingame.

Easton Creek and Canyon Drive Area (10)

This area is similar in character to the Mills Canyon Hillside (Area 8). It includes the rear portions of residential lots, many of which have been developed. Because the area is heavily wooded with native vegetation, it is important for resource conservation. Preservation in the present state is also important to health and safety since these lands are steep and of questionable stability and of doubtful suitability for building construction (classified as "Moderately Susceptible to Landsliding" by USGS with some evidence of existing landslide deposits). If existing vegetation were removed, the lands would be subject to erosion and peak runoff and downstream siltation and damage would be increased. In addition to resource preservation and protection of health and safety, these wooded hillside lands, because of their scenic quality, provide a form of outdoor recreation.

Implementation:

In pre-zoning, establish appropriate open space and conservation regulation to protect this area. If necessary, acquire conservation easements to preserve its openness and natural character.

Hoover School/Shinnyo-en Temple and Canyon (11)

This area provides open space functions similar to Easton Creek and Canyon Drive area and should be retained in essentially its present condition. Because of topographic and geologic limitation it appears generally unsuitable for additional residential development.

Implementation:

Establish Conservation and Open Space zoning to inhibit infringement upon the open space character. Public acquisition is recommended to permit limited public use of lands in the canyon. Continue arrangements with the school district for recreational use of the Hoover School site.

Washington Park and High School (13)

This is a designed and structured area for organized activities. Although it is intensively used for both outdoor and indoor recreation, it has retained an open space character. The combined area provides a most important open space resource as a part of "downtown" Burlingame. Its importance will increase in the future if residential densities continue to increase.

Implementation:

Limit any further structural development through City policy and open space zoning. Continue arrangement with the school district permitting public use of the school grounds. Give particular attention to maintaining the major trees and other plant materials on this site.

Eastmoor Road City Park (21)

This is an existing City park, small, but an important green area on California Drive. It is recommended that the park be expanded by acquiring adjacent lots when feasible as they come on the market.

Cuernavaca Park (23)

This is an existing neighborhood park. In addition, it provides an observation point for viewing the San Francisco Bay area.

Vest-Pocket Parks

Continue development of vest-pocket parks within the City to serve nearby residents where no other park space is near.

Implementation:

Initiate a comprehensive plan for a park scheme to determine the placement of vest-pocket parks. Acquire selected parcels in areas in need of parks. Design and build parks on these parcels in accordance with the needs and outstanding traits of the area.

Ray Park and Lincoln School (22)

This combined school and park site provides an important open space resource for this part of the City. Its location on Mills Creek with an extensive length of creekside vegetation enhances its open space qualities. Further building upon the school site should be restricted to preserve open space.

Benjamin Franklin/Burlingame Intermediate Schools (24)

This combined school site is an important open space for all of northern Burlingame. Its open qualities should be preserved. It could become a more important part of the open space system if a connecting link to Mills Canyon Park were developed along Mills Creek.

Other School Sites

In addition to the school sites discussed above and identified on the Open Space Plan Diagram, all school sites in the City contribute some measure of open space. However, many of the sites are over-crowded with structures. The City should continue arrangements with the school district for the joint use of school yards and should review any proposed addition to buildings.

Implementation:

In order to review all planned changes upon the school sites, establish a public lands zoning district. In cooperation with the school district, create comprehensive designs for each school site and adjoining lands to improve usefulness for education and to better serve the general public. Acquire individual lots adjacent to school sites where prudently possible.

Institutional Lands

Some of the other institutions (both public and private) provide significant open space. In some cases, in addition to the primary function, it may be possible to provide for some open space activities in harmony with the primary use. Peninsula Hospital (Area 25 on the Plan Diagram) has the largest site of any institutional use in the City. Only a small portion of the site is occupied by buildings and the open space quality should be preserved and enhanced. This site is

of particular importance because it can provide an "open space" contrast to the more highly developed commercial lands on the north side of El Camino Real.

Implementation:

To maintain the existing open space on the institutional sites, establish a special form of open space zoning. Where appropriate, acquire access rights for the people to open spaces and develop quiet recreational pursuits appropriate and supplemental to the particular institution.

Burlingame Plaza (26)

At present this open space is a poorly arranged, unattractive series of parking lots. The planting in the divider along El Camino Real is very inadequate. Although the entire center - buildings, use, and parking areas - needs re-evaluation leading to improvement in function and appearance, much can be done with the open space itself (parking areas). This space should be re-designed as an attractive plaza with appropriate and adequate landscaping within which automobile parking would be accommodated. A well designed plaza in this location would provide an attractive entrance to Burlingame. Ideally, this plaza and the open space areas on the Peninsula Hospital site should be considered together with some unifying design elements. These open spaces would provide a marked contrast to the character of El Camino further north, a contrast to the intensively developed commercial property north of El Camino, and an introduction to Burlingame's residential areas.

Broadway Center

This shopping area needs more open spaces to provide amenity. When off-street parking is developed, the basic design should include adequate planting, walks and other landscape features to enhance their appearance.

Burlingame Avenue Commercial Area

This area includes the business district and the civic buildings. An overall urban design scheme is needed to improve functional efficiency, visual quality and amenity in this area of concentrated activity. The street space, as indicated on the Plan Diagram, if properly handled can provide a unifying element and open space to contrast with buildings. Other significant open spaces in this area include the grounds at City Hall, the yards and courts around the post office and a number of parking lots. City Hall, the post office, and the old City Hall site are either well landscaped or at least relatively attractive. Although the grounds at the post office are visually attractive, they are not developed in a manner providing any other public use. Minor additions including benches and walks would increase the utility of this open space. Every effort should be made to provide maximum public use and enjoyment of the limited open space in this general area.

Courts and Plazas in Business Districts

Existing open spaces in the business districts should be retained to the fullest extent possible and their character enhanced through appropriate landscaping. Open parking lots should be treated as plazas and courts to provide visual enjoyment in addition to their primary function. Courts, plazas and usable roof space should be incorporated in new development to the fullest extent possible. Attractive walks and benches for "sitting out" should be included wherever feasible in areas open to public access.

Implementation:

Formulate urban design plans for each business district; identify City owned or controlled lands for City improvement; encourage private owners to improve existing privately owned open spaces; review and revise zoning and other land use controls to require, or through incentives encourage, provision of attractive open space in connection with all new developments.