

LAND USE ELEMENT

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LAND USE ELEMENT

OVERVIEW

The land use element describes categories of uses, indicates proposed land use relationships and identifies in general terms actions needed to achieve community goals.

For the purposes of this plan land uses are grouped in the following major categories: Residential Uses, Institutions, Parks, Commercial Uses, Industrial Uses, and Circulation. Each of these categories is discussed under a separate heading in subsequent sections. These categories and sub-categories are shown on the plan diagram which portrays general relationships between the various uses of land and between land uses and circulation facilities. The diagram is not intended to indicate exact boundaries or extent of the areas. In some instances it may be appropriate for certain types of use areas to overlap so that uses of different categories actually interpenetrate. This would be true of office, shopping and service uses, and high density residential uses when buildings and sites are appropriately designed.

RESIDENTIAL USES

Four categories of residential densities with the following ranges of dwelling units per net residential acre are included and shown on the plan diagram: low density up to 8 dwelling units per acre; medium density 9 to 20; medium high density 21 to 50; and high density over 50 dwelling units per acre.

An area northwest of the Burlingame Avenue-Park Road shopping center is designated for high density residential uses in recognition of its special locational advantages. It has good access to all forms of transportation and proximity to the major downtown area in Burlingame. The dominant building type envisaged for this area is multi-story apartment buildings.

Areas for medium high density residential uses are designated around the periphery of the Burlingame Avenue-Park Road center, around the Broadway shopping center, and as a part of the complex of activities in the Burlingame Plaza area. In addition, the frontage along most of El Camino Real is included in this category. The medium high density residential areas in many instances provide a transition between higher intensity uses and adjoining lower intensity uses. The typical building type contemplated for the medium high density area is the two to three story apartment building but higher buildings would also be appropriate.

Medium density areas shown on the plan diagram would be occupied in the main by duplexes and one and two story garden apartment developments.

Low density areas with single-family detached residences, occupy the remainder of the City. For the most part existing low density residential areas are well maintained and of good quality, requiring only that present zoning be maintained to ensure protection for the useful life of the dwellings (20, 30 or more years).

INSTITUTIONAL USES

The following types of institutional uses are provided for: civic buildings, public schools, private schools and churches, and other quasi-public and private institutions.

Civic Buildings. The new site for City Hall on Bellevue Avenue, with the main library across the corner of the street, provides a locus for other civic buildings and institutional activities serving the entire City. No specific recommendations are included at this time for additional public buildings, however. Other civic buildings include the United States Post Office on Park Road, which is in a good location to serve the downtown district; the main library previously mentioned; and branch library on Easton Drive. No specific proposals for library expansion are included since this subject is under separate study.

Public Schools. All existing school sites within the City are recognized on the plan diagram except the Pershing School which is recommended to be converted to a neighborhood center and neighborhood park. Most of the schools in Burlingame are on sites that are too small to provide suitable plants for educational purposes let alone any local neighborhood or community use. A special study of the school site and plant requirements should be undertaken in collaboration with the Burlingame Elementary School District and the San Mateo Union High School District. However, since the City is not currently faced with a large increase in school population it would probably be wise to defer such a study until the results of the 1970 census are available to provide more information on population characteristics and trends and thus better guidelines for probable school plant requirements. In addition, the issue of school district unification is still not settled and unification could make a considerable difference in the utilization of school plants in and around Burlingame.

Private Schools and Churches. Existing private schools are recognized on the plan diagram. In the main these are reasonably well located with good access from arterial or collector streets. Existing churches are also recognized on the plan diagram and again, in the main, are quite well located in relation to arterial and collector streets. The private schools and churches are recognized in this plan primarily to indicate their relationship to other uses of land and the circulation system.

Other Institutional Uses. Other institutional uses including facilities to serve members of associations, fraternal organizations, youth groups, social and welfare organizations, should be located in or adjacent to the business districts.

Standards and Requirements. Any new institutional uses serving city-wide or larger areas should be located on arterial streets, and preferably adjacent to commercial centers. Institutional uses serving a sub-unit of the City should be located on an arterial or collector street and in a location providing ready access to the area served. The City should establish a new zoning district to apply to all sites on which there are institutional or public uses. The regulations for this district should permit the continuance of existing uses and prohibit changes in use without City authorization. This would permit the City to take appropriate action to ensure that potential sites for parks, and buildings suitable for public assembly are not lost to public use.

PARKS

Three classes of parks and open spaces are included in the plan: community parks, neighborhood parks, and preserves.

Community parks include the three existing park sites - Bayside Park, Washington Park, and Mills Canyon Park - and a proposed new area for a natural park between Skyline Boulevard and Junipero Serra Freeway on presently undeveloped land. The areas indicated as preserves include a steep hillside along Canyon Drive in Burlingame Hills where a scenic easement should be established to protect existing vegetation and ensure that this beautiful area will remain in its present wooded condition providing both scenic amenity and protection against erosion and damage to the creek channel. The other area indicated as a preserve is adjacent to Mills Canyon Park. In this case it would be most desirable if the lands on the southwest side of the creek were acquired in fee and added to the park. If this is not possible or practical, a scenic easement should be acquired to protect existing vegetation in this canyon.

The plan diagram shows a park strip around the Anza Airport Park industrial subdivision and along the lagoon between that subdivision and Bayshore Freeway. Part of this would be on land now leased to the City along the lagoon. An easement should be acquired to provide for public walks along the Bay side of the property. In addition, specific provision should be made for a pedestrian crossing of the arterial road proposed along the Bay front between the City's park and the waters of the Bay. Where this road adjoins the park, it should be kept at the lowest possible elevation to minimize the effect of traffic on the park. This will be discussed in further detail in the subsequent section of this plan dealing with the waterfront.

Neighborhood Parks. All existing neighborhood parks are recommended to be continued. In addition, new neighborhood parks are recommended in the following general locations: in the Easton Drive area between Bernal Avenue and El Camino Real; in the Mills Estate area north of Trousdale Drive between Sebastian Drive and Ashton Avenue; in the area between Carolan Avenue and Bayshore Boulevard north of Oak Grove Avenue; south of Carmelita Avenue near Paloma Avenue; on the Pershing School site. As has been done in the past, it is recommended that the City acquire individual lots where they become available in these general areas.

In addition, to augment the small sites of many of the existing neighborhood parks and elementary schools, acquisition of adjoining lots is recommended whenever such become available. In some instances street closings of very short sections of streets could be used to augment existing sites or to link schools and parks together. In some instances such closings would increase traffic safety in addition to providing very much needed park space.

COMMERCIAL USES

Three complexes of commercial uses are included in this plan: the Burlingame Plaza Area, the Broadway center, and the Burlingame Avenue-Park Road center. In these centers of commercial activity three general categories of commercial uses are shown on the plan diagram: Shopping and Service, Service and Special Sales, and Office Use. In addition to the commercial uses in these three centers of activity an additional category of commercial use, Waterfront/Commercial, is indicated along most of the waterfront area.

Burlingame Plaza Area. This area includes outlets providing convenience goods and consumer services to local residents and workers; the Peninsula Hospital and medical offices; and other professional-administrative offices. No changes are recommended in the pattern of uses presently established. The visual quality of the shopping center should be improved and the parking area serving the shopping center needs redesign and tree planting to improve functional efficiency and appearance.

Broadway Center. Outlets in this center now provide convenience goods and consumer services for residents in the general vicinity. Although many of the businesses here are well established and apparently successful enterprises, better circulation, more parking, and better urban design would enhance this center. Separation of vehicular and pedestrian circulation and reduction of through-traffic on Broadway is needed. Recommendations for improving the traffic circulation pattern are presented in the Circulation Element. These include a grade separation for the railroad tracks and improvement of the Broadway-Bayshore Freeway interchange to relieve traffic congestion at that point. Consideration should be given to creating a pedestrian precinct on Broadway in the section between Laguna Avenue and Capuchino Avenue. Additional off-street parking should be provided to the rear of present business outlets fronting on Broadway with access to such lots from the new streets indicated on the plan diagram. An urban design plan should be developed for this center to provide more detailed guidance for future changes.

Burlingame Avenue-Park Road Center. This center includes outlets providing a wide range of consumer goods and services for Burlingame residents and residents of adjoining communities. It also includes business service establishments, business and professional offices, civic buildings, and some residential uses. The following organization of uses within the center is recommended: shopping goods outlets should, in the main, be located along Burlingame Avenue and Park Road in a pedestrian precinct; convenience goods

stores, restaurants, and consumer service outlets should not occupy ground level street frontage space in the heart of the center but should be in more peripheral locations; the frontage of the west side of Chapin Avenue should be limited to office uses; the Service and Special Sales area indicated along California Drive and Highland Avenue recognizes the existing auto sales and service activities and provides space for expansion of "auto row" businesses or other similar kinds of activity; an area between Highland Avenue and Park Road is designated for medium high density residential development. This downtown center presents a prime opportunity to develop combinations of retail, office and residential uses in clusters of appropriately designed structures. Sites on the periphery would be appropriate for apartments of single persons and families without children particularly those who want the advantages of a location near a center of activity and do not wish to own an automobile. Areas designated for shopping and service uses along Park and Primrose Roads south of Howard Avenue are appropriate locations for office and institutional uses in addition to retail and consumer service establishments. Measures to enhance appearance and attractiveness of this area should be given particular attention so as to provide an inviting entrance to Burlingame's downtown center.

Appropriate concepts for physical design and beautification should be applied throughout the center. An urban design plan for the entire downtown area should be developed. The relationship between future development of the downtown area and rapid transit and other aspects of the circulation system are discussed in the Circulation Element of this plan.

Waterfront-Commercial. The areas indicated on the plan diagram for waterfront-commercial uses should be limited to activities that either depend on waterfront location or directly benefit from location on the waterfront. Further guidelines for development of the waterfront are presented in the Waterfront Element of the plan.

INDUSTRIAL USES

The areas indicated in this category on the plan diagram are intended to continue the present pattern with occupancy by wholesale outlets, professional and administrative offices, and light manufacturing plants. The major problems now existing in these areas are inadequate access and lack of public transportation. Recommendations regarding these problems are included in the Circulation Element of the plan. It is anticipated that the East Millsdale area will be increasingly sought as a location for airport-related uses.

PUBLIC FACILITIES

Burlingame has a number of public facilities in addition to its civic buildings. The wastewater treatment plant, located on Airport Boulevard, provides primary, secondary, and some tertiary treatment for the city, its sphere of influence (Burlingame Hills) and about half of Hillsborough. A water distribution system is also provided for this geographical area by the city. Finally, the city provides trash collection and limited trash disposal on a site adjacent to the wastewater treatment facility on Airport Boulevard. These disposal facilities serve only city residents and municipal needs.

COMMERCIAL-RESIDENTIAL MIXED USE

This land use is composed of retail commercial and multiple family residential uses intended to create a transition between established retail commercial and residential zones. It is intended in this district that only residential uses may occur on a parcel, or retail commercial with residential above, so that the sense of residential activity is conserved. Retail uses compatible with residential uses, however, can serve to meld the adjacent wholly retail and residential areas. Included in this district are physically unique areas such as the properties with double street frontage on Edgehill and California Drives.