



City of Burlingame

2009 - 2014 Housing Element

Adopted by the
Burlingame
City Council

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Housing Element

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I. Executive Summary

INTRODUCTION

By state mandate each city and county in California is required to plan for the housing needs for its share of the expected new households in the Bay Region over the next five years as well as for the housing needs of all economic segments of the city's population. This planning will be done in Burlingame by updating the city's 2002 Housing Element of the General Plan. Broad based community participation is essential to preparing an implementable and locally meaningful housing policy and action program. The programs included in this document evolved from the participation and experience of local residents and representatives of agencies which provide housing and other social service assistance to city, county and regional residents.

PROFILE OF THE COMMUNITY

Research on the Burlingame community since 2002 identified some themes of change. While the city's total population has remained fairly stable over the past 40 years there has been an increase in ethnic diversity and number of children living at home as well as decrease in the city's elder population. The proportion of the population in the labor force and their type of employment have remained constant over the past five years; while the median household income increased approximately 15 percent. However, the cost of housing increased by more than 35 percent in the same time frame. More than half of the city's housing stock is over 40 years old; but despite its aging the city's housing stock is well maintained as exemplified by the number of building permits issued for improvements during the previous planning period.

HOUSING CONSTRAINTS

Residential developers looking to build in Burlingame face zoning regulations and fees comparable to those in other San Mateo cities. Like all cities in the state, but particularly because of our location on the edge of San Francisco Bay, the regulations of outside agencies have come to play an increasing role. These regulations tend to increase both processing time and cost of new residential development. Since, like our San Francisco Peninsula neighbors, the city is essentially "built out" land and construction costs drive up the cost of housing. While energy is a critical parameter to future growth throughout California today, the city has been aggressive in implementing local conservation and recycling legislation as well as providing information on energy conservation programs offered by other agencies.

COMMUNITY RESOURCES

The City began as a "transit village" at the Burlingame Train Station (designated a State Historic Landmark). Later the city annexed the Broadway train station and the "transit village" adjacent to it. In 2000 a new transit hub, the Millbrae BART/Caltrain Intermodal Station, was built in Millbrae near Burlingame's northern border. Because the land area of Burlingame is primarily built-out, the majority of new housing opportunities will have to replace existing development. In the proposed planning program the key sites for residential reuse follow the "transit village" pattern of our past, and build on the transit access opportunities offered at the northern end of the city and downtown. The sites identified in the planning program near transit hubs are at the north end of Burlingame near the BART/Caltrain station in Millbrae and near the Broadway and Burlingame train stations; sites in transition areas selected to improve the compatibility between residential and other

land uses are located near the Burlingame Avenue Commercial District and on the south side of the Northpark Apartments on Carolan Avenue south of Broadway. The site selection program evaluated residential densities and affordability and these opportunities were influenced by proximity to transit hubs. An infrastructure study and program confirmed that services are available through collection and processing facilities that are in place to support these programs.

Implementation of the 2002 Housing Element demonstrated the effectiveness of using local legislation to achieve housing policy. Continuing the single family residential design review process effectively conserved neighborhood character while supporting maintenance of an older housing stock. The Second Unit Amnesty program was continued to legalize and preserve older second units in the single family zoned areas. Also, commercial properties were converted to housing in areas where residential uses were encouraged with overlay and residential mixed use zoning.

COMMUNITY OPPORTUNITIES

To insure the best opportunity for accomplishing the city's fair share need of 650 dwelling units, the proposed action program for the 2009-2014 Housing Element builds on the successes of the 2002 work program. The most effective programs which form the basis of the 2009-2014 work program include: legislative (zoning) incentives to build housing and affordable units; continuation of existing effective programs for housing maintenance and affordability such as second unit amnesty and design review; code enforcement; and developing successful partnerships with non-profit housing providers.

EVALUATION OF THE 2002 HOUSING ELEMENT

There were three key programs which were the most successful in implementing the goals and policies of the 2002 Housing Element. These include the following: 1) continuation of the second unit amnesty program which allows nonconforming second units which meet certain criteria to become a permanent part of the city's housing stock; 2) residential design review to provide for compatibility of additions and new construction with existing neighborhoods; and 3) rezoning of certain commercial properties with a residential mixed use or overlay zone to allow construction of high density residential uses. These successful programs are being used as a basis for development of the 2009-2014 work program where it is proposed that: 1) the second unit amnesty program be expanded to include more eligible properties; 2) apply the residential mixed use or overlay zones to a wider area; and 3) build on successful partnerships with non-profit housing developers.

HOUSING GOALS, POLICIES AND ACTION PROGRAM

The Housing Element's goals and policies describe the city's land use and development parameters for residential land uses. The action program for each policy describes the specific means and targets for each program to implement the city's housing policies between 2009 and 2014. The Housing Element is unique because a quantified five year work program is required. Each action program also has a specified time frame. These requirements form the basis of the annual progress report provided to the City Council and State.

II. Introduction

ROLE AND ORGANIZATION OF HOUSING ELEMENT

Each city and county in California is required to plan for the housing needs of all economic segments of its population. California Government Code Section 65400 sets forth requirements for a Housing Element, one of the seven mandatory elements of a local general plan. Communities in the nine Bay Area counties are required to update their Housing Elements by June 30, 2009.

The law sets guidelines for the preparation and adoption of a Housing Element. Local governments are required to “make a diligent effort” to involve all economic segments of their population in development of the Housing Element. The future local housing needs numbers for Burlingame which are to be addressed in the housing element were developed by the twenty-one cities within San Mateo County, as well as the County itself, with the help of the Association of Bay Area Governments (ABAG). The twenty-one cities, organized as the 21 Elements Technical Advisory Committee, determined a methodology for housing unit allocation specific to their region. Local governments are also directed by the government code to address housing needs by lowering barriers and encouraging the construction of housing for all economic segments of the population; but local governments are not required by State mandate to build housing directly or commit the city’s operating funds to the effort of building housing.

Burlingame’s Housing Element identifies strategies and programs that focus on:

- Preserving and improving housing and neighborhoods;
- Providing adequate housing sites;
- Assisting in the provision of affordable housing;
- Removing governmental and other constraints to housing investment; and
- Promoting fair and equal housing opportunities.

The City’s Housing Element consists of the following major components:

- An analysis of the City’s demographic, household and housing characteristics and related housing needs.
- A review of potential market, governmental, and infrastructure constraints to meeting Burlingame’s identified housing needs.
- An evaluation of residential sites, financial and administrative resources available to address the City’s housing goals.
- The Housing Element Work Program for addressing Burlingame’s housing needs, including housing goals, policies and programs.

The Burlingame Housing Element is a statement of community housing goals and policies. It outlines the strategies that will be pursued to implement the community’s housing objectives during the planning period (2007-2014). The action program identifies the strategies to be pursued in conserving and improving the existing housing stock, in providing adequate sites for future housing; in assisting in developing affordable housing, in removing government constraints which might affect housing production and cost; and in promoting housing opportunities within the community. The goals, policies and action program for the 2009-2014 Burlingame Housing Element is included in this report as its own section.

SOURCES OF INFORMATION

Burlingame's current Housing Element was prepared in 2002. It was certified by the California Department of Housing and Community Development (HCD) the same year. The present document is an update of the 2002 Housing Element. In preparing the Housing Element, various sources of information are consulted. The 2000 Census provides the basis for population and household characteristics.

Although dated, the Census remains the most comprehensive and widely accepted source of demographic information. This updated element uses population data and housing and employment data from the 2000 census; income data from the 2000 Census and State Department of Housing and Community Development; projections from the Association of Bay Area Governments Projections 2007 forecasts for the San Francisco Bay Area; ABAG's Certified Final Regional Housing Needs Allocation (RHNA), May 15, 2008; and current local attitudes and opportunities related to housing collected from local sources as referenced in the text. A list of all the data sources used in preparation of Burlingame's 2009-2014 Housing Element is included at the end of the document. (See Data Sources Section, Page 102)

CIVIC ENGAGEMENT

To be effective housing policy must reflect the values of the community and must be the product of participation of a broad base of local interests. Burlingame's Housing Element update program included: two publically advertised workshops, including invitations to local and county-wide housing providers; an advertised open study meeting of Planning Commission; public hearings on the preliminary draft before the Planning Commission and City Council prior to initial submittal to the Department of Housing and Community Development (HCD); and, following action by HCD, publicly advertised study meetings and public hearings for adoption before both the Planning Commission and City Council.

All meetings to develop the 2009-2014 draft of the Housing Element were advertised widely, not only to local residents and organizations but to non-profit housing providers, members of the development community, and other interested persons. The information was posted on the City's website, and sent to recipients on the City's email listserve.

All documents, workshop workbooks, recordings of workshops, workshop feedback reports, preliminary drafts and final drafts of the Housing Element are available on the city's web site www.burlingame.org, Planning Department Web Page. Through this medium residents can interact directly with staff and the commission regarding the content of any of these documents.

CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

The whole of Burlingame's General Plan or development policy is made up of nine elements. One of these is the Housing Element. It is essential that the goals and policies of all of the General Plan elements should be internally and mutually supportive. If the Housing Element as adopted makes other elements of the general plan inconsistent, they should be adjusted.

Together the other elements of Burlingame's general plan establish goals, policies, objectives and actions that affect housing. The land use element establishes categories of net residential density which are confirmed on the plan diagram: low density up to 8 dwelling units per acre; medium density 9 to 20; medium high density 21- 50; and high

density over 50 dwelling units per acre. In addition, two Specific Plans have been adopted for the North Burlingame/Rollins Road area and the Bayfront Area. A Downtown Specific Plan for the Downtown area near the Burlingame Train Station is now being prepared and is expected to be adopted in 2010. These Specific Plans are refinements of the General Plan and also specify residential densities. Areas within the North Burlingame Specific Plan have been identified as appropriate for residential densities of up to 40 units per acre.

Areas of the city identified as having potential for residential development include the North Burlingame area between El Camino Real and the railroad tracks, and along Trousdale Drive between Magnolia Avenue and Ogden Drive; in the Downtown area along Howard Avenue and California Drive; and on Carolan Avenue, west of the Northpark Apartments. These areas are identified for future housing development in the 2009-2014 timeframe.

A review of the policies, objectives and actions of the other elements indicates that the proposed policies and implementing actions of this Housing Element are also consistent with the intent of these other elements in the General Plan as well as local and regional planning documents. Compliance with the San Mateo County Comprehensive Airport Land Use Plan, as amended, for San Francisco International Airport: Government Code Section 65302.3 requires that a local agency general plan and/or any affected specific plan must be consistent with the applicable airport/land use compatibility criteria in the relevant adopted airport land use plan (CLUP). The housing policies, goals, programs, and any other provisions to accommodate future housing development, as specified herein, do not conflict with the relevant airport/land use compatibility criteria contained in the San Mateo County Comprehensive Airport Land Use Plan, as amended, for San Francisco International Airport.

PREPARATION OF THE HOUSING ELEMENT

The Housing Element was prepared in house by City Planning Department staff with technical assistance provided by Metropolitan Planning Group.

The Housing Element programs were developed building on the lessons learned through the implementation of the 2002 Housing Element and by widening the scope of the successful Housing Element programs.

III. Profile of the Community

BURLINGAME TODAY

Burlingame's resident population only started to grow recently. The City's 28,867 population in 2008 is only five percent larger than its 1970 population of 27,320. The population declined in 1980 to 26,171 and increased again in 1990 to 26,666. Census 2000 showed Burlingame's population had increased to 28,128. The Association of Bay Area government's projections anticipate that the city will continue to grow, reaching a population of 30,700 by 2030.

With the turn toward growth, other aspects of the city's resident population have changed since 1990:

- The population has become more diverse, with more than one-quarter (28%) minority;
- An increase in children under 18 to 20%, with almost a quarter of these under 5 years of age in 2000;
- A notable decrease (from 23.6% to 19.1%) in the number of residents over 60; and
- With the median age of Burlingame residents of 38.4 years, the city population is still older than that of San Mateo County (36.8 years) as well as the State average (33.3).

Burlingame's residents live in 12,971 dwelling units, 51% of which are in multiple family structures and 52% of which are rented. The City's household characteristics reflect the more urban flavor of this "suburban" community.

- The average household size in owner occupied units (single family or multiple family condominium) is 2.2 persons; the average household size of rental units is 1.87 persons while the average in San Mateo County is 2.8 persons;
- Just over half (55%) of the households in the city are families; and 7% of these family households are headed by single females, 39% of whom have children under 18 living with them;
- Vacancy rate is one measure of housing demand, in April 2000 Burlingame's residential vacancy rate was 2.8%, compared to San Mateo County's 2.5% and the Bay Area Region's 3.5%; and
- In 2000 vacancy rates among owner occupied units was less than 1 percent (0.4%) and among rental units was 2.2%, indicating the strong demand for homeownership, even though the majority of the city's housing stock is rental.

Like the population, the City's resident labor force and type of employment was stable through most of the 1990's. Following the high tech industry collapse in 2000, data indicates that Burlingame's jobs decreased by 20 percent. Since then, jobs in the City are projected to grow incrementally by five to ten percent over the next 30 years. This is comparable to the County projected job growth which remains stable at seven to eight percent.

- The unemployment rate for Burlingame was 2.5 in 2007, compared to the County's rate of 3.8.
- In 1990, the median income for Burlingame households was \$42,487, and increased to \$68,526 in 2000, a 38 percent increase. 2008 estimated income for Burlingame is \$80,612 per capita.
- The majority of the City's residents were employed in the professional (19%), educational (15%) and retail (11%) sectors of the economy in 2000;

- ABAG estimates that the number of jobs in Burlingame will increase to nearly 25,140 by 2015,
- The City's major employers are Peninsula Hospital and the City's major hotels.

Since Burlingame is a built out community, the total number of housing units has remained fairly stable.

- In 2008 there were 12,971 housing units in Burlingame;
- Over two-thirds of the city's housing units are more than 40 years old built before 1960, and almost a third are more than 60 years old;
- Between 1996 and 2007, 460 housing units were added to the city's housing stock;
- The median cost of a single family dwelling is \$1,300,000. The median cost of a condominium is \$650,000.
- Average monthly rent in 2000 was \$1,950; the median gross rent reported in the 1990 Census was \$729.

HOUSING NEEDS ASSESSMENT

Fundamental to Burlingame's housing policies and programs is an assessment of the components of the city's housing stock and the resident's needs. To determine the size and appropriate programmatic approaches, the needs assessment is divided into segments: household conditions, housing stock conditions, housing needs of special segments of the resident population, and evaluation of potential conversion of "affordable" units to market rate.

Demographic Profile

The type and amount of housing needed in a community are largely determined by population growth and other demographic variables. Factors including age, race/ethnicity, occupation, and income level combine to influence the type of housing needed and the ability to afford housing.

Population Growth and Trends

Over the past 40 years, Burlingame's population has remained fairly stable in terms of total population. In 1970, the population was 27,320. It declined in 1980 to 26,171 and increased again in 1990 to 26,666. Census 2000 showed Burlingame's population had increased to 28,128, and the current population estimate is 28,867. This estimate is an increase of five percent over the population of 1970.

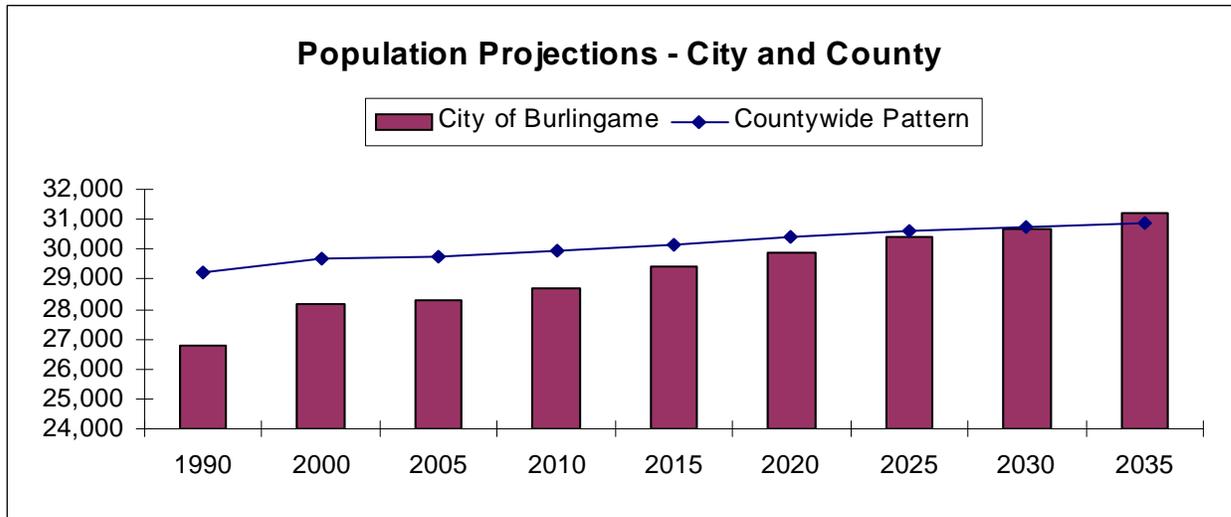
Table III-1: Population Growth and Projections

Year	Population	Numerical Change	Percent Change	Average Annual Growth Rate
1990	26,801	0	0	0
2000	28,158	1,357	5%	0.5%
2005	28,300	142	1%	0.1%
2010	28,700	400	1%	0.3%
2015	29,400	700	2%	0.5%

2020	29,900	500	2%	0.3%
2025	30,400	500	2%	0.3%
2030	30,700	300	1%	0.2%
2035	31,200	500	2%	0.3%

Source: ABAG Projections, 2007; U.S. Census, 1990, 2000

Figure III-1: Population Projections



Source: U.S. Census 1990 and 2000, ABAG Projections, 2007

Compared to San Mateo County wide trends, Burlingame has had a slower growth rate over the past 50 years. Projected populations indicate that the City will continue a slow growth trend, but will eventually catch up to the other cities in the County.

Age Characteristics

Median Age

The median age is the midpoint of the City's population distribution. Census 2000 shows that Burlingame's population is older than the population of the County. The median age in Burlingame in 2000 was 38.4, while the median age countywide was 36.8, and the State average was 33.3.

Children

Burlingame experienced an increase in the population of school age children over the past few years. Currently, 20% of the population is under 18. This increase in school age children increases the demand on school facilities. The census data shows that there has been an increase in enrollment in elementary and middle schools over the last ten years, and as these children get older, high schools can expect a similar increase in the next ten years.

Elderly

Census 2000 shows that Burlingame's population over 60 years old has been steadily decreasing as a proportion of the population over the past 20 years. This is in contrast with the trends in San Mateo County and the Bay Area, which show an increase in the proportion of the population over 60 years old. Census 2000 shows that 19.1 percent of Burlingame's population is over 60, while in 1990, 23.6 percent of the population was over 60. As of 2008, approximately 16 percent of the City's population is over 65.

Table III-2: Age Trends

Age Group	1990		2000		2008	
	Number	Percent	Number	Percent	Number	Percent
Under 5 years	1,455	5%	1,574	5%	1,650	6%
5 to 17 years	2,932	11%	3,828	13%	4,017	14%
18 to 20 years	792	3%	607	2%	710	3%
21 to 24 years	1,370	5%	955	3%	1,042	4%
25 to 44 years	9,814	37%	10,382	36%	8,168	29%
45 to 54 years	3,003	11%	4,062	14%	4,632	16%
55 to 59 years	1,144	4%	1,356	5%	1,988	7%
60 to 64 years	1,264	5%	1,107	4%	1,539	5%
65 to 74 years	2,452	9%	1,701	6%	2,055	7%
75 to 84 years	1,867	7%	1,698	6%	1,451	5%
85 years & over	708	3%	771	3%	927	3%

Source: U.S. Census Summary File 3 (US Census), 1990 Claritas, 2008)

This data suggests that as the City becomes younger, there may be a need for additional family housing, with two or more bedrooms. It also suggests that as the rest of the County's population becomes older, perhaps Burlingame's seniors are moving out of the City to find housing and services.

Table III-3: Age Summary (as of 2008)

	Burlingame		San Mateo County	State Average
	Number	Percent		
Under 18	5,667	20%	23%	27%
Between 18 & 65	18,079	64%	65%	62%
Over 65	4,433	16%	13%	11%
Median Age	38.4	xx	36.8	33.3

Gender

In 2006, 52 percent of residents were male and 48 percent female. Demographic characteristics related to female heads of household are described later in the document under Special Needs Populations.

Ethnic Diversity

Although Burlingame is not the most diverse city in the Bay Area, its ethnic diversity has been steadily increasing since 1970. Today, the white population makes up 72 percent of the total. The percentage has decreased from 77 percent in 2000. Today, the largest ethnic groups by proportion of population are Asian (18%) and Hispanic (10%).

Table III-4: Race and Ethnicity

Race	2000		2008	
	Number	Percent	Number	Percent
White	21,648	76.9	20,352	72%
Black	296	1.1	320	1%
Asian	3,881	13.8	5,034	18%
Other Race	1,219	4.3	1,177	4%
Multi-racial	1,114	4.0	1,296	5%
Ethnicity	Number	Percent	Number	Percent
Hispanic	2,995	11	2,908	10%
Not-Hispanic	25,163	89	25,271	90%

Source: U.S. Census 2000, Claritas 2008

Employment and Travel Patterns

Where We Work

Of the approximately 382,220 employed people who live in San Mateo County, 60 percent also work in San Mateo County: Twenty percent commute to San Francisco, 14 percent to Santa Clara County and 3.5 percent to Alameda County, with the remaining spread to other Bay Area counties.

Who Works Here

The employees who work in San Mateo County come from San Francisco (39,541 people), Santa Clara (32,369 people), Alameda (31,643 people), Contra Costa (11,402 people); and smaller numbers from Solano, Napa, Sonoma and Marin Counties.

Source: Metropolitan Transportation Commission (MTC) report on County to County Commuting in the San Francisco Bay Area 1960 – 2020; using 1960 to 1990 Census data and MTC forecasts based on ABAG Projections 2000.

Following the high tech industry collapse in 2000, data indicates that Burlingame’s jobs decreased by 20 percent. Since then, jobs in the City are projected to grow incrementally by five to ten percent over the next 30 years. This is comparable to the County projected job growth which remains stable at seven to eight percent.

Table III-5: Projected Job Growth Percent

	2000-2005	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030	2030-2035
Burlingame	-20%	6%	5%	9%	10%	9%	9%
San Mateo County	-13%	8%	8%	8%	7%	7%	7%

Source: ABAG Projections 2007

Table III -6: Burlingame's Major Employers:

FIRM	NUMBER OF EMPLOYEES
Mills Peninsula Health Services	1,000
Lahlough, Inc.	600
San Francisco Airport Marriott Hotel	600
Hyatt Regency Hotel	550
ECC Remediation Services Corp.	500
Hyatt Hotels & Resorts	499
Harrington Industrial Plastics	400
American Medical Response	300
Burlingame Healthcare Centre	300
Coit Carpet Drapery Upholstery	300
Sheraton Gateway Hotel	300
Tangent Computer Inc	300
Flying Food Group	283
LSG/Sky Chefs, Inc.	281
Guittard Chocolate	210

Source: City of Burlingame, 2008

The largest single employer in Burlingame is Mills Peninsula Health Services (Peninsula Hospital), followed by many of the major hotels which serve San Francisco International Airport. Represented among the major employers are also several manufacturing firms in the Rollins Road industrial area.

The Financial & Professional Services sector accounts for the largest share of total jobs with 29 percent. The Health, Education, & Recreational and Manufacturing, Wholesale & Transportation sectors are the next largest sectors, accounting for 23 and 19 percent of all

jobs, respectively. ABAG estimates that the number of jobs in Burlingame will increase to nearly 25,140 by 2015, following the end of the Housing Element planning period. The Health, Education & Recreational sector is expected to see the largest increase in job growth during this period. These employment projections suggest a need for housing to serve a growing and diverse workforce.

Table III-7: Jobs by Industry

Industry	Number	Percent
Agriculture, forestry, fishing and hunting, and mining:	23	0%
Construction	863	6%
Manufacturing	1,223	8%
Wholesale trade	626	4%
Retail trade	1,712	11%
Transportation, warehousing, and utilities:	1,053	7%
Information	801	5%
Finance, insurance, real estate, rental and leasing:	1,564	10%
Professional, scientific, management, administration.	2,902	19%
Educational, health and social services	2,317	15%
Arts, entertainment, recreation, and services	1,236	8%
Other services	653	4%
Public administration	412	3%

Source: U.S. Census 2000

Unemployment Rate

According to the California Employment Development Department (EDD) the unemployment rate in San Mateo County was 3.8 percent in 2007. Of the 16,000 members of Burlingame’s work force, 400 (2.5%) were unemployed at that time.

Household Profile

Household type and size, income levels, and the presence of special needs populations all affect the type of housing needed by residents. This section details the various household characteristics affecting housing needs in Burlingame.

Household Size

Compared to the region, Burlingame's average household size is small (2.2 persons per household). The average for San Mateo County is 2.8 persons per household, and for the Bay Area region is 2.7 persons per household. However, in Burlingame where more than half of the city's dwelling units are in multiple family buildings, the average household size of renters is 1.87 persons.

Table III-8: Average Size of Households

	1990	2000	2008
City of Burlingame	2.1	2.2	2.2
San Mateo County	xx	2.7	2.8

Source: US Census 1990 and 2000, Department of Finance E5 Report (DoF E5)

Household Type

Table III-9: Household Type

Category	Number	Percent
Family without children	3,937	31%
Family with children	3,017	24%
Single person	4,448	36%
Nonfamily multiperson household	1,109	9%

Source: Claritas, 2008

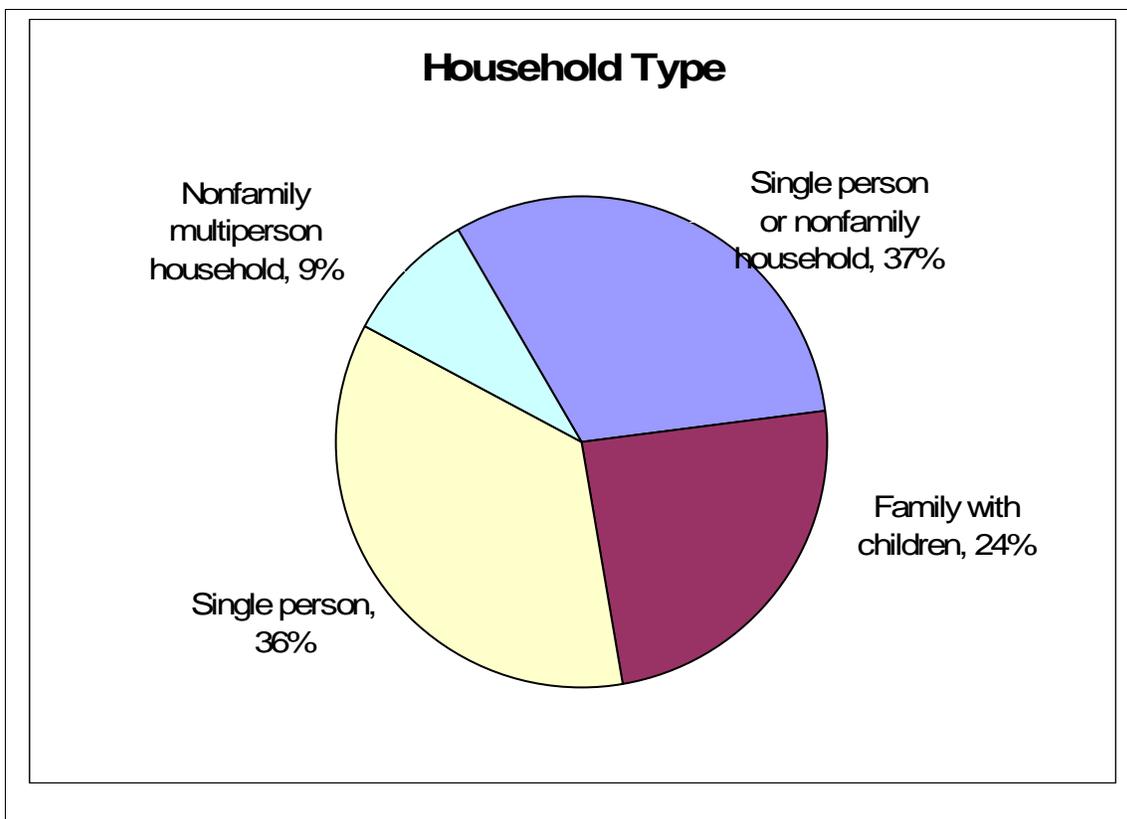


Figure III-2: Household Type by Relation

Household Income

The median household income for San Mateo County in 2000 was \$74,900, an increase of 38 percent from 1990 when the median income was \$46,437. The average income for the Bay Area in 2000 was \$76,400. In 1990, the median income for Burlingame households was \$42,487, and increased to \$68,526 in 2000, a 38 percent increase. In the same time period average housing costs increased by about 44 percent. 2008 estimated income for Burlingame is \$80,612 per capita.

Table III-10: Mean Household Income

2005 dollars	2000	2005	2010	2015	2020	2025	2030	2035
Burlingame	\$132,800	\$119,600	\$124,700	\$130,800	\$137,700	\$145,100	\$152,900	\$161,100
San Mateo	\$136,600	\$121,700	\$127,800	\$134,900	\$142,300	\$150,100	\$158,300	\$167,000

Source: ABAG Projections, 2007

Special Needs Populations

Housing is a basic necessity of life for everyone. However, the search for decent affordable housing is greatly complicated for many individuals because of various barriers, including disability, advanced age, and life crisis. The City has identified several special populations

that are in need of particular housing services and are most likely to be in the Extremely Low-Income category: seniors, persons with disabilities, large families, single-parent households, college students, and families and persons in need of emergency shelter. (Given Burlingame’s urban location, farmworkers are not considered a population with special needs, but a short description is provided below.)

Senior Households

Seniors are expected to be the fastest growing age group in the County over the Housing Element planning period. The population over the age of 65 has four primary concerns:

- 1) Income: People over 65 are usually retired and living on a fixed income;
- 2) Health Care: Because the elderly have a higher rate of illness and dependency, health care and supportive housing is important;
- 3) Transportation: Many seniors use public transit. However, a significant number of seniors have disabilities and require alternatives to transit;
- 4) Housing: Many seniors live alone and rent.

The 2000 Census reported approximately 4,433 residents 65 years or older living in the City of Burlingame, representing 15 percent of the population. Countywide, ABAG projects a 16 percent growth rate among seniors over 65 between 2005 and 2015, suggesting that the City of Burlingame could have over 5,000 seniors by the end of the Housing Element planning period.

As shown in Table III-11, 40 percent (1,971 persons) of seniors are homeowners and 14 percent (678 persons) are renters. These numbers are consistent with homeownership rates for seniors between 65 and 74 years old as well as seniors 75 to 84 years of age.

Table III-11: Householder Age

Age	Owners	Renters
65-74 years	820	285
75-84 years	834	257
85 and older	317	136
TOTAL	1971	678

Source: US Census, 2000

Seniors housing needs may be more intense since they are often earning a fixed income. In 2000, the Comprehensive Housing Affordability Strategy (CHAS) database reported that seniors compose a substantial share of low-income households as shown in Table III-12.

Table III-12: Elderly Households by Income and Tenure

Income Level	Elderly Owner Households	Elderly Renter Households
Below 50% AMI	518	472
51% to 80%	415	193
81%+	1190	113

Source: CHAS Data, Housing Problems

Persons with Disabilities

A disability is defined as a long lasting condition that impairs an individual's mobility, ability to work, or ability to care for themselves. Persons with disabilities include those with physical, mental, or emotional disabilities. Disabled persons have special housing needs because of their fixed income, shortage of affordable and accessible housing, and higher health costs associated with their disability.

In 2000, the US Census reported that 6,393 residents (22 percent of the City's population) had one or more disabilities. Table III-13 shows a tally of disabilities, by type (note that the table counts disabilities, not the number of persons with disabilities).

Table III-13: Persons with Disabilities by Disability Type

Disability	Definition	Number
Sensory Disability	Blindness, deafness, severe vision or hearing impairment	213
Physical Disability	A condition that substantially limits basic physical activities such as walking, climbing stairs, reaching, lifting, or carrying	546
Mental Disability	A physical, mental, or emotional condition lasting six months or more that makes it difficult learning, remembering, or concentrating	475
Self-care Disability	A physical, mental, or emotional condition lasting six months or more that makes it difficult dressing, bathing, or getting around inside the home	138
Go-outside-home Disability	A physical, mental, or emotional condition lasting six months or more that makes it difficult going outside the home alone to shop or visit a doctor's office	790
Employment Disability	A physical, mental, or emotional condition lasting six months or more that makes it difficult working at a job or business	1,629
Total Disabilities		6,393

Total Disabilities for Ages 5-64		3,791
Total Disabilities for Ages 65 and Over		2,602

Source: Census Bureau (2000 Census SF 3: P41)

The living arrangements for persons with disabilities depend on the severity of the disability. Many persons live at home in an independent environment with the help of other family members. To maintain independent living, disabled persons may require assistance. This can include special housing design features for the physically disabled, income support for those who are unable to work, and in-home supportive services for persons with medical conditions. Accessible housing can also be provided via senior housing developments.

Developmentally Disabled: The Developmentally Disabled are a separate population identified by the State of California, with differing housing needs from others with disabilities. The Lanterman Developmental Disabilities Act ensures that “patterns and conditions of everyday life which are as close as possible to the norms and patterns of the mainstream of society” are available to these individuals. Furthermore, the *Olmstead v. L.C. and E.W.* United States Supreme Court case required an “Integration Mandate” that “States are required to place persons with mental disabilities in community settings rather than institutions...when determined to be appropriate.” Despite these laws, people with developmental disabilities are finding it increasingly difficult to find affordable, accessible, and appropriate housing that is inclusive in the local community.

A developmental disability is defined by the State as “a lifelong disability caused by a mental and/or physical impairment manifested prior to the age of 18 and are expected to be lifelong.” The conditions included under this definition include:

- Mental Retardation,
- Epilepsy,
- Autism, and/or
- Cerebral Palsy, and
- “Other Conditions needing services similar to a person with mental retardation.”

Source: *Background Report, 2008, Developmental Disabilities Board Area 5*

According to the Golden Gate Regional Center, the entity designated to provide all services for people living with developmental disabilities in the San Mateo County area, there are 163 persons with developmental disabilities living in Burlingame, as of 2008. There is some overlap between the developmentally disabled population and the mentally and physically disabled populations (approximately 10 and 15 percent, respectively).

Table III -14: Persons with Developmental Disabilities by Age

Ages	0-14	15-22	23-54	55-65	65+	Total
Number of Developmentally Disabled Persons	79	17	52	9	6	163

Individuals with developmental disabilities are often independent and can live in their own apartments or homes with little support. Others who have more severe disabilities may require 24 hour assistance in homes that can accommodate their needs as individuals. The housing need for the individuals in Burlingame with developmental disabilities translates to 50 units. This number is derived based on the age of the population. As the younger individuals approach adulthood, they will need independent or assisted living; and similarly, as the adults age, they too will need assisted living.

Accessible Accommodations: Both the Federal Fair Housing Act and the California Fair Employment and Housing Act impose an affirmative duty on local governments to make reasonable accommodations (i.e. modifications or exceptions) in their zoning and other land use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. For example, it may be a reasonable accommodation to allow covered ramps in the setbacks of properties that have already been developed in order to accommodate residents with mobility impairments.

The City does not require special building codes or onerous project review to construct, improve, or convert housing for persons with disabilities. Residential care facilities with six or fewer persons are permitted by right in all residential zoning districts and several commercial districts. Care facilities with seven or more persons are also permitted in residential districts and several commercial districts, subject to a conditional use permit.

Female Headed Households

Single-parent households typically have a special need for such services as childcare and health care, among others. Female-headed households with children in particular tend to have lower incomes, which limits their housing options and access to supportive services. The number of female heads of household in Burlingame has decreased over the last ten years, as has the proportion of them that have school age children. Census 2000 shows that 7.7 percent of the total population is female heads of household, with 45 percent of these having children under the age of 18 years in the household. In 1990, female heads of household represented 13.7 percent of the population, and 40 percent of these had children under 18 years of age in the household.

Table III-15: Female Headed Households

	Number	Percent
Total Households	12701	
Female householder, no husband present	926	7%
With own children under 18 years	359	3%
No own children under 18 years	567	4%
Total Families under the poverty level	254	2%
Female Headed Households under the poverty level	78	1%

Source: U.S. Census 2000

Large Households

Large households, those with five or more persons, often have special housing needs due to their income and the lack of adequately sized, affordable housing. As a result, large households often live in overcrowded conditions. The lack of large units is especially evident among rental units.

Burlingame has a total of 665 large households, representing six percent of total households in the City. Of these large households, three percent, or 238 householders are renters. Based on the CHAS (Comprehensive Housing and Affordability Strategy) Databook prepared by HUD, Burlingame's large renter households suffer from one or more housing problems, including housing overpayment, overcrowding and/or substandard housing conditions.

The CHAS Databook identifies 6,540 rental units in Burlingame with three or more bedrooms; in general, the appropriate sized units for a large household with five or more members. In contrast, the City has 665 large renter households, indicating that Burlingame has an adequate supply of rental units suitable for the City's larger families.

Homeless

The number of homeless persons and families has been increasing nationally and in the Bay Area. The demographics of the homeless also have been changing, from predominately single persons often with substance abuse or mental illness to an increasing number of families unable to afford high rents.

According to the 2007 San Mateo County Homeless Census and Survey, there were 2,064 homeless people in Santa Mateo County counted in January 2007. Over 45 percent of these individuals were found in shelters, and over 50 percent were unsheltered. In the City of Burlingame, 24 people were counted during this survey; four of whom were identified in shelters, the remaining 20 individuals were unsheltered. Moreover, the report annualizes these numbers, assuming that people cycle in and out of homeless at different points during the year. Using this assumption, over 6,646 persons were estimated to be homeless at

some point in San Mateo County during 2007. Although these numbers represent small fractions of the total population (less than one percent at both the City and County level), the shelter and care needs of homeless individuals are great.

Farmworkers

Farmworkers are traditionally defined as persons whose primary incomes are earned through seasonal agricultural work. Farmworkers have special housing needs because they earn lower incomes than many other workers and move throughout the season from one harvest to the next. While there are no farms in Burlingame, the 2000 U.S. Census reported 23 residents working in the agriculture, forestry, fishing and hunting, and mining industries, representing less than 0.01 percent of the populations. This low percentage, combined with the fact that there is no agricultural lands or farm labor housing within or adjacent to the City's limits, indicates that the number of actual farm workers in Burlingame is very small and, therefore, the City has no specialized housing programs targeted to this group beyond overall programs for housing affordability.

Extremely-Low Income and Very-Low Income Households and Housing Provided

The CHAS database reported 1,254 extremely-low income (ELI) households in 2000, representing almost ten percent (9.6%) of the total households in the City of Burlingame. In addition, 980 households were defined as very-low income, representing another eight percent (7.5%) of total households. Assuming the same proportions over time (i.e. no change in income) and utilizing ABAG projections, it is estimated that there will be approximately 1,296 ELI households and 1,013 very-low income households by the end of the planning period. For the purposes of meeting the RHNA, half of the very-low income units are assumed to be needed by ELI households. This is consistent with the proportion determined by the CHAS data and HCD provisions.

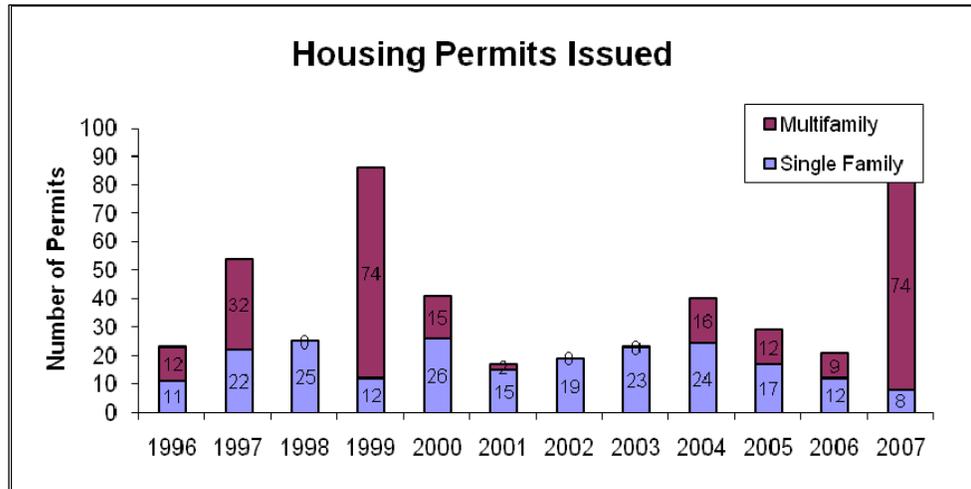
Housing Stock Characteristics

This section identifies the characteristics of Burlingame's physical housing stock. This includes an analysis of housing growth trends, housing conditions, housing prices and rents, and housing affordability.

Number of Housing Units

Since Burlingame is a built out community, the total number of housing units has remained fairly stable. Census 2000 identified 12,869 housing units in Burlingame, while the 1990 Census identified 12,914. Our building permit activity between 1996 and 2007 shows that the actual number of housing units added is 460 units. While there was a slowdown in construction between 2000 and 2005, this is an average of 38 new units per year. According to the State Department of Finance (2007), Burlingame has a current housing stock of 12,971 units, representing an increase of one percent since 2000. As an older community with little remaining vacant residential land for new development, housing growth over the past 3-4 years has primarily been attributable to infill on small residential sites.

Figure III-3: Number of Housing Permits Issued between 1996 and 2007



Increase in Housing Stock

The 2002 Housing Element indicates that between 1994 and 1998, 152 housing units were built in the City. Of these 152 new units, 102 units were multifamily, 2 units were single family, and the remaining 48 units were in an elderly housing development. Between 1999 and 2007, 111 housing units were added to the City's housing stock, 38 market rate units and 73 moderately affordable units.

Housing developments under construction include a 79-unit assisted living facility at 1818 Trousdale Drive, and two condominium projects of three and nine units, respectively. These developments will add 79 units to the housing stock, taking into account units that were replaced. The Community Development Department is currently reviewing building permit applications for a 25-unit condominium project at 1800 Trousdale Drive, including three moderate income units, a 45-unit condominium project at 1840 Ogden Drive with five moderate income units. Both of these projects have received Planning approvals, which have been extended under State Subdivision Map Act provisions. Construction of these two projects could add 70 additional units, eight of which would be affordable to moderate income households. Below are excerpts from the City's Major Development Projects list.

1818 Trousdale Drive

On July 10, 2006, the Planning Commission approved the application for environmental review, conditional use permit, variances for front setback and building height, and exceptions to the design guidelines of the North Burlingame/Rollins Road Specific Plan for a new four-story, 79-unit assisted living facility (group residential care for the elderly) at 1818 Trousdale Drive, zoned TW (Trousdale West). This site is located at the northwest corner of Trousdale and Ogden Drives. Currently, there is an existing one-story, vacant office building (approximately 15,000 SF) on the site. The proposed project includes demolishing the existing one-story office building and building a new, four-story, 79-unit assisted living facility with below-grade parking.

1800 Trousdale Drive

On April 16, 2007, the City Council approved the application for environmental review, condominium permit, tentative condominium map, conditional use permits for height and lot coverage, and front setback variance for a new, seven-story, 25-unit residential condominium at 1800 Trousdale Drive, zoned TW (Trousdale West). Currently, the site contains a single-story office building. The existing building would be demolished in order to build the proposed 25-unit condominium. This project is subject to the Inclusionary Zoning regulations which require that an affordable unit be included with any residential projects with 4 or more units. This 25-unit proposal requires three affordable units.

1840 Odgen Drive

On July 24, 2006, the Planning Commission approved an application for environmental review, condominium permit, front and side setback variances and a conditional use permit for lot coverage for a new, four-story, 45-unit residential condominium at 1840 Odgen Drive, zoned TW (Trousdale West). Currently, the site contains a single-story office building. The existing building would be demolished in order to build the proposed 45-unit condominium. This project is subject to the Inclusionary Zoning regulations which require that affordable units be included with any residential projects with 4 or more units. In this case, this 45-unit proposal requires five affordable units. The Planning Commission added a condition of approval for this project, which requires that the units shall be affordable for fifteen years.

The City is also undergoing the development of a Downtown Specific Plan, with the consideration of adding mixed-use (residential and commercial) building types as an option for new development. The Downtown Specific Plan is also considering taller residential buildings in the periphery of the Downtown core. It is expected that the plan will be adopted in 2010.

Housing Type and Tenure

Table III-17 presents the mix of housing types in Burlingame. Typical of a built out community, the overall distribution of housing types in the City has remained relatively stable. Of the City's nearly 13,000 housing units in 2007, 48 percent were single-family homes and 50 percent were multi-family units. The remaining 2-3 percent of units (approximately), are made up of "attached" single-family units. Burlingame has no mobile home units.

Single family Homes Vs Multiple family units

Burlingame is the only city in San Mateo County with less than one-half its housing stock in single family homes. 52 percent of Burlingame's housing units are in multiple family buildings (apartments and condominiums), while only 48 percent of its units are single family residences. In 2000, 52.9 percent of the dwelling units in the City of San Mateo were single family residences, and in Millbrae, 69.4 percent of the dwelling units were single family residences.

Table III-16: Housing Units by Type

Unit Type	2000		2008		Change	
	Number	Percent	Number	Percent	Number	Percent
Single-Family	6,116	48%	6,164	48%	48	1%
Single Family (attached)	409	3%	423	3%	14	3%
2-4 units	984	8%	987	8%	3	0%
5+ Units	5,360	42%	5,397	42%	37	1%
Mobile Home & Other	0	0%	0	0%	0	N/A
Totals	12,869	0	12,971	0	102	1%

Source: CA Department of Finance, Table E-5

Housing tenure refers to whether a housing unit is owned, rented or is vacant. Tenure is an important indicator of the housing climate of a community, reflecting the relative cost of housing opportunities, and the ability of residents to afford housing. Tenure also influences residential mobility, with owner units generally evidencing lower turnover rates than rental housing. According to the 2000 Census, 48 percent of Burlingame's households were homeowners, remaining steady since 1990.

Renter Vs Owner Occupied

Census 2000 indicates that of Burlingame's occupied units, 48 percent are owner occupied, and 52 percent are renter occupied. The number of owner occupied units has increased from 45.5 percent in 1990 and 45.7 percent in 1980. Adjusted for 2008, 47 percent of units are owner occupied and 53 percent of units are renter occupied. This trend would indicate that the new housing units that were built are primarily single family homes and condominiums which are owner occupied.

Table III-17: Households by Tenure

	1990		2000		2008	
	Number	Percent	Number	Percent	Number	Percent
Owner	5,872	48%	5,987	48%	5,775	47%
Renter	6,457	52%	6,524	52%	6,501	53%

Source: U.S. Census, 1990 and 2000; Claritas, 2008

Vacancy Rate

A vacancy rate measures the overall housing availability in a community and is often a good indicator of how efficiently for-sale and rental housing units are meeting the current demand for housing. A vacancy rate of five percent for rental housing and two percent for ownership housing is generally considered healthy and suggests that there is a balance between the demand and supply of housing. A lower vacancy rate may indicate that households are having difficulty in finding housing that is affordable, leading to overcrowding or households having to pay more than they can afford.

As measured by the 2000 Census, the overall vacancy rate for Burlingame is 2.8 percent, which is much lower than the 1990 vacancy rate of 4.5 percent. However, this indicates that the demand for housing exceeds the available supply. Census 2000 shows that the Department of Finance indicates that the vacancy rate for 2008 is 2.2 percent, a .06 percent change.

Table III-18: Vacancy Status

	2000
Total:	12,858
Occupied	12,497
Vacant	361
For rent	176
For sale only	37
Rented or sold, not occupied	42
For seasonal, recreational, or occasional use	92
For migrant workers	0
Other vacant	14

Source: U.S. Census 2000

Housing Age and Condition

The age of a community’s housing stock can provide an indicator of overall housing conditions. Typically housing over 30 years in age is likely to have rehabilitation needs that may include new plumbing, roof repairs, foundation work and other repairs.

Condition of our Housing Stock

Based on building permit activity, with many new homes replacing older homes, second floor additions and remodels, the overall condition of the housing stock in Burlingame has been improving over the last ten years. The 2002 housing element indicates that from 1994 to 1998 a yearly average of 6.5 percent of all residential units applied for building permits for either maintenance repairs or other improvements.

In 2000, the number of housing units in the City was 12,858. Today there are 12,971 units – an increase of 113 units. Of these units, 11,611, or 90 percent of the housing stock, were constructed prior to 1970. Typically, structures over 30 years old may be in need of major repairs, however, discussions with the City's Code Enforcement Officer revealed that no units have been cited for property upkeep or identified as unfit for human habitation in the past seven years.

Table III-19: Age of Housing Stock as of 2000

	Number	percentage
Total:	12,858	
Built 1999 to March 2000	42	0.33%
Built 1995 to 1998	291	2.26%
Built 1990 to 1994	191	1.49%
Built 1980 to 1989	723	5.62%
Built 1970 to 1979	1,546	12.02%
Built 1960 to 1969	2,149	16.71%
Built 1950 to 1959	2,490	19.37%
Built 1940 to 1949	1,656	12.88%
Built 1939 or earlier	3,770	29.32%

Source: U.S. Census, 2000

Housing Cost and Affordability

The cost of housing is directly related to the extent of housing problems in a community. If housing costs are relatively high in comparison to household income, there will be a higher prevalence of overpayment and overcrowding. This section summarizes the cost and affordability of the housing stock to Burlingame residents.

Housing Costs

The extremely low vacancy rate in Burlingame indicates that the demand for housing exceeds the supply. This has resulted in a dramatic increase in the cost of housing in the past decade. The median cost of a single family dwelling in Burlingame more than doubled between 1990 and 2000, from \$302,516 to \$811,418. In 2008, the median cost of a single family dwelling is \$1,300,000. The median cost of a condominium in Burlingame has increased from \$382,005 to \$650,000. In Burlingame, where 52 percent of the housing stock is multiple family units, the average monthly rent is \$1,785, down from \$1,950 in 2000.

Table III -20: Home and Condominium Sales Prices – July 2007-June 2008

# Bdrms	Units Sold	Price Range	Median Price	Avg. Unit Size	Avg. Lot Size	Avg. Year Built
Single-Family Homes						
1	1	\$600,000	\$600,000	1,150 sq. ft.	5,750 sq. ft.	1927
2	33	\$650,000 - \$2,338,000	\$1,075,000	1,350 sq. ft.	5,700 sq. ft.	1931
3	90	\$740,000 - \$2,395,000	\$1,243,000	1,800 sq. ft.	6,500 sq. ft.	1938
4	43	\$935,000 - \$2,878,000	\$1,650,000	2,500 sq. ft.	7,850 sq. ft.	1950
5	16	\$525,000 - \$2,970,000	\$2,022,000	3,000 sq. ft.	6,900 sq. ft.	1963
Total	183	\$525,000 - \$2,970,000	\$1,300,000	1,985 sq. ft.	6,690 sq. ft.	1942
Condominiums						
1	4	\$260,000 - \$538,000	\$389,000	875 sq. ft.	--	1980
2	22	\$200,000 - \$1,350,000	\$663,000	1,400 sq. ft.	--	1987
3	5	\$650,000 - \$2,050,000	\$685,000	1,750 sq. ft.	--	2002
Total		\$200,000- \$2,050,000	\$650,000	1,400 sq. ft.	--	1988

Source: Dataquick On-Line Real Estate Database, 2008

Renter Vs Owner Occupied:

Census 2000 indicates that of Burlingame's occupied units, 48 percent are owner occupied, and 52 percent are renter occupied. The number of owner occupied units has increased from 45.5 percent in 1990. Adjusted for 2008, 47 percent of units are owner occupied and 53 percent of units are renter occupied. This trend would indicate that the new housing units which were built are primarily single family homes and condominiums which are owner occupied.

A market inventory of 45 rental properties in the City of Burlingame by RealFacts indicates that the following were the average monthly apartment rents in the City of Burlingame as of the 3rd Quarter 2008.

Table III-21: Countywide Rental Rates (2008)

	Studio	1bd1 ba	2bd1ba	3bd2ba
Belmont	\$1,104	\$1,393	\$1,653	\$2,080
Burlingame	\$1,351	\$1,603	\$1,910	\$3,162
Colma		\$1,895		\$2,800
Daly City	\$1,094	\$1,336	\$1,779	\$2,454
East Palo Alto				
Foster City	\$1,410	\$1,751	\$1,931	\$3,666
Menlo Park	\$0	\$1,985	\$1,881	\$3,506
Pacifica	\$1,547	\$1,531	\$1,749	
Redwood City	\$869	\$1,558	\$1,876	\$3,451
San Mateo	\$1,225	\$1,638	\$1,971	\$3,397
South San Francisco	\$1,079	\$1,875	\$1,811	

Source: Real Facts, 2008

The average apartment rent for all unit types in the City of Burlingame is approximately \$2,000, which was slightly lower than some other communities in San Mateo County such as Foster City, Menlo Park, and San Mateo, but higher than others such as Belmont, Colma, and Daly City. Given the above rents, very low and low income households (up to 50 percent and 80 percent of the area median income respectively) will find it challenging to afford to rent the average apartment in the City of Burlingame.

Overpayment

With the high cost of housing in and around the City, households often spend a large portion of their income on housing. Table III-22 reports that 35 percent of all renter-occupied households and 31 percent of owner-occupied households are overpaying for housing. According to the US Census, housing overpayment refers to spending more than 30 percent of income on housing.

Table III-22: Rent and Owner costs as a Percent of Income

	Rent		Own	
	Number	Percent	Number	Percent
Less than 15 percent	1,214	18.6	1,873	35.8
15 to 19 percent	975	14.9	567	10.8

	Rent		Own	
	Number	Percent	Number	Percent
20 to 24 percent	1,013	15.5	630	12
25 to 29 percent	739	11.3	489	9.3
30 to 34 percent	497	7.6	403	7.7
35 percent or more	1,796	27.5	1,240	23.7
Not computed	303	4.6	28	0.5

Source: U.S. Census, 2000

Overpayment disproportionately affects younger households (between 15 and 24 years old) and older households (65 years and above). For younger households, this is likely due to the fact that they recently purchased homes at high prices and are stretching their incomes to pay monthly costs. For older households, this is likely due to the fact that residents in this age group may receive fixed income.

Table III-23: Percentage of Low Income Households Overpaying

	Number of households	Total number overpaying for housing	Percent overpaying for housing
Renters	2,823	1,927	68%
Owners	773	343	44%

Source: U.S. Census, 2000

According to the 2000 Census, a high percentage of lower income households are spending over 35 percent of their income on housing. This affects both the rental and the ownership market.

Table III-24: Housing Costs as a Percentage of Household Income

Owners					
Percent of Income Spent on housing	Household Income				
	Less than \$20,000	\$20,000-\$34,999	\$35,000-\$49,999	\$50-\$75000	\$75,000+
less than 30 %	134	192	268	419	2546
30-34%	43	0	17	39	304
35+ %	226	172	184	227	431
Renters					
Percent of Income Spent on housing	Household Income				
	Less than \$20,000	\$20,000-\$34,999	\$35,000-\$49,999	50-75000	75,000+
less than 30 %	915	974	1454	2306	4090
30-34%	9	74	276	267	113
35+ %	22	124	198	88	65

Source: U.S. Census, 2000

Overcrowding

Unacceptable overcrowding is generally defined as housing units where the number of occupants is greater than the number of rooms. Typically, overcrowding occurs because the household is unable to afford larger accommodations. Overcrowding is not a major problem in Burlingame; 249 households (almost two percent of all households) are living in overcrowded conditions, as shown in Table III-25.

Table III-25: Overcrowding

	People	Percent
Not Overcrowded (<1 person per room)	11,721	93.8
Overcrowded (1.5 people per room)	249	2
Very overcrowded (1.5+ people per room)	527	4.2

Source: U.S. Census, 2000

Table III-26: Housing Problems for All Households

	Total Renters	Total Owners	Total Households
Extremely Low Income	814	440	1254
% with any housing problems	73	65.2	70.3
% Cost Burden >30%	69.9	65.2	68.3
% Cost Burden >50%	67	41.6	58.1
Very low income	645	335	980
% with any housing problems	94.1	51	79.4
% Cost Burden >30%	94.1	51	79.4
Low Income	1,364	731	2,095
% with any housing problems	66	48	60
% Cost Burden >30%	55	44	51

Source: State of the Cities Comprehensive Affordability Strategy (CHAS)

Assisted Housing At Risk of Conversion

The State Housing Element law and HUD Consolidated Plan regulation require cities to prepare an inventory including all assisted multi-family rental units which are eligible to convert to non-low-income housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. State Housing Element law requires this inventory cover a ten-year evaluation period following the statutory due date of the Housing Element (July 1, 2009); whereas the HUD regulation requires the inventory to cover only the five-year planning period of the Consolidated Plan.

According to a study conducted by the California Housing Partnership Corporation published in August 2008, the City of Burlingame has no HUD subsidized properties (with HUD 236 and 221 (d)(3) mortgages and/or Section 8). This means that there are no units at risk of

conversion to market rate. While the City does maintain over 100 Section 8 contracts, those contracts are tied to individual households, not units.

Regional Housing Needs

State law requires that a housing element quantify existing and projected housing needs for persons of all income levels within each community, including the community's share of the regional housing need by income level. The Association of Bay Area Governments (ABAG) is responsible for preparing estimates of local and regional housing need based on factors prescribed by State Law (Section 65884 or Article 10.6). The factors included in the division of the regional housing need into individual community assignment are: market demand for housing, availability of suitable sites and public-facilities, commuting patterns, housing type and tenure, and housing needs of farm workers. In addition ABAG looks at regional and local vacancy rates and at housing values and rents as indicators of market demand. Household projections are based on employment opportunities, availability of sites and commuting patterns. Type of housing is based on census data and regional projections.

Existing Housing Needs

The current housing need obligation for the city is 650 dwelling units between 2009 and 2014. Of these, 255 or 39 percent should be for very low and low income households. Between 2003 and 2007 the City added 43 net new dwelling units. Of these new units, 13 were of moderate income, and 30 were market rate. No units of low or very low income were constructed.

Five-Year Projected Housing Need

State law requires that each community consider the housing needs of people of all income levels. In addition, State law requires that the regional housing needs should be balanced throughout the region so that communities will not be impacted with relatively high proportions of lower income housing. In considering existing need, we also should give attention to the number of existing units needed to replace substandard structures or substandard living conditions generally marked by overcrowding and overpayment.

ABAG has the responsibility of projecting the housing needs for the 2009-2014 period based on the factors identified in State law. The five year housing need numbers include market rate housing as well as units for those with lower incomes. The projected need number is the number of dwelling units needed to provide for the total expected household growth and Burlingame's share of the projected regional housing need. For this cycle, the 21 cities within San Mateo County, and the County as well, combined efforts to develop a housing allocation for the sub-region. The projected need number for the planning period (2009-2014) for Burlingame is 650 dwelling units.

Following are the projected housing need numbers for 2009 through 2014 for the city of Burlingame by income category:

Table III-27: Projected Housing Need by Income Category

Income Category	Definition	Income for Family of 4	No. of Units
Very Low	Household income up to 31-50% of AMI	\$56,550	148
Low	Household income up to 51-80% of AMI	\$90,500	107
Median Income	Area Median Income (AMI)	\$95,000	
Moderate	Household income up to 81-120% of AMI	\$114,000	125
Above Moderate	Household income above 120% of AMI	Market Rate	270
Total Current need			650
Average Yearly Need			87

Source: Association of Bay Area Governments, letter ABAG Executive Certification of the Regional Housing Needs Determination (RHND) Appeal Process and Final RHND Allocation, May 8, 2008.

Units Built, Under Construction and/or Approved

Table III-28 identifies the City’s progress since January 2007 on fulfilling the regional housing needs. Between January 2007 and December 2008, the City constructed 21 units, of which 1 unit was designated for moderate income households.

Table III-28: Units Built, Under Construction, or Approved									
Project Name	Status	Existing Units	New Units	Net Units	Units by Income				Methodology of Affordability Determination
					VL	L	M	AM	
1137-1145 Paloma Avenue	Built	6	12	6					
1512-1516 Floribunda Avenue	Built	5	9	4			1		Inclusionary
508 Peninsula Avenue	Under Construction	1	3	2					N/A

1818 Trousdale Drive	Under Construction	0	79	79					N/A
1226 El Camino Real	Under Construction	12	9	-3			1		Inclusionary
1840 Ogden Drive	Approved	0	45	45			5		Inclusionary
1459 Oak Grove Avenue	Approved	1	3	2					N/A
1800 Trousdale Drive	Approved	0	25	25			3		Inclusionary
1441-1445 Bellevue Avenue	Approved	18	20	2			2		Inclusionary
Total		43	205	162			12		

Current development projects include 91 units under construction and 93 units approved, a portion of which will be available at below-market rates. In sum, completed projects and current development projects will produce a net of 162 housing units, of which 12 will be available at below-market rates.

Remaining Need Based on Units Built or Under Construction

Subtracting the total number of units completed, under construction, approved or pending from the regional housing needs, results in the remaining housing need. Table III-29 reports an outstanding need of 488 housing units, including 368 below-market rate units.

Income Category	New Construction Need	Net new Units Built, Under Construction or Approved	Remaining Need
Very Low (0-50% of AMI)	148	0	148
Low (51-80% of AMI)	107	0	107
Moderate (81-120% of AMI)	125	12	113
Above Moderate (over 120% of AMI)	270	150	120
Total Units	650	162	488

This remaining need will be provided on housing sites identified in the Housing Element. Other proposed plans and projects, such as the Downtown Specific Plan, which is expected to be adopted in 2010, will satisfy much of this additional need.

IV. Housing Constraints

One of the roles of the Housing Element is to identify possible constraints to the creation of affordable housing. Constraints can be government policies, financial burdens, market trends, environmental factors, and more. This section will discuss potential constraints, both governmental and non-governmental to the production of housing.

Governmental Constraints

1. Land Use Regulations

General Plan: The General Plan establishes land uses and land use densities for the City of Burlingame. Residential densities and corresponding zoning designations are as follows: single family uses (up to 8 dwelling units per acre) R-1; medium density (duplex at 9 to 20 units per acre) R-2; medium high (21 to 50 units per acre); and high density (51 plus units per acre) R-4.

There are two commercial land uses that allow residential uses above the ground floor, those are the uses designated as shopping and service and service and special sales. The implementing zoning districts for these land uses are the C-1 and C-2 zoning districts respectively. Residential group care facilities for the elderly are allowed in the C-1 and C-2 districts, as well as the R-4 zoning districts. These areas are located near major transportation corridors in the City and are ideal locations for high-density housing.

In addition, the North Burlingame/Rollins Road Specific Plan, adopted in 2004, specifies areas in North Burlingame for multiple family residential uses with a maximum density of 40 units per acre. Mixed uses projects with a residential component are also allowed, with a maximum density of 40 units per acre for the residential portion of the project.

Specific Planning Areas: The TW zone district allows by right both stand-alone multifamily residential development or mixed office and residential development. It is also required that at least one-half of the floor area be in residential use. In a mixed use building, the maximum residential density is 30 units per acre, and a stand-alone multi-family residential development would have a maximum density of 40 units per acre. The zoning requires a minimum building height of 35 feet, and a maximum height which varies from 62 to 75 feet, depending on the street frontage. The zoning also encourages reduced setbacks, requiring a front build-to line of ten feet. These standards would encourage development at the upper ranges of density, and would also encourage re-use of sites that are now developed with smaller office buildings. There are many single story offices that were built in the 1960's and 1970's in this area.

The ECN zone district allows by right both stand-alone multi-family residential development or mixed office/retail and residential development. The density for both stand-alone and mixed use residential is 40 units per acre, and the mixed use project must include a residential component. In this zone, there is a minimum building height of 35 to 48 feet, depending on the street frontage, and maximum allowed heights of between 62 and 75 feet. Depending on the street frontage, structures are required to be constructed at a front build-to-line, in some cases with no setback. Density bonuses are given to a development when the project includes lot consolidation.

The CR zone is for a very small area along California Drive with through lots to Edgehill Drive. The mixed use zone provides for retail commercial development on California Drive, combined with residential development fronting on Edgehill. The residential development standards are similar to the R-2 standards which apply to other properties along Edgehill

Drive. Although there has been one project built within this zone within the last 10 years, there are no opportunity sites identified within this district.

Downtown Specific Plan: The Downtown Specific Plan is under review by the Planning Commission and City Council and will likely be adopted in 2010. Downtown Burlingame is divided into a series of Planning Areas, and upon implementation of the plan, each planning area or district will provide for a different mix of uses and intensities. Multi-family residential uses are permitted in eight of the twelve areas, both on the ground floors and upper floors of buildings. Parking reductions are offered for sites within walking distance to the transit centers. Additional incentives outside of the Downtown Specific Plan regulations would apply for affordable housing and lot consolidation.

Zoning Ordinance: The City of Burlingame's Zoning Ordinance sets forth requirements that can affect the type, appearance and cost of housing built in Burlingame. The zoning ordinance sets the standards for lot size, use, lot coverage, floor area ratio, setbacks, height, open space and parking. In Burlingame, there are four residential zoning districts and seven commercial zoning districts, two of which allow residential development above commercial uses, and three which has been specifically created as a mixed use zoning district (C-R, TW and ECN), allowing all multi-family residential or mixed commercial/residential use. All of these commercial and mixed use zoning districts are close to the City's major transportation corridors, encouraging residential development in these locations.

The minimum residential lot size in Burlingame is 5,000 square feet. There are some areas in the City, mostly hillside areas, where the minimum lot size is 7,000 and 10,000 square feet. There are also some nonconforming 3,000 and 4,000 square foot parcels in the City's older subdivisions. The lot coverage allowed for single-family development is 40%; and 50% coverage is allowed for multiple family development. Lot coverage on corner lots in R-3 and R-4 zoning districts is 60%. Side setback requirements are based upon lot width, range from 4 to 7 feet, and are required for all residential developments. The minimum front and rear setback requirement is 15 feet. Private and shared open space are required only for residential condominium developments. These requirements are on a per unit basis, with 75 square feet of private open space required per unit, and 100 square feet of common open space required per unit. Floor area ratio pertains only to single-family projects and depends on the lot size, location and placement of the house.

Unlike other cities in San Mateo County, over half of Burlingame's housing stock is multi-family units. The densities of the multi-family units vary from 20 units per acre, to over 50 units per acre. Except for the addition of residential condominium requirements for multiple family units in the 1970's, the zoning regulations for multi-unit developments have not changed much over the years. There is no design review required for multi-family dwellings.

Burlingame does not have density limits (units per acre) established by zoning in the residential zoning districts, although a density limit of 40 units per acre is required in the residential mixed use zoning districts recently established in North Burlingame. The number of parking spaces that can be accommodated on a site is the ultimate determination of the maximum number of units on a multiple family zoned lot. The parking requirement in Burlingame is based upon the number of bedrooms, per unit. One and one-half spaces are required for each studio or one-bedroom unit; two parking spaces required for a two bedroom unit; two and one-half spaces required for a three or more bedroom unit. Guest parking is required only for multiple family condominium projects and is required based upon the project size. Parking is one of the major limiting factors in developing high-density housing in Burlingame. Often parking in below grade structures is used to increase the

dwelling unit densities in multi-family developments. The Code allows group residential facilities for the elderly to be built with 25% of the required parking per unit. There are currently no provisions for reduced parking for multi-family development near mass transit, although some compact spaces are allowed.

The height limit for residential structures in the R-1 and R-2 zoning districts is two and one-half stories or 30 feet, and can be increased to 36 feet to accommodate design features of certain architectural styles. The R-3 zoning district has a height limit of four stories or 55 feet and the R-4 zoning district is six stories or 75 feet in height. A conditional use permit is required for any multiple family structure over 35 feet in height. This height review also pertains to structures in the C-1 and C-2 zoning districts. However, the inclusionary zoning regulations contain an incentive which allows heights up to 46 feet (4 stories) by right for any project which complies with the inclusionary zoning requirement. In addition, heights of between 62 and 75 feet are allowed by right for residential uses in the TW and ECN zones (North Burlingame). At the north end of the City near the BART station in Millbrae, there are height limits imposed by the FAA and SFO Airport. The maximum height in the portions of this area affected by the flight paths is limited based on the Height Restrictions specified in the San Mateo County Comprehensive Airport Land Use Plan.

Federal Aviation Administration: All future housing development in the City of Burlingame, within the area bounded by the following streets: Murchison Drive, Sequoia Avenue, Quesada Way, Davis Drive, Dufferin Avenue and California Drive, will require formal FAA review, per the FAA Form 7460-1 review process. The project sponsor is responsible for this requirement, at or before the time of project submittal to the city. The city considers the FAA's evaluation and recommendation(s), as part of its review of the proposed project.

In areas where there are airport height restrictions, the FAA requires that an applicant obtain a "Determination of No Hazard to Air Navigation." In the North Burlingame area, the airport height restrictions generally extend higher than the 75 foot height limit of the ECN and TW zone districts. However, since it is a sloped surface, there is the potential for the project to be affected. The applicant submits the proposed project plans to the FAA, the FAA staff reviews the height proposed by the project and compares it to the obstruction standards of the FAA regulations. This process is an administrative process, and generally takes about 30 days for a determination. Of the four projects reviewed by the FAA within the North Burlingame area, none have exceeded the FAA's obstruction standards.

Conditional Use Permits: A Conditional Use Permit (CUP) is a regulatory mechanism to allow the proper integration into the community, uses which may be suitable only in specific locations in a zoning district, or only if such uses are designed or arranged on the site in a particular manner. The Planning Commission may impose such requirements and conditions with respect to location, construction, maintenance, operation, site planning, traffic control and time limits for the use permit as it deems necessary for the protection of adjacent properties and the public interest. (City of Burlingame Zoning Ordinance)

The Planning Commission may grant a conditional use permit if, from the application or the facts presented at the public hearing, it finds:

- (a) The proposed use, at the proposed location, will not be detrimental or injurious to property or improvements in the vicinity and will not be detrimental to the public health, safety, general welfare or convenience;
- (b) The proposed use will be located and conducted in a manner in accord with the Burlingame general plan and the purposes of this title;
- (c) The planning commission may impose such reasonable conditions or restrictions as it deems necessary to secure the purposes of this title and to assure operation of the

use in a manner compatible with the aesthetics, mass, bulk and character of existing and potential uses on adjoining properties in the general vicinity. (Ord. 1378 § 8 (part), (1988))

Program H(D-5) includes a provision to allow shelters, transitional, supportive or temporary housing, to be permitted by right in any zone that allows residential uses, only subject to those restrictions that apply to other residential uses of the same type in the same zone.

Second Units: A second unit amnesty program was adopted by the City Council to legalize existing second units on single family zoned (R-1) lots. The program was originally adopted for two years, and has since been made a permanent program. Burlingame first adopted a zoning code in 1921 when second units were allowed on R-1 zoned lots. In January 1954, R-1 district regulations were revised to allow only one dwelling on an R-1 zoned lot. Many of the second units were built during the housing crisis associated with World War II. The program sought to retain existing units as a legal part of Burlingame's housing stock. The units are usually smaller, more affordable, and are ideal for single or elderly people with limited incomes. The intent of the program was also to make these units safe and sanitary for the current and future tenants.

This program is now a permanent part of the zoning ordinance to allow more second units to be legalized and count toward the City's housing stock. In order for a second unit to qualify for the amnesty program it must meet certain criteria, including being able to conform to the requirements of the California Health and Safety Code. The amnesty process is primarily administrative and includes an inspection by the Building Inspector and notification to neighbors within 100 feet of the property. Any appeals are resolved by the Planning Commission. If all the criteria are met and no appeals are filed, the unit is granted amnesty. With the grant of amnesty for a second unit, some limitations are placed on the property: including future expansion of the second unit and a requirement that one of the two units on-site is owner occupied.

Single Family Residential Design Review: In 1998 the City Council adopted Ordinance 1602 implementing design review for second story additions, new construction and first floor additions which involve substantial construction in the R-1 zoning district. The intent of the design review is to preserve the original and unique patterns of the distinct residential neighborhoods in Burlingame. There is no design review for multiple family residential projects.

Factory-Built and Mobilehome Units: Factory built housing or mobilehome units would be considered similar in use as a single-family use. These units are permitted in all residential zones, and if a new structure, would require Design Review. Any new single-family home requires this same entitlement, therefore, approval of factory built or mobilehome unit would not require additional regulatory requirements over and above similar uses in the same zone.

Homeless Shelters: The zoning ordinance provides the opportunity for homeless shelters in the R-3, R-4, C-1 and C-2 zoning districts. These districts allow temporary homeless shelters in conjunction with a church or nonprofit institution on those properties located along a transportation corridor. Most of the properties along El Camino Real are zoned R-3, and many of the community's churches are located along this corridor. Conditional use permits have been granted at several local churches along the El Camino Real corridor for the Interfaith Hospital Network program which provides shelter at the churches to homeless families on a rotating basis.

There are also many properties along California Drive which are zoned C-1 and C-2 and could accommodate homeless shelters. California Drive is considered a transportation corridor because it offers frequent transit service and is proximate to the Caltrain stations at Broadway and Burlingame Avenues. It also provides direct access to the BART station in Millbrae. A program in the work plan is to allow homeless shelters by right either in the northern part of the RR (Rollins Road) zoning district, or in the portions of the C1 and C2 zones closest to major transit corridors.

The City of Burlingame has identified the northern portion of the Rollins Road area and the C-1 and C-2 zones as potential zones to accommodate emergency shelters. In addition to being near transit, these areas are appropriate for this type of facility because they are located near support services including the new Peninsula Hospital and grocery stores.

The identified areas can accommodate a shelter large enough to have capacity for the City's unmet homeless need. The San Mateo County Homeless Census and Survey (January 2007) identified 20 unsheltered persons. This could translate into a shelter of 20 beds. Depending on the size of site required, and other amenities provided in a homeless shelter, an adequately sized facility could be accommodated in these zones. While the majority of the sites are less than one half acre, there are opportunities for site consolidation, as well as sites that are one acre or more. The 2009 San Mateo County Homeless Census and Survey only identified eight unsheltered individuals. See Section IV Housing Constraints for more information.

Transitional and Supportive Housing: This type of facility is longer term than a temporary shelter and generally provides housing for people with specific needs for six months or longer to allow them time to rehabilitate, save money, and search for permanent housing and jobs. These types of facilities are often located in converted apartment buildings. Currently in Burlingame, the R-3 and R-4 zoning districts provide opportunities for transitional and supportive housing by conditional use permit either by using the provision for temporary shelter for homeless facilities, or using the provisions for rooming and boarding houses. However, Program H(D-5) includes a provision to allow these uses by right in all zones which allow residential uses, only subject to those restrictions that apply to other residential uses of the same type in the same zone. Sites zoned R-3 and R-4 are generally located along the transit corridors of El Camino Real (State Route 82) and California Drive and in Downtown Burlingame, and there are R-1 and R-2 zoned properties throughout the City. Residential uses are also allowed in the TW and ECN zone districts located in North Burlingame.

Currently, an application for a conditional use permit for a temporary housing, supportive or transitional housing facility requires review by the Planning Commission. The applicant would be required to submit plans showing the building's layout and use, and operational information such as how many clients are served, the number of employees and volunteers, and hours of operation of any ancillary programs. The Planning Commission would hold a public hearing and determine if the project is in the public interest, and may impose conditions on the project to insure that its operation and use is compatible with the surrounding area.

The average processing time for conditional use permits is about 8 to 10 weeks. This time line is generally driven by the legal noticing requirements and available space on the Planning Commission's calendar. The Burlingame Planning Commission meets the second and fourth Monday of each month. The decision of the Planning Commission can be appealed to the City Council. If an application is appealed to the City Council, three weeks is

added to the processing time because the City Council's appeal hearing also requires public noticing.

Shelter Network, a non-profit organization which operates programs providing both emergency shelter and transitional housing throughout San Mateo County, now operates three transitional housing facilities. Two of these operate in converted apartment buildings, and one is a new facility. The facility located in Daly City serves northern San Mateo County with housing and services for 12 families, the facility in Menlo Park serves southern San Mateo County with services for 23 families, and the facility in Redwood City serves central San Mateo County from Burlingame to Redwood City with housing and services for 9 families. There is also a facility in the City of San Mateo which offers transitional housing for families. The City of Burlingame contributes financial support to Shelter Network in its annual budget.

With the adoption of this Housing Element, pursuant to Senate Bill 2, the City of Burlingame will treat the application for supportive and transitional housing equal to any other multifamily residential project application in process and review. The zoning code for the R-3 and R-4 zone districts will be amended to allow supportive and transitional housing by right. See Housing Element Policy H(D-5).

Single-Room Occupancy (SRO) Units: SRO Units would be considered similar in use to a multi-family development, permitted in multi-family residential zones, subject to Environmental Review, if a new development. Any new building or multi-family residential use requires these same entitlements; therefore approval of SRO housing would not require additional regulatory requirements over and above similar uses in the same zone.

2. Building Codes

The City of Burlingame applies the 2007 California Building Code (CBC) and California Fire Code (CFC) to review minimum health and safety standards for residential and commercial construction projects. There are local amendments that require more restrictive standards for certain items. The local amendments that apply to housing include a requirement for the installation of automatic fire sprinkler systems in all residential developments larger than 2,000 square feet in area and for structures taller than two stories. For all structures, residential included, all storm water roof drainage must be collected and conveyed to the public storm water system. There are seismic standards applied, and extra engineering may be required for structures in the hillside areas. Because Building and Fire Code standards are established for life safety reasons, it is not reasonable to consider not complying with the Code in order to reduce housing costs.

Burlingame enforces energy conservation standards enacted by the State. The standards may increase initial construction costs, but will reduce household costs over the long term by reducing energy costs. In addition, for residential remodels and new construction, applicants are required to complete a Build It Green "Green Points" checklist to document what measures have been incorporated in the project to promote healthy, durable, energy and resource efficient buildings.

Burlingame has one code enforcement officer. Most of the code enforcement in Burlingame is complaint driven, but there is some active enforcement initiated by the code enforcement officer based upon observation. It is unlikely that the code enforcement in Burlingame would have a negative impact on the long term affordability of the City's housing stock.

3. NPDES (National Pollutant Discharge Elimination System) Requirements

Burlingame is located at the foot and along the east side of the coastal ridge between the Pacific Ocean and San Francisco Bay. Seven creeks drain the area directly into San Francisco Bay. For these reasons, runoff and water quality are important considerations in development and construction. The Clean Water Act of 1972 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 site planning including swales, detention ponds and other design elements that can be incorporated into project design to reduce storm water run-off and contamination. The City of Burlingame requires all stormwater run-off to be collected and channeled into a public storm water system.

The impact of the current requirements will require additional site planning, post construction controls and maintenance that will likely result in additional time and expense to developers.

4. On and Off-Site Improvements

On and off-site improvements also add to the cost of development projects, and are usually required before a building permit can be signed off for occupancy of a structure. Residential developments in the City of Burlingame are required to meet City standards for curb cuts, which is a width not exceeding 25% of the lot dimension or 16 feet for a two-car garage. As stated above, all storm water roof drainage must be collected and conveyed to the public storm water system. Sewer laterals are required to be tested upon sale and replaced all the way from the house to the City clean out for all new residential buildings. For single family residential and duplex projects, the City's urban reforestation ordinance requires that one landscape tree be planted on-site for each 1,000 square feet of floor area. For multiple family residential projects, one tree is required for each 2000 square feet of floor area. These trees can be 15 gallon up to 24" box size when planted. For properties along El Camino Real (State Route 82), sidewalk and curb cut changes require Caltrans approval.

Communal amenities are also considered on-site improvements within a new housing development. While amenities such as swimming pools, club houses, on-site laundry facilities, etc. are not required, they are encouraged. If a new project proposes such an amenity, this would be seen as a positive aspect to the project which could attract potential tenants. Program H(B-2) encourages provision of communal amenities in new housing developments, but specifically states only where feasible and provision of which does not impair achievement of maximum densities or the financial feasibility of developing housing affordable to lower-income households.

5. Environmental Requirements

Burlingame is mandated to follow the procedures set forth in the California Environmental Quality Act (CEQA). Since two square miles of the City is under San Francisco Bay water, the City has a substantial bay edge. Four creeks drain the coastal range to the bay through the City. Sites that have unusual topography and/or sensitive habitat may require in-depth review and special studies to evaluate the environmental impacts of a proposed project. This can add additional costs to a project. Residential properties containing a creek that are proposing significant alterations or culverting of a creek are also required to obtain approval from the California Department of Fish and Game and the U.S. Army Corp of Engineers.

Potential development sites with sensitive habits, endangered species, or significant environment problems are generally not recommended sites for affordable housing. For example, steeply sloping sites in the Burlingame Hills that may be available for housing would be quite expensive to develop because of geotechnical problems.

6. Fees and Exactions

The costs involved with development in the City of Burlingame include planning and building plan check and permit fees; utility service fees, school fees and a recycling fee. The City does not have park dedication fees or bedroom tax, as do many cities. The City has no exactions on residential developers to provide public art or sound walls.

Although the fees established for the Planning permit process have been increased in the past few years to recover as much as possible of the costs to process the applications, Burlingame’s planning processing fees are below the average for communities in San Mateo County.

Planning Fees: The Planning Department fees required for residential development include the following:

Table IV-1: Burlingame Planning Fees

Preliminary Plan Check- new construction	\$ 245.00 ³
Preliminary Plan Check- remodel	145.00 ³
APPLICATIONS	
Design Review – Addition	890.00
Design Review- New Construction	900.00
Design Review Consultant Deposit	800.00 ¹
Design Review- Handling Fee	450.00 ²
Amendments Design Review	775.00
Design Review –FYI submittal	200.00
Condominium Permit, 4 units or less	1,345.00
Condominium Permit, 5 units or more	1,580.00
General Plan Amendment	2,130.00
Rezoning	1,950.00
Conditional Use Permit	1,400.00
Special Permit	1,400.00
Variance	745.00
Sign Variance	1,350.00
Antenna Exception	25.00
Fence Exception	820.00
Hillside Area Construction Permit	330.00
Minor Modification	330.00
Second Unit Amnesty	
Building Official Inspection Fee	400.00 ¹
Appeal to City Council	400.00
Extensions/Amendments to permits	310.00
Determination – Planning Commission	885.00
ENGINEERING	
Single-family Dwelling	204.00
All others	Actual cost - \$105/hr
Traffic and Parking Studies	Actual cost - \$105/hr
Creek Enclosures	1,182.00
Drainage and utilities	694.00
PARKS	
Arborist Review	165.00

NOTICING	
R-1 and R-2	\$140.00
All Other Districts	140.00
Design Review, residential	195.00
Design Review, all other districts	195.00
Minor Mod. And Hillside Area	215.00
General Plan Amendment	1,200.00
Rezoning	1,200.00
Environmental Impact Report	1,200.00
Second Unit Amnesty Noticing	55.00
City Council Appeal	85.00
ENVIRONMENTAL REVIEW	
Categorical Exemption	70.00
Initial Study	865.00
Negative Declaration	2,090.00
Mitigated Declaration and/ or with a Responsible Agency	2,495.00
Environmental Impact Report (Deposit determined by Community Development Director)	35 % of contract
Environmental Posting Fee- Neg Dec & EIR	240.00
Neg Dec. Fish & Game Fee + Co. Handling Fee (make check payable to San Mateo County)	1,993.00
EIR Fish and Game Fee + Co. Handling Fee (make check payable to San Mateo County)	2,768.25
County Handling Fee	50.00
BAYFRONT DEVELOPMENT FEES	
Office	2,064.00/TSF
Restaurant	8,309.00/TSF
Hotel	676.00/room
Hotel, Extended Stay	657.00/room
Office/Warehouse/Manufacturing	3,128.00/TSF
Retail – Commercial	7,596.00/TSF
Car Rental	48,205.00/acre
Commercial Recreation	14,960.00/acre
All other	1,662.00/ trip
NORTH BURLINGAME DEVELOPMENT FEES	
EI Camino Real North Subarea	
Multi-Family Project or Duplex	\$0.46 per SF
Any Other Use	\$0.58 per SF
Rollins Road Subarea	
All uses	\$0.46 per SF

¹ Unused portion of deposit will be refunded.

² Handling fee will be refunded if project does not get referred to a design review consultant.

³ 50% of preliminary plan check fee will be credited toward required application fees if and when project is submitted as a complete application.

Source: Burlingame Planning Department, 2008

Other development fees associated with new construction include:

Table IV-2: Burlingame Development Fees

Sewer Connection Fee as of July 2008: <i>(updated annually and payable at the fee amount in effect at the time of request for connection):</i>	
Single Family & Duplex	\$209/unit
Multi-Family	\$159/unit
Commercial/Retail	\$332/TSF*
Office	\$72/TSF*
Warehouse	\$93/TSF*
Restaurant	\$822/TSF*
Hotel w/Restaurant	\$524/room
Hotel w/o Restaurant	\$324/room

Burlingame School District/San Mateo High School District Fees: <i>(effective May 11, 2008, collected by the City of Burlingame at the time of issuance of building permits)</i>	
Residential, 500 SF or more	\$2.83/SF
Commercial or Industrial	\$0.45/SF
Mini-storage	\$0.01/SF
<i>Note: Sixty percent of the School Fee is collected for the Elementary School District and Forty percent of the fee is collected for the High School District.</i>	

Bayfront Development Fee As Of August, 2007: <i>Applies to development within the Burlingame Bayfront Specific Plan Area. One-half of the fee shall be paid with submittal of project application and one-half shall be paid prior to the approval of final framing of buildings or additions. The fees are adjusted annually to reflect the increase or decrease in the latest Engineering News Record Highway Construction Cost Index, as of July 1st of each year.</i>	
Office	\$2,064/TSF
Restaurant	\$8,309/TSF*
Hotel	\$676/room
Hotel, Extended Stay	\$657/room
Office/Warehouse/Manufacturing	\$3,128/TSF*
Retail – Commercial	\$7,596/TSF
Car Rental	\$48,205/acre
Commercial Rec.	\$14,960/acre
All Other	\$1,662/trip*

North Burlingame/Rollins Road Development Fee As Of August, 2007: <i>Applies to development within the North Burlingame/Rollins Road Specific Plan Area. One-half of the fee shall be paid with submittal of project application and one-half shall be paid prior to the approval of final framing of buildings or additions. The fees are adjusted annually to reflect the increase or decrease in the latest Engineering News Record Highway Construction Cost Index, as of July 1st of each year.</i>	
El Camino Real North Subarea	
Multi Family Dwelling or Duplex	\$0.46 per SF
Any Other Use	\$0.58 per SF
Rollins Road Subarea	
All uses	\$0.46 per SF

Curbs, gutters and sidewalks: New construction and certain actions such as mapping will require replacement of frontage street improvements

*TSF = Thousand Square Feet

** per p.m. peak hour trip as determined by Traffic Study approved by City

Source: Burlingame Planning Department, 2008

Burlingame's Planning Department is only partially funded by fees, with the remaining costs covered by the general fund. The cost of planning is partially subsidized in Burlingame, with the fees collected for projects not entirely covering the cost of staff time to process such projects. A comparison of residential planning fees from other cities in San Mateo County is listed below.

Table IV-3: Planning and Building Fees for Other Cities in San Mateo County

Single Family - Planning and Building Fees						
	Design Review	Building Permit	Plan Check	General Plan Surcharge	Data Base Mgt. Surcharge	Affordable Housing In-Lieu Fee
Belmont	5,711	3,234	5,040	1,250	-	417
Burlingame	1,550	4,813	3,129	-	-	-
Hillsborough	1,274	3,413	2,218	250	170	-
Daly City	-	2,963	3,503	2,500	-	-
Foster City	200	4,219	2,953	-	-	-
Millbrae	959	4,267	2,774	625	10	-
Redwood City	620	6,161	2,021	308	123	-
San Carlos	2,399	3,290	3,178	477	27	5,000
San Mateo County	3,489	3,776	4,302	-	-	-
AVERAGE	1,800	4,015	3,235	601	41	602
MEDIAN	1,274	3,776	3,129	308	5	-

Source: 21 Elements Technical Advisory Committee, 2008

Building Fees: Building permit fees are charged on a sliding scale that is based upon the valuation of the project, plus plan check fees. The estimated valuation of a project is checked against a minimum valuation per square foot for residential development. The basic plan check fee is 65% of the building permit fee. The energy plan check fee (when applicable) is an additional 25% of the building permit fee. The basic fee for electrical, plumbing and mechanical permits is \$25 dollars, with additional fees charged on a line item basis.

Recycling Fees: Ordinance No. 1645 was adopted in December 2000, by the Burlingame City Council in order to meet the goals of the California Integrated Waste Management Act of 1989, which requires all California cities and counties to divert 50% of waste they generate away from landfills. The City's recycling ordinance requires that 60% (by weight)

of all waste generated from demolition and new construction be reused and/or recycled, and that a minimum of 25% of structural material (excluding concrete, asphalt and dirt) must be recycled.

Prior to permitting, applicants must complete a recycling and waste reduction form, then a City employee makes a site visit to verify the estimated waste anticipated to be generated by the project. The applicant is then required to pay a deposit at the rate of \$50 per ton of waste generated. For example, if a project is estimated to generate 10 tons of debris, the deposit would be (\$50 X 10 tons) \$500, and 5 tons is required to be recycled. All recycling, reuse and disposal must be documented by receipts, weight tags or other records. If the recycling goal is met, the full deposit is refunded, however if the recycling goal is not met only a proportionate amount of the deposit will be returned. Some waste materials can be sold by the developer to offset his/her additional cost of removal caused by recycling.

Public Works: Public Works fees associated with housing development typically include sewer connection fees which are \$209 for a single family dwelling or duplex and \$159 per unit for multi-family structures. Water meter and service connection fees can range from \$4,100 to \$5,420 depending on the size of the service and meter required. Sidewalk and special encroachment fees are range from \$300 to \$500 for properties in residential zoning districts. Fees for street frontage improvements commonly associated with housing development, including sidewalk, curb, gutter and curb drain modifications, are \$368 for changes to 150 square feet or less.

School Fees: Two school districts serve Burlingame: the Burlingame Elementary School District and the San Mateo Union High School District. School fees are collected to offset costs of rehabilitation and maintenance of school buildings, with 60% of the fees collected going to the elementary school district and 40% to the high school district. Fees are collected on all new construction projects and residential remodels in Burlingame that add 500 square feet or more. Residential school development fees for three stories or less are \$2.83 per square foot, and commercial and residential project greater than three stores are charged \$0.45 per square foot. Mini-storage buildings are also charged a fee of \$0.01 per square foot.

Table IV-4: Development fees for other cities in San Mateo County

Single Family - Impact Fees										
	Roads	Water	Sewer	Storm Water	Parks	Fire	Police	Library	Solid Waste	School
Belmont	-	-	-	-	-	247	-	-	66	5,136
Hillsborough	4,150	-	-	-	-	-	-	-	-	4,680
Daly City	1,464	428	-	1,065	768	140	580	576	-	6,312
Foster City	-	-	-	-	-	-	-	-	-	6,312
Millbrae	-	2,500	1,500	1,500	6,459	3,200	-	-	-	-
Redwood City	1,502	11,230	1,676	-	9,998	-	-	-	-	-
San Carlos	2,000	-	4,500	-	4,989	-	-	-	-	-

Single Family - Impact Fees										
	Roads	Water	Sewer	Storm Water	Parks	Fire	Police	Library	Solid Waste	School
San Mateo County	3,696	-	-	258	2,808	1,056	-	-	-	258
AVERAGE	1,424	1,573	853	314	2,780	516	64	64	7	3,828
MEDIAN	1,464	-	-	-	768	-	-	-	-	4,908

Source: 21 Elements Technical Advisory Committee, 2008

7. Process and Permitting Procedures

Planning Process: Single Family Construction

Burlingame adopted interim single family residential design review guidelines in 1998 for new single family construction and second story additions in the R-1 zoning district. The process was revised slightly to include first floor additions involving substantial construction and to expedite processing times, and was made permanent in April 2000. The intent of the guidelines is to preserve the original and unique patterns of distinct neighborhoods through consistency of character in individual homes to allow protection of each homeowner’s investment when future projects are initiated. The process requires that all qualifying projects go before the Planning Commission in a design review study meeting, with notice to all neighbors within 300 feet. The project is either referred to a design review consultant or the project is moved forward on the Planning Commission calendar for action. The Planning Commission action is appealable to City Council. The average processing time for a project that is not referred to a design review consultant is 60 days. Approximately 26% of the projects requiring design review are sent to a design review consultant. The average processing time for these projects is approximately 90 days. These average processing times include “out of court” time in which the applicant is revising drawings. Design review does not apply to duplex or multiple family residential development.

In addition to design review, applicants may request exceptions to the zoning code in the form of variances, conditional use and special permits. A variance is generally a measurable standard, such as parking space dimension or front setback dimension. Special permits and conditional use permits are more discretionary.

The average processing times for these types of applications is about 8 to 10 weeks (56 to 70 calendar days). This time line is generally driven by legal noticing requirements and Planning Commission hearing availability. The Burlingame Planning Commission meets the second and fourth Monday of each month. All applications require two meetings before the Commission; one for design review study and one for action. Three weeks is added to the review time if a decision is appealed to the City Council because of the requirements to comply with the Ralph M. Brown Act provisions.

There are two administrative processes in Burlingame: minor modifications and hillside area construction permits. Minor modifications are similar to variances, but are for minor encroachments beyond the established development regulations. For example, you may seek a minor modification rather than a variance for a 1 foot extension into the required side yard. In the hillside areas of the City, any construction requires a hillside area construction permit. The intent of this process is to allow opportunity to review construction

for its affect on existing distant views from inside structures on nearby properties. Administrative permits are noticed to immediate neighbors (within 100 feet). If there are no appeals within 7 days, the permit is issued administratively. If a neighbor wishes to appeal the project it moves on to full review with a public hearing before the Planning Commission. An administrative permit review which is not appealed takes about 16 days.

Multiple Family Construction

Residential Condominium permits: All proposals for condominiums, residential or commercial, require a condominium permit. The Planning Commission and City Council must approve the project based on the following criteria: conformity with zoning regulations and General Plan densities, its effect on surrounding community, impact on schools, parks, public utilities, streets, traffic, and submittal of legal tentative parcel map approved by the City Engineer. Condominium projects must also meet certain development criteria such as common and private open space, as well as greater setbacks than is required for apartments.

Apartment Development: Apartments are allowed by right in the R-3 and R-4 zoning districts, assuming all development standards of the district are met. If an apartment project meets all zoning code requirements, the process can be ministerial and will only require review by the Planning Commission if environmental review is also required. There are no requirements for common and private open space in apartment projects.

The California Environmental Quality Act allows categorical exemptions for projects involving four or less units, and for larger infill projects which meet certain criteria. For those larger developments which do not meet the infill criteria, the environmental review process may add time to development projects, as discussed above.

Plan Check: The City of Burlingame offers a parallel plan check process which allows applicants by their choice to submit construction plans to the Building Department while they are simultaneously going through the zoning review process. The intent of providing this option to the public is to expedite the review process. However, there is a risk involved with this process in that plan drawings and engineering and structural calculations may be required to be redone should the action of the Planning Commission cause a substantial change to the project. Additional plan check fees are charged for revised plans. There is a 7 day performance standard for Planning Department review of building permit applications.

Public Works: Since Burlingame operates its own wastewater treatment plant, and it must meet the operating requirements of the San Francisco Region Water Quality Control Board, it is a part of the City's permit that a sewer lateral test be completed prior to the sale of a house that is 25 years old or older and before renovations occur where two or more plumbing fixtures are added. Typically these tests cost \$287, in addition to any repairs or line replacement required.

Coastal Zone Requirements: A portion of Burlingame is adjacent to the San Francisco Bay, which is considered part of the State of California's Coastal Zone. The San Francisco Bay Conservation and Development Commission (BCDC) has authority over the portion of the Coastal Zone which is adjacent to San Francisco Bay.

The area along Burlingame's San Francisco Bay frontage is zoned SL, Shoreline and AA, Anza Area, both of which allow development of hotels, offices, restaurants and commercial recreational uses. There is no housing allowed within the area that falls within BCDC's jurisdiction.

4. Constraints to Housing for Persons with Disabilities

Existing Regulations

a. *Building Code:* The City of Burlingame has adopted the California Building Code and Uniform Fire Code, 2007 Editions for reviewing construction plans. Burlingame has adopted amendments to the California Building Code which relate to the appeals procedure and requirements for lighted street addresses, roof covering, drainage, reroofing, retaining walls, slab thickness, bracing framed walls and suspended ceiling upgrades. None of these amendments would impact additions of accessibility features to a home or upgrades required for a group home.

Building code regulations are established to provide minimum health and safety standards for structures. These minimum standards for occupancy and exiting must be met for any group home occupancy in a single family residence. The Building Code and Federal ADA standards require that certain accessibility amenities for persons with disabilities be included in new construction and improvements to property.

b. *Zoning Code:* Per State law, the Burlingame zoning ordinance allows licensed care facilities, including group homes with up to six residents, by right in the R-1 and R-2 zoning districts. Since these facilities are considered a "single housekeeping unit", no additional parking is required for this use, the group home only needs to meet the parking requirement for a single family home (one or two covered and one uncovered parking space, depending on the number of bedrooms). There are no City restrictions on the distance between two (or more) group homes. The City does not have occupancy standards that apply to unrelated adults and are not required of families. The maximum occupancy for a residential use is based on the safety requirements of the fire and building codes.

Group residential facilities for the elderly are allowed in the multiple-family R-3 and R-4 zoning districts with a conditional use permit. Parking for group residential facilities is required at the rate of one parking space for each three dwelling units, or one for each four lodgers, if separate units are not provided. This is about one-third of the parking required for an apartment building. Rooming and Boarding Houses are also allowed with a conditional use permit; they have a parking requirement of one space for each rented room for the first four rooms, plus one space for each two additional rooms.

All residential zoning districts require building setbacks from property lines and are limited in the area of the lot that can be covered by structures. Generally, all structures over 30 inches high, including the portions of such ramps which are over 30 inches above grade, are subject to the setback and lot coverage requirements. At least a portion of ramps and landings installed to provide access for the disabled are over 30 inches high and would be required to meet the lot coverage and setback requirements.

5. Opportunities to Remove Constraints to Housing for Persons with Disabilities

To improve the options for housing for persons with disabilities, there are three issues which could be addressed through amendments to the zoning code. The first is to expand the opportunities for group homes serving more than six residents in the R-3 and R-4 zoning districts. The second issue is to remove zoning constraints on the addition of ramps for accessibility. The third issue is to develop a process in the Public Works Department for requesting disabled parking curb markings in the single family residential areas for qualified disabled persons.

- a. Expand the Opportunities for Group Homes in the R-3 and R-4 Zoning Districts: It is recommended that the city consider zoning code changes to add incentives for group homes for the disabled in the R-3 and R-4 zoned districts. The group home for the elderly classification which is already listed as a conditional use in these zones could be used as a model. The analysis to arrive at the defining requirements would include the possibility of establishing standards for the approval of group homes to measure how such a facility would fit in to the neighborhood in which it is located. In establishing these guidelines for new requirements, the City would seek input from disabled persons and other members of the community.
- b. Amend the Zoning Code to exempt from setbacks and lot coverage ramps which are required to provide access for persons with disabilities. This amendment would facilitate the retrofitting of an existing residence both for a group home use or for the use of the current occupant of a single family residence.
- c. Establish a process for requesting disabled parking curb markings in the single family residential areas for persons with disabilities.
- d. Conduct a formal analysis of current zoning and development standards to identify potential barriers to housing for persons with disabilities. This analysis would look at the Conditional Use Permit process and standards for siting of group homes for more than six persons.
- e. Amend the Zoning Code to provide individuals with disabilities reasonable accommodation in rules, policies, practices and procedures that may be necessary to ensure equal access to housing. The purpose of this is to provide a process for individuals with disabilities to make requests for reasonable accommodation in regard to relief from the various land use, zoning, or building laws, rules, policies, practices and/or procedures of the City.

Non-Governmental Constraints

1. Environmental

Geotechnical/Noise: The topography in Burlingame goes from the waters of San Francisco Bay to the coastal range foothills. Four creeks drain from the coastal range, through the City, to the bay. In Burlingame the face of the coastal range is divided into large-lot single-family dwellings. Due to the steep slopes and shallow underground streams, some areas are vulnerable to landslides during the wet weather. The hillside area is divided into larger lots (10,000 SF minimum). Developments on these lots require additional seismic and structural engineering features. The flat land areas in Burlingame are subject to a high water table and, in some areas to short term flooding. These constraints increase the cost of building housing in some areas.

Certain areas of the City are also subject to high noise levels. These areas include sites close to US 101, the Cal Train rail line, and areas subject to over flight from planes departing San Francisco International Airport. A larger area of the flat land and upward sloping area at the north end of the City are also subject to back blasts (low frequency) noise from departing airplanes. Housing development in these areas will require noise mitigation, which also adds to increased housing costs. It should be noted that due to advance technology in airplane design, noise impacts from the airport have decreased.

2. Land and Construction Costs

Housing and land costs within San Mateo County have dramatically increased since the mid 1990's. This is due in large part to the rapid growth of high-technology businesses in the Bay Area region, particularly on the San Francisco Peninsula. The increase in the employment and housing demand has been more dramatic than anytime in the past twenty years, with housing costs rising much faster than household income levels.

In general lots are small in Burlingame with the typical lot between 5000 and 6000 SF. There are fewer than 30 acres of vacant undeveloped land in the City, and most new development will occur by re-use of already developed land. It has become common practice to see proposals that include the demolition of a single family dwelling and reconstruction of a larger single family dwelling on the lot. Many of these proposals are made by developers who intend to market these homes on the high-end real estate market. The largest increase in residential units has been in the multi-family zoned areas. Between 1999 and 2007, 111 multi-family units were added to the City's housing stock.

The cost of construction for residential development has dramatically increased since the late 1990's as well. The economic boom in the technology industry sparked a large demand for office space in the Bay Area in the late 1990's, but then fell dramatically early in the next decade. Building construction costs are estimated by the Building Department to be \$150 per square foot for single family residential development.

3. Financing and Affordability

In San Mateo County "affordable" housing is defined as that with a contract rent or price affordable to low and moderate income households, based upon: rent not exceeding 30% of monthly income and monthly mortgage payment not exceeding 33% of gross monthly income.

The median price for a condominium in San Mateo County in 2000 was \$360,000, an increase of 80% over the 1991 price of \$200,000. The median price for a single family detached home in San Mateo County in 2000 was \$600,000. The average price for a single family detached home in Burlingame in 2000 was 811,418, and in 2008, the average cost was \$1,300,000. In 2008, the median sales price for a condominium in Burlingame was \$650,000, in increase of more than 50% over 2000 prices. And where 52 percent of the housing stock is multiple family units, the average monthly rent is \$1,785, down from \$11,950 in 2000.

Assuming a 20% down payment, a \$811,418 home financed for 30 years at 7.14% would require a monthly payment of approximately \$4,374, and an annual household income of about \$233,000. According to census data the average household income for San Mateo County in 2000 was \$136,600.

V. Community Resources and Opportunities

LAND INVENTORY AND SITE IDENTIFICATION

State law requires that local governments identify sufficient vacant or underdeveloped land to accommodate the community's housing needs. One of the primary ways to do this is the identification of lands suitable for future residential development. This identification should include review of vacant sites and sites that have potential for reuse or whose use could be intensified for residential use. An important factor in suitability of sites for housing is the relationship of the identified sites to appropriate zoning, public facilities and services.

PROPERTIES WITH POTENTIAL FOR DEVELOPMENT

The selection of areas of the city and sites within those areas with the greatest potential for development was based on a number of considerations: the experience with effective programs in the 2002 Housing Element and changes in our developed environment which have created residential development attractors.

The sites potentially available for housing in the City of Burlingame range from as small as 50 feet by 100 feet to 2 acres. While these may be identified as "small sites," the majority of the sites are fairly average parcels in the City. Because Burlingame is built out and there are no large, vacant parcels available, projects are proposed and built on these smaller sites, at fairly high densities. Some of these parcels are adjacent to one another, such as in the Downtown area. The City can encourage lot consolidation through development incentives such as reduced parking, increased heights, and density bonuses for lots that are developed over ½ acre. (See Implementation Policy H(F-1) and Table V-1 for opportunity sites). In addition, in the past 15 years, there have been 12 multi-family projects built with three to six units each on lots as small as 5000 square feet, with densities averaging 24 units per acre. With lot consolidation, increased density could easily be achieved. Although the City of Burlingame does not currently have a Redevelopment Agency with the ability of purchasing land for redevelopment, the City is in constant contact with property owners and potential developers to facilitate development.

Since Burlingame is virtually built out the focus of the 2002 Housing Element was on in-fill development and changing the use of existing properties in recent years. During the planning period between 1999 and 2006, a net of 104 dwelling units have been added on in-fill sites (including one at the north end of the city) near the city's commercial areas and along El Camino Real. These were sites which had been developed in lower density residential uses and on which multiple family (R-3 and R-4) zoning had been in place for a number of years.

An important reuse development incentive in the 2002 Housing Element was to create a new zoning district which allowed for the highest density multiple family zoning in areas with previous commercial zoning on two of the blocks at the north end of the city within one-quarter mile of the Millbrae BART/Caltrain station. The intention of this new zoning was to encourage more transit oriented residential development on these properties now developed with older, more marginal office buildings. The presence of the city's largest employer, Peninsula Hospital, at the center of the area, was also a factor in choosing this area for residential development. Despite the high demand for office on the Peninsula during the 1990's, the conversion to multiple family residential development in this northern area began with the replacement of an older office building with 20 residential condominiums and an extended care facility for the elderly. In 2008 the demand for office in San Mateo County has declined significantly with a current office vacancy rate of 15%. With so much new

office space available, the older office space is in even less demand and this area with multiple family and mixed use zoning in place is now ripe for residential development.

The Bay Area Rapid Transit (BART) District extended BART to San Francisco International Airport with an end of the line station and cross platform with CalTrain's San Francisco Peninsula rail service at the Millbrae Intermodal station, one quarter mile from Burlingame's northern border. This regional transportation service provides unique incentives for multiple family residential development at the north end of the City. Building on the experience of implementing the 2002 Housing Element action programs (particularly the multiple family mixed use zoning) and the proposed residential incentive programs built into the 2009-2014 Housing Element the city has every expectation of meeting its fair share housing numbers particularly in the north end of the city.

There are several new residential development incentive programs included in the current housing element to encourage reuse of the identified sites and other sites in the area not specifically cited but with residential potential, whose development will be stimulated by market demand, overlay zoning or other owner initiative. The action programs proposed are:

- Provide additional incentives in the new multi-family/mixed use zoning districts at the north end of the city adjacent to BART/CalTrain and Peninsula Hospital;
- Offer developers incentives in all residential areas to include affordable housing;
- Provides opportunities for increasing densities with reduced parking requirements and increased height for housing within one-third mile of a major transportation hub;
- Amend the zoning code regulations to expand types of housing, live/work units and mixed commercial/residential; and
- Provides incentives for lot consolidation.

Two types of properties have been included in the analysis of properties with potential for development. The first includes underdeveloped or vacant properties zoned for high density residential use. An inventory of these properties, along with an estimated buildout capacity of 80 percent density, is included in Table V-1. The second category includes properties in areas that are now zoned and often developed for commercial use, but with the potential for rezoning or adding a residential overlay zone and have future residential development potential. The identified sites yield a total potential of 1,004 units (80% density less existing units on site). Based on the 1981 Flood Insurance Rate Maps (FIRM) for the City of Burlingame, all sites identified for potential residential development are outside of the 100 and 500 year flood boundary. In addition to proposing rezoning programs for these sites, it is proposed that zoning code changes be implemented which would offer incentives for building affordable housing, incentives for building more housing within one-third mile of the three transportation hubs, and incentives for consolidating smaller lots into a larger development. A description of the actions to be taken to achieve these goals is at the end of this chapter.

Vacant Or Underused Sites Now Zoned For Residential Use

There are a number of sites already zoned for residential use where the potential has not been used. All of the parcels are within the area bounded by Murchison and Dufferin between El Camino Real and California Drive. This office commercial area was rezoned to a new multi-family residential/mixed use zone district (ECN – El Camino North) in 2006 to implement the North Burlingame/Rollins Road Specific Plan. Prior to that, as a part of the 1994 Housing Element work program, an R-4 overlay zone was created. Since 1994, one office building was removed and the 1.24 acre site has been developed with a 20-unit

residential condominium and a 48-bed residential care facility for the elderly. All of these sites are within one-half mile of the Millbrae BART Station which has been in operation for several years. Because of proximity to a transit terminal, these sites would warrant special provisions for higher residential density such as reduced parking requirements and increased height. All development of sites in this area is subject to Federal Aviation Administration (FAA) approval for height.

Sites with the Potential for Reuse

Burlingame is a built-out community, and any development that occurs is replacing existing development. The City sees multiple projects each year which propose to demolish either existing apartment buildings or existing older office buildings and replace them with high density residential uses. The older office buildings in North Burlingame were built in the 1960's and 1970's, and while they are not vacant, they don't necessarily represent the highest and best use of the property. Several factors have changed over the course of the years that would encourage the replacement of these existing office buildings with higher density residential uses or mixed use buildings:

1. The BART line was extended south to Millbrae, with a new Intermodal Station with a BART terminal, a Caltrain terminal, and a bus terminal combined completed in 2003.
2. Peninsula Hospital is undergoing a reconstruction project which will include a new 180,000 square foot medical office building in addition to the replacement hospital.
3. The North Burlingame/Rollins Road Specific Plan was adopted in 2004 and the implementing zoning was put in place in 2005 and 2006. This plan anticipates new, higher density multi-family and mixed use development based on the changes that are occurring in this area. The new zoning allows residential densities up to 40 units per acre in either a stand alone residential or mixed use project. The development standards were also modified to allow taller buildings and reduced setbacks.

Since the adoption of the Specific Plan, there have been three projects approved by the Planning Commission for high density residential development, and all of them were on properties that were developed with office buildings similar to the ones that exist in the remainder of the area. It is expected that the increased opportunities offered by the Specific Plan together with the changes happening in the surrounding area make these sites viable for high density residential development.

In addition, on April 20, 2009, the City Council approved the rezoning of the C-2 zoned sites along Carolan and Rollins Road to include a high-density overlay (R-4). This rezoning allows stand-alone high density residential uses on these parcels.

Downtown Specific Plan

The City is also developing a Specific Plan for the area framed by Oak Grove Avenue on the north side, the CalTrain tracks south to Burlingame Avenue and Anita Avenue on the east side, Peninsula Avenue and the City limits on the south side, and El Camino Real on the west side. Within this area the City is considering areas of medium-high (R-3) and high (R-4) density residential, as well as mixed-use development opportunities. The Specific Plan identifies new mixed use areas (previously zoned C-1) along Howard and Lorton Avenues, Primrose and Park Roads, and along California Drive. Within the mixed use zones, it is proposed that a project could either be mixed use or stand-alone high density residential at densities up to 50 units per acre. Table V-1: Vacant or Underused Sites identifies those sites within the proposed Downtown Specific Plan. The development standards vary for the

different areas within the planning area, but include zero setback requirements, average maximum unit sizes of 1,250 square feet, increased height limits, and reduced parking standards. These development standards will facilitate mixed-use and multi-family residential housing first, because housing was not previously permitted in some of these areas, and second, they are relaxed standards compared to other residential areas in order to promote development. The Specific Plan is anticipated to be adopted in 2010.

Table V-1: Vacant or Underused Sites

Housing Element Sites Inventory - Summary of Housing Opportunity Sites

VACANT SITES

Definition: Sites that are currently undeveloped (may include sites used for agriculture or open space, but which are designated for residential and do not have built structures on them)

Vacant Sites									
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Total Potential Units/ Affordable Units		Potential Site Constraints/ Opportunities (Flood plain, difficult access, lack of services, possible lot consolidation etc.)	Appropriateness for Residential Development / Other Comments
				Min.	Max.	Max.	80%		
025-144-190	1730 Marco Polo Way	0.88	TW - Allows Multi-Family		40	35	28		Specific Plan adopted and zoning changed to allow higher intensity use (residential or mixed use)
						4	3		
025-150-070	No Site Address (adjacent to 1810 & 1818 El Camino Real)	0.27	ECN - Mixed Use - Requires Residential Element		40	10	8	Possible lot consolidation with 1810 & 1818 El Camino Real	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use) Site is in common ownership with 1810 & 1818 El Camino Real
						1	1		
025-150-090	1810 El Camino Real	0.57	ECN - Mixed Use - Requires Residential Element		40	22	17	Possible lot consolidation with 1818 El Camino Real and adjacent unaddressed parcel	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use) Site is in common ownership with vacant property on California Drive & 1818 El Camino Real
						3	2		
025-150-100	1818 El Camino Real	0.25	ECN - Mixed Use - Requires Residential Element		40	10	8	Possible lot consolidation with 1810 El Camino Real and adjacent unaddressed parcel	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use) Site is in common ownership with vacant property on California Drive & 1810 El Camino Real
						1	1		

Vacant Sites									
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Total Potential Units/ Affordable Units		Potential Site Constraints/ Opportunities <i>(Flood plain, difficult access, lack of services, possible lot consolidation etc.)</i>	Appropriateness for Residential Development /
				Min.	Max.	Max.	80%		Other Comments
025-194-100	No Site Address (adjacent to 2200 Ray Drive)	0.114 (50' x 100')	R-1		8	1	1	Single Family lot that is now used as yard space for adjacent residence	
						0	0		
026-011-020	1501 El Camino Real	0.197 (80' x 107.5')	C-2			6	4	C-2 zoning would allow mixed use - would need rezoning for all residential. Small site, but there are similar sized R-3 sites adjacent developed with apartments and condominiums	Site is adjacent to R-3 zoned sites developed with multi-family uses
						1	1		
026-182-260	No Site Address (adjacent to 1920 Carmelita)	0.137 (50' x 120')	R-1		8	1	1	Single Family lot that is now used as yard space for adjacent residence	
						0	0		
027-093-110	12 Vista Lane	0.97 (110' x 385')	R-1		8	2	1	Has been divided into two parcels - two homes proposed - steep lots	
						0	0		
027-152-160	No Site Address (next to 1327 DeSoto Ave)	0.137 (50' x 120')	R-1		8	1	1	Is now yard area for 1327 De Soto	
						0	0		
028-314-270	No Site Address (next to 112 Pepper)	0.19 (52' x 160')	R-1		8	1	1	Is now yard area for 112 Pepper	
						0	0		

Vacant Sites									
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Total Potential Units/ Affordable Units		Potential Site Constraints/ Opportunities <i>(Flood plain, difficult access, lack of services, possible lot consolidation etc.)</i>	Appropriateness for Residential Development /
				Min.	Max.	Max.	80%		Other Comments
029-221-040	135 Primrose Road	0.132 (50' x 115')	C-1, Subarea B-1 Burlingame Avenue Commercial Area			4	3	Now used as parking lot for adjacent business. Possible lot consolidation with 123/125 and 139 Primrose Road.	Current zoning would allow mixed use, would have to have a commercial component unless rezoned
						1	0		
029-234-020	999 Howard Avenue	0.86 Acre	C-2			30	24	Now used for automobile storage for an adjacent car dealer	Current zoning would allow mixed use, would have to have a commercial component unless rezoned, triangular shaped lot
						3	3		

Housing Element Sites Inventory - Summary of Housing Opportunity Sites

UNDERUTILIZED SITES

Definition: Sites that are currently designated for residential use (or mixed use with residential component) but which are developed at densities significantly lower than those designated and where redevelopment is a real option due to market conditions and/or condition of existing structures.

Underutilized Sites										
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Current Number of Units	Total Potential Units/ Affordable Units		Potential Reasons for Site Being Underutilized <i>location, site conditions, market factors, ownership, etc.</i>	Reasons Why Redevelopment to Make Better Use of the Site is Achievable
				Min.	Max.		Max	80%		
025-121-031	1600 Trousdale Drive	1.01	TW (Trousdale West) Residential or Mixed Use		40	0	40	32	Older single-story office building within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1825 Magnolia and 1710 Trousdale Dr.	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use)
							4	3		
025-121-040	1710 Trousdale Drive	0.48	TW (Trousdale West) Residential or Mixed Use		40	0	19	15	Older Single-story office building within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1600 Trousdale and 1777 Murchison Dr.	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use)
							2	2		
025-121-060	1800 Trousdale Drive	0.5	TW (Trousdale West) Residential or Mixed Use		50*	0	25	20	Older single-story office building within 1/2 mile of Millbrae BART/Caltrain Station. Approved 25-unit, 7-story Residential Condominium Project	Specific Plan now calls for 40 units/acre. Project at 50 units per acre submitted & approved before adoption of density standard
							3	2		

Underutilized Sites										
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Current Number of Units	Total Potential Units/ Affordable Units		Potential Reasons for Site Being Underutilized <i>location, site conditions, market factors, ownership, etc.</i>	Reasons Why Redevelopment to Make Better Use of the Site is Achievable
				Min.	Max.		Max	80%		
025-121-110	1814 Ogden Drive	0.41	TW (Trousdale West) Residential or Mixed Use		40	0	16	12	Older two-story office building within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1820 Ogden Dr.	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use)
							2	1		
025-121-120	1820 Ogden Drive	0.35	TW (Trousdale West) Residential or Mixed Use		40	0	14	11	Older two-story office building within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1814 Ogden Dr.	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use)
							2	1		
025-121-130	1840 Ogden Drive	0.91	TW (Trousdale West) Residential or Mixed Use		50*	0	45	36	Vacant single story office building within 1/2 mile of Millbrae BART/Caltrain Station	Specific Plan now calls for 40 units/acre. Project at 50 units per acre submitted & approved before adoption of density standard
							5	4		
025-121-170	1825 Magnolia Avenue	1.4	TW (Trousdale West) Residential or Mixed Use		40	0	56	44	Three-story office building constructed in 1969, site is within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1600 Trousdale Dr.	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use) Site is in common ownership with 1777 Murchison
							6	5		

Underutilized Sites										
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Current Number of Units	Total Potential Units/ Affordable Units		Potential Reasons for Site Being Underutilized <i>location, site conditions, market factors, ownership, etc.</i>	Reasons Why Redevelopment to Make Better Use of the Site is Achievable
				Min.	Max.		Max	80%		
025-121-260	1777 Murchison Drive	2.74	TW (Trousdale West) Residential or Mixed Use	40	0	109	87	Three-story office building constructed in 1964, site is within 1/2 mile of Millbrae BART/Caltrain Station. Possible lot consolidation with 1825 Magnolia Ave, 1600 Trousdale and 1710 Trousdale Dr.	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use) Site is in common ownership with 1825 Magnolia	
						11	9			
025-121-270	1818 Trousdale Drive	0.97	TW (Trousdale West) Residential or Mixed Use	40	0	79	63	79-unit assisted living facility now under construction		
						8	7			
025-140-070	1875 Trousdale Drive	0.32	TW (Trousdale West) Residential or Mixed Use	40	0	12	9	Older single story office building within 1/2 mile of Millbrae BART/Caltrain Station.	Specific Plan adopted and zoning changed in 2006 to allow higher intensity use (residential or mixed use)	
						1	1			
025-150-010	1875 California Drive	0.35	ECN (El Camino North) - Mixed Use or Residential	40		14	11	Site now contains an abandoned car wash, owned by residential developer	Specific Area Plan adopted in 2006 would allow mixed use with the residential component containing 40 units per acre plus retail or office component. Requires any mixed use project to have a residential component	
						2	1			

Underutilized Sites										
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Current Number of Units	Total Potential Units/ Affordable Units		Potential Reasons for Site Being Underutilized <i>location, site conditions, market factors, ownership, etc.</i>	Reasons Why Redevelopment to Make Better Use of the Site is Achievable
				Min.	Max.		Max	80%		
025-150-190	1870 El Camino Real	0.79	ECN (El Camino North) - Mixed Use or Residential	40	0	31	24	Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1860 El Camino Real or 1875 Murchison Dr.	Specific Area Plan adopted in 2006 would allow mixed use with the residential component containing 40 units per acre plus retail or office component. Requires any mixed use project to have a residential component	
						4	3			
025-150-210	1860 El Camino Real	0.58	ECN (El Camino North) - Mixed Use or Residential	40	0	23	18	Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1870 El Camino Real, 1848/1850 El Camino Real and an adjacent City parking lot.	Specific Area Plan adopted in 2006 would allow mixed use with the residential component containing 40 units per acre plus retail or office component. Requires any mixed use project to have a residential component	
						3	2			

Underutilized Sites										
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Current Number of Units	Total Potential Units/ Affordable Units		Potential Reasons for Site Being Underutilized <i>location, site conditions, market factors, ownership, etc.</i>	Reasons Why Redevelopment to Make Better Use of the Site is Achievable
				Min.	Max.		Max	80%		
025-150-040	No Site Address - Parking lot - same owner as 1860 El Camino Real	0.275	ECN (El Camino North) - Mixed Use or Residential	40	0	11	8	Site is now a parking lot for 1860 El Camino. Sites could be combined to create a mixed use or residential project. Possible lot consolidation with 1860, 1848, 1840 and 1838 El Camino Real.	Specific Area Plan adopted in 2006 would allow mixed use with the residential component containing 40 units per acre plus retail or office component. Requires any mixed use project to have a residential component	
						1	1			
025-150-170	1848-1850 El Camino Real	0.156	ECN (El Camino North) - Mixed Use or Residential	40	0	6	4	Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1860, 1840, 1838 El Camino Real and adjacent City parking lot.	Specific Area Plan adopted in 2006 would allow mixed use with the residential component containing 40 units per acre plus retail or office component. Requires any mixed use project to have a residential component	
						1	1			

Underutilized Sites										
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Current Number of Units	Total Potential Units/ Affordable Units		Potential Reasons for Site Being Underutilized <i>location, site conditions, market factors, ownership, etc.</i>	Reasons Why Redevelopment to Make Better Use of the Site is Achievable
				Min.	Max.		Max	80%		
025-150-180	1840-1846 El Camino Real	0.156	ECN (El Camino North) - Mixed Use or Residential	40	0	6	4	Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1848, 1838 El Camino Real and adjacent City parking lot.	Specific Area Plan adopted in 2006 would allow mixed use with the residential component containing 40 units per acre plus retail or office component. Requires any mixed use project to have a residential component	
						1	1			
025-150-200	1838 El Camino Real	0.6	ECN (El Camino North) - Mixed Use or Residential	40	0	24	19	Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1840, 1848 El Camino Real and adjacent City parking lot.	Specific Area Plan adopted in 2006 would allow mixed use with the residential component containing 40 units per acre plus retail or office component. Requires any mixed use project to have a residential component	
						3	2			

Underutilized Sites										
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Current Number of Units	Total Potential Units/ Affordable Units		Potential Reasons for Site Being Underutilized <i>location, site conditions, market factors, ownership, etc.</i>	Reasons Why Redevelopment to Make Better Use of the Site is Achievable
				Min.	Max.		Max	80%		
025-150-220	1828 El Camino Real	0.92	ECN (El Camino North) - Mixed Use or Residential	40	0	37	29	Site now contains an older office building, site is within 1/3 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Possible lot consolidation with 1838 and 1818 El Camino Real.	Specific Area Plan adopted in 2006 would allow mixed use with the residential component containing 40 units per acre plus retail or office component. Requires any mixed use project to have a residential component	
						4	3			
025-161-110	1766 El Camino Real	1.7	ECN (El Camino North) - Mixed Use or Residential	40	0	68	54	Site now contains an older office building, site is within 1/2 mile of new BART/Caltrain Intermodal Station. Specific Plan calls for frontage road to be abandoned, allowing for a larger developable site. Developer has submitted preliminary mixed use proposal.	Specific Area Plan adopted in 2006 would allow mixed use with the residential component containing 40 units per acre plus retail or office component. Requires any mixed use project to have a residential component	
						7	6			
029-231-060	161 Highland Ave	0.26	R-4	51+	0	12	9	Site is now a paved car storage lot that is zoned R-4. Possible lot consolidation with 1101 and 1111 Howard Ave.	The Downtown Specific Plan now underway proposes to provide incentives in this area by allowing increased building height and lower parking requirements.	
						1	1			

Underutilized Sites										
Assessor Parcel Number (APN)	Street Address	Area (acres)	Zoning	GP Density (units/acre)		Current Number of Units	Total Potential Units/ Affordable Units		Potential Reasons for Site Being Underutilized <i>location, site conditions, market factors, ownership, etc.</i>	Reasons Why Redevelopment to Make Better Use of the Site is Achievable
				Min.	Max.		Max	80%		
026-011-010 025-228-130	1509 El Camino Real	0.31	R-3	21	50	11	10	8	Site now contains an older apartment complex. Would be combined with adjacent vacant parcel	Application submitted and under review
							1	1		
029-111-260	556 El Camino Real	.36	R-3	21	50	14	18	14	Site now contains an older apartment complex	Application submitted and under review
							2	2		
029-112-050	1433 Floribunda Avenue	.22	R-3	21	50	5	5	4	Site now contains an older five-unit apartment complex	Application submitted and is under review
							1	1		
029-235-140 029-235-150	101 Anita Road	.23	R-3	21	50	8	9	7	Site now consists of two parcels with six apartment units on one and a duplex on the other	Application submitted and is now under review
							1	1		
029-132-180 029-132-190	1128-1132 Douglas Avenue	.35	R-4		51+	6	17	13	Site now consists of two parcels containing two single family homes and a four-unit apartment building	Application submitted and is now under review
							2	2		
029-062-080	736 Laurel Avenue	.26	R-2		2	1	2	1	Site contains a single family home. Zoning allows two units on the site	Application for duplex condominium has been submitted and is now under review
							0	0		

Housing Element Sites Inventory - Summary of Housing Opportunity Sites

POTENTIAL REUSE SITES

Definition: Sites that are currently designated for non-residential use but which could be redesignated for residential development or mixed use development (including residential), where housing development would be appropriate and achievable due to market and site conditions

Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					Max.	80%		
026-240-290	1028 Carolan Ave	0.58	C-2	R-4 Overlay	23	18	Site consists of an older commercial facility. This area was formerly a light industrial area. Possible lot consolidation with 1016 Carolan Ave. and 1025 Rollins Road.	Site is adjacent to high density residential development to the north and a single family neighborhood to the south. Can be combined with adjacent properties
					3	2		
026-240-340	1016 Carolan Ave	0.73	C-2	R-4 Overlay	29	23	Site consists of an older commercial facility. This area was formerly a light industrial area. Possible lot consolidation with 1028 and 1008 Carolan Ave.	Site is adjacent to high density residential development to the north and a single family neighborhood to the south. Can be combined with adjacent properties
					3	3		
026-240-360	1008 Carolan Ave	2.03	C-2	R-4 Overlay	80	64	Site consists of an older commercial facility. This area was formerly a light industrial area. Possible lot consolidation with 1016 Carolan Ave. and 1007 Rollins Rd.	Site is adjacent to high density residential development to the north and a single family neighborhood to the south. Can be combined with adjacent properties
					8	7		
026-240-370	935 Rollins Road	2.05	C-2	R-4 Overlay	80	64	Site consists of an older commercial facility. This area was formerly a light industrial area.	Site is adjacent to high density residential development to the north and a single family neighborhood to the south. Can be combined with adjacent properties
					8	7		

Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					<i>Max.</i>	<i>80%</i>		
029-203-020	257-263 Park Road	0.18	C-1	Mixed Use	6	4	Within a proposed focus development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single story retail building. Possible lot consolidation with 247-255 Park Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-203-030	247-255 Park Road	0.18	C-1	Mixed Use	6	4	Within a proposed focus development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now contains single story retail building. Possible lot consolidation with 257-263 and 241-245 Park Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-203-040	241-245 Park Road	0.18	C-1	Mixed Use	6	4	Within a proposed focus development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now contains single story community building. Possible lot consolidation with 247-255 and 235-221 Park Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-203-050	221-235 Park Road	0.17	C-1	Mixed Use	6	4	Within a proposed focus development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older two story retail/office building. Possible lot consolidation with 241-245 and 201-219 Park Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		

Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					Max.	80%		
029-203-060	201-219 Park Road	0.17	C-1	Mixed Use	6	4	Within a proposed focus development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older two story retail/office building. Possible lot consolidation with 221-235 Park Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-203-080	210 Primrose Road	0.35	C-1	Mixed Use	14	11	Within a proposed focus development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single story bank building. Possible lot consolidation with 220-234 Primrose Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					2	1		
029-203-090	220-234 Primrose Road	0.29	C-1	Mixed Use	12	9	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 210 and 240-248 Primrose Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		

Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					<i>Max.</i>	<i>80%</i>		
029-203-100	240-248 Primrose Road	0.18	C-1	Mixed Use	6	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 22-234 Primrose and 241-245 Park Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-211-080	215-233 Highland Ave	0.4	C-1	Mixed Use	16	12	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					2	1		
029-211-180	218-222 Lorton Ave	0.16	C-1	Mixed Use	6	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 226 Lorton.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-211-190	226 Lorton Ave	0.16	C-1	Mixed Use	6	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 218-222 and 236-240 Lorton Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		

Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					<i>Max.</i>	<i>80%</i>		
029-211-200	236-240 Lorton Ave	0.16	C-1	Mixed Use	6	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 226 and 246-250 Lorton Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-211-210	246-250 Lorton Ave	0.16	C-1	Mixed Use	6	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 236-240 Lorton Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-221-030	139 Primrose Road	0.15	C-1	Mixed Use	6	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older two-story office building. Possible lot consolidation with 135 Primrose Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		

Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					<i>Max.</i>	<i>80%</i>		
029-221-050	123-125 Primrose Road	0.11	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story office building. Possible lot consolidation with 135 Primrose Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-222-030	1333 Howard Ave	0.12	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 1345 and 1319-1321 Howard Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-222-040	1319-1321 Howard Ave	0.1	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 1333 and 145-149 Park Rd.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		

Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					<i>Max.</i>	<i>80%</i>		
029-222-050	145-149 Park Rd	0.25	C-1	Mixed Use	10	8	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older multi-story building with potential for reuse. Possible lot consolidation with 1319-1321 Howard Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-222-180	1345 Howard Ave	0.12	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 1333 Howard Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-231-010	1199 Howard Ave	0.12	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 1127-1131 Howard Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		

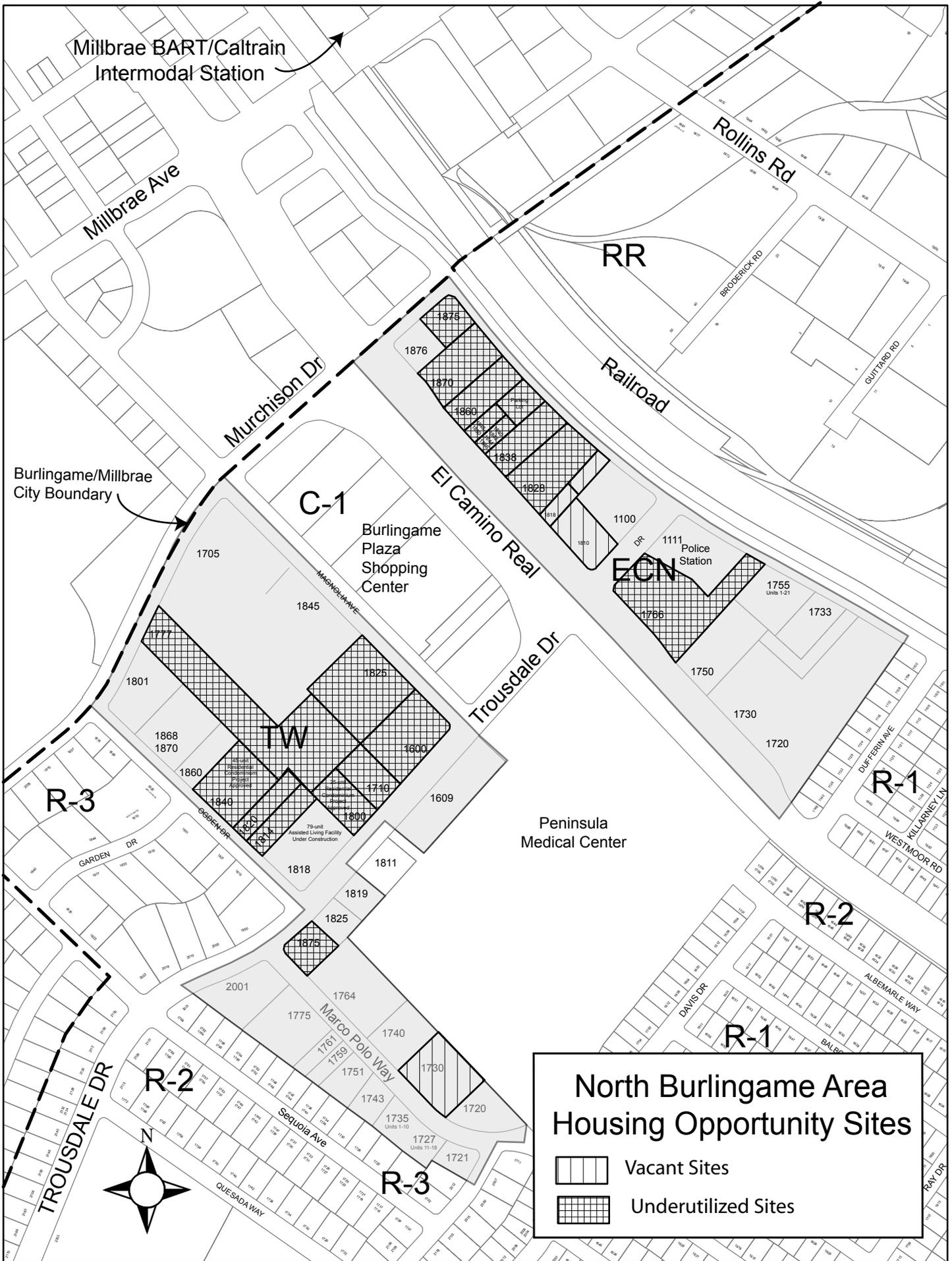
Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					<i>Max.</i>	<i>80%</i>		
029-231-020	1127-1131 Howard Ave	0.12	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 1199 and 1115 Howard Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-231-030	1115 Howard Ave	0.12	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 1127-1131 and 1111 Howard Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-231-040	1111 Howard Ave	0.12	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 1115 and 1101 Howard Ave. and 161 Highland Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		

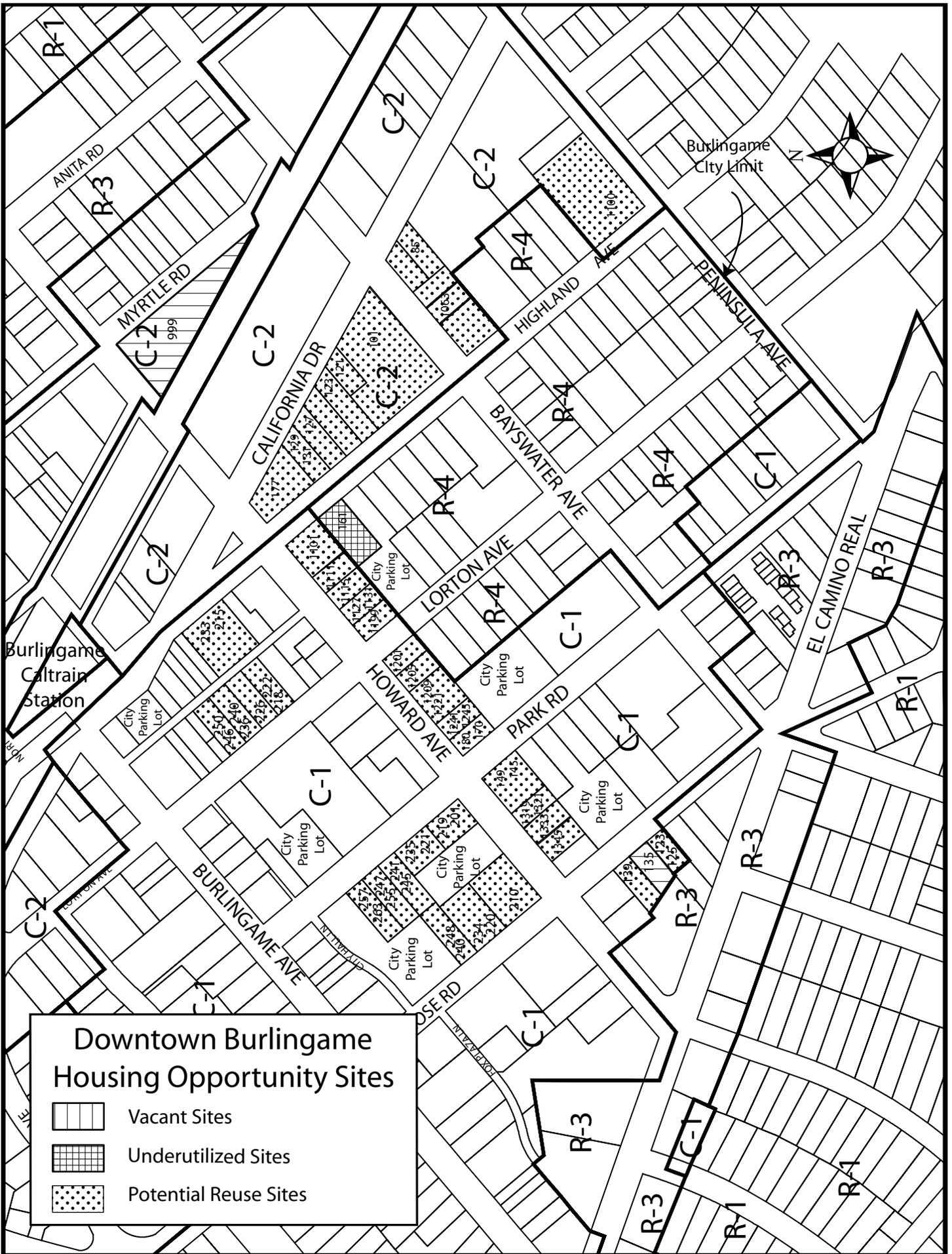
Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					Max.	80%		
029-231-050	1101 Howard Ave	0.23	C-1	Mixed Use	10	8	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older single-story retail building. Possible lot consolidation with 1111 Howard Ave. and 161 Highland Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-232-030	129-131 California Drive	0.15	C-1	Mixed Use	6	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older car repair facility. Possible lot consolidation with 177 and 127 California Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-232-040	127 California Drive	0.17	C-1	Mixed Use	7	5	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older car repair facility. Possible lot consolidation with 129-131 and adjacent unaddressed parcel.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		

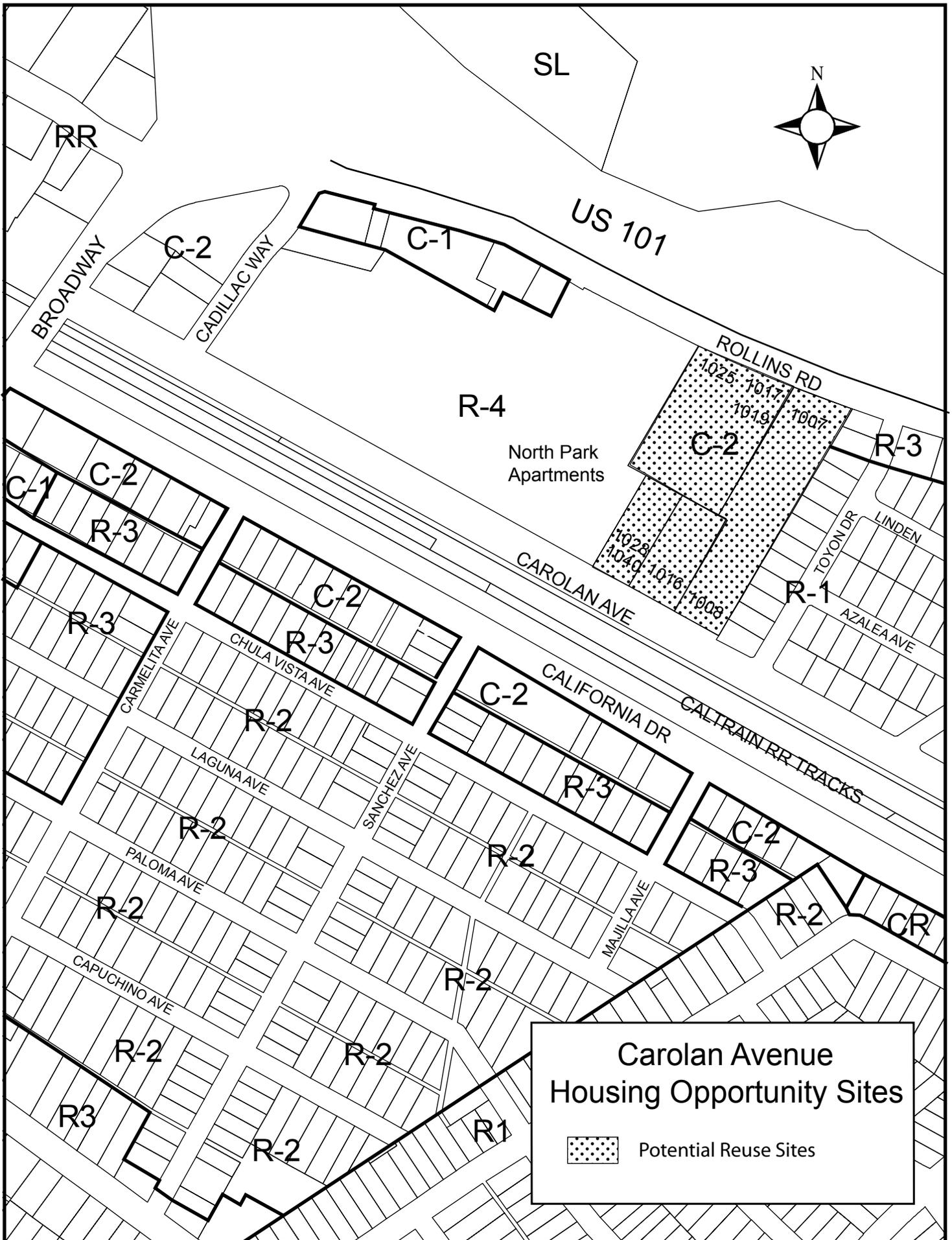
Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					Max.	80%		
029-232-050	No Site Address	0.2	C-1	Mixed Use	9	7	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older car repair facility. Possible lot consolidation with 127 and 123 California Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-232-060	123 California Drive	0.22	C-1	Mixed Use	10	8	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older car repair facility. Possible lot consolidation with adjacent unaddressed parcel, 121 and 101 California Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-232-070	121 California Drive	0.12	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now used for car storage - in common ownership with 101 California Drive. Possible lot consolidation with 121 and 101 California Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-232-160	177 California Drive	0.33	C-1	Mixed Use	13	10	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with gas station/car wash. Possible lot consolidation with 129-131 California Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					2	1		

Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					<i>Max.</i>	<i>80%</i>		
029-232-170	101 California Drive	0.97	C-1	Mixed Use	38	15	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with car dealership building - building used by adjacent car dealer for car storage. Possible lot consolidation with 121 and 123 California Dr.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					4	2		
029-242-020	1063 Bayswater Ave	0.11	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now paved and used by adjacent car dealer for car storage. Possible lot consolidation with adjacent unaddressed parcels.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-242-030	No Site Address	0.11	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now paved and used by adjacent car dealer for car storage. Possible lot consolidation with 1063 Bayswater Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		

Potential Reuse Sites								
Assessor Parcel Number (APN)	Street Address	Area (acres)	Current Zoning	Potential New Zoning	Total Potential Units/ Affordable Units		Reasons for Potential Rezoning of Site <i>(location, site conditions, market factors, ownership, etc.)</i>	Appropriateness for Residential Development / Reasons Why Reuse is Considered Achievable
					Max.	80%		
029-242-040	No Site Address	0.13	C-1	Mixed Use	5	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older car repair facility. Possible lot consolidation with 1063 Bayswater Ave.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-242-050	85 California Drive	0.15	C-1	Mixed Use	6	4	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now developed with older car repair facility. Possible lot consolidation with adjacent unaddressed parcels.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					1	1		
029-242-150	1100 Peninsula Ave	0.84	C-1	Mixed Use	33	26	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now paved and used by adjacent car dealer for car storage.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties
					4	3		
029-242-230	No Site Address	0.23	C-1	Mixed Use	9	7	Within a proposed focused development area of the Burlingame Downtown Specific Plan with mixed use development incentives. Site now paved and used by adjacent car dealer for car storage.	Adjacent to the Downtown Burlingame core and within 1/3 mile of Caltrain station - Specific Plan proposes incentives to combine with adjacent properties - in common ownership with adjacent two sites.
					1	1		







ACTIONS REQUIRED/ZONING CHANGES

Some of these areas already have zoning in place to achieve new residential development. In order to make the remaining areas available for residential development and to improve the opportunities on existing residential sites, the following actions are required.

Adopt the Downtown Specific Plan and implementing zoning

The City is undergoing development of a Downtown Specific Plan which includes a mixed-use development component, which is expected to be adopted in 2010. Adoption of this plan will allow housing in the downtown area in appropriate locations, as mixed-use developments. Areas on the periphery of the downtown core will allow for higher density residential development in areas that are now either zoned for commercial or residential use. Within the first year after the plan is adopted, the zoning code for this area will be revised to implement the proposed mixed use areas and the revised development standards which will allow for higher density residential development.

Amend the Zoning Code To Offer Incentives For Affordable Housing And Transit Oriented Development

In areas near a transit hub, zoning code changes would be considered to:

- Provide incentives for affordable housing;
- Provide for reduced parking and increased height for development within one-third mile of a transportation hub;
- Provide incentives such as reduced parking requirement for efficiency units if all units are affordable;
- Amend the zoning code regulations to provide opportunities for live/work units and mixed use projects; and
- Provide incentives for lot consolidation in areas where there are small underdeveloped lots and/or residential development design would benefit from larger lots.
- Provide multiple incentives for projects that propose units affordable to ELI households.

Amend the Zoning Code to Remove Constraints for Disabled Accessibility

Compliance with Building Codes and State accessibility laws and regulations (California Code of Regulations (CCR) Title 24) may increase the cost of housing production and also impact the viability of rehabilitation of older properties required to be improved to current code standards. However, these regulations provide minimum statewide standards that the City must comply with in order to ensure safety and appropriate accessibility, unless otherwise addressed under the State Historic Building Code.

The City's multi-family housing zones are typically located along major corridors, such as El Camino Real, thereby providing convenient access to services and public facilities. In addition, senior housing in Burlingame provides many of the features that meet the needs of persons with disabilities. The City's current development standards permitting mixed-use developments will allow a wide variety of housing types that could meet the needs of, and provide accessibility to services and transportation to, individuals with disabilities.

The City has not received any requests to review the placement of disabled access structures (i.e., ramps, lifts, etc.) in residential zones. However, in order to remove any additional constraints to providing disabled accessibility, the City will amend the zoning code in all residential districts to provide an exemption to lot coverage and setback requirements for ramps and landings necessary to provide access for the disabled; add opportunities for group homes for the disabled in the R-3 and R-4 zone districts; analyze current zoning and development standards to identify barriers to housing for the disabled.

Amend the Zoning Code to remove constraints for supportive, transitional and Single-Room Occupancy (SRO) housing

Amend the Zoning Code to allow supportive, transitional and SRO housing by right in all zones which allow residential uses. (See Program H(D-5))

PUBLIC FACILITY CAPACITY

The City of Burlingame is almost built out and public facilities in place are adequate to serve existing and proposed development. There are two public improvement projects which have been completed in the last 15 years which have removed any constraints to new residential development, particularly at the north end of the city. Many of the sites identified are located in the northern portion of the City.

Sewer Treatment Plant Improvements

In 1994, major improvements were made to the City's wastewater treatment plant facilities. As a result of these upgrades, the capacity of the plant was increased to accommodate the ultimate population anticipated in the City's General Plan. According to estimates made by the Association of Bay Area Governments, Burlingame's General Plan buildout would accommodate an additional 817 housing units above what is shown to exist in Burlingame by Census 2000. Therefore, there is adequate capacity at the wastewater treatment to handle the projected 650 units proposed.

Sewer Interceptor Project

In 1998, the Public Works Department completed a major sewer interceptor project which included installation of new sewer collection main along California Drive from the City's north boundary to the Wastewater Treatment Plant. This project improved the capacity of the sewer collection system and provided sufficient capacity for development in the north end of Burlingame, including all the sites selected north of Peninsula Hospital.

Water Supply

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 subdivision 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) system, which also supplies water to the City and County of San Francisco and other cities along the Peninsula.

In November of 2005, the City of Burlingame adopted an Urban Water Management Plan in accordance with State law 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 2030 will be 32,000 people. The Department of Finance indicates that the current population of Burlingame is 28,867 people. Therefore, the ABAG projection anticipates an increase in population of about 3100 people by 2030.

The Housing Element update plans for the potential addition of 650 housing units in Burlingame by the year 2014. The 2000 Census indicates that the average household size in Burlingame is 2.74 people. Therefore, the 650 new housing units would accommodate a population increase of about 1600 people by the year 2014. This is well within the scope of the 3100 person increase in population projected by ABAG and used as a basis for the Urban Water Management plan.

The City of Burlingame now uses about 4.8 million gallons of water per day (mgd). In 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), which may be modified in the future. At the writing of this document, there is an adequate supply of water available to accommodate the addition of 650 housing units within the next five years. If there are any substantial changes to the future water supply, the appropriate analysis will be completed.

The City of Burlingame provides waste water treatment for its residents and those in the Burlingame Hills area as well as parts of neighboring Hillsborough. Burlingame has started using recycled water for non-potable uses at its Waste Water Treatment Plant, and will be building a water distribution system to use recycled water for irrigation at some of the City's parks and other municipally owned landscaped areas. Larger commercial developments on the east side of US 101 are required to extend water lines for non-potable irrigation water to support their required landscaping. The Burlingame Municipal code requires that any new landscape installation shall include water conservation measures, and this is implemented by the Department of Public Works. Implementation of these measures will help reduce future demand for water from the SFPUC system.

Housing Funding Opportunities

Because the City's population is less than 50,000, Burlingame does not receive Federal housing assistance money (Block Grant/CDBG) directly. However, the City does have an administrative agreement with San Mateo County, which is the recipient of the CDBG funds for the unincorporated county and all the jurisdictions too small to receive Block Grant funds directly.

Although the City of Burlingame does not offer assistance directly to first time homebuyers; the City does participate with the County consortium in a Community Development Block Grant program funded by the Federal Government, which provides some first time homebuyer programs.

The San Mateo County Office of Housing and Community Development is the lead agency for the Consortium. San Mateo County HOME Consortium receives federal block grants from which they fund housing projects. The Home Investment Partnership Program (HOME) is one of the more active loan programs operating in the county. The participating cities, along with the unincorporated area of the County compete for funding from this grant. The local jurisdiction in which a project is funded, must match 25% of the Federal funds. Projects seeking funding from the block grant must complete a request for proposal (RFP) that is

reviewed by the HOME Program Review Committee that formulates recommendations to the Board of Supervisors. The Board of Supervisors makes the final decision on which projects are to be funded.

The other main program operating in the County is the Mortgage Credit Certificate Program (MCC). The MCC is a tax credit certificate that is issued by San Mateo County Department of Housing and Community Development to eligible homebuyers. The certificate allows a tax credit equal to 15% of the annual mortgage interest paid on a home loan, with the remaining 85% of the mortgage interest still eligible to be taken as an itemized deduction. With this benefit, new homeowners may wish to adjust their Federal tax withholdings, resulting in more spendable income each month. In order to qualify for this program, applicant's total gross household income cannot exceed \$95,000 for a 1 or 2 person household, and \$109,250 for a 3 or more person household. The purchase price cannot exceed \$662,434 for an existing dwelling or \$595,445 for a newly constructed dwelling. Due to the high cost of housing in Burlingame, it may be difficult to find a property that would meet the criteria for the above stated programs.

The Metropolitan Transportation Commission has recently created a planning grant program called Transportation for Livable Communities (TLC). New residential development within $\frac{1}{4}$ to $\frac{1}{2}$ mile of transit terminals is targeted with this program. Planning grants are available under this program to provide funding for small-scale transportation projects such as streetscapes and pedestrian, transit and bicycle oriented improvements for compact housing developments to help revitalize local communities. MTC offers up to \$75,000 per project, however a local match is required for the planning work.

Human Investment Project for Housing (HIP) is a non-profit organization located in San Mateo County that has programs to assist people with special needs, either from income or circumstance, to live independent, self-sufficient lives in decent, safe, low cost housing. HIP Housing has a homesharing program which provides matches for home providers and home seeker who will pay rent, as well as home seekers who agree to provide services in lieu of paying rent. The property development program works with local jurisdictions to identify, acquire, and rehabilitate existing multi-family properties in order to expand the availability of affordable housing and upgrade and maintain existing affordable housing. The home equity conversion program provides loans and educational counseling to older homeowners to help them make use of the equity in their home without requiring them to move.

There are several other grants and low interest loan opportunities that are available for housing rehabilitation, construction, acquisition, and preservation in the City of Burlingame. Many of these funds are accessed through the County Office of Housing and Community Development, like the HOME program described above. An example of some of the other programs that Burlingame residents could qualify for include; CalHome Program California Indian Assistance Program (CIAP), California Self-Help Housing Program (CSHHP), Downtown Rebound Planning Grants Program, Economic Development/Jobs-Housing Balance Program, Emergency Housing Assistance Program (EHAP), Federal Emergency Shelter Grant Program (FESG), and Multifamily Housing Program (MHP).

ENERGY CONSERVATION OPPORTUNITIES

It is a requirement of every housing element to include a section on residential energy conservation opportunities. Since the deregulation of energy companies in 1998, the price of energy has skyrocketed. With such an increase in prices, energy costs can be a substantial portion of housing costs. Effective energy conservation measures built into or added to existing housing can help residents manage their housing costs over time and

keep lower income households affordably housed. There are a number of programs offered by the City of Burlingame, the local energy provider (PG&E) and the State of California, which provide cost-effective energy saving programs.

Energy Programs Offered by the City of Burlingame

Primary Programs:

- All new residential and nonresidential construction in the City must abide by the State of California's residential building standards for energy efficiency (Title 24 of the California Administrative Code). Title 24 Standards were established in 1978 to insure that all-new construction meets a minimum level of energy efficiency standards.
- The City's zoning ordinances do not discourage the installation of solar energy systems and other natural heating and cooling opportunities.

Secondary Programs:

- The City of Burlingame enforces a tree preservation and reforestation ordinance. Part of the ordinance requires that when additions are made or new residences are built, property owners shall plant one (1) landscape tree for every 1,000 square feet of lot coverage or habitable space for single family homes or duplexes; and one (1) landscape tree for every 2,000 square feet of lot coverage for apartment houses and condominiums. New trees planted shall be 15 gallon to 24" box size, and shall not be fruit trees. In addition, the ordinance provides for the protection of the larger, existing trees in the City. With the proper siting of trees to allow sun exposure in the winter and shade in the summer, a homeowner can save up to 25% of a household's energy consumption for heating and cooling. Computer models devised by the U.S. Department of Energy predict that the proper placement of only three trees will save an average household between \$100 to \$250 in energy costs annually.
- The Bay Area Air Quality Management District is encouraging cities to adopt an ordinance which would allow only pellet-fueled wood heaters, an EPA certified wood heater, or a fireplace certified by the EPA should the EPA develop a fireplace certification program for installation of any woodburning appliance. The use of properly regulated woodburning appliances would decrease the amount of natural gas and electricity required to heat homes in the City while preserving the region's air quality.
- The City of Burlingame adopted an ordinance requiring the recycling and salvaging of construction and demolition materials. Enforcement of this ordinance reduces the amount of materials going to landfills and also conserve energy through the reuse and recycling of these materials. The Steel Recycling Institute reports that steel recycling, the number one recycled material in the U.S., saves enough energy to electrically power the equivalent of 18 million homes for a year.

Local Energy Supplier (PG&E)

The Pacific Gas and Electric Company (PG&E) supplies all of the electric and gas needs to the residents of Burlingame. PG&E offers an assortment of programs that provide residents with the opportunity for energy conservation. These programs are available to all residents, but there are additional programs for households that qualify as low-income.

The State Of California

California Energy Commission Rebate Programs: Open to all residents of California, independent of their income. Rebates are provided based on current funding.

- Emerging Renewables Buy-Down Program – Rebate upon the installation of a renewable energy system in the home. This includes small wind turbine generation systems, fuel cell powered generation systems, solar thermal electricity generation

systems and photovoltaics powered generation systems. The current rebate is \$4.50 per watt or 50% of the system cost (whichever is less).

- Solar Energy and Distribution Generation Grant Program – Provides rebates to residents for the installation of solar battery backups and storage systems, solar water heaters, internal combustion generators, solar swimming pool heating equipment and other distributed generation systems. Rebates vary based on the generation system.

Programs for Residents Who Qualify with Low Incomes:

- LIHEAP (Low Income Home Energy Assistance Program) – The LIHEAP block grant is funded by the Federal Department of Health and Human Services and provides two basic types of services. Low income residents who are eligible can receive financial assistance to help offset the costs of their energy bills and/or have their homes weatherized to make them more energy efficient. This program is accomplished through 3 components.
 1. The Weatherization Program
 2. The Home Energy Assistance Program (HEAP)
 3. The Energy Crisis Intervention Program (ECIP)

Cost-effective energy conservation measures are an affordable and appropriate way for residents to lower both the monthly cost of housing and the cost of their energy bills. There is a wide assortment of programs accessible to all residents of Burlingame through a variety of local and state sponsored programs.

Public Outreach: The City of Burlingame has prepared an informational packet available to residents highlighting the available energy conservation programs. This packet is made available to all persons coming to the Building and Planning counters for building permit information. In addition, the City of Burlingame publishes a recreation brochure that is mailed to all residents twice a year. An advertisement will be included in this brochure to direct residents to the energy conservation programs. This information will also be included in the community newsletter sent out with the City's utility bills.

VI. Housing Goals, Policies and Action Program: 2009-2014

The residents and City Council of Burlingame have worked hard and achieved many of the implementing action programs set out in the 2002 Housing Element. In some cases time and opportunity hindered the accomplishment of some programs. Over the past six years circumstances facing the city and its residents have also changed. In this section the focus is on the particular successes of the 2002 Housing Element which should be carried forward, the lessons to be learned from the action programs not achieved, and the changing circumstances which will affect the City's housing opportunities and programs in the coming planning period, as well as the goals and policies that the City of Burlingame intends to implement to address the housing needs identified in the needs assessment evaluation.

Key Programmatic Accomplishments of the 2002 Housing Element

Burlingame's 2002 Housing Element action program was divided by planning goals. The premise was that the residents, Council and staff would work together identifying and implementing action programs to create opportunity for more housing to assist in meeting the City's share of California's housing need but also to assist those households with unique housing needs. In Burlingame these households include the elderly who live on lower or fixed incomes, single heads of households, and our service and public employees. Because more than half the City's single family housing stock and neighborhoods were built before 1940, maintenance and conservation of neighborhood character was a leading issue during the planning period.

Among the most effective programs implemented during the planning period to meet these regional and community needs were:

- Single family residential design review which places an emphasis on structural and neighborhood conservation and maintenance;
- Second Unit Amnesty which encourages the retention and maintenance as lower cost housing of second units built before 1954 on single family lots;
- High density residential and mixed use zoning on older, now marginally developed commercial land to facilitate these private property owners to change to residential uses;
- An active code enforcement program to manage property maintenance issues and broker tenant/owner disputes;
- Participated in and funded the city's proportional share of a new north San Mateo County homeless shelter for single adults;
- Approved use permits for a day center and emergency shelters at local churches to participate in an ongoing program of emergency housing and support assistance for homeless families;
- Enacted urban reforestation and exterior illumination regulations which support local goals for energy conservation.

Building on these programs, over the planning period the City added 104 dwelling units, rehabilitated 213 dwelling units and conserved as affordable housing 70 dwelling units. The numbers of households added and affected may be below our 2002 Housing Element targets; but during the planning period the city laid more ground work for maintaining the City's residential quality and supporting affordable housing than with any other Housing Element implementation program. The 2009-2014 Housing Element will build on and expand on this legislative base and implementation experience.

Lessons from the 2002 Housing Element Implementation

The city has learned from the variety of experience implementing the 2002 Housing Element. The proposed 2009-2014 Housing Element work program is based on the current Housing Element's successes and reality checks. We have been successful with legislation which provides incentives for private developers to change land use from commercial to residential using multiple family overlay zones and residential mixed use zones on commercial properties, both of which allow stand alone multiple family development, as well as with incentives to single family homeowners to maintain their properties and retain older second units. Without a redevelopment agency or direct government entitlement funds, we have learned that city staff must work at being informed and build a bridge of information and program linkage between developers and available assistance. Moreover, as the regulatory programs outside the City's control multiply and discourage new residential development by increasing its cost, City staff must be trained to facilitate and communicate. The 2009-2014 Housing Element work program is built on these lessons. The City's mandate is to facilitate development which implements the City's planning goals and policies and to maintain the City's services and facilities to meet the standards of regulatory agencies and residents needs so that new residential development can be accommodated. The private sector's mandate is to build new residential units within the established goals and policies. The Housing Element will provide the link to form a partnership.

The types of programs proposed in the 2009-2014 Housing Element which should succeed because they build on the success and experience of the 2002 Housing Element are:

- Rehabilitation through code enforcement;
- Continuation of Second Unit Amnesty program coupled with participation in county housing rental rehabilitation programs;
- Residential and neighborhood maintenance through residential design review;
- Create zoning incentives for transit oriented development with inclusion of affordable units within 1/3 mile of the City's three transit hubs;
- Form partnerships with a local non-profit organizations to insure existing and new residential units stay affordable;
- Build on successful partnerships with non-profit providers and provide more regulatory incentives to encourage housing assistance for senior citizens including assistance in modifying existing housing for the elderly and disabled;
- Use zoning to provide more incentives for residential uses in mixed use and transition areas, have zoning in place early to take advantage of opportunities;
- Determine a zoning designation to allow emergency shelters;
- Reduce greenhouse gas emissions through sustainable building practices;
- Establish a policy to maintain zero net-loss of housing units when new development is proposed; and,
- Continue staff training and encouragement in their role as program facilitator and broker between funding agencies and private developers.

Table VI -1: 2009-2014 Goals, Policies and Action Programs

GOAL A: PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING MAINTENANCE, IMPROVEMENT AND REHABILITATION OF THE CITY'S NEIGHBORHOODS AND HOUSING STOCK.			
POLICIES:			
Policy H(A-1): Protect the character of existing residential neighborhoods. Policy H(A-2): Continue rehabilitation of structures in poor condition. Policy H(A-3): Maintain rental opportunities by discouraging conversion of affordable rental units to condominiums. Policy H(A-4): Promote programs that protect the City's lower-valued housing stock. Policy H(A-5): Pursue federal and State funds for the rehabilitation of lower and moderate income housing. Policy H(A-6): Provide pre-sale inspection upon request. Policy H(A-7): Consider neighborhood quality when approving new and remodeled residences.			
IMPLEMENTATION PROGRAMS:			
H(A-1)Maintenance of Public Facilities In residential neighborhoods continue the maintenance and enhancement of public facilities such as streets, water supply and drainage by allocations from the general fund, gas tax revenue and, where appropriate, conditions of development.	Five Year Objective: <i>Continue maintenance programs for public facilities.</i>		
	Funding Source	Responsible Agency	Time Frame
	General Fund, Gas Tax Fund	Planning, Public Works, City Manager	Ongoing
H(A-2)Housing Rehabilitation Through the City's Code Enforcement Program, establish a program of contacting owners of structures that appear to be overcrowded, declining or in need of repair. Refer property owners to the Rehabilitation Loan Program administered by San Mateo County to assist qualified homeowners in making necessary repairs to structures in need of rehabilitation.	Five Year Objective: <i>Rehabilitate 20 housing units.</i>		
	Funding Source	Responsible Agency	Time Frame
	General Fund, CDBG funds	Code Enforcement Planning Building	Establish program within one year of adoption of the Housing Element. Ongoing thereafter.

<p>H(A-3)Discourage condominium conversions Maintain the existing zoning controls which prohibit conversion of residential rental projects with fewer than 21 units to condominiums, and which contain strict regulations prohibiting conversion of less than 21 units to condominiums.</p>	<p>Five Year Objective: <i>No conversion of existing rental stock to condominiums</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>N/A</p>	<p>Planning</p>	<p>Ongoing</p>
<p>H(A-4)Prevent conversion of residential units to non-residential use. Amend zoning code to require a conditional use permit for any project where residential units are proposed to be replaced by non-residential use. Offer permit streamlining for rehabilitation of existing rental developments.</p>	<p>Five Year Objective: <i>Retain existing housing stock.</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>Public</p>	<p>Planning</p>	<p>Within on year of adoption of Housing Element.</p>
<p>H(A-5)Ensure affordability of existing units. Continue the relationship with the County of San Mateo Department of Housing for administration of Block Grant funds for housing programs; encourage use of available programs (such as HOME) to assist non-profit housing corporations in acquiring, rehabilitating and managing apartment units for long-term affordability.</p>	<p>Five Year Objective: <i>Utilize funds to assist 20 units to achieve long term affordability.</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>CDBG</p>	<p>Planning, City Manager, City Council</p>	<p>Ongoing</p>
<p>H(A-6)Determine code compliance, structural deficiencies of existing residences upon sale. Continue program that assists in research of residential records upon the request of realtors or potential home buyers.</p>	<p>Five Year Objective: <i>Continue assistance to potential home buyers</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>General Fund</p>	<p>Planning and Building</p>	<p>Ongoing</p>
<p>H(A-7)Residential design review Continue implementation of residential design review and zoning regulations including setbacks, floor area ratio, declining height; continue implementation of single family design review guidelines adopted in 1998.</p>	<p>Five Year Objective: <i>Process 250 applications for residential design review</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>Application Fees</p>	<p>Planning Department and Planning Commission</p>	<p>Ongoing</p>

GOAL B: PROVIDE VARIETY AND CHOICE OF HOUSING BY PROMOTING HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF AGE, SEX, RACE, COLOR, MARITAL STATUS, DISABILITY, NATIONAL ORIGIN OR OTHER BARRIERS.			
POLICIES:			
Policy H(B-1): Promote equal housing opportunities for all Burlingame residents.			
Policy H(B-2): Promote development of rental housing that is attractive to prospective residents.			
IMPLEMENTATION PROGRAMS:			
H(B-1) Public awareness of anti-discrimination laws and policies. Continue to fund the Code Enforcement Officer position and coordination with Planning Department code enforcement activities; provide information handouts; inform the public and local realtors about equal housing laws and recourse available in case of violations; refer complaints to California Department of Fair Employment and Housing; refer complaints regarding discrimination to La Raza Central Legal, a nonprofit community law center which works with local tenants to resolve landlord/tenant issues.	Five Year Objective <i>Continue referral activities through Code Enforcement Program</i>		
	Funding Source	Responsible Agency	Time Frame
	City funds, literature from other agencies	Code Enforcement Planning Building	Ongoing
H(B-2): Encourage the inclusion of communal amenities in new rental developments (i.e. community rooms, play structures, laundry facilities) where feasible and provision of which does not impair achievement of maximum densities or the financial feasibility of developing housing affordable to lower-income households.	Five Year Objective <i>Promote attractive rental opportunities</i>		
	Funding Source	Responsible Agency	Time Frame
	N/A	Planning Division	Ongoing
GOAL C: PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME.			
POLICIES:			
Policy H(C-1): Inform local public sector and private sector employees about available housing assistance programs.			
Policy H(C-2): Require inclusion of affordable dwelling units in multiple-family residential development.			
Policy H(C-3): Encourage public agency partnerships to provide housing, reduce commute time and facilitate retention of community based groups like teachers, public employees, hospital and service sector workers.			

IMPLEMENTATION PROGRAMS:			
<p>H(C-1) Refer eligible employees to housing assistance programs. Train staff about current opportunities; make available brochures and contact information to eligible residents who inquire about availability of programs. Refer eligible residents to CDBG programs administered by the County Office of Housing and Community Development.</p>	<p>Five Year Objective: <i>Continue staff training and to refer eligible residents to programs</i></p>		
	Funding Source	Responsible Agency	Time Frame
	City & CDBG funds	Planning	Continuous as programs are available.
<p>H(C-2) Provide incentives for developers to include affordable units in new residential projects. a. Amend the zoning code to provide opportunities for density bonuses (through compliance with State law, changes in parking requirements and/or height/bulk restrictions) for residential projects which include affordable units and are located within 1/3 mile of a transit station. Forge a partnership with a local non-profit agency to insure the units remain affordable. b. Amend the Inclusionary Housing Ordinance to require a Low-Income component of required affordable housing c. Amend the Inclusionary Housing Ordinance to encourage smaller unit sizes (i.e. studio, SROs, one- and two-bedroom units). d. Amend the Inclusionary Housing Ordinance to extend the affordability time restrictions on subsidized housing. e. Amend the zoning code to provide incentives to developers who provide additional affordable units than that required by the Inclusionary Housing Ordinance. f. Amend the zoning code to provide additional incentives to developers who provide extremely-low income (ELI) housing units, above and beyond what is required by the Inclusionary Housing Ordinance, such as reduced parking requirements, increased height limits, reduced landscaping requirements, flexible setback requirements and reduced fees.</p>	<p>Five Year Objective: <i>Provide 75 new affordable units at transit hubs Provide 50 percent of affordable units at Low-income levels.</i></p>		
	Funding Source	Responsible Agency	Time Frame
	Private, City	Planning	Within one year after adoption of the Housing Element

<p>H(C-3) Encourage public agency partnerships to provide housing, reduce commute time, and facilitate retention of groups like teachers, public employees, hospital and service sector workers. Contact public agencies to encourage them to include a provision for housing in any facility expansion plans; disseminate information about available CDBG funded programs.</p>	<p>Five Year Objective: <i>Provide 50 new housing units in the vicinity of public agency workplaces and commercial centers.</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>Public Agencies</p>	<p>Planning</p>	<p>Ongoing as projects are designed.</p>
<p>GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.</p>			
<p>POLICIES:</p>			
<p>Policy H(D-1): Provide adequate, affordable housing for the City's elderly. Policy H(D-2): Encourage alterations to existing structures that improve access for physically disadvantaged, including the developmentally disabled population. Policy H(D-3): Encourage housing opportunities for single-parent families. Policy H(D-4): Encourage housing opportunities for low income single persons. Policy H(D-5): Support county-wide program for homeless persons.</p>			

IMPLEMENTATION PROGRAMS:			
<p>H(D-1) Increase affordability for elderly households. a. Extend the second unit amnesty program to allow creation of accessible secondary units for the elderly; b. Continue to allow upon request curbside disabled accessible parking spaces in single family neighborhoods. c. Coordinate with San Mateo County Housing Authority to increase the number of Section 8 units for Burlingame's elderly population. d. Continue updating and distributing widely to local residents the <i>Senior Resources Handbook: An Informational Guide for Burlingame Senior Citizens, Their Families and Caregivers</i>. e. Continue to provide incentives for new senior housing by maintaining the code provision that allows reduced parking requirements for assisted living projects and other group residential facilities for the elderly. f. Continue City financial support to non-profit agencies which administer housing programs for seniors (home sharing, reverse mortgage). Planning staff to work with these agencies to facilitate implementation of their programs in Burlingame. g. Encourage non-profit housing groups to develop housing by having adequate Planning staff to facilitate project processing and environmental review, and by maintaining the existing incentives in the zoning regulations for residential facilities for the elderly. h. Refer seniors who are homeowners to the Human Investment Project for Housing Home Sharing Program, to find eligible tenants to share their housing.</p>	<p>Five Year Objective: <i>Provide 30 affordable units for the elderly. Increase number of Section 8 units for elderly by 5 units. Continue public education efforts.</i></p>		
	Funding Source	Responsible Agency	Time Frame
	<p>City funds, private funds, volunteers</p>	<p>Planning, City Manager, City Council, Parks and Recreation Department</p>	<p>Continuous. Zoning code amendments will be implemented within one year of adoption of Housing Element.</p>

<p>H(D-2) Improve livability of housing units for disabled population. a. Amend the zoning code to provide individuals with disabilities reasonable accommodation in rules, policies, practices and procedures that may be necessary to ensure equal access to housing. The purposes of this is to provide a process for individuals with disabilities to make requests for reasonable accommodation in regard to relief from the various land use, zoning, or building laws, rules, policies, practices and/or procedures of the City. b. Amend the zoning code to provide an exemption from lot coverage and setback requirements for ramps and landings added to residences and group homes in order to provide access for the disabled. c. Amend zoning code to add opportunities for group homes for the disabled in the R-3 and R-4 zone districts. d. Help facilitate the acquisition of single-family homes to be converted into assisted living facilities for the developmentally disabled. e. Establish a process for requesting disabled parking curb markings in the single family residential areas for persons with disabilities. f. Analyze current zoning and development standards to identify other barriers to disabled housing.</p>	<p>Five Year Objective: <i>Facilitate use of County assistance and staff work with residents to modify 10 existing housing units to accommodate disabled.</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>City funds for code changes, private funds for alterations, State and Federal funds for assistance with unit acquisition</p>	<p>Planning, City Council</p>	<p>Continuous. All actions related to amending the zoning code to occur within one year of adoption of the Housing Element.</p>
<p>H(D-3) Add affordable housing units for single-parent households. Assign staff to carry out the following actions: a. Work with the County Housing Authority to increase the number of Section 8 certificates for single-parent families. b. Work with the Human Investment Project for Housing, a non-profit housing corporation which administers a home-sharing program which is available for Burlingame residents. Develop literature regarding availability of housing programs; distribute to Burlingame residents. Continue City funding assistance.</p>	<p>Five Year Objective: <i>Increase by 5 the number of Section 8 units for single parent households. Train staff and refer single parent households to shared housing program, IHN or other local providers</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>HUD funds, City funds</p>	<p>Planning, City Council</p>	<p>Assign staff upon adoption of the Housing Element. Work with the County and non-profit organizations on an ongoing basis.</p>

<p>H(D-4) Provide affordable studio or one-bedroom units for single occupants.</p> <p>a. Develop revisions to the zoning code to encourage development of studio and one-unit apartments with reduced parking requirements when located within one-third mile of a transit hub or major bus route.</p> <p>b. Allow secondary units per the Government Code. Amend zoning code to allow secondary units in the R-1 zone, require minimum lot size, maximum units size, and require that one of the units be owner occupied.</p>	<p>Five Year Objective: <i>Provide affordable efficiency housing units on appropriate opportunity sites. Rezone properties with residential overlay Amend code to modify parking requirements when within a transit hub area</i></p>		
	Funding Source	Responsible Agency	Time Frame
	City funds for code revisions, private/HCD /MTC funds for development	Planning, City Council, private developers	Within one year of adoption of the Housing Element
<p>H(D-5) Provide local share of support for county-wide homeless programs</p> <p>a. Continue financial contributions to agencies which provide service to the homeless population in San Mateo County; continue to allow group facilities for the homeless in conjunction with church facilities as a conditional use; continue to support financially and work with local and non-profit providers in San Mateo</p> <p>b. Amend zoning code to allow emergency shelters by right in the northern part of the RR (Rollins Road) zoning district or in the portions of the C1 and C2 zoning districts closest to major transit corridors.</p> <p>c. Amend zoning code to allow transitional and supportive housing by right in all zone districts which allow residential uses only subject to those restrictions that apply to other residential uses of the same type in the same zone, and to allow Single Room Occupancy (SRO) units in the R-3 and R-4 zone districts.</p>	<p>Five Year Objective: <i>Continue financial support of County-wide programs. Staff continue to facilitate process necessary to provide such services in the City. Amend the zoning code within the first year of implementation to allow emergency shelters by right.</i></p>		
	Funding Source	Responsible Agency	Time Frame
	General Fund	City Council, Planning	Zoning Code amendments will be within one year of adoption of the Housing Element. Financial contributions ongoing.

GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.			
POLICIES:			
Policy H(E-1): Promote the use of energy conservation in residential construction. Policy H(E-2): Encourage energy conservation measures in rehabilitation projects.			
IMPLEMENTATION PROGRAMS:			
H(E-1) Energy conservation for major residential construction In all plan checking for new residential construction and major additions, apply Title 24 energy conservation requirements; where possible in planning developments, require structural and landscaping design to make use of natural heating and cooling.	Five Year Objective: <i>Add energy conservation features to 250 residences.</i>		
	Funding Source	Responsible Agency	Time Frame
	City funds, development fees	Planning, Building	Ongoing.
H(E-2) Community awareness of conservation benefits Distribute brochure on available energy conservation programs and measures at the Planning counter to all residents planning to expand or build new residences.	Five Year Objective <i>Provide energy conservation information to public.</i>		
	Funding Source	Responsible Agency	Time Frame
	PG & E, State & Federal grants	Planning, Building	Ongoing.
H(E-3) Sustainable Development Substantial remodels and new construction should complete the Build It Green Single Family Green Point Rated Checklist for the project. Completion of the checklist is an educational tool that helps residents and contractors to identify simple measures that can be incorporated into their project to increase energy efficiency, promote water conservation, reduce greenhouse emissions and improve indoor air quality. If voluntary program is successful, consider requiring that residential projects achieve a certain number of points on the checklist to be determined by the level of voluntary compliance achieved.	Five Year Objective <i>Tally checklists and report on success of green building practices.</i>		
	Funding Source	Responsible Agency	Time Frame
	City funds, development fees	Planning, Building	Require checklists for all new projects on a continuous basis.

GOAL F: ACHIEVE INCREASED AFFORDABILITY OF HOUSING.
POLICIES:
Policy H(F-1): Improve balance of housing type, tenure and affordability by encouraging development of the sites and locations listed below to serve the income levels indicated. Policy H(F-2): Maintain data base of existing residential and mixed use zoning districts to remain aware of the number of additional units that could be developed on "under-developed" parcels in these areas. Policy H(F-3): Encourage construction of mixed commercial-residential projects. Policy H(F-4): Encourage conversion of existing accessory living units to legal, safe and sanitary housing units. Policy H(F-5): Encourage non-profit housing corporations to develop affordable housing in appropriate sites in Burlingame. Policy H(F-6): Work for expansion of Section 8 program in Burlingame. Policy H(F7): Encourage participation in the San Mateo County first-time buyer program (Mortgage Credit Certificate) and other ownership assistance programs. Policy H(F8): Maintain zero-net-loss of housing units by encouraging smaller sized units and modifying parking standards for smaller units close to transit hubs in the R-3 and R-4 residential zones.

IMPLEMENTATION ACTIONS:			
<p>H(F-1) Encourage development of housing on selected sites to serve all income levels Encourage housing development by making sure zoning is in place, amending zoning code requirements to provide incentives for affordable/transit oriented housing (by reducing parking requirements/changing height and bulk restrictions); amend the zoning code to provide incentives for lot consolidation for the development of higher density multi-family rental units and redevelopment of underutilized sites for low income households, including things like development review streamlining, required parking reductions, height increases, setback modifications, landscaping requirement reductions and/or density bonuses for development on consolidated lots over ½ acre. Adopt Downtown Specific Plan, with housing densities in specified areas at medium high and high density residential.</p>	<p>Five Year Objective <i>Promote development on opportunity sites of at least 650 units to meet Regional Housing Needs Allocation.</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>City funds, application fees</p>	<p>Planning, City Council</p>	<p>Zoning Code amendments to occur within one year of adoption of the Housing Element. Adoption of the Downtown Specific Plan is anticipated to in 2010.</p>
<p>H(F-2) Promote development of potential housing sites a. Maintain and update the area-by-area land use surveys, note changes in vacant and underutilized sites; share information with potential residential developers. b. Promote development of housing units by offering incentives for guarantees of long-term affordability (such as reduced parking requirements/increased height).</p>	<p>Five Year Objective <i>Provide assistance and incentives to encourage development of the opportunity sites identified in the Housing Element</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>City funds</p>	<p>Planning</p>	<p>Zoning Code amendments will occur within one year of Housing Element adoption.</p>

<p>H(F-3) Identify sites for affordable, mixed use residential, live-work and small one-bedroom or studio apartments.</p> <p>a. Encourage development of sites in C-R zone and where there is commercial zoning with a residential overlay or residential mixed use zoning;</p> <p>b. Create new zoning for properties designated for mixed use as identified in the Draft Downtown Specific Plan area to allow for a mixed use/high density residential zone to encourage mixed use and high density residential use. Incentives to keep units affordable have been included in the Draft Plan. These incentives include reduced parking requirements, increased heights, and modified setbacks (Refer to Appendix D, Draft Land Use Chapter, Burlingame Downtown Specific Plan.</p> <p>c. Consider reduced parking requirements for other locations within one- third mile of transit hubs or along transit corridors, such as North Burlingame near the BART station;</p> <p>d. Consider regulations for shared parking for mixed use with different day/night parking demands.</p> <p>e. Amend the development standards to expand areas where secondary units are permitted.</p>	<p>Five Year Objective</p> <p><i>Encourage development of 141 units on selected sites identified in H(F-1)</i></p> <p><i>Provide incentives for development of units on sites identified in H(F-1) above.</i></p> <p><i>Encourage mixed use and live/work units in the area south of Burlingame Avenue.</i></p> <p><i>Amend the zoning code in the Downtown Specific Plan area to provide opportunities for live/work and mixed use projects</i></p> <p><i>Amend the zoning code to modify development standards for secondary units.</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>City funds</p>	<p>Planning, City Council</p>	<p>Ongoing. The Downtown Specific Plan is anticipated to be adopted in 2010. All other rezoning actions will occur within one year of Housing Element adoption.</p>

<p>H(F-4) Second-unit Amnesty Continue the second unit amnesty program and provide second unit applicants with information on participation in the San Mateo County Rental Rehabilitation program which provides rehabilitation loans for units which are available to tenants with low or very low incomes; consider expansion of the program by changing the eligibility date to qualify for second-unit amnesty.</p>	<p>Five Year Objective: <i>Process 125 applications for second unit amnesty; Provide opportunities for rehabilitation of these units</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>City funds; private funds; CDBG funds</p>	<p>Planning, Building</p>	<p>Ongoing</p>
<p>H(F-5) To expand the stock of affordable housing Contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required; encourage use of private foundation grants to fund affordable units.</p>	<p>Five Year Objective: <i>Encourage development of affordable units on opportunity sites.</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>Non-profit and public sources</p>	<p>Planning, City Manager, City Council</p>	<p>Continuous</p>
<p>H(F-6)Section 8 Program Work with San Mateo County Community Services and Housing Authority to provide Burlingame a proportionate share of Section 8 funds; distribute information about program to potential property owner and renter participants.</p>	<p>Five Year Objective: <i>Current number of Section 8 units is 55. Attempt to increase by additional 25 units (total of 80 units).</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>City funds; HUD Section 8 funds</p>	<p>Planning, City Manager</p>	<p>Continuous</p>

<p>H(F-7) First-time Homebuyer Program Continue to participate in cooperative CDBG agreement with San Mateo County to provide Burlingame residents with the opportunity to participate in the first-time homebuyer program (Mortgage Credit Certificate) funded by CDBG. Make first time home buyer information available on City’s website and hold public workshops to identify opportunities for those in need.</p>	<p>Five Year Objective: <i>Obtain assistance for 15 Burlingame residents.</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>CDBG funds, tax credits</p>	<p>Planning, City Manager, Council</p>	<p>Ongoing</p>
<p>H(F-8) Zero-Net-Loss of Housing Units Require new housing developments in the R-3 and R-4 zones that replace existing units to build equal to or more than the number of units previously on the site, in compliance with density regulations. To help accomplish this, provide parking incentives for smaller units located within one-third mile of transit hubs.</p>	<p>Five Year Objective: <i>No loss of housing stock.</i></p>		
	<p>Funding Source</p>	<p>Responsible Agency</p>	<p>Time Frame</p>
	<p>N/A</p>	<p>Planning</p>	<p>Implement with all new development proposals upon adoption of Housing Element.</p>

As required by Section 65583 of the California Government Code, the goals, policies, and actions in this chapter seek to meet quantified housing objectives. Table VI-2 summarizes these findings, which result in a total estimated capacity of 1,004 housing units. All of these units will be produced through new construction. Although the City expects to rehabilitate homes, these upgrades may not meet the definition of “substantial rehabilitation” as required under Section 65583. Planning staff consulted with the Building Official and Code Enforcement Officer and determined that no units within the City have been found to be unfit for human habitation.

Table VI -2: Quantified Summary of 2009 – 2014 Housing Element Work Program

Income Category	ABAG Fair Share	New Construction	Rehabilitation**	Conservation**	Total
Very low*	148	230	0	0	230
Low	107	160	0	0	160
Moderate	125	190	0	0	190
Above Moderate	270	424	0	0	422
Total	650	1004	0	0	1004

*Note: The "extremely-low income" category is not included in the RHNA. However, cities are charged with addressing the housing needs of this population in the housing element. Although ELI need was not calculated by ABAG, HCD allows the City to assume that approximately half of the very-low income households qualify as ELI.

**Since Burlingame's older housing stock does not have affordability restrictions which are at risk of conversion to market rate housing, or units unfit for human habitation as defined by Government Code Section 65583.1, it is unlikely that there will be units rehabilitated or conserved pursuant to the requirements under the revised State legislation of Assembly Bill 2348.

VII. Data Sources

City of Burlingame

- Community Development Department
- Finance Department
- Code Enforcement
- Public Works Department

CA Housing and Community Development

Census 1990, 2000

CA Department of Finance, 2008

HOPE Homeless Census and Survey Final Report (2007)

Association of Bay Area Governments (ABAG) Projections 2007

Claritas 1990, 2008

Housing and Urban Development CHAS 2008

Dataquick 2008

Real Facts 2008

West Bay Housing Corp, Background Report from the Developmental Disabilities Board Area 5, October 2008.

Golden Gate Regional Center

1981 Flood Insurance Rate Maps, City of Burlingame



The City of Burlingame

HOUSING ELEMENT UPDATE



COMMUNITY WORKSHOP

OCTOBER 7,
2008

SUMMARY REPORT

Burlingame Community Workshop, October 7th 2008

Housing Development Opportunities

The City held a Public Workshop on October 7, 2008 at 7:00 p.m. in the Lane Room of the Burlingame Library. In attendance at this meeting were nine community members ranging from long time residents, business owners and people who grew up in Burlingame and were hoping to return. The program was structured for group participation with discussion questions on housing development options and the success of current Housing Element Policies.

City staff explained the different housing development options including Inclusionary Zoning, Second Dwelling Units, Density Bonuses, Efficiency Apartments and Single Room Occupancy Units, Density Minimums, Factory Built Homes, Mixed Use Housing and Transit Oriented Developments. The community members had a lively discussion with staff regarding the different options and possibilities.



The group discussed the topic of Inclusionary Zoning, which requires that a certain number of affordable units be built as a part of a housing development. Participants raised concerns regarding economic differences among neighbors, as well as enforcing stricter limitations on the resale of units, and looking at providing opportunities for owners of affordable units to build equity. Second Dwelling Units were seen as a viable option partly because California State Law requires that the City allow the units, with limitations, and also because the City already has a Second Dwelling Unit Amnesty program. It was suggested that in areas with larger lots, the City could look at expanding the program to allow units to be constructed.

The State also mandates that the City have a Density Bonus program. This means that if a certain amount of affordable housing is proposed as a part of a development, the developer could be eligible for additional units, even if the unit count is over the density allowed. With this program, the developer could also be eligible for certain concessions in order to make the additional units feasible, such as reduced setbacks, increased height limits, or a reduction in required parking.

Affordable housing, transitional housing and housing for special needs groups can come in the form of Efficiency Apartments or Single Room Occupancy Units (SROs). These units are smaller, less expensive housing units with one or no bedrooms. Small units which are less expensive to construct, heat and maintain would be more affordable than larger units. The community members discussed this development option for new affordable housing projects.



Amending development standards was also seen as a means of encouraging new housing. Currently, the City has strict parking requirements that limits the development potential of residential sites. Changing the parking standards for projects located near transit or services was seen as a viable option. Alternatively, designing a project based on the form

(size and shape) of the building, rather than the density permitted by the zoning could establish a variety of housing sizes and types.

Mobile Homes and Factory Built Homes are also required by State law to be permitted where single-family homes are permitted. While the community members in attendance at the workshop did not feel that mobile homes were appropriate in Burlingame, they did agree that with current technology, some factory built homes can look very much like stick-built homes.

When the workshop turned to discussion on Mixed-Use and Transit Oriented Development, the community members were very supportive of the plans underway in the City in the Downtown Specific Plan Area and near the Millbrae BART/Caltrain station in North Burlingame. Parking requirements were mentioned again, and how the high parking numbers per unit could limit the development potential. While some individuals were hesitant to see Burlingame become more developed, they agreed that services and development concentration should be along transit lines and in existing commercial areas.

Unmet Needs

Another topic of discussion was the unmet needs in Burlingame. The housing stock, while nearly split 50 percent single family and 50 percent multi-family, does not have enough variety of unit types to meet the needs of all types of households. Census 2000 shows that Burlingame's population over 60 years old has been steadily decreasing as a proportion of the population over the past 20 years. This is in contrast with the trends in San Mateo County and the Bay Area, which show an increase in the proportion of the population over 60 years old. Census 2000 shows that 19.1% of Burlingame's population is over 60, while in 1990, 23.6% of the population was over 60. As of 2008, 16% of the City's population is over 65. The decrease in the aging population could be in part to the lack of viable housing opportunities. Elderly individuals and couples tend to look to downsize after their children leave the house. Smaller units are fairly rare in Burlingame.

This lack of housing options also impacts the ability for young families and single people to locate or stay in Burlingame. At the workshop, there was a discussion about how young people, who grow up in Burlingame today, have a very hard time staying in Burlingame. Options to purchase a home that is affordable to the median income are hard to find. The average home sales price in Burlingame between June 2007 and July 2008 was \$1,300,000.00 for a single-family home and \$650,000.00 for a condominium. On the brighter side, the average monthly rent is \$1,785, down from \$1,950 in 2000.

Other ideas raised at the workshop included how to avoid net housing loss, how to improve the affordable housing programs, and what development standards can be revised to improve housing developments. Community members were concerned with the development trend of tearing down multiple units and replacing them with fewer, larger units. This trend has driven up the average price of a home, and reduced the total housing stock. One idea that was raised was to impose a "housing impact fee" on new housing over a certain square footage, as well as on new commercial and industrial projects. This fee could be contributed to a fund to offset the costs of building affordable housing.

The City's current inclusionary housing program was also discussed. As it stands, any housing project with four units or more must provide, at minimum, one moderately affordable unit. This unit would then be sold to a household qualifying at the moderate income level and then deed restricted for ten years. Once the ten years have elapsed, the unit can be sold at market price. The community members felt that these restrictions were not strict enough and the terms were too short. They discussed other financial models such as equity sharing.

2002 Housing Element Policies

The final task of the workshop was to review Burlingame's Current Housing Policies. City staff went through each 2002 Housing Element Goals and explained the policies intended to enforce the goal. This six goals of the Housing Element are:

- **Goal A:** PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING MAINTENANCE IMPROVEMENT AND REHABILITATION OF THE CITY'S NEIGHBORHOODS AND HOUSING STOCK

The community members felt that the City was successful in implementing this goal. There have been many permits issued for remodels that have enabled the housing stock to remain. They also wanted the City to look at limiting the number of bedrooms and establish stricter Floor Area Ratio limits.

- **GOAL B:** PROVIDE VARIETY AND CHOICE OF HOUSING BY PROMOTING HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF AGE, SEX, RACE, COLOR, MARITAL STATUS, DISABILITY, NATIONALORIGIN OR OTHER BARRIERS

The community members felt that the City was moderately successful in implementing this goal. There is a fairly even split in the City between single-family homes and multi-family homes, which allows for different housing options for households. Furthermore, the City has approved new condominiums, which is not a trend in nearby communities. Newly approved units, however, have been large, which, by design, are less affordable.

- **GOAL C:** PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME

The City has been moderately successful in implementing this goal. Teachers and service workers who currently work in Burlingame are given preference for affordable housing units. Strengthening the inclusionary housing program could provide more housing opportunities for service industry workers.

- **GOAL D:** ENCOURAGE SPECIAL PURPOSE HOUSING

The Community members felt that the City has been unsuccessful in implementing this goal. Currently, the City does not have any designated housing for special needs groups. In an earlier

discussion, they raised the idea of looking into efficiency style units to fill the need for individuals that need smaller housing.

- **GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS**

The City has been moderately successful in implementing this goal. The City is looking into adopting Green Building standards.

- **GOAL F: ACHIEVE INCREASED AFFORDABILITY OF HOUSING**

The City has been moderately successful in implementing this goal. The City is enforcing the inclusionary housing program to achieve units restricted to Moderate Income. There are however, no units in the City restricted to lower than Moderate income.

Next Steps

The City will be holding a second public workshop on November 18, 2008 in the Lane Room of the Library. At this workshop, community members will be able to discuss particular sites where new housing can be built.



The City of Burlingame

HOUSING ELEMENT UPDATE



COMMUNITY WORKSHOP

NOVEMBER 18, 2008

SUMMARY REPORT

Burlingame Community Workshop #2:**November 18, 2008****Housing Opportunity Sites**

A second Public Workshop was held on November 18, 2008 in the Lane Room of the Burlingame Public Library. There were eight community members in attendance, most were long time Burlingame residents. The program was structured for group participation and discussion questions focusing on potential sites for housing opportunities.

General Comments:

“Burlingame is a City turning Urban from a Suburban Neighborhood”, and we are now marketing to a different demographic.

What’s more important? Housing or Parking?

Need to find ways to accommodate both. The Burlingame Avenue core needs to have parking and shopping , need to make sure the downtown area continues to be walkable.

Discussion about sites identified in the workbook:

- Carolan Avenue Site (next to North park Apartments)
 - Good Site
 - Carolan Avenue is being studied for potential lane reconfiguration to allow for bicycle lanes, leads to the bike and pedestrian bridge across the 101 Freeway. Because new housing would replace existing commercial businesses, there would not be a significant increase in traffic.
 - One issue with this site is that it backs up to single family homes, so any residences directly adjoining the adjacent neighborhood shouldn't be too tall.
 - Site is not within walking distance to commercial areas, would be a good idea to add a mixed use component.
 - Potential Policies :
 - Staggered building heights: Provide that any residential structures adjacent to the single family residences would be limited to two stories, with 3-4 stories in the remainder of the site adjacent to North Park apartments.
 - Flexible setbacks: Lesser setbacks near North Park Apartments, larger setbacks adjacent to single family homes.
- North Burlingame Sites:
 - 1875 California Drive: Car wash site at north end of El Camino North zone – good site
 - Incentives for North Burlingame sites:
 - a. Reduced Parking –
 - This area is close to transit, hospital, and shopping center.
 - Should make it an area wide policy for sites within walking distance to BART/Caltrain station in Millbrae.
 - b. Should provide options for parking as incentives –
 - Compact, tandem, stacked parking for vehicles.

- Require bicycle parking in Parking regulations for apartment and condominium complexes, so that the younger demographic can use it.
 - c. Should put a limit on the unit sizes in North Burlingame, parking incentives can be provided for smaller units.
- Downtown Burlingame Sites:
 - Has a good catchment area for the demographic traveling by Caltrain.
 - Possible incentives / policies-
 - Could reduce parking (though not as much as North Burlingame).
 - Can consolidate public parking lots into a garage (site required to be identified), so as to free city parking lots for redevelopment.
 - Public parking lot on California Drive north of the Burlingame Caltrain Station: Parking areas are built on land owned by the San Francisco Public Utilities Commission (SFPUC). An idea was offered that the SFPUC could continue to own land, but could develop the site with more affordable units.

Additional comments:

Reasons to provide additional parking in the Howard/Bayswater area although it's close to the Burlingame Ave Caltrain Station:

- There is a dearth of street parking in this area currently.
- Narrow side streets with lots of driveways so street parking is already at a premium all time around.

Other potential sites:

- Peninsula Hospital District Land – Parcels owned by the Peninsula Hospital District along Trousdale and Marco Polo Way – there is some vacant land, can be a potential housing site.
- Burlingame School District offices (1825 Trousdale) site may be available for sale.
- Public Parking Lot G (South of Howard between Primrose and Park Roads north of St. Catherine's) is in downtown Burlingame, close to services and Caltrain – very good site for housing.
- Public parking lot J (between Park Road and Lorton Avenue)– Could be combined with the Blockbuster Video store site – could do a joint project with housing and public parking.
- Public Parking Lots J and E (south of Burlingame Avenue between Primrose and Lorton) two lots could be used for two or three story structured parking joined by a bridge across Park Road – is centrally located for the Downtown Commercial Area – could open up other outlying City parking lot sites for residential use.
- Live/work lofts in North Burlingame
 - Can also try to provide mixed use here.
- Oak Tree Experiment Site (along east side of El Camino Real between Dufferin and Mills)
 - Verified that this land is part of the Caltrans right-of-way.
- Burlingame Plaza Shopping Center Site (west side of El Camino between Trousdale and Murchison) – Keep the commercial center and build above / higher?
- El Camino around Burlingame Plaza – could be appropriate for mixed use.
- Northwest corner of Adeline and El Camino Real - convert parcels into mixed use (now zoned C-1).
 - Vacant gas station site and small shopping center could be combined for mixed use.

- Maintains existing commercial zoning, but could add apartments/ condos on 2nd level of plaza, stepped back on Adeline to provide a buffer to the single family homes behind the site on Balboa (2).
- The corner parcel becomes more usable and enticing.
- Parking access would be further up on Adeline, rather than on El Camino Real or configured tightly at the Adeline corner.
- Close Donnelly Ave between Primrose and Lorton as a public street and create public parking to adjoin the adjacent public lots, this would free up other public parking lots for potential housing sites.
- City Parking Lot K-1 and adjacent Pacific Bell/AT&T buildings (at the corner of Burlingame Avenue and El Camino Real, next to Mollie Stone's) – The three parcels of land could be used for mixed use on first floor with live/work spaces above. Area is close to bus and Caltrain transportation.

City of Burlingame

Evaluation of the 2002 Housing Element — Program and Policy Evaluation Matrix

Policy/Program Title <i>Ref. # and brief description</i>	Objective <i>Quantified where applicable or narrative</i>	Achievements / Results <i>Quantified if possible</i>	Evaluation / Barriers to Implementation <i>Was it successful? Reasons why it was or was not implemented or able to meet its objectives</i>	Recommendations for the Housing Element Update <i>Carry forward as is / carry forward with modifications (specify) / or delete</i>
GOAL A: PRESERVE RESIDENTIAL CHARACTER BY ENCOURAGING MAINTENACE, IMPROVMENTAND REHABILITATION OF THE CITY’S NEIGHBORHOODS AND HOUSING STOCK.				
Policy H (A1): Protect the character of existing residential neighborhoods.	Continue maintenance programs for public facilities.	2002 - 2007 – Neighborhood Improvements Completed: There have been several Capital Improvement projects which have rehabilitated or replaced the sewer and water mains in Burlingame's residential neighborhoods. In addition, a number of storm drain projects have been completed to improve storm water runoff and prevent flooding in these neighborhoods.	Moderately Successful. Capital Improvement Plan identified infrastructure needs in specific neighborhoods. Trend of demolishing smaller houses and replacing with large homes has emerged.	Continue implementing Capital Improvement Plan. Implement Floor Area Ratio limit to limit size of homes to be appropriate to size of lot and keep in character with neighborhood.
Policy H (A2): Continue rehabilitation of structures in poor condition.	Rehabilitate 20 housing units	Between 2002 and 2008, an average of 200 building permits per year were finalized for remodels of single family homes.	Successful. Remodel building permits issued were primarily for homes of 40 years or older. Remodeling trend reduces likelihood of demo/reconstruct.	In order to rehabilitate houses in poor condition that may be occupied by lower income households, offer financial assistance
Policy H (A3): Maintain rental opportunities by discouraging conversion of affordable rental units to condominiums.	No conversion of existing rental stock to condominiums	From 2002 to 2008, there have been no conversions of apartment buildings to condominiums	Successful.	Continue policy as is.
Policy H (A4): Promote programs that protect the City's lower valued housing stock.	Retain existing rental housing - Amend zoning code to require conditional use permit for any project where residential units are proposed to be replaced by non-residential use.	Code has not been amended – However most of the residential housing stock is zoned R-3 or R-4, which do not allow non-residential uses.	Moderately Successful. While the code was not updated, no non-residential uses have been approved in residential zones. Conditional Use Permits are already required for institutional uses in residential zones such as churches and schools.	Zoning Ordinance should be amended to require Conditional Use Permit for any non-residential uses in residential zones.

Policy/Program Title <i>Ref. # and brief description</i>	Objective <i>Quantified where applicable or narrative</i>	Achievements / Results <i>Quantified if possible</i>	Evaluation / Barriers to Implementation <i>Was it successful? Reasons why it was or was not implemented or able to meet its objectives</i>	Recommendations for the Housing Element Update <i>Carry forward as is / carry forward with modifications (specify) / or delete</i>
Policy H (A5): Pursue federal and State funds for the rehabilitation of lower and moderate income housing.	Encourage acquisition and rehabilitation of 20 apartment units for long-term affordable housing.	Burlingame participates in a consortium together with 16 other Peninsula cities administered through San Mateo County Department of Housing which provides access to Federal funding sources. No rehabilitation loans have been granted for apartment units in Burlingame.	Moderately Successful. While the City participates in programs with other jurisdictions, no loans have been issued.	Continue participation efforts.
Policy H (A6): Provide pre sale inspection upon request.	Continue to provide assistance to potential home buyers.	Planning and Building staff assist potential home buyers to determine if building permits have been issued for any additions done to the home, as well as any other outstanding items contained in our records.	Moderately Successful. City staff provides information, but some potential homeowners do not know that the information is available.	Continue program. Post notice on the City's website that this information is available.
Policy H (A7): Consider neighborhood quality when approving new and remodeled residences.	Continue to implement Design Review	From 2002 to 2007, an average of 57 design review applications were reviewed and approved by the Planning Commission.	Moderately Successful. Design review process helps maintain neighborhood quality, but may be a barrier to rehabilitation of structures in need (Policy A2). Design review is not required unless improvement is over 50% of the structure.	Continue design review process.
GOAL B: PROVIDE VARIETY AND CHOICE OF HOUSING BY PROMOTING HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF AGE, SEX, RACE, COLOR, MARITAL STATUS, DISABILITY, NATIONAL ORIGIN OR OTHER BARRIERS.				
Policy H (B I): Promote equal housing opportunities for all Burlingame residents.	Promote public awareness of anti-discrimination laws.	Information is provided through the code enforcement process regarding equal housing laws and recourse in case of violations. Complaints are referred to the appropriate enforcement agencies.	Moderately Successful. The information is available to those who seek it.	Continue Program. Post information on City's website. Look into additional programs such as Project Sentinel.
GOAL C: PROVIDE HOUSING OPPORTUNITIES FOR CITY EMPLOYEES, TEACHERS, HOSPITAL WORKERS AND OTHERS IN THE SERVICE INDUSTRY WHO WORK IN BURLINGAME.				
Policy H (C I): Inform local public sector and private sector employees about available housing assistance programs.	Continue staff training in available housing programs and refer eligible residents to program.	Information is provided at the Counter regarding the County's housing assistance programs.	Moderately Successful. The County indicates that there have been no first time homebuyer assistance for properties in Burlingame.	Continue program but expand outreach efforts.

Policy/Program Title <i>Ref. # and brief description</i>	Objective <i>Quantified where applicable or narrative</i>	Achievements / Results <i>Quantified if possible</i>	Evaluation / Barriers to Implementation <i>Was it successful? Reasons why it was or was not implemented or able to meet its objectives</i>	Recommendations for the Housing Element Update <i>Carry forward as is / carry forward with modifications (specify) / or delete</i>
Policy H (C2): Encourage inclusion of affordable dwelling units in multiple family residential development.	Amend the zoning code to provide opportunities for incentives for providing affordable housing.	In 2003, an Inclusionary Housing Ordinance was adopted requiring that 10% of units within a project shall be affordable to moderate income households. To date, one affordable unit has been built and occupied, and 11 additional units have been approved. Incentives are offered in the form of reduced parking requirements, increased height, etc.	Moderately Successful. Program has not been in place long enough to see long-term results.	Continue program but expand to include low income units,
Policy H (C3): Encourage public agency partnerships to provide housing, reduce commute time and facilitate retention of community based groups like teachers, public employees, and hospital and service sector workers.	Provide 50 new housing units in the vicinity of public agency workplaces and commercial centers.	New zoning districts were created in the North Burlingame area which allow residential uses at densities of 40 units per acre, and require that if a mixed use project is proposed, it must include residential uses. Two residential condominium projects totaling 70 units and including 8 affordable units have been approved in the North Burlingame area. This area is near Peninsula Hospital, a major employer in Burlingame, and is within ½ mile of the Millbrae BART and Caltrain station.	Moderately Successful. The City is engaged in discussions with other public agencies.	Continue program.
GOAL D: ENCOURAGE SPECIAL PURPOSE HOUSING.				
Policy H (D1): Provide adequate, affordable housing for the City's elderly.	Provide 30 affordable units for the elderly. Increase the number of Section 8 units for elderly by 5 units.	A 79-unit assisted living facility is now under construction in the North Burlingame area. The number of Section 8 units in Burlingame has increased from 55 to 104.	Successful. Although the assisted living facility is not a subsidized project, it is dedicated senior housing. Nearly doubling of the number of Section 8 units in the City is a positive indicator that affordable housing is being provided to those who are in need, including seniors.	Continue policy. Determine demographic breakdown of Section 8 units for reporting purposes.
Policy H (D2): Encourage alterations to existing structures that improve access for physically disadvantaged.	Consider changes to the zoning code to allow modifications to single family homes to accommodate ramps and other improvements required for disabled accessibility.	Zoning code has not yet been changed.	Unsuccessful. No inquiries were received by staff to make modifications to single family homes for accessibility, therefore it was not a priority.	Continue policy. Process Zoning Ordinance text amendment to allow exterior accessibility alterations over the counter.

Policy/Program Title <i>Ref. # and brief description</i>	Objective <i>Quantified where applicable or narrative</i>	Achievements / Results <i>Quantified if possible</i>	Evaluation / Barriers to Implementation <i>Was it successful? Reasons why it was or was not implemented or able to meet its objectives</i>	Recommendations for the Housing Element Update <i>Carry forward as is / carry forward with modifications (specify) / or delete</i>
Policy H (D3): Encourage housing opportunities for single parent families.	Increase by 5 the number of Section 8 units for single parent households. Train staff and refer single parent households to shared housing programs, Interfaith Hospitality Network and other local assistance providers.	Staff continues to refer potential clients to the appropriate community service agencies. The number of Section 8 vouchers in Burlingame has increased from 55 to 104.	Moderately Successful. The information is available to those who seek it.	Continue Program. Post information on City's website.
Policy H (D4): Encourage housing opportunities for low income single persons.	1. Expand the multiple family overlay zone to include areas between Murchison Avenue and Peninsula Hospital, between Magnolia Avenue and Ogden Drive. 2. Develop revisions to the code to encourage development of studio and one-bedroom apartments by reducing parking requirements within one-third mile of a transit hub or major bus route.	A new zoning district was adopted for the area identified (Trousdale West) which allows multiple family residential uses at a density of 40 units per acre. Sixty units have been approved with 25 of these units in the building permit process. Reduced parking requirements were not adopted for properties within one-third mile of a transit hub. The decision was based on the determination that even if BART, Caltrain or buses are used to travel to work, most households will continue to have a car, and there is limited on-street parking in these areas.	Moderately Successful. While the zoning district was adopted and units approved, no units have been built to date. Unsuccessful. This decision was based on the trend that most households still have cars even if public transportation is used for commuting. The parking requirement still hinders development of small units.	Continue Program. Encourage development by offering other incentives like reduced setbacks and increases in height.
Policy H (D5): Support county wide program for homeless persons.	Continue financial contributions to agencies which provide service to the homeless population in San Mateo County.	Burlingame contributes about \$24,000 annually to Community groups who provide services and shelter to the homeless population: CALL Primrose Center, Samaritan House, Shelter Network, and the Safe Harbor Winter Shelter. Several Burlingame churches provide shelter for homeless families on a rotating basis through the Interfaith Hospitality Network.	Successful. The City has continued to participate in regional efforts to provide services and shelter to those in need. Program is budgeted for annually.	Continue program. Expand to comply with SB 2 to provide zoning districts for emergency shelters and transitional housing.

Policy/Program Title <i>Ref. # and brief description</i>	Objective <i>Quantified where applicable or narrative</i>	Achievements / Results <i>Quantified if possible</i>	Evaluation / Barriers to Implementation <i>Was it successful? Reasons why it was or was not implemented or able to meet its objectives</i>	Recommendations for the Housing Element Update <i>Carry forward as is / carry forward with modifications (specify) / or delete</i>
GOAL E: REDUCE RESIDENTIAL ENERGY USE TO CONSERVE ENERGY AND HELP REDUCE HOUSING COSTS.				
Policy H (E1): Promote the use of energy conservation in residential construction.	Distribute brochure on available energy conservation programs and measures at the Planning Counter to all residents planning to expand or build new residences.	Information on energy conservation is provided at the counter. Staff is also providing information regarding "Green Building" standards and construction waste recycling. On December 1, 2008, the City Council adopted a Resolution requiring that a Green Building checklist be completed for any building permit application that required a recycling deposit.	Successful. Information is provided to all development applicants and homeowners.	Continue Policy.
Policy H (E2): Encourage energy conservation measures in rehabilitation projects.	Review additions and remodels of existing residences for compliance with energy conservation standards; promote the use of structural and landscaping design to make use of natural heating and cooling.	About 200 building permits per year are issued for residential remodel projects. These projects must comply with current energy conservation standards.	Moderately Successful. All new development must comply with Title 24 Energy Efficiency Standards. Since all development is infill, natural heating and cooling opportunities are limited to the configuration of the site.	Continue policy. Expand to require "green building" checklist for all new construction.

Policy/Program Title <i>Ref. # and brief description</i>	Objective <i>Quantified where applicable or narrative</i>	Achievements / Results <i>Quantified if possible</i>	Evaluation / Barriers to Implementation <i>Was it successful? Reasons why it was or was not implemented or able to meet its objectives</i>	Recommendations for the Housing Element Update <i>Carry forward as is / carry forward with modifications (specify) / or delete</i>
GOAL F: ACHIEVE INCREASED AFFORDABILITY OF HOUSING.				
Policy H (F1): Improve balance of housing type, tenure and affordability by encouraging development of selected sites and locations to serve all income levels.	Amend zoning code to allow residential development in the Trousdale West and El Camino North areas, amend provisions of the zoning code to provide incentives for transit oriented housing in these areas and in transition areas (Rollins Road south of Bloomfield, east side of Carolan between Cadillac Way and Toyon Drive, areas in the Downtown Commercial area south of Burlingame Avenue.	Zoning code was amended to create the Trousdale West (TW) zoning district, which allows multi-family residential uses at a density of 40 units per acre, and includes development standards which allow for reduced setbacks and increased height in an area adjacent to the Millbrae BART station and Peninsula Hospital, a major employer. Zoning code was amended to create the new El Camino North zoning district which allows multi-family residential uses at a density of 40 units per acre with development standards which allow for reduced setbacks and increased height in an area adjacent to the Millbrae BART station. This district also allows mixed use, but the mixed use project is required to include residential uses. There is an additional 5.4 acre area located on the east side of Carolan Avenue between Cadillac and Toyon Drive zoned C-2 which was identified as a potential housing site. A zoning code amendment will be processed in the 2008-2009 fiscal year to add a multi-family residential overlay for this area. The remaining transition areas already allow multi-family residential uses.	Moderately Successful. A zoning code amendment will be processed in the 2008-2009 fiscal year to add a multi-family residential overlay for the 5.4 acre area located on the east side of Carolan Avenue between Cadillac and Toyon Drive. No development has been proposed as of yet.	Continue Policy. Consider residential uses at a density of 40 units per acre in the Downtown area.
Policy H (F2): Maintain data base of existing R 3, R 4 and CR zoning districts to remain aware of the number of additional units that could be developed on "under developed" parcels in these areas.	Maintain and update land use surveys and share information with potential residential developers.	This information has been kept up to date and is provided to potential residential developers inquiring about appropriate sites. Inclusionary Housing Ordinance with incentives adopted July, 2003.	Successful. Maintaining this information provides valuable data for staff and the public on development potential	Continue maintaining data.

Policy/Program Title <i>Ref. # and brief description</i>	Objective <i>Quantified where applicable or narrative</i>	Achievements / Results <i>Quantified if possible</i>	Evaluation / Barriers to Implementation <i>Was it successful? Reasons why it was or was not implemented or able to meet its objectives</i>	Recommendations for the Housing Element Update <i>Carry forward as is / carry forward with modifications (specify) / or delete</i>
Policy H (F3): Encourage construction of mixed commercial residential projects.	Encourage development of existing CR zoned sites; modify regulations to encourage mixed use; consider parking reductions near transit hubs; consider shared parking regulations for mixed uses.	Zoning code was amended for areas in North Burlingame (Trousdale West and El Camino North) to allow mixed commercial residential projects; reduced parking standards and shared parking regulations were not adopted.	Moderately Successful. Zoning Ordinance was amended, however new units were not actually built.	Continue program but offer incentives for development such as reduced setback and increased height.
Policy H (F4): Encourage conversion of existing accessory living units to legal, safe and sanitary housing units.	Continue and extend the second unit amnesty program beyond its initial two-year time frame; provide applicants to the program with information on participation in the SM County Rental Rehabilitation Program. Consider expansion of the program by changing the eligibility date.	Second Unit Amnesty Program was made a permanent program in March, 2004 and parking requirement for second unit was made more flexible. The date of construction for units to qualify was not changed. Eight units were legalized under the program since its inception.	Moderately Successful. Additional units were legalized, but there is little incentive to property owners to legal their units.	Continue Second Unit Amnesty Program and expand eligibility date.
Policy H (F5): Encourage non profit housing corporations to develop affordable housing in appropriate sites in Burlingame.	Staff contact known non-profit housing corporations and religious institutions to make them aware of City interest, familiarize them with the opportunities available in Burlingame, and assist in processing where applications are required.	Continue to provide information to Housing non-profit agencies inquiring about sites in Burlingame, particularly the North Burlingame area.	Moderately Successful. Discussions with non-profit housing providers are continuing.	Continue Program.

Policy/Program Title <i>Ref. # and brief description</i>	Objective <i>Quantified where applicable or narrative</i>	Achievements / Results <i>Quantified if possible</i>	Evaluation / Barriers to Implementation <i>Was it successful? Reasons why it was or was not implemented or able to meet its objectives</i>	Recommendations for the Housing Element Update <i>Carry forward as is / carry forward with modifications (specify) / or delete</i>
Policy H (F6): Work for expansion of Section 8 program in Burlingame.	Work with San Mateo County Community Services and Housing Authority to provide Burlingame a proportionate share of Section 8 funds; distribute information about program to potential property owner and renter participants.	In 2002, there were 55 Section 8 units in Burlingame. There are currently 104 Section 8 units in Burlingame.	Successful. The City has increased the number of Section 8 units by 49 units.	Continue working with San Mateo County Community Services and the Housing Authority to fund this program.
Policy H (F7): Encourage participation in the San Mateo County first time buyer program (Mortgage Credit Certificate) and other ownership assistance programs.	Continue to participate in cooperative CDBG agreement with San Mateo County to provide Burlingame residents with the opportunity to participate in the first-time homebuyer program (Mortgage Credit Certificate) funded by CDBG.	No first time homebuyer loans have been issued for Burlingame properties in the last five years.	Unsuccessful. No loans were issued, however, this could be due to the housing market and interest rates on traditional loans.	Continue program.

APPENDIX D

DRAFT LAND USE CHAPTER
BURLINGAME DOWNTOWN SPECIFIC PLAN
NOVEMBER, 2009

3.0 Land Use

This chapter describes the land uses, densities and development standards that will guide the development of Downtown Burlingame. The purpose is to build upon the successes of the already vibrant Burlingame Avenue commercial area and to put in place policies that will encourage continued success of the entire Downtown area and its environs and promote land-uses that will enliven the area.

3.1 BACKGROUND

The Burlingame Avenue commercial area first developed in the 1900s, growing west from the railroad station adjacent to California Drive until it joined El Camino Real. Over the years, the land uses in the area have helped to promote a vibrant pedestrian-oriented district with access to retail, shopping and a wide range of restaurants.

The land use policies in the Downtown Burlingame Specific Plan attempt to build upon the existing success of the downtown core while promoting amenities, services and live-work-play opportunities. A mix of land uses, including residential, will enhance the pedestrian quality of the street and add richness and character to the downtown. The Land Use goals and policies are intended to promote new opportunities for increased vitality, particularly in areas of downtown that have unrealized potential, while setting forth a strategy to sustain the existing success of the downtown.

This chapter establishes land uses for the zoning districts within the downtown, ground floor uses, potential mixed use neighborhoods, opportunities for additional parking (in manners that provide for flexibility in parking design) and open space. The chapter also includes maximum allowed development envelopes for both residential and non-residential types of development. Finally, the proposed Land Use plan addresses development policies for private development including heights and building envelopes.

3.2 DESCRIPTION OF THE AREA

The Downtown Specific Plan area is framed by Oak Grove Avenue on the north side, the CalTrain tracks south to Burlingame Avenue and Anita Avenue on the east side, Peninsula Avenue and the city limits on the south side, and El Camino Real on the west side. Figure 3-1 shows the project area for Downtown Burlingame.





FIGURE 3-1: Downtown Specific Plan Project Area

3.3 PLANNING AREAS

Downtown Burlingame is divided into a series of Planning Areas, as identified in the Planning Areas Map (Figure 3-2). Upon implementation of the plan, each planning area or district will provide for a different mix of uses and intensities as described below. To allow finer grain distinctions, each area is further divided into blocks which are numbered on the map.

3.3.1 BURLINGAME AVENUE COMMERCIAL DISTRICT

The Burlingame Avenue area is the commercial and retail heart of Downtown Burlingame. Burlingame Avenue features a mixture of restaurants, national retail stores, and many locally based retailers. The eastern end of Burlingame Avenue area near the train station has a concentration of restaurants and is active during both day and evening hours, while the western end towards El Camino Real provides more retail and is less active.

Ground floor retail or personal service use is required in the Burlingame Avenue area. Office uses are allowed on the upper levels in commercial areas. Existing residential uses on upper floors may remain and be improved, but there should not be new residential uses within the Burlingame Avenue Commercial District.

3.3.2 HOWARD AVENUE MIXED USE DISTRICT

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

3.3.3 CHAPIN AVENUE AREA

The Chapin Avenue area consists of properties on either side of Chapin Avenue and is bounded by Primrose Road to its east and El Camino Real to its west. Chapin Avenue is characterized by a concentration of financial and real estate offices. Office uses are allowed on the ground floor of the Chapin Avenue area.

3.3.4 DONNELLY AVENUE AREA

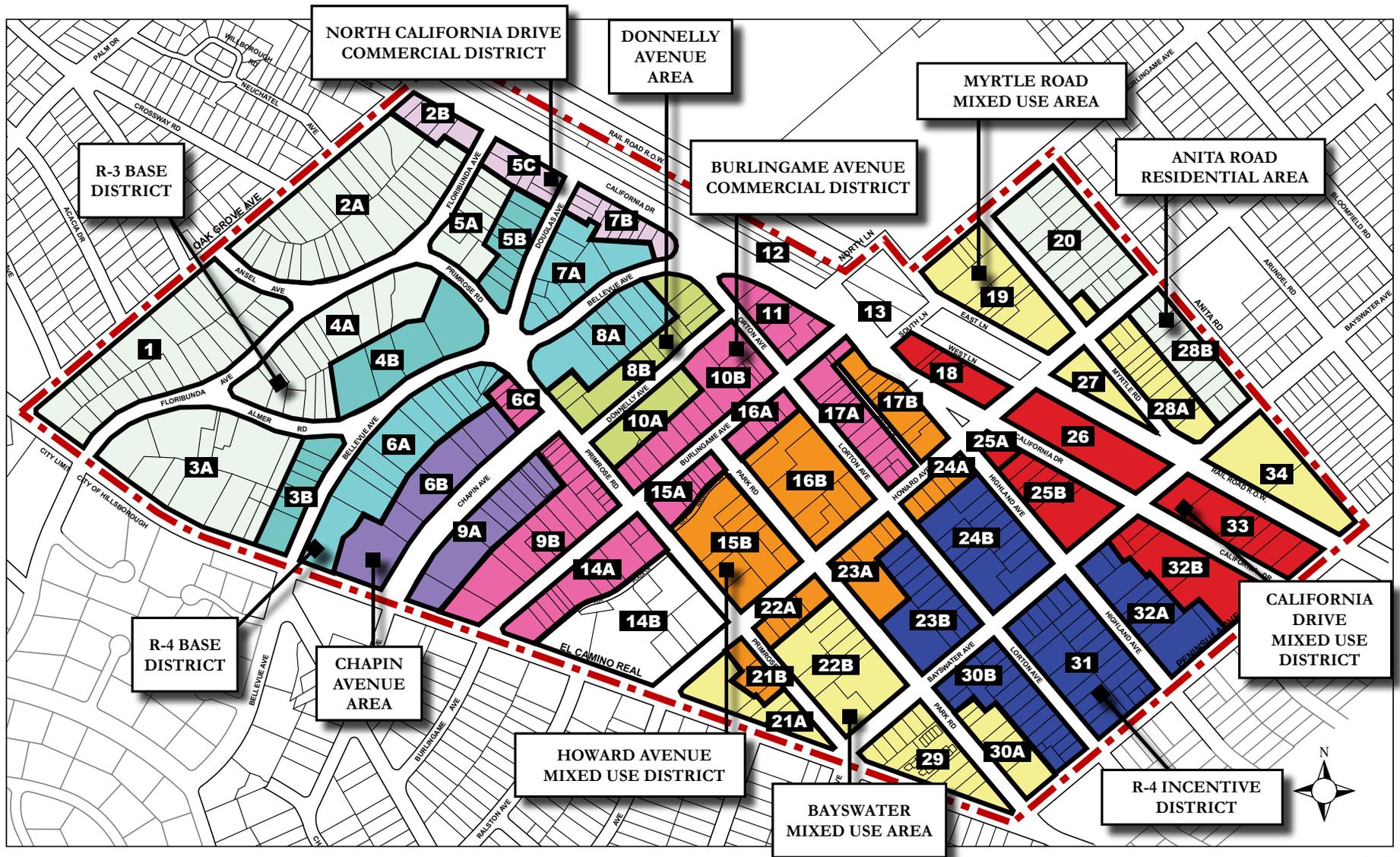
The Donnelly Avenue area consists of properties on either side of Donnelly Avenue between Primrose Road and Lorton Avenue. Ground floor retail use is allowed but not required. Office uses are allowed on the upper levels. Existing residential uses may remain and be improved, but new residential uses are not allowed.

3.3.5 CALIFORNIA DRIVE MIXED USE DISTRICT

The Auto Row area is the area along California Drive between Burlingame and Peninsula Avenues. Automobile-related uses dominate in this area. Auto showrooms, hotel or retail uses are permitted on the ground floor, and housing, offices or hotel uses can be allowed on upper floors. Non-auto uses should be carefully considered to ensure compatibility with the area's traditional focus on automobile businesses; retail, personal and business services, and hotels require a conditional use permit, as do commercial uses greater than 5,000 square feet.

3.3.6 NORTH CALIFORNIA DRIVE COMMERCIAL DISTRICT

The North California Drive Commercial District is the area along the west side of California Drive north of Bellevue Avenue to Oak Grove Avenue. Service Commercial uses dominate in this area. Retail or hotel uses are permitted on the ground floor whereas offices or hotel uses can be allowed on upper floors.



October 2009

FIGURE 3-2: Planning Areas

3.3.7 MYRTLE ROAD MIXED USE AREA

The Myrtle Road Mixed Use area is centered on Myrtle Road and East Lane, east of the CalTrain railroad tracks. Development will be consistent with the existing neighborhood scale of small streets and mix of varied commercial and residential buildings. Existing residential and commercial properties could be improved and expanded at a scale consistent with the adjacent residential areas. The area is meant to serve as a buffer between the downtown commercial district and the residential neighborhoods to the east.

3.3.8 ANITA ROAD RESIDENTIAL AREA

The Anita Road area includes the blocks to the west of Anita Road between Burlingame Avenue and Bayswater Avenue. The land use is medium-density Multifamily Residential, with development to remain consistent with the existing neighborhood scale of small streets, small apartment buildings and single family homes. The area is meant to serve as a buffer between the downtown commercial district and Myrtle Mixed Use Area to the west, and single family neighborhood to the east. Special development standards would apply to the Anita Road area to establish standards such as setbacks, building heights, and massing standards compatible with the surrounding residential areas.

3.3.9 R-3 BASE DISTRICT

On the north side of Downtown, the area is bounded by Oak Grove Avenue to its north; the rail road tracks to its east; El Camino Real to its west and portions of land to the south of Floribunda Avenue is designated for medium-high density residential (R-3) uses. The land uses are predominantly multifamily residential including some lower intensity residential uses such as single family homes, duplexes, apartment homes, multifamily homes and accessory buildings. Uses in this district also include public buildings, public parks and playgrounds, and religious facilities. These areas will continue to be regulated by the same zoning standards that apply to R-3 properties citywide.

3.3.10 R-4 BASE DISTRICT

The R-4 Base District consists of properties on either side of Bellevue Avenue. The land uses for the High Density Residential District are predominantly higher density multifamily residential. These areas will continue to be regulated by the R-4 zoning standards that apply to R-4 properties citywide.

3.3.11 R-4 INCENTIVE DISTRICT

The R-4 Incentive District consists of lands in the southern portion of Downtown, on either side of Bayswater Avenue between Highland Avenue and Park Road. The land uses for the this area are predominantly higher density multifamily residential. The development standards for this district provide incentives to encourage high density residential uses. In addition to residential uses, small corner retails stores serving local residents would be allowed.

3.3.12 BAYSWATER MIXED USE AREA

The Bayswater Mixed Use area is centered on Bayswater Avenue between El Camino Real and Park Road. Development will be consistent with the existing neighborhood scale of small streets and varied commercial and residential buildings. Existing residential and commercial properties could be improved and expanded at a scale consistent with the adjacent residential areas. The area is meant to serve as a buffer between the downtown commercial district and the residential neighborhoods to the south and east across El Camino Real. Should properties within the Bayswater Mixed Use Area in Block 30A and/or 22B develop with Residential uses, the High Density Incentive District standards shall apply.

3.4 LAND USE DESIGNATIONS

Table 3-1 summarizes the uses allowed for each planning area.

TABLE 3-1 – PLANNING AREA LAND USES

	Land Uses	Burlingame Avenue Commercial District	Howard Avenue Mixed Use	Chapin Avenue Area	Donnelly Avenue Area	California Drive/ Auto Row	North California Drive Commercial District	Myrtle Road Mixed Use Area	Anita Road Area	R-3 District	R-4 Base District	R-4 Incentive District	Bayswater Mixed Use Area
1	Retail												
	Downtown Retail	P	P	P	P	C	P	C					C
	Corner Store Retail								C			C	
	Personal Services	P	P	P	P	C	P	C					C
	Business Services	P	P	P	P	C	P	C					C
2	Residential		P / U			P / U		P	P	P	P	P	P
3	Civic, Quasi-Civic, Cultural	P	P	P	P	P	P	P	P	P	P	P	P
4	Office	P / U	P / U	P	P	P / U	P						
5	Service Commercial		P			P C for non-auto > 6,000 sq ft	P	C					C
6	Lodging/Hotel	P	P	P		C	P						
7	Live/Work		P / U			P	P	P					P

P = Permitted

C = Permitted with Conditions

/G = Ground Floor Only

/U = Upper Floors Only

3.5 DEVELOPMENT STANDARDS

Table 3-2 summarizes the principal development standards for each planning area. Design standards and guidelines are further described in Chapter 5 Urban Design & Character.

TABLE 3-2 – DEVELOPMENT STANDARDS

Development Standard	Burlingame Avenue Commercial District	Howard Avenue Mixed Use	Chapin Avenue Area	Donnelly Avenue Area	California Drive/ Auto Row	North California Drive Commercial District	Myrtle Road Mixed Use Area	Anita Road Area	R-3 District	R-4 Base District	R-4 Incentive District	Bayswater Mixed Use Area
Front Setback - Minimum	-	-	-	-	-	10 feet	10 feet	15 feet	15 feet	15 feet	15 feet	10 feet
Front Build-To Line	0 feet	0 feet	0 – 10 feet	0 – 10 feet	0 feet	-	-	-	-	-	-	-
Side Setback - Minimum	-	-	-	-	-	-	-	5 feet	10 feet	10 feet	10 feet	-
Rear Setback - Minimum	-	-	-	-	-	20 feet	20 feet	20 feet	20 feet	20 feet	20 feet	20 feet
Height Limit - Maximum	35 feet (55 feet w/ CUP)	55 feet	35 feet (55 feet w/ CUP)	35 feet (55 feet w/ CUP)	35 feet (55 feet w/ CUP)	35 feet (45 feet w/ CUP)	35 feet (45 feet w/ CUP)	35 feet (45 feet w/ CUP)	35 feet (55 feet w/ CUP)	35 feet (75 feet w/ CUP)	55 feet	35 feet (55 feet w/ CUP)
Ground Floor Ceiling Height (Floor-to-Ceiling)	15 feet	15 feet	15 feet	15 feet	15 feet	-	-	-	-	-	-	-
Lot Coverage - Maximum	-	-	-	-	-	75%	75%	50%	50%	50%	50%	75%
Landscape Coverage - Minimum	-	-	-	-	-	10% of front setback	10% of front setback	60% of front setback	60% of front setback	60% of front setback	60% of front setback	10% of front setback
Architectural Encroachments	Certain encroachments (e.g. architectural features promoting good urban design) that extend beyond setbacks and maximum height limits may be permitted through a special Planning Commission design review process.											
Maximum Average Residential Unit Size*	N/A	1,250 sq ft	N/A	N/A	1,250 sq ft	N/A	1,250 sq ft	-	1,250 sq ft	1,250 sq ft	1,250 sq ft	1,250 sq ft

- = no requirement

* Average Maximum Unit Size is defined as the maximum value allowed when averaging the square footage areas of all residential units in a project. The intention is to provide a diverse range of unit types and sizes within a project by balancing larger units with smaller units.

3.6 PARKING STANDARDS

Several decades ago, the City acquired property in the downtown area to create common supplies of parking for efficiency and promote the downtown shopping environment. In recognition that the lots were meant to serve the parking needs of the nearby businesses, the City exempted ground floor businesses within the downtown core from on-site parking requirements, or alternatively provided “credits” to businesses that continued to maintain parking on-site. The exemption apply only to ground floor uses within the downtown core, and upper floor uses have been required to provide parking on-site, or through the payment of in-lieu fees in order to build new parking facilities in the future. Areas not within the downtown core such as properties on Howard and Chapin Avenues have been required to provide all parking on-site.

The Downtown Specific Plan sets the policy framework to create a new, expanded core parking area (referred to as the "Parking Sector") that includes a larger portion of Downtown, including the Howard Avenue area. In addition, the Specific Plan establishes policies that recognize the unique nature of parking in a compact, transit-accessible downtown such as reduced parking ratios for residential uses, as well as creative ways of providing on-site parking such as tandem parking, parking lifts, and shared parking.

3.6.1 Parking Requirements in Downtown

The parking standards that follow apply to new development and changes of use in the downtown. There are two distinct parking areas within the downtown area:

- **Within the Parking Sector:** Properties within the core parking sector may utilize municipal parking facilities to satisfy parking requirements for most uses except residential uses. Residential parking is required to be provided on site. Ground floor commercial and retail uses are typically exempt from parking requirements, and upper floor commercial uses may satisfy parking requirements by providing them on site, or through the in-lieu fee payment program.
- **Outside the Parking Sector:** New development outside the Parking Sector will not be in immediate proximity to public parking. Therefore, parking in these areas must be provided on-site. In all areas, the Specific Plan encourages public/private partnerships to develop structured parking. Provisions are available to account for efficiencies of shared parking for mixed use development.

Parking Regulations in the Parking Sector

There are three main types of parking regulations applicable in the Parking Sector of the Specific Plan. These regulations apply both to new development and to changes of use in existing buildings:

- Parking exemptions
- Parking in-lieu fees
- Residential parking

Parking Exemptions

Pedestrian-oriented ground-floor uses (retail, restaurant, and personal services) within the Parking Sector are exempt from any parking requirements. The intention is to create an active ground floor retail and commercial environment, so neither on-site nor in-lieu parking is required. However, parking is required for upper floor commercial and office uses either on-site or through payment of in-lieu fees.



FIGURE 3-3: Parking Sector Boundaries

TABLE 3-3 – PARKING STANDARDS

	Land Use Designation	Parking Requirement Within Downtown Parking Sector	Parking Requirement Outside Downtown Parking Sector <i>except Myrtle & Anita areas</i>	Parking Requirement Myrtle & Anita Areas
1	Retail			
	Downtown Retail	No parking required on ground floor	1 space for each 300 square feet	1 space for each 300 square feet
	Corner Store Retail	No parking required for ground floor	One on-street space must be designated as short-term green curb zone	One on-street space must be designated as short-term green curb zone
	Personal Services, Business Services	No parking required for ground floor	1 space for each 300 square feet	1 space for each 300 square feet
	Restaurants	No parking required for ground floor	1 space for each 200 square feet	1 space for each 200 square feet
2	Residential (see Figure 3-4)	Studio: 1 space/unit 1 Bedroom: 1 space/unit 2 Bedrooms: 1.5 spaces/unit 3 or more bedroom units: 2 spaces/unit Guest Parking: No parking required	Studio: 1 space/unit 1 Bedroom: 1 space/unit 2 Bedrooms: 1.5 spaces/unit 3 or more bedroom units: 2 spaces/unit Guest Parking: No parking required	Studio: 1 space/unit 1 Bedroom: 1.5 space/unit 2 Bedrooms: 2 spaces/unit 3 or more bedroom units: 2 spaces/unit Guest Parking: No parking required
3	Civic, Quasi-Civic, Cultural	No parking required	As determined by Community Development Director	As determined by Community Development Director
4	Office	1 space for each 300 square feet <i>may be provided off-site through in-lieu program</i>	1 space for each 300 square feet	1 space for each 300 square feet
5	Service Commercial	No parking required	1 space for each 300 square feet	1 space for each 300 square feet
6	Lodging/Hotel	1 space per guest room <i>may be provided off-site through in-lieu program</i>	1 space per guest room	N/A

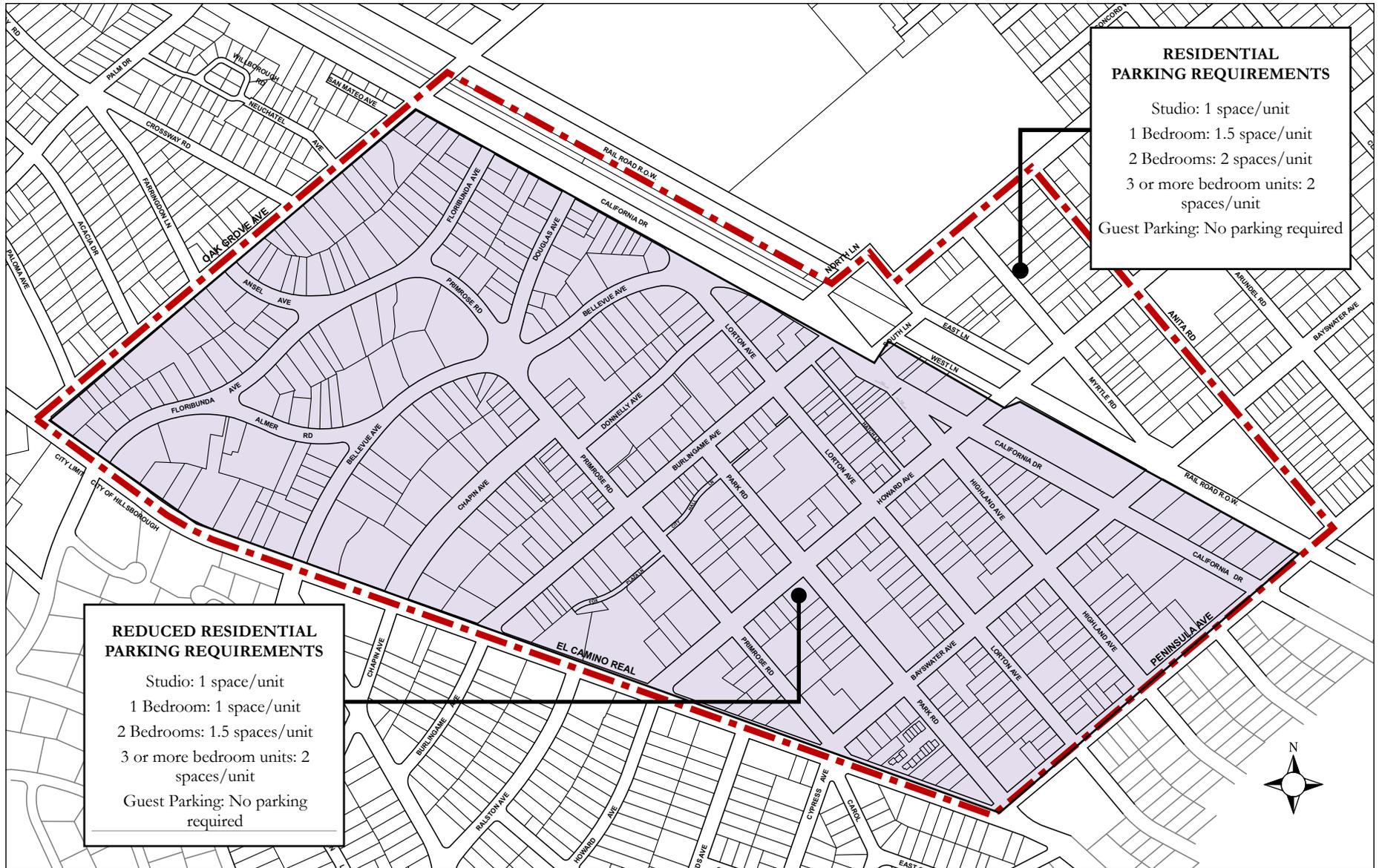


FIGURE 3-4: Residential Parking Requirements

Parking In-Lieu Fees in the Parking Sector

Most properties in the heart of the commercial area, within the boundaries of the parking sector, are not physically able to provide parking on-site due to their small size and shape, or because they contain a building with historic character that is encouraged to be maintained. In instances where uses proposed are not exempt from providing parking, in-lieu fees can be paid instead of providing parking to expand buildings, intensify uses or build new ones. These one-time fees are paid to the City and the funds are used to create additional shared public parking facilities. Shared parking increases parking efficiency, reduces parking cost and makes effective use of the parking facilities Downtown. The percentage of parking that can be supplied by paying in-lieu fees varies, depending on the location of the property and the use.

Residential Parking

As a practical matter, residents of new residential developments typically expect to be provided with assigned parking within close proximity to their units. Therefore, parking for residents of residential uses must be provided on-site for projects both within and outside the parking sector. The amount of parking is slightly less for projects within most areas of Downtown compared to other areas of the City, accounting for the denser scale of development and more diverse mix of uses within proximity to residents. Guest parking is not required on-site either within or outside the Parking Sector, accounting for the Downtown setting where guests have the opportunity to park on the streets or in municipal parking lots.

The Specific Plan acknowledges that downtown residents will be proximate to services, train and other transit service, and are less likely to use their vehicles as often as residents in more auto-dependent areas, so provisions are available for tandem parking, parking lifts, and other creative approaches that satisfy the need to store vehicles on-site and still be relatively accessible.

Number of Parking Spaces Required

The parking ratios that follow in Table 3-3 apply to new developments and uses, expansions and intensifications of use on all properties within the Downtown Specific Plan area (including the Parking Sector), except as noted in subsequent sections. Figures 3-3 and 3-4 show the boundaries of the Downtown Specific Plan and the areas subject to the parking regulations explained in Table 3-3, including the Parking Sector.

The parking ratios for downtown uses are lower than the City-wide ratios. This is in recognition of the benefit of shared parking facilities, businesses and homes within walking distance and transit access. The percentage reduction varies by use.

Shared Parking in Mixed Use Developments Outside the Parking Sector

The total parking requirements for mixed-use projects may be reduced if it can be demonstrated through a parking study that peak parking demands of the individual uses occur at different times of day, or different days of the week, or in other ways do not occur at the same time or will not be in conflict. Shared parking must be accessible to all uses at all times of day. The parking study should demonstrate that parking will be adequate for all uses. Shared parking between properties would require recorded easements which cannot be modified without the City's consent. The parking study will be considered during a public hearing as part of the development approval.

Car Share Parking Bonus

On-site parking requirements may be reduced by up to 10% (as determined by the Community Development Director) for developments with at least one car share facility provided on-site. The car share program would require recorded easements which must be maintained indefinitely and cannot be modified without the City's consent.