City of Burlingame Circulation Element Update

Amendment to the General Plan

Adopted by the
Burlingame City Council
February 2, 2015
Resolution No. 12-2015


THE CITY OF
BURLINGAME
INCORPORATED 1908

Burlingame Circulation Element Update

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Purpose of the Update: The purpose of the Circulation Element Update is to consolidate the existing policy documents related to circulation into one comprehensive document. Although the current Circulation Element of the General Plan was adopted by the City Council as a part of the original adoption of the General Plan (October 20, 1969, Resolution No. 87-69) there are several other policy documents related to circulation that have been adopted over the intervening years. These documents consist of:

- **Complete Streets Policy of the City of Burlingame –** adopted by the City Council on November 5, 2012, by Resolution No. 77-2012
- **Burlingame Bicycle Transportation Plan** – adopted by the City Council on October 8, 2004, by Resolution No. 91-2004
- **Burlingame Bayfront Specific Plan Chapter IV. Traffic and Circulation** – adopted by the City Council on April 5, 2004, by Resolution No. 26-2004. Amendments to the Bayfront Specific Plan were adopted on August 21, 2006, by Resolution No. 58-2006 and on June 18, 2012, by Resolution No. 44-2012.
- **North Burlingame/Rollins Road Specific Plan Chapter 5. Circulation and Infrastructure** – adopted by the City Council on On September 20, 2004, by Resolution No. 85-2004. The Specific Plan was amended by the Burlingame City Council on February 5, 2007, by Resolution No. 13-2007.
- **Burlingame Downtown Specific Plan Chapter 7. Circulation and Parking** – adopted by the City Council on On October 4, 2010, by Resolution No. 73-2010.

The purpose of this update is to consolidate all the relevant circulation policies into one document, to update the data in these documents to reflect current conditions, and to report on what implementation measures within these documents have been completed. It is not the intent to change the policies that are now in place; the existing policies incorporate the provisions of the California Complete Streets Act (AB 1358) and take into account the multimodal transportation networks within the community and the connections throughout San Mateo County and the Bay Area.

I. Current Circulation Element

On October 20, 1969, by Resolution No. 87-69, the Burlingame City Council adopted the Burlingame General Plan, which included the following Circulation Element.

OVERVIEW

An integrated system is proposed including the Southern Pacific Railroad (including both passenger service and through movement of freight), local transit, and four categories of streets and highways. The street and highway system would accommodate private passenger automobiles, trucks and local transit vehicles. The integrated system is proposed to include all modes of travel, including walking, bicycling and transit, allowing users of all ages and abilities to reach destinations in the community and region safely and directly.

POPULATION

In 2000, 28,128 people lived in the City of Burlingame. About 20.6% of these people were under the age of 20 and 15.2% were over 65. By 2010 the city's Population had increased by 2.4% to 28,806. There was a minor change in the age composition. By 2010 about 23% of the city's residents were under 20 and about 14% were over 65. In 2000 there were 2.22 persons per household on the average. This had increased slightly to 2.29 persons per household in 2010. These minor changes in population and composition reflect the fact that Burlingame is a built out community where there are no large vacant tracts of land suitable for residential development. Any new development is expected to replace existing development, primarily in areas that are near the community's two major transit hubs (Burlingame Caltrain Station and Millbrae Intermodal Station) and along transit corridors such as El Camino Real and California Drive.

Population projections for Burlingame are based on build-out of vacant and underused residential land to the densities given in the General Plan. Projections of household size reflect a continuation of the minor increase of average household size. However, the critical factor in the population range given is the rate of new residential construction. The following projections are derived from Projections 2013, published by the Association of Bay Area Governments:

Population 2000-2010, Projected to 2030

2000	28,128
2010	28,806
2020	31,700
2030	34,800

Source: ABAG Projections 2013

Household size assumptions for the population projections were:

2010	2.33
2020	2.33
2030	2.34

Source: ABAG Projections 2013.

TRANSIT

An integrated system of regional rapid transit and local transit has been developed to serve Burlingame residents and workers and to provide for the high volume through-movement that needs to be accommodated in this corridor. If determined appropriate, grade separations should be considered to accommodate local street crossings.

The Caltrain commuter line has been established along the existing Southern Pacific Railway right-of-way along the California Drive/Carolan Avenue corridor. This line also connects to the Millbrae Intermodal Station with connections to the Bay Area Rapid Transit (BART) system and SamTrans Bus lines. Opportunities exist for Complete Streets projects along this corridor. A Complete Streets project is proposed for Carolan Avenue between Oak Grove Avenue and Broadway, to accommodate bicycle lanes and pedestrian improvements. This project is now in the design process, and is expected to be under construction in 2015. These projects will enhance the use of the transit facilities and reduce reliance on private automobile travel. There are also opportunities near the transit stations identified in the Downtown Specific Plan and the North Burlingame Rollins Road Specific Plan for higher density development that will benefit from proximity to public transit and to the Complete Streets amenities.

STREETS AND HIGHWAYS

Bayshore Freeway (Highway 101) and Junipero Freeway (280 Freeway) are recognized in the plan. The main proposals affecting the freeways are additions and improvements to the interchanges at Millbrae Avenue, Broadway, and Peninsula Avenue to provide for full directional movement at each of these interchanges and to accommodate the increasing volumes of traffic that will be generated, particularly from the industrial areas. The Millbrae Avenue and Peninsula Interchange improvements have been completed, and the Broadway interchange project began construction in 2014. These interchange improvements include facilities for bicycles and pedestrians using the overcrossings of US 101.

A system of major arterials is proposed to take care of longer distance local trips and to connect Burlingame with adjacent communities. These include El Camino Real (a State highway), California Drive, and Bayshore Highway and its extension through the Anza Pacific development (Airport Boulevard) for major north-south movements. The latter route would connect with the San Francisco Airport on the north and with the major street system in the City of San Mateo on the south. Airport Boulevard has been completed to provide through traffic in the Bayfront area, and a Bayfront trail system has been developed adjacent to Bayside Park to provide pedestrian and bicycle travel through this area. In addition, bicycle lanes were recently added to Airport Boulevard. Other major arterials include Millbrae Avenue (in the City of Millbrae), Trousdale Drive, Carmelita Avenue from El Camino Real to California Drive, and Oak Grove Avenue and Peninsula Avenue. These arterials would carry the major volume of east-west trips and connect with State highways and freeways.

The other elements of the street system are secondary arterials connecting collector and local access streets to the major arterials, and collector streets to feed traffic to the arterials and major centers of activity in Burlingame. The systems of streets proposed around the Broadway shopping center and the Burlingame Avenue shopping center are of particular importance. These are intended to provide movement around the centers, connect to parking lots, and permit the central portions of these shopping centers to provide for limited vehicular traffic and turned over primarily to pedestrians.

GRADE SEPARATION STRUCTURES

Railroad grade separations are recommended at Broadway, Oak Grove, Howard, and Peninsula Avenues. A highway overpass is needed across Bayshore Freeway to connect Millsdale and

East Millsdale Industrial areas. (See also proposals under the heading, Broadway-Bayshore Interchange Area.) A bicycle pedestrian overcrossing of Highway 101 has been constructed adjacent to the Broadway interchange to provide access to Bayside Park from the neighborhoods south of Broadway.

PARKWAY

In addition to the other elements of the circulation system, it is recommended that a parkway be established along the Bayfront connecting Burlingame's Bayside Park with San Mateo County's Coyote Point Park. Provisions for the Bayfront trail system are included in the Bayfront Specific Plan, using the Bay Conservation and Development Commission Plan as a guide. Portions of the trail have been developed in conjunction with development projects along the Bay shoreline. However, there are gaps in the trail system that will only be completed when the remaining properties with Bay frontage are developed.

BROADWAY-BAYSHORE INTERCHANGE AREA

Major changes are needed in the circulation system around the Bayshore-Broadway interchange and the proposed grade separation at Broadway and the railroad. The changes should be designed to:

1. Reduce the congestion at the present intersection at Rollins Road and Broadway by providing other means of access to Millsdale and by reducing points of conflict.

2. Provide as much flexibility as possible so that future changes in travel patterns can be accommodated within the system.

3. Provide alternative routes of travel so that individual drivers have some options to permit them to avoid points of congestion. (Traffic flow tends to be somewhat self-adjusting where alternative paths of travel are available.)

4. Increase capacity throughout the Broadway-Bayshore Area by reducing conflicts through traffic control measures, providing added lanes at critical points, and grade separating turning movements wherever feasible.

More specific proposals are:

1. Grade separate Broadway and the Southern Pacific Railroad.

2. Provide two completely new links to permit some traffic to avoid the Broadway-Rollins Road intersection. One of these should connect the Millsdale and East Millsdale Industrial areas with an overpass on Bayshore Freeway. The other link proposed is a new street southeast of Cadillac Way extending from Bayshore Boulevard to Carolan Avenue. This new street should be obtained when the presently vacant land is developed.

3. On Bayshore Freeway, move the entrance to the southbound off-ramp as far north as possible and provide connections to Marsten Road, Broadway and Cadillac Way.

Many of these issues will be resolved by the construction of the Broadway Interchange. The improvements at the interchange are expected to increase the capacity of the Broadway/Rollins intersection and provide for less delays due to congestion. Any remaining issues can be evaluated as a part of the upcoming General Plan update.

BICYCLE AND PEDESTRIAN FACILITIES

Please Refer to Chapter II, Complete Streets Policy of the City of Burlingame, and Chapter III, Burlingame Bicycle Transportation Plan for more information regarding bicycle and pedestrian facilities.

II. Complete Streets Policy of the City of Burlingame

On November 5, 2012, the City Council of Burlingame, by Resolution No. 77-2012, adopted the following Complete Streets Policy.

COMPLETE STREETS POLICY OF THE CITY OF BURLINGAME

The objective of this policy is to establish guiding principles and practices so transportation improvements are planned, designed, constructed, operated and maintained to encourage walking, bicycling, and transit use while promoting safe operations for all users.

A. COMPLETE STREETS PRINCIPLES

1. **Complete Streets Serving All Users.** The City of Burlingame expresses its commitment to creating and maintaining Complete Streets that provide safe, comfortable, and convenient travel along and across streets (including streets, roads, highways, bridges, and other portions of the transportation system) through a comprehensive, integrated transportation network that serves all categories of users, including pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, users and operators of public transportation, seniors, children, youth, and families.

2. **Context Sensitivity.** In planning and implementing street projects, departments and agencies of the City of Burlingame shall maintain sensitivity to local conditions in both residential and business districts as well as urban, suburban, and rural areas, and shall work with residents, merchants, and other stakeholders to ensure that a strong sense of place ensues. Improvements that will be considered include sidewalks, shared use paths, bicycle lanes, bicycle routes, paved shoulders, street trees and landscaping, planting strips, accessible curb ramps, crosswalks, refuge islands, pedestrian signals, signs, street furniture, bicycle parking facilities, public transportation stops and facilities, transit priority signalization, and other features assisting in the provision of safe travel for all users, such as traffic calming circles, transit bulb outs, and road diets, as well as those features identified in the *City of Burlingame Bicycle Transportation Plan*.

3. **Complete Streets Routinely Addressed by All Departments.** All relevant departments and agencies of the City of Burlingame shall work towards making Complete Streets practices a routine part of everyday operations, approach every relevant project, program, and practice as an opportunity to improve streets and the transportation network for all categories of users, and work in coordination with other departments, agencies, and jurisdictions to maximize opportunities for Complete Streets, connectivity, and cooperation. The following projects provide these opportunities: pavement resurfacing, restriping, accessing above and underground utilities, signalization operations or modifications, and maintenance of landscaping/related features.

4. **All Projects and Phases.** Complete Streets infrastructure sufficient to enable reasonably safe travel along and across the right of way for each category of users shall be incorporated into all planning, funding, design, approval, and implementation processes for any construction, reconstruction, retrofit, maintenance, operations, alteration, or repair of streets (including streets, roads, highways, bridges, and other portions of the transportation system), except that specific infrastructure for a given category of users may be excluded if an exemption is approved via the process set forth in section C.1of this policy.

B. IMPLEMENTATION

1. **Plan Consultation and Consistency.** Maintenance, planning, and design of projects affecting the transportation system shall be consistent with local bicycle, pedestrian, transit, multimodal, and other relevant plans, except that where such consistency cannot be achieved without negative consequences, consistency shall not be required if the head of the relevant department provides written approval explaining the basis of such deviation. Such deviations shall be presented to the Bicycle and Pedestrian Advisory Committee early in the planning and design stage, to ensure the Bicycle and Pedestrian Advisory Committee has an opportunity to provide comments.

2. **Street Network/Connectivity.** As feasible, the City of Burlingame shall incorporate Complete Streets infrastructure into existing streets to improve the safety and convenience of users and to create employment, with the particular goal of creating a connected network of facilities accommodating each category of users, and increasing connectivity across jurisdictional boundaries and for existing and anticipated future areas of travel origination or destination.

3. **Bicycle and Pedestrian Advisory Committee Consultation.** Applicable transportation projects shall be reviewed by the Bicycle and Pedestrian Advisory Committee early in the planning and design stage, to provide the Bicycle and Pedestrian Advisory Committee an opportunity to provide comments regarding Complete Streets features to be incorporated into the project.

4. **Evaluation.** All relevant agencies or departments shall perform evaluations of how well the streets and transportation network of the City of Burlingame are serving each category of users.

C. Exemptions

1. **Leadership Approval for Exemptions.** Projects that seek Complete Streets exemptions must provide written finding of why accommodations for all modes that were not included in the project and signed off by the Public Works Director or equivalent high level staff person. Projects that are granted exceptions must be made publically available for review.

For more information on Accommodating Bicycle and Pedestrian Travel refer to the Federal Highway Administration (FHWA) Accommodating Bicycle and Pedestrian Travel. (http://www.fhwa.dot.gov/environment/bicycle_pedestrian/guidance/design_guidance/design.cfm)

III. Bicycle Transportation Plan

On October 8, 2004, the Burlingame City Council, by Resolution No. 91-2004, adopted the Bicycle Transportation Plan, an amendment to the Circulation Element of the General Plan.

Updated February 2, 2015: *The following text has been updated to reflect current data and trends, and includes a summary and status update of the priority projects listed in the 2004 Bicycle Transportation Plan (refer to Pages 18 – 20 for Priority Project Status Update).*

1. OVERVIEW

Purpose of the Plan

Since Burlingame's inception, the center of community activity has been around its two commercial areas which grew up adjacent to the Burlingame and Broadway train stations with surrounding nearby multiple family residential development fanning out to single family homes. The promotion of bicycling as an alternative transportation source is a natural progression from this transit-oriented community base. Since Burlingame is an older community, many of the streets are narrow and most of its properties are built out. New development generally occurs on sites which have had a previous use. The purpose of this plan is to:

- Identify the regional and local bicycle routes through Burlingame for commuters, recreational riders and local shopping trips;
- Explore how the bicycle routes can be made more safe and accessible;
- Provide a framework for making physical improvements to the bicycle route system.

Public Participation

In order to take leadership in promoting bicycle safety in the community and participation in the preparation of this plan, the Traffic Safety and Parking Commission (TSP) and the Planning Commission appointed a subcommittee consisting of two TSP members and one Planning Commissioner. This committee has also contacted members of the local bicycle community to ask their advice on the best and safest routes through Burlingame as well as the areas which need improvement.

Once the plan was drafted, public hearings before the Traffic, Safety and Parking Commission and the Planning Commission were held to offer an opportunity for the public to review and comment on the plan. Notices of these hearings were published in local newspapers, posted on the City's website, and posted on streets in the Burlingame Avenue and Broadway Commercial Areas, as well as at the train stations and at the local bicycle shop. Following the public hearings, the City Council held a public hearing and adopted the plan by amending it to the City's General Plan.

This bicycle plan also builds on the regional routes developed in the San Mateo County Comprehensive Bicycle and Pedestrian Plan, adopted in 2011, which was developed after a series of public workshops held throughout San Mateo County. It is also consistent with the routes shown in the Metropolitan Transportation Commission's adopted 2009 Regional Bicycle Plan Update for the San Francisco Bay Area, which shows the Bay Trail and the California/Carolan north-south route through Burlingame.

2. BACKGROUND AND SETTING

The terrain in Burlingame is similar to other Peninsula communities, with a relatively flat area east of El Camino Real, and hillier areas to the west of El Camino Real towards Skyline Boulevard and Highway 280. The north/south bicycle routes are generally flat, with gently rolling hills on the route just west of El Camino Real. However, the road connections between lower Burlingame through the hillside areas to Skyline Boulevard are fairly steep. There are routes in nearby Hillsborough to reach the west end of Burlingame which are not quite as steep but are more circuitous.

Because most of Burlingame was subdivided before 1940 and the city was almost fully developed by the 1970's, with little population growth in the ensuing years, the street pattern is fixed and many of the older residential streets are narrow designed to pre-World War II standards. El Camino Real as it passes through Burlingame is a substandard four-lane highway lined by a historic grove of Eucalyptus trees. Burlingame has always been a city of trees, and even in the early days, efforts to widen El Camino were fought by residents wanting to preserve the Eucalyptus and Elm trees which line it. The historic Tree Rows were listed in the National Register of Historic Places in 2012.

There are a few local streets through the established residential neighborhoods which were originally designed as "boulevards" and have adequate width to accommodate bicycle travel. These routes are now used informally by bicyclists. The proposed local and regional network of bicycle routes was developed using these streets as a base, to connect to the local routes in San Mateo, Hillsborough and Millbrae. The inter-city routes pass through Burlingame's neighborhoods as close as possible to existing local parks and schools.

In addition, Burlingame has about two and one-half linear miles of frontage on San Francisco Bay. The Bayfront land area was primarily created from fill in the 1950's and 1960's. As development occurred after the Bay Conservation and Development Commission (BCDC) was established in 1972, sections of the Bay Trail were built adjacent to the bay's edge. Since there are still a few parcels which have not been developed, or reused since BCDC was established by the State legislature, a few gaps in this trail system on private property remain. In 1999, the City completed construction of the portions of the Bay Trail located on City-owned parcels with frontage on San Francisco Bay.

Except for a few vacant parcels on the Bayfront, the Burlingame Community is primarily built out, and the land use patterns are well established. Figure III-1 depicts Burlingame's transportation hubs, schools, parks and shopping districts.

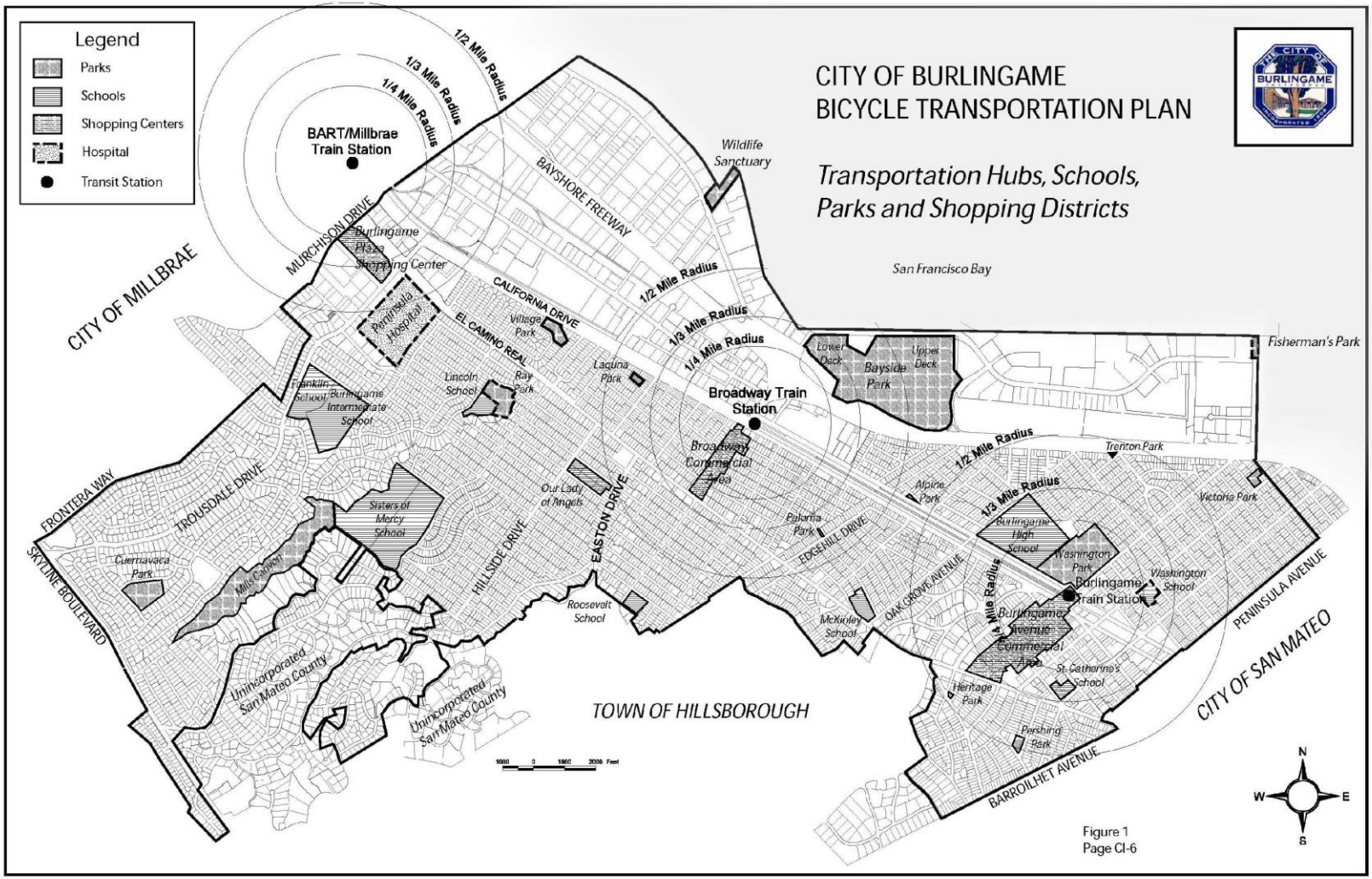

Figure 1
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Existing and Expected Bicycle Commuters

Based on data collected in the 2010 Census, there are 3453 residents who live and also work in Burlingame. Of those, 66 (1.9%) commute by bicycle and 345 (10.0%) walk to work. Of the 14,570 Burlingame workers 16 years old and older, there are 131 people (0.9%) who commute to work by bicycle and 539 people (3.7%) who walk to work.

County-wide, the 2010 Census shows that out of the 358,970 workers, 4,666 (1.3%) bicycle to work, and 9,333 (2.6%) walk to work. In comparison, Burlingame has more people who walk to work and fewer people who bike to work than in the County as a whole.

The following tables, based on data from Census 2010, 2000 and 1990 Census, compare Burlingame commuters to commuters in the region and State.

Number of Bicycle and Walking Trips, Workers 16 Years Old and Older
Comparison 1990, 2000 and 2010 Census

	Bicycle					
	1990		2000		2010	
Burlingame	149	1.0%	108	0.7%	131	0.9%
San Mateo Co.	2,606	0.7%	2896	0.8%	4666	1.3%
Bay Area	34,882	1.1%	36,003	1.1%	49,087	1.4%
California	130,706	1.0%	120,567	0.8%	162,829	1.0%

	Walk					
	1990		2000		2010	
Burlingame	360	2.4%	409	2.8%	539	3.7%
San Mateo Co.	7,609	2.1%	8,858	2.6%	9333	2.6%
Bay Area	106,063	3.2%	116,317	3.6%	121,113	3.6%
California	414,581	2.9%	469,867	3.3%	455,922	2.8%

	Total Number of Workers 16 years and over		
	1990	**2000**	**2010**
Burlingame	14,818	15,202	14,570
San Mateo Co.	346,559	354,096	358,970
Bay Area	3,200,833	3,306,051	3,379,770
California	13,940,250	14,525,322	16,282,943

The data indicates that Burlingame has shown a slight increase in bicycling commute trips and an increase in walking trips over the past ten years, which is on par with the County, Bay Area and State-wide in the number of commuter trips by bicycle and walking. Over the past ten years, Burlingame, San Mateo County and the Bay Area have seen a significant increase in bicycling and walking trips by commuters, while in California as a whole, bicycle commute trips have increased, and pedestrian commute trips have decreased.

The Bay Area has a temperate climate which is conducive to commuting by bicycle or walking. The San Mateo County Comprehensive Bicycle Route Plan indicates that based on a survey conducted county-wide many people who might bicycle to work are concerned with finding safe routes and having bicycle facilities, including bicycle parking and showers, at their place of employment.

By making the improvements proposed by this plan, the bike routes through Burlingame will be safer and easier to use. It is expected that the number of commuters using bicycles or walking could be increased to well above the Bay Area average. It is a goal of this plan to increase the number of bicycle and pedestrian commuters in Burlingame to 6.5% of commuters walking or riding their bicycle to work; and to facilitate bicycle access to employment destinations in the City.

Existing Bicycle Routes

The primary bicycle routes through Burlingame are now marked with signs. In 1972, the Burlingame City Council adopted a system of bicycle routes through Burlingame as shown on Figure III-2, Exhibit A dated May 15, 1972. The routes include Bayshore Highway and Airport Boulevard east of U.S. 101, Skyline Boulevard on the western edge of Burlingame, and two other north/south routes on local residential roads between San Mateo and Millbrae, with local east-west connector routes near the train stations and the commercial core. This route map as adopted in 1972 shows no east/west routes to connect to Skyline Boulevard to the west.

In the 1970's, bike lanes were installed on Skyline Boulevard. In addition, bicycle route signs were installed to delineate one of the north-south Class III bike routes through Burlingame. Over the years, most of the signs along this route have been removed and the bike route is no longer clearly marked. There are no signs along the other 1972 identified routes through Burlingame.

Since the adoption of the Bicycle Plan in 2004, most of the bicycle routes identified are now marked by signs, bicycle lanes have been added on Howard Avenue, Airport Boulevard and Airport Boulevard, and "sharrow" lane markings have been added to California and Hillside Drives.

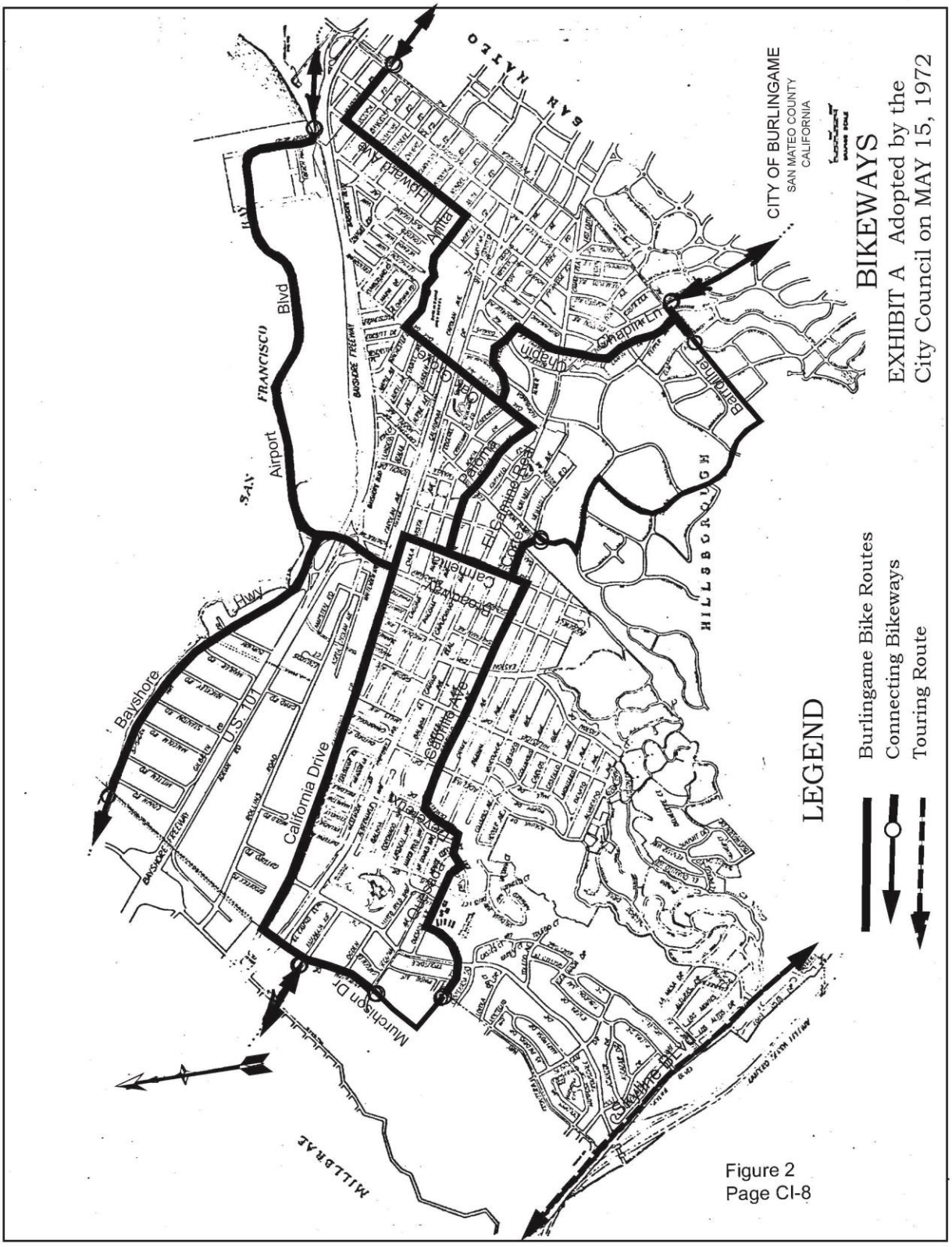

Figure 2
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3. GOALS AND POLICIES

GOAL A: Provide a framework for improving the existing bicycle route system in Burlingame.

Policies:

A-1. Designate routes for both local and regional bicycle trips for the benefit of commuters and recreational cyclists.
A-2. Establish a list of priority projects for improvement of the community's bicycle route system.
A-3. Provide a system of signs to direct bicyclists to the best routes within and through Burlingame and guide them in their use.
A-4. On the portions of Howard Avenue, California Drive and Carolan Avenue where there is adequate right-of-way, create Class I Bike Lanes to provide both a north/south and east/west connection through Burlingame.

GOAL B: Promote bicycle travel as a safe and viable transportation mode and provide a system which connects work, shopping, schools, residential and recreation areas.

Policies:

B-1. Maintain Bicycle routes in a safe and rideable condition.
B-2. Local bicycle routes should be signed, and should connect local schools, parks and shopping areas.
B-3. Local bicycle routes should provide access to the Burlingame and Broadway Caltrain stations, and to the Millbrae Intermodal Transit Station immediately north of the Burlingame boundary.
B-4. Promote the use of Bicycle Detection Systems to allow bicycles to trigger signals at the intersections between bike routes and arterials such as El Camino Real and California Drive.
B-5. Identify and promote safe bicycle parking facilities near shopping areas, schools, recreation areas and transit stations.
B-6. Encourage bicycle safety programs to educate students at the local schools about safe riding habits.

GOAL C: Establish new connections across U.S. 101 to provide access from Burlingame's residential areas to the recreational opportunities along the Burlingame Bayfront and to provide regional connections to the Bay Trail.

Policies:

C-1. Work with Caltrans on the design of the Broadway Bicycle and Pedestrian overcrossing proposed as a part of the U.S. 101 Auxiliary Lane project.
C-2. Develop safe connections to the Broadway bicycle and pedestrian overcrossing from Cadillac Way on the west side, and onto Broadway/Airport Boulevard on the east side of the overcrossing.
C-3. Promote a second bicycle/pedestrian connection across U.S. 101 in the vicinity of the Anza Boulevard off-ramp to connect to Rollins Road near Morrell Avenue and Winchester Drive.

4. BICYCLE NETWORK, FACILITIES AND PROGRAMS

Local and Regional Routes

Figure III-3 shows the local and regional bicycle routes through Burlingame. The primary regional routes are:

North/South Routes
- Bay Trail
- Airport Boulevard/Bayshore Highway
- Howard/Carolan/California Drive

East/West Routes
- Howard Avenue from Humboldt in San Mateo to Ralston Avenue in Hillsborough
- Adeline Drive from Central Burlingame through unincorporated Burlingame Hills to Skyline Boulevard

The local routes through the residential neighborhoods also provide regional access, but by roads with less traffic and are more scenic. The route west of El Camino Real which follows Cabrillo Avenue and jogs up to Quesada Way passes several schools and parks and offers a fairly flat alternative to El Camino Real, which is much too busy and narrow through Burlingame to accommodate bicycle traffic.

Bicycle Storage and Shower Facilities

Bicycle racks are available at the Burlingame Public Library, the Recreation Center at Washington Park and at the schools and parks shown on Figure III-3. Based on the San Mateo County Congestion Management Plan, bicycle facilities are required as traffic mitigation for all new development in Burlingame. These facilities could include bicycle lockers, racks and shower facilities provided for employees working in a new office or commercial building. It is recommended that additional bicycle racks of a type selected by the City be placed at strategic locations, such as public parking lots as a part of streetscape improvements, within the Broadway and Burlingame Avenue Commercial Areas as uses change, buildings are replaced, and sidewalks are redone.

Bicycle lockers and racks are available at both the Burlingame and Broadway Caltrain Stations. The Burlingame train station has 18 bicycle lockers available for rent on a monthly basis and a bicyle rack which will hold 8 bicycles. The Broadway train station has 12 bicycle lockers for rent and two bicycle racks which will hold a total of 16 bicycles.

Coordination and Consistency with other Plans

This plan is an amendment to the Circulation Element of the Burlingame General Plan, and is consistent with the transportation policies contained in that plan, including the Bayfront Specific Plan, the North Burlingame/Rollins Road Specific Plan and the Downtown Specific Plan.

The regional bicycle routes shown in the plan are consistent with the routes shown in the San Mateo County Comprehensive Bicycle Plan adopted by the City/County Association of Governments in 2011. In addition, the priority projects identified in the County's plan have been incorporated into the list of projects identified in the implementation chapter of this plan. In addition, the routes in this plan are consistent with the routes shown in the Metropolitan Transportation Commission's adopted 2009 Regional Bicycle Plan for the San

Francisco Bay Area. The MTC regional plan shows the Bay Trail and the California/Carolan north-south route as regional routes through Burlingame.

The regional routes shown also connect with regional routes to the south which are shown in the City of San Mateo Bicycle and Pedestrian Chapter of the Circulation Element. To the north, the regional routes connect with those identified in Millbrae's General Plan. Although the Town of Hillsborough does not have a formal bicycle plan, the routes shown through Hillsborough are the routes which are commonly used by cyclists and connect to the planned route on Skyline Drive in Burlingame as well as to regional routes along the San Andreas reservoir.

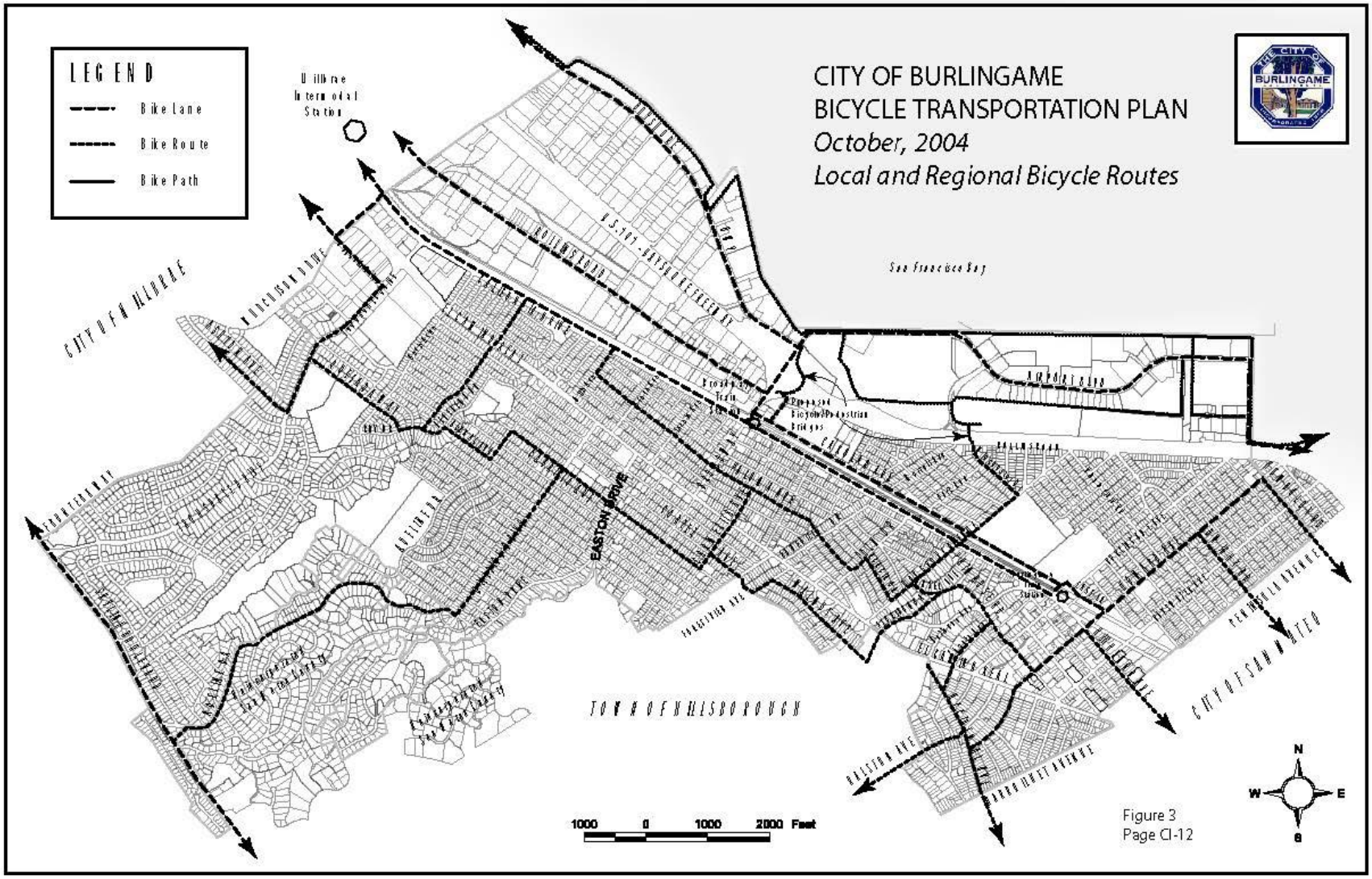

Figure 3
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Bicycle Transport on Transit

There are two Caltrain stations in Burlingame, at Burlingame Avenue and Broadway at California Drive. Each local train is equipped with two cars which allow up to 40 bicycles on board (gallery car) or 24 bicycles on board (Bombadier cars). These bicycle cars are heavily used during commute hours. Caltrain also offers limited stop and "Baby Bullet" express trains that do not stop at all local stops. The bullet train service does not stop in Burlingame; the nearest stop is at the Millbrae Intermodal Transit Station just north of the Burlingame border. Some of the limited-stop trains stop at the Burlingame train station. Caltrain offers 18 bicycle lockers and 13 rack spaces at the Burlingame station.

SamTrans operates a bus system throughout San Mateo County, with three local routes and five regional routes which provide service in Burlingame. All SamTrans buses are equipped with bicycle racks, which hold a maximum of two bikes, and two additional bikes are allowed inside the bus. Following are the bus routes which serve Burlingame:

- **Route 43** travels from Burlingame Plaza Shopping Center at El Camino Real and Murchison and connects with the Tanforan Shopping Center in San Bruno, traversing local streets through Millbrae and El Camino Real.
- **Route 46** operates entirely within Burlingame starting at Trousdale and Quesada on the north and traveling south along California Drive to Burlingame Avenue, and east to Washington Park and the Recreation Center.
- **Route 292** runs from the Hillsdale Shopping Center in San Mateo to the Transbay Terminal in downtown San Francisco, and travels through Burlingame along Peninsula Avenue, California Drive, Broadway and Bayshore Highway.
- **Route 397** Connects downtown Palo Alto with downtown San Francisco, and travels through Burlingame on El Camino Real.

Bicycle Safety and Education

- Currently, there is no avenue for bicycle education and safety. It is proposed that brochures be developed which inform people of the location of the bicycle routes through Burlingame, as well as to offer safety tips for riding, such as the rules of the road, how to negotiate intersections, riding defensively, and how to use hand signals. These brochures would be made available at the City's recreation center and library, as well as distributed to schools. In addition, the posting of signs along the bicycle routes will educate motorists to expect bicycle traffic on these streets. The Burlingame Police Department has a School Liaison Officer, and the brochures can be distributed through this officer as a part of a bicycle safety education program. The Peninsula Traffic Congestion Relief Alliance also has a program that provides Bike and Pedestrian Safety workshops at an employer's work site.
- In addition, the League of American Bicyclists conducts an education program for bicyclists to learn how to ride safely. Classes are taught through local community centers and provide education to both children and adults. The community can take advantage of this resource to provide education to all cyclists.
- Once some of the designated routes have been established, the community should hold a "Bicycle Day" to promote the use of the bicycle routes and to distribute information on bicycle safety.

5. IMPLEMENTATION

Priority Projects

In an effort to improve bicycle transportation in and through Burlingame, the following have been identified as having the highest priority and giving the most benefit to bicycle commuters and recreational riders in the community.

1. **Bicycle Detectors/Crosswalks and marked bike lane at the Cadillac Way/Rollins Road intersection to access the new Broadway bicycle/pedestrian bridge.** As a part of the Caltrans Auxiliary Lane project between Third Avenue in San Mateo and Millbrae Avenue, Caltrans will be constructing a bicycle pedestrian bridge adjacent to the existing narrow Broadway interchange overpass. The bridge will land in the island across from the Cadillac Way/Rollins Road intersection, where it is difficult for pedestrians and bicyclists to cross Rollins Road to access the bridge. This crossing could be made safer by:

   a. providing a crosswalk across Rollins Road from the north side of Cadillac Way to the bridge landing;

   b. providing street markings and bicycle detectors on Cadillac Way so that cyclists can make a left turn towards the bridge landing; and

   c. adding a designated bicycle lane along Rollins Road approaching the bridge to separate bicyclists from the nearest automobile travel lane.

   ✓ ***STATUS UPDATE:*** *While these improvements have not been completed, the Broadway interchange project, which started construction in 2014, will result in a reconfiguration of this intersection. Bicycle and pedestrian access to the existing bridge will be included as part of the interchange project.*

2. **Bike Lanes on Carolan, California and Howard Avenue –** The San Mateo County Comprehensive Bicycle Route Plan contains a list of 15 priority projects to enhance the regional bicycle route system. One of the projects on this list is the completion of a North-South Bikeway as it runs through San Mateo, Burlingame and Millbrae. The portion through Burlingame would connect with Delaware Avenue in San Mateo to the South, and would connect to the Millbrae Intermodal Transit Station to the North.

Most of this regional route is on streets (California, Carolan, Howard) which have adequate width to provide Class I bike lanes, or to provide adequate shoulder for cyclists to safely ride next to automobile traffic. It is recommended that improvements to these roadways be made to add Class II bike lanes to the extent feasible, and to provide adequate signage to direct riders to use this route (see diagram on Page CI-15 for an explanation of Class I, II and II bicycle routes).

✓ ***STATUS UPDATE:*** *Within the last few years, bicycle signage and "Sharrow" lane markings have been added on California Drive, and bicycle lanes have been added on Howard Avenue between California Drive and Humboldt Avenue. A Complete Streets project is being designed for Carolan Avenue between Oak Grove Avenue and Broadway. Design for this project is now underway, and it is expected to begin construction by Fall of 2015.*

3. **Explore the possibility of a local bicycle path between the Broadway and Burlingame Commercial Areas and train stations using existing right-of-way along the Caltrain tracks.** Along the Caltrain tracks between Burlingame Avenue and Broadway, there may be excess right-of-way on either side of the tracks sufficient to install a Class I bicycle path. This right-of-way is not owned or controlled by the City of Burlingame, but belongs to either the Joint Powers Board which operates Caltrain, or the City and County of San Francisco (adjacent to California Drive). This project would have to be a joint effort in cooperation with these agencies and is a long range project. If the project is determined to be feasible, the path should be a joint use trail, with separate clearly designated areas for bicycles and for pedestrians. It is allso recommended that a landscaped buffe be included between the railroad tracks and the pathway.

4. **Place Bicycle Racks in the Burlingame Avenue and Broadway Commercial Districts.** These two busy commercial districts can be easily accessed by bicycle from the surrounding residential areas. Bicycle racks of a design to match the existing street furniture could be placed either along the sidewalks or in the many public parking lots which serve these areas. These should be designed into any future streetscape improvements in the public right-of-way.

   ✓ ***STATUS UPDATE:*** *Bicycle racks have been added on both Burlingame Avenue and Broadway as part of the streetscape projects for these streets. The Burlingame Avenue streetscape project was completed in November, 2014, and includes wider sidewalks along Burlingame Avenue between California Drive and El Camino Real to allow more room for dining al fresco, parallel parking, improved intersections with corner bulb-outs, classic street lights and furniture, beautiful landscaping.*

5. **Explore the possibility of creating a loop path connecting to the proposed creekside paths in the Rollins Road area.** As a part of the North Burlingame/Rollins Road Specific Plan, a series of multi-use (pedestrian/bicycle, etc.) creek trails is proposed which would be developed as new development occurs in that area. In order to connect these trails within the Rollins Road area and provide a full connection through the Rollins Road area, it is proposed that bicycle connections to these creek trails be created. The exact locations of the connections and whether they would be on public or private property would need to be explored.

6. **Provide a second bridge crossing of U.S. 101 in the vicinity of Winchester Drive to connect to the existing bike and pedestrian path on the east side near Anza Boulevard and Bayside Park.** The Bayfront Specific Plan identifies this location for a pedestrian/bicycle crossing of 101 which provides direct access from the residential neighborhoods west of U.S. 101 to the recreational amenities at Bayside Park and along the Bay Trail.

7. **Bicycle Route Signs along Local and Regional Routes.** Another project on the priority list in the San Mateo County Comprehensive Bicycle Route Plan is to provide directional signage and signal detectors along the regional north south route. In addition, some of Burlingame's local bicycle routes have signs which were installed in the early 1970's, but many are missing and the route is not always apparent. A comprehensive program for signing all the bicycle routes through Burlingame would go a long way toward making the City's system more user-friendly and safer. Also, the signage would raise awareness of automobile drivers to look for bicyclists along these routes. Since many of these local bicycle routes are through residential

neighborhoods, the option to mark some of the routes with street markings rather than signs, where the situation warrants, should be considered.

- ✓ ***STATUS UPDATE:*** *Comprehensive Bicycle Route signage has been implemented for most of the bicycle routes throughout the Community.*

As a part of this sign program, it is also recommended that signs be placed at the prominent gateway entrances to Burlingame which include a statement which identifies Burlingame as a bicycle friendly community. Possible locations for these signs would be at the City limits on El Camino, California Drive, Rollins Road, Airport Boulevard and Bayshore Highway.

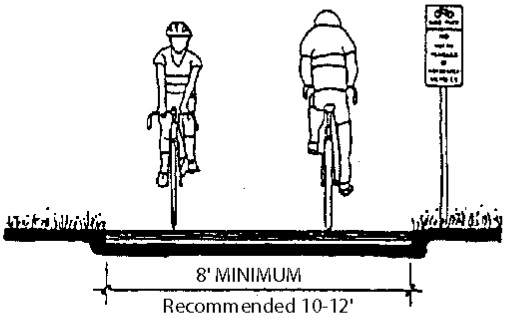
8. **Explore the possibility of adding "zebra crossings" (clearly marked pedestrian crossings) across El Camino Real and California Drive at intersections with bicycle routes.** One of the impediments to bicycling to and from parks, playgrounds and shopping areas in Burlingame is the ability to safely cross these two busy arterial streets. Caltrans has recently completed the installation of video bicycle detectors on signals at critical intersections along El Camino Real. Where the video detectors work with the signals, the striped crossing would reinforce and make the motorist aware to watch for pedestrians and bicyclists crossing at the bicycle route intersections.

9. **Create handouts and an outreach program to make people aware of the bicycle routes and provide guidance regarding bicycle safety.** An important element of creating a safe environment for bicycle riding is education. The public needs to be aware of the routes which can be used to access our local facilities, and both motorists and bicyclists can benefit from learning the rules of safe bicycle riding. The handouts would be made available to schools through the Police Department's School Liaison Officer and distributed at parks and libraries.

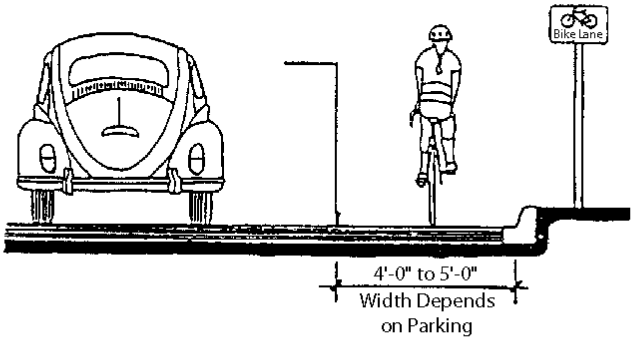
6. DESIGN STANDARDS

The proposed projects will be designed in accordance with the Design and Maintenance Standards as outlined in Chapter 5.0 of the San Mateo County Comprehensive Bicycle Route Plan. The general criteria outlined in the County Plan is that projects are to Conform to Caltrans standards for bikeways. The following chart delineates the three types of bicycle facilities, Class I, Class II and Class III. Specific details on the design standards for these types of facilities may be found in the San Mateo County Comprehensive Bicycle Route Plan.

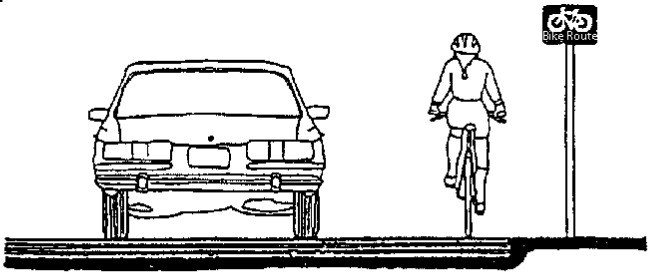
CLASS I
BIKE PATH



CLASS II
BIKE LANE



CLASS III
BIKE ROUTE



PROJECT PRIORITY AND COSTS

Following is a prioritization of the proposed projects based on which projects provide the most public benefit for safety and increased bicycle use.

1. Bicycle Detectors/Crosswalks and marked bike lane at the Cadillac Way/Rollins Road intersection to access the new Broadway bicycle/pedestrian bridge. *(part of the Broadway Interchange Reconstruction project)*
2. Bike Lanes on Carolan, California and Howard Avenue. *(Bike lanes constructed on Howard Avenue, signage and markings on California Drive; Carolan Avenue Complete Streets project in the design phase)*
3. Bicycle Route Signs along Local and Regional Routes. *(Completed)*
4. Explore the possibility of adding "zebra crossings" (clearly marked pedestrian crossings) across El Camino Real and California Drive at intersections with bicycle routes.
5. Place Bicycle Racks in the Burlingame Avenue and Broadway Commercial Districts. *(Completed)*
6. Create Handouts and an outreach program to make people aware of the bicycle routes and provide guidance regarding bicycle safety.
7. Explore the possibility of a local bicycle path between the Broadway and Burlingame Commercial Areas and train stations using existing right-of-way along the Caltrain tracks
8. Explore the possibility of creating a loop path connecting to the proposed creekside paths in the Rollins Road area.
9. Provide a second bridge crossing of U.S. 101 in the vicinity of Winchester Drive to connect to the existing bike and pedestrian path on the east side near Anza Boulevard and Bayside Park.

The following is an estimate of the costs to complete the improvements discussed in the plan. All costs estimated are in 2004 dollars.

PROJECT	**ESTIMATED COST**
1. Bicycle Detectors/Crosswalks and marked bike lane at the Cadillac Way/Rollins Road intersection to access the new Broadway bicycle/pedestrian bridge.	**$10,000**
2. Bike Lanes on Carolan, California and Howard Avenue	
Carolan bet California & Howard – 7,000 lineal feet	$56,000
California bet Broadway & Murchison – 7,000 lineal feet	$56,000
Howard bet Humboldt & El Camino Real – 5000 lineal ft.	$40,000
TOTAL: 19,000 LF X $8/LF =	**$152,000**
3. Signage for Local and Regional Routes	
East of El Camino Real – 15,750 lineal feet	$78,750
West of El Camino Real – 13,000 lineal feet	$65,000
TOTAL: 28,750 LF X $5/LF =	**$143,750**
4. Zebra Crossings along El Camino Real & California Drive (Seven)	**$35,000**
5. Bike Racks/Broadway & Burlingame Avenue (6 w/8 spaces each)	**$120,000**
6. Create Educational Handouts	**$6,000**
7. Study re: Bike Path between train stations*	**$25,000**
8. Study re: loop path in Rollins Road Area*	**$25,000**
9. Bridge Crossing of U.S. 101 at Anza/Winchester Drive	**$2,500,000**

*cost shown is for the study only; study would identify costs for improvements.

FUNDING SOURCES

There are several Federal, State and local Programs which provide funding for bicycle and pedestrian projects. These projects are rated based on such criteria as the need of the project to complete a regional bicycle route system, the increased safety that the project will provide and the amount of the local match for the outside funding. Following are a list of the primary funding sources available in 2004.

- **TEA-21 (Transportation Enhancement Activities)**: This is a federal funding source which offers funding for projects which enhance alternative transportation opportunities.

- **State Bicycle Transportation Account:** An annual program through the State which provides grants to local jurisdictions with an emphasis on projects which benefit bicycling for commuting purposes.

- **Transportation Development Act (TDA) Article 3 (SB 821):** These funds originate from the state gasoline tax and are distributed to local jurisdictions based on population. In San Mateo County, the distribution of these funds is administered by the San Mateo City/County Association of Governments (C/CAG).

- **New Construction/Impact Fee**: Any new development in Burlingame's Bayfront and North Burlingame/Rollins Road areas will be required either to install the planned bicycle improvements on their property and for area-wide improvements to pay a Development Impact Fee which will fund the future installation of bicycle lanes on a comprehensive basis.

- **Peninsula Congestion Relief Alliance** – This agency has a program which provides funds to employers to place bike racks and lockers at their place of business. The Alliance pays one-half the cost for purchasing and installing any bike parking for up to a maximum of $500.00 per unit. The Alliance also has a program that provides Bike and Pedestrian Safety workshops at an employers work site.

IV. Burlingame Bayfront Specific Plan – Traffic and Circulation

On April 5, 2004, the Burlingame City Council, by Resolution No. 26-2004, adopted the Burlingame Bayfront Specific Plan. Amendments to the Bayfront Specific Plan were adopted on August 21, 2006, by Resolution No. 58-2006 and on June 18, 2012, by Resolution No. 44-2012. Following is the Traffic and Circulation Chapter of the adopted Burlingame Bayfront Specific Plan.

1. EXISTING ROADWAY CONFIGURATION AND CLASSIFICATION

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

- **US 101** is a State Highway which provides regional access to this section of Burlingame. This freeway travels in a north-south direction through the State of California. In the planning area, four travel lanes are provided in each direction with auxiliary lanes on some segments within Burlingame. The interchanges that provide access to the Shoreline, Inner Bayshore, and Anza, Anza Extension and Anza Point Areas are: Millbrae Avenue, Broadway, Anza Boulevard (northbound only), Peninsula Avenue (northbound only) and Poplar Avenue (southbound only).

- **Airport Boulevard** is an arterial roadway which runs parallel to US 101, from Bayshore Highway at Bayside Park to the City boundary and through unincorporated San Mateo County to Coyote Point Drive. The width of this roadway varies from two to four lanes. It provides access to office buildings, hotels, restaurants, recreation facilities and a long-term airport parking lot. It has direct access to US 101 at the Broadway interchange.

- **Bayshore Highway** is a four-lane arterial roadway that parallels US 101 north of Airport Boulevard at the Broadway interchange and extends to the Millbrae interchange. It provides access to hotel, office, restaurant, light industrial, and warehouse uses.

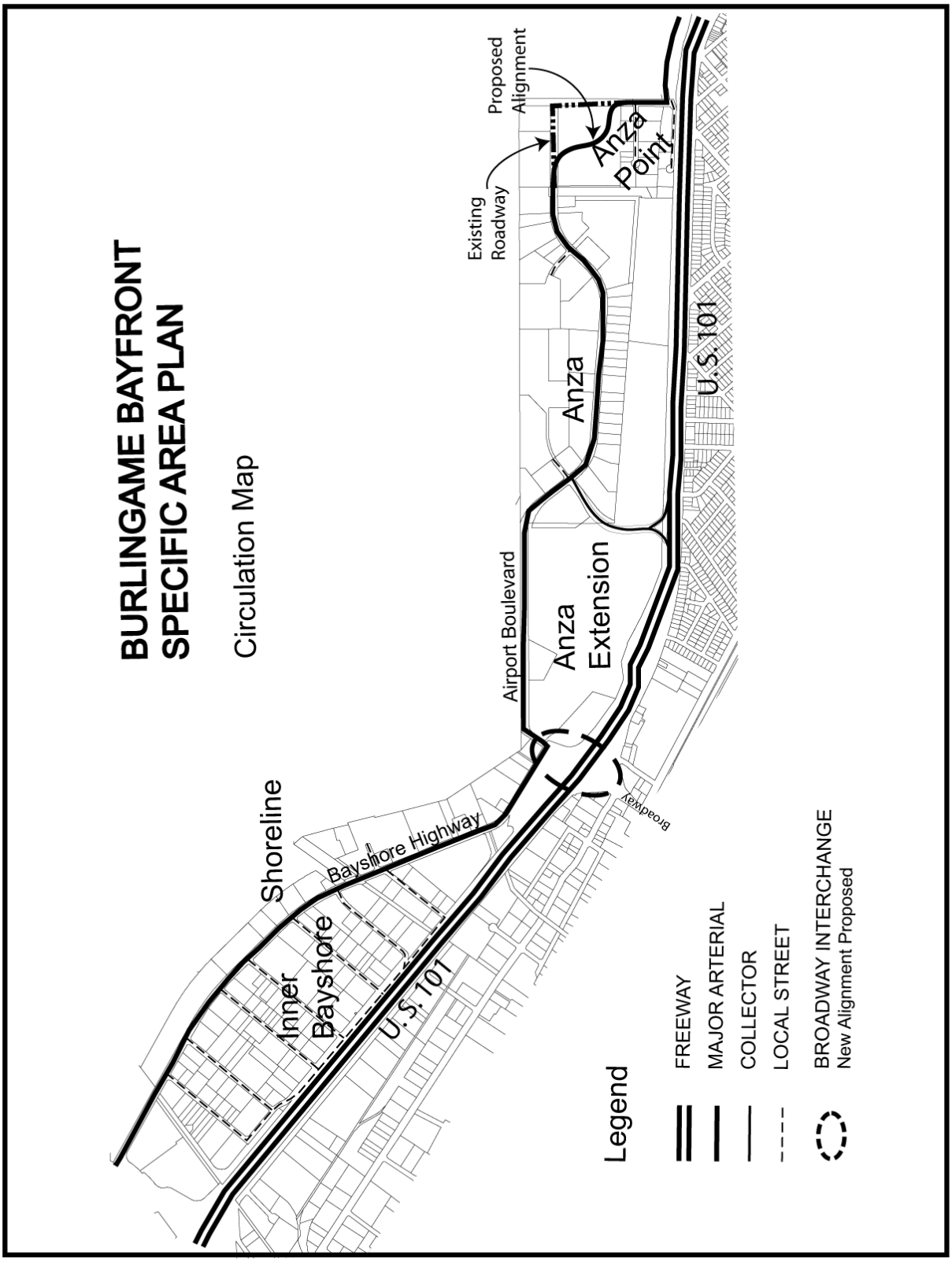
- **Anza Boulevard** is a two- to four-lane collector roadway that connects Airport Boulevard to northbound US 101. At its northern end, it provides access to office and hotel uses.

- **Coyote Point Drive** is a four-lane roadway that intersects Airport Boulevard near the US 101/Peninsula Avenue interchange. It provides access to the Coyote Point County Recreation Area and the City of San Mateo Poplar Creek Golf Course.

Roadway Classification

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

Figure IV-1 – Bayfront Circulation Plan



Source: Burlingame Community Development Department, June, 2012

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

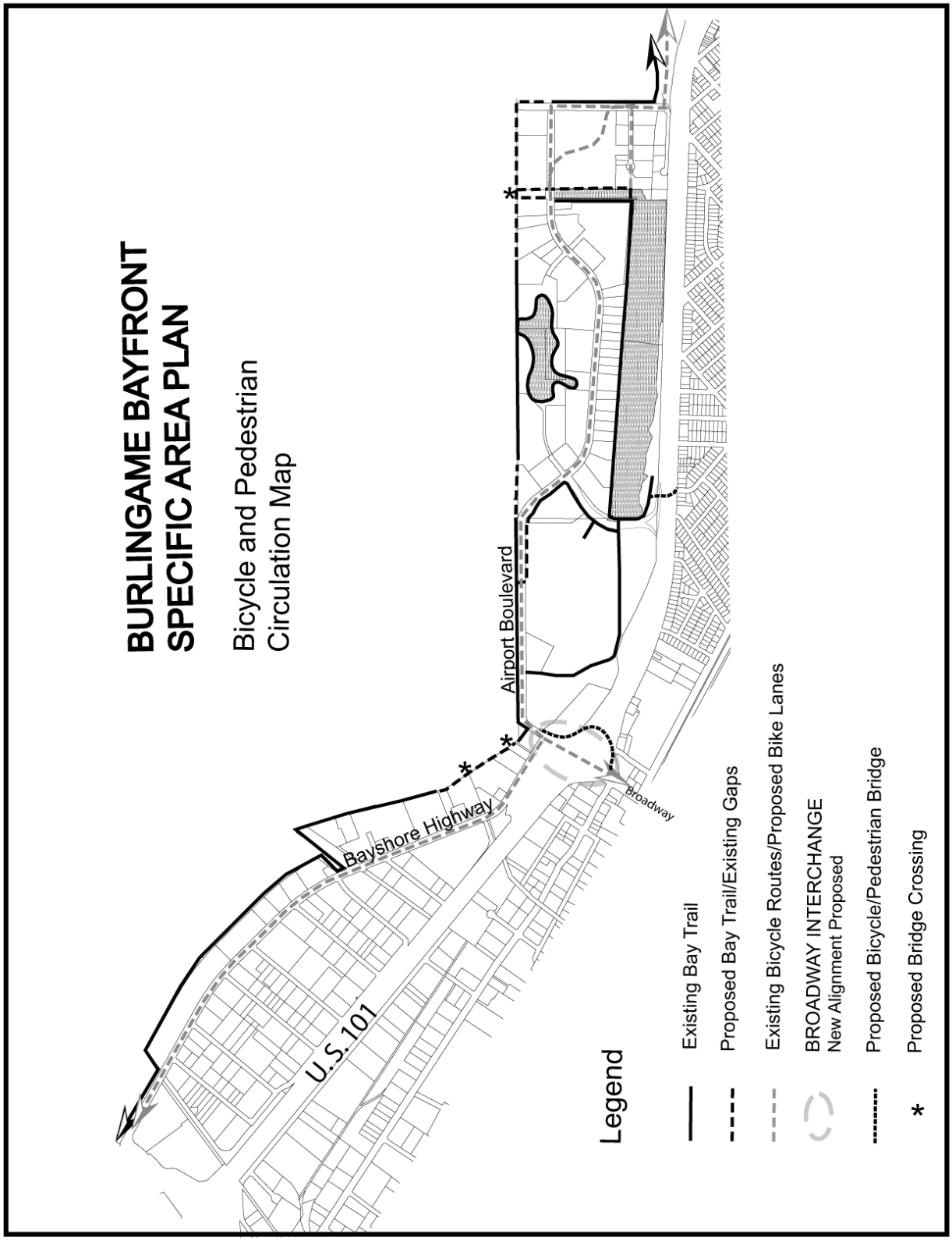
Bicycle Access: Bicycle facilities in the planning area include bike paths, bike lanes, and bike routes. Bike paths are paved and are separated from roadways by spaces or by physical barriers. Bike lanes are lanes on roadways designated with special pavement markings and signs for use exclusively by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

Bicycle facilities within the planning area include portions of the Bay Trail, a multi-use recreational paved pathway along San Francisco Bay, Sanchez Channel and Burlingame Lagoon; and bike lanes on Airport Boulevard (see Figure IV-2, Bicycle and Pedestrian Circulation Map for existing and proposed bicycle routes). There are two bike routes in Burlingame which access this area across US 101. Millbrae Avenue in Millbrae also provides a bicycle route which crosses US 101 to serve this area. There is a bicycle over crossing of US 101 south of the Broadway interchange, which was installed as a part of the auxiliary lane project on US 101 which provided auxiliary lanes between the Millbrae interchange and the 3rd Avenue on and off ramps in San Mateo. The auxiliary lane project also included widening of the Peninsula Avenue overpass, to include bicycle lanes. Future bicycle and pedestrian access to the Anza Extension recreation facilities should include a second bridge over U.S. 101 in the vicinity of Morrell Avenue and Rollins Road.

Bus Service: The Burlingame Bayside Area Shuttle carries commuters between the Millbrae Intermodal Station and Burlingame businesses along Bayshore Highway and Airport Boulevard during morning and evening commute periods. The Burlingame Trolley operates between Airport hotels and office areas and the Burlingame and Broadway shopping areas. The shuttles are funded by the City of Burlingame, Peninsula Joint Powers Board, San Mateo Transit District, Bay Area Air Quality Management District, City/County Association of Governments of San Mateo County, the Downtown Burlingame Business Association, and the Broadway Improvement District. The services are free to passengers.

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

Figure IV-2 – Bicycle and Pedestrian Circulation



Source: Burlingame Community Development Department, June, 2012

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

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

2. TRAFFIC PATTERNS – TRIP GENERATION AND INTERSECTION CAPACITY

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

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

Table IV-1
Intersection Levels of Service
Baseline Conditions

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

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

The Traffic Analyzer

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

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

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

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

The original analyzer looked at six key intersections in the area, later expanded to nine intersections:

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

3. NECESSARY IMPROVEMENTS

In order to ensure that the capacity of both the critical intersections and the connecting roadways is maintained at an acceptable level of service, there are several roadway improvement projects which should occur. Based on each project's impact on the critical intersections in the Bayfront Area, they will be charged a Bayfront Development Fee to be matched with City funds to make improvements to the roadway system. Some of these projects were identified in the 1981 Bayfront Specific Area Plan. The improvements identified at the time the Bayfront Development Fee was established in 1979 and which were used as a basis for the original traffic analyzer are as follows:

Status of Bayfront Development Fee Projects

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

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

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

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

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

project access locations are efficiently located with respect to each other and to Airport Boulevard.

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

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

✓ ***STATUS UPDATE:*** *This transition will be completed as a part of the Broadway Interchange Construction Project.*

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

✓ ***STATUS UPDATE:*** *Bicycle lanes have been installed along Airport Boulevard between Broadway and the Sanchez Channel bridge.*

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

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

✓ ***STATUS UPDATE:*** *These local roadway signals will be completed as a part of the Broadway Interchange Construction Project.*

Broadway Interchange: It should be noted that the Rollins Road/Broadway/US 101 southbound off-ramp is now operating at a Level of Service "F" and will continue to do so with plan implementation. The levels of service for the intersections at or near the

Broadway interchange will continue to function at this level until the Broadway intersection is reconstructed. There are long range plans to improve the Broadway interchange, but that project has not yet been funded. It will be a priority project when funding for regional projects becomes available. The project would also include changes to the surrounding intersections, which should ease the congestion on the on-ramps.

✓ ***STATUS UPDATE:*** *Broadway Interchange Construction Project is funded and construction is underway.*

There are also proposals to change the operation of Caltrain at the Broadway station (such as relocation of the station platforms; fewer trains stopping at the station) which will lessen the down-time for the Caltrain gates on Broadway. When the Broadway interchange project is implemented, and when the proposed changes to the Broadway Caltrain station and/or the changes in operation of Caltrain occur, the traffic circulation in this area will improve. However, because of the short distance between intersections and the location of the Caltrain tracks, it may not be possible to bring these intersections at either side of the interchange to a level of Service C.

4. LAND USE DENSITIES AND TRAFFIC CONTROL

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

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

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

V. North Burlingame/Rollins Road Specific Plan – Circulation and Infrastructure

On September 20, 2004, the Burlingame City Council, by Resolution No. 85-2004, adopted the North Burlingame/Rollins Road Specific Plan. The Specific Plan was amended by the Burlingame City Council on February 5, 2007, by Resolution No. 13-2007. Following is Chapter 5 of the Adopted Specific Plan – Circulation and Infrastructure.

1. ROADWAY IMPROVEMENTS

There are no intersection improvements needed to implement the North Burlingame/Rollins Road Specific Plan, however, two roadway changes are proposed. They are not expected to have an effect on roadway or intersection capacity and are discussed below.

New Connection between Rollins Road and Adrian Road – Part of the Specific Plan's land use component suggests opportunity sites for new car dealerships on Adrian Road, just west of U.S. 101. Existing access to this area fronting U.S. 101 is indirect via Adrian Road in Millbrae or David Road from Rollins Road to the south. The two suggested sites would provide increased visibility for these businesses locating there. To facilitate this visibility and the accessibility of those sites, the Plan recommends that a road be constructed to improve access to the auto dealerships from the Rollins Road area, by providing a more direct and visible link to the potential auto dealership sites. The exact location of this road will be determined as properties develop and opportunities arise. This new roadway connection is not expected to have any effect on roadway capacity or operations.

Adjustment to El Camino Real Cross-section – Within the project study area, El Camino Real is a six-lane facility with adjacent landscape berms and frontage roads. The North Burlingame/Rollins Road Specific Plan calls for adjusting this cross-section to remove the frontage roads on either side of El Camino Real. In its place, the Plan calls for phased development of a more pedestrian-friendly land use along the corridor. This phasing scenario is described in Chapter 3 of the North Burlingame/Rollins Road Specific Plan. In addition, the Plan calls for enhancement to pedestrian and bicycle facilities along El Camino Real, including wide sidewalks, streetscape improvements and on-street parking that would improve pedestrian and bicycle circulation and safety. These improvements are not expected to have an effect on traffic operations since, except for median strip improvements, they will occur on City property adjacent to the Caltrans (State) right-of-way. Three through traffic lanes in each direction should be maintained on El Camino Real.

✓ ***STATUS UPDATE:*** *Further study since the specific plan was adopted has shown that this concept may be unworkable. The frontage roads are controlled by Caltrans, and in some instances contain utilities. An alternative would be to design the frontage roads in a multi-lane "boulevard" style, including on-street parking to serve businesses and wide sidewalks to enhance the pedestrian environment.*

2. STREETSCAPE IMPROVEMENTS

The North Burlingame/Rollins Road Specific Plan recommends the creation of cross-sectional standards for El Camino Real, Trousdale Drive, California Drive, Magnolia Avenue and Rollins Road. These standards will help to define the ambience for future development in each area. These street standards are limited to streetscape improvements, such as bicycle lanes, wider sidewalks, street furniture and trees. These improvements should enhance the

pedestrian and bicycle environment without significantly compromising the capacity of the roadway network.

El Camino Real – The El Camino Real cross-section, shown in Figure V-1, would be reconfigured to clarify pedestrian and vehicular travel patterns and facilitate greater pedestrian circulation in North Burlingame on land that is currently dedicated to service and frontage roads. The reconfiguration would create a substantial amount of new developable land that can then be used to develop street frontages that are primarily upper level residential uses over ground-floor retail with office uses above.

New buildings would frame a more deliberate pedestrian friendly and memorable entry to Burlingame. Figure V-2 shows an overlay of the proposed change superimposed over an aerial photograph of the existing El Camino Real to illustrate that there is essentially no change to the existing travel lane configuration.

El Camino Real would become a vibrant and pedestrian friendly retail corridor to serve local residents. Parking lanes would be included to buffer pedestrians from traffic lanes. The improvements will include street trees at regular intervals that will supplement the existing Eucalyptus canopy and provide shade for pedestrian areas. Street lights, benches and other furnishings would be part of the streetscape improvements. The improvements would foster safer and more spatially defined pedestrian circulation routes along El Camino Real and strengthen connections between the Mills Peninsula Hospital, retail opportunities in Burlingame Plaza and the Millbrae Intermodal station.

- ✓ ***STATUS UPDATE:*** *Further study since the specific plan was adopted has shown that this concept may be unworkable. The frontage roads are controlled by Caltrans, and in some instances contain utilities. An alternative would be to design the frontage roads in a multi-lane "boulevard" style, including on-street parking to serve businesses and wide sidewalks to enhance the pedestrian environment.*

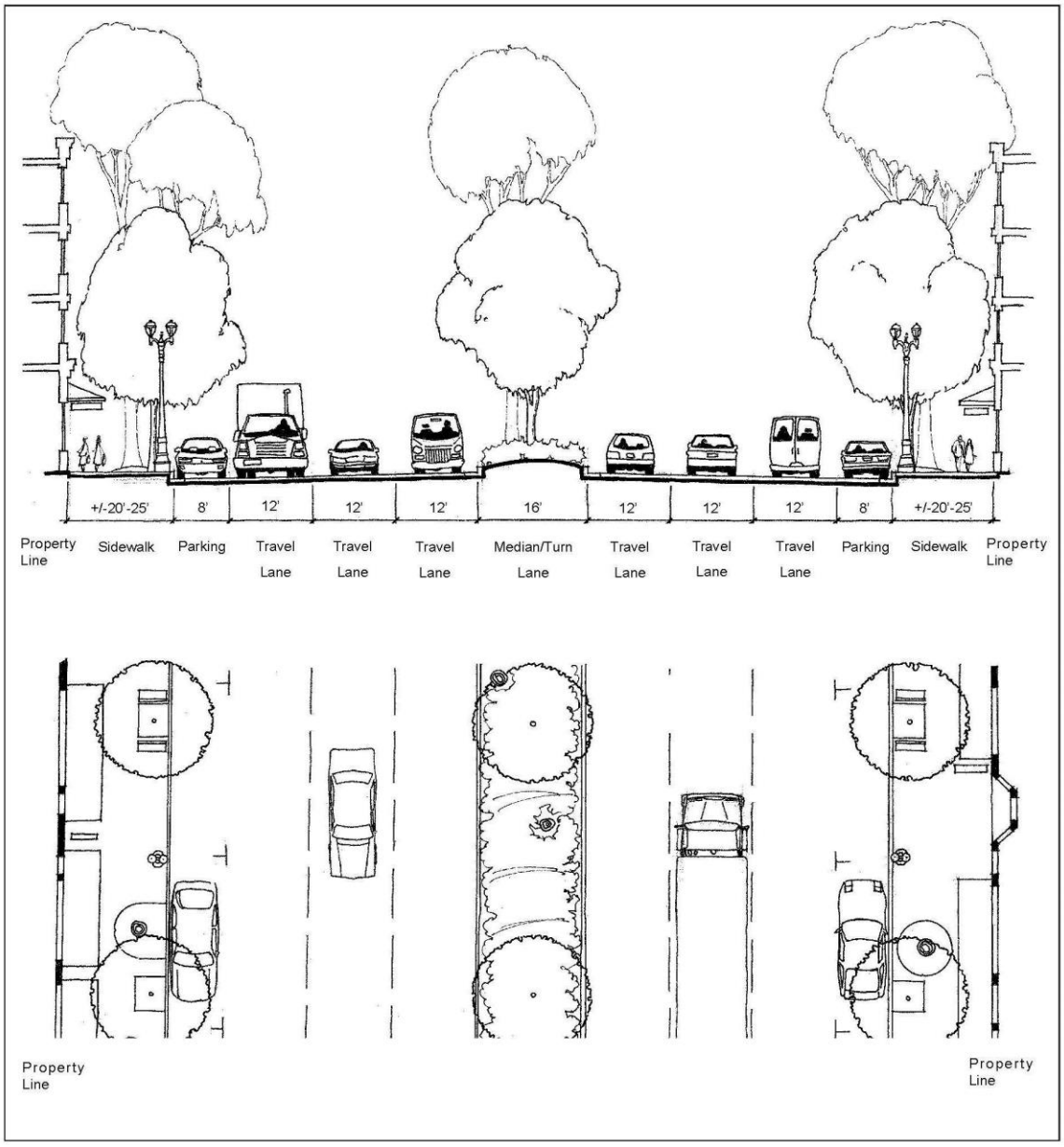


Figure V-1. Proposed El Camino Real cross-section and plan

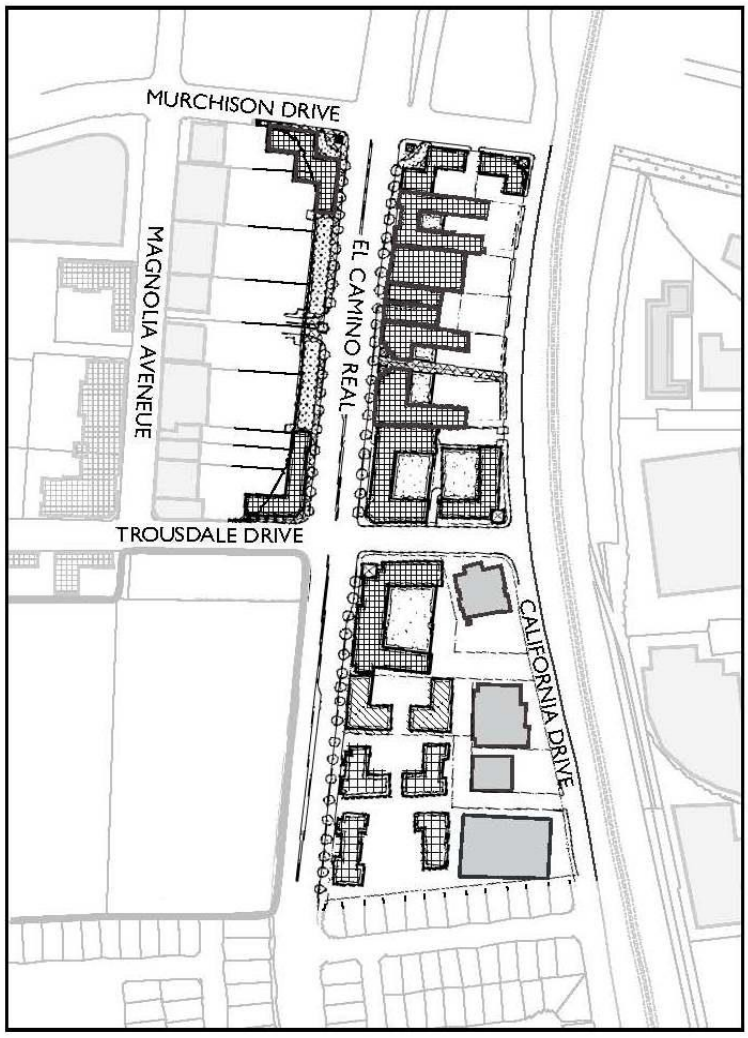


Figure V-2.
Proposed changes to El Camino Real

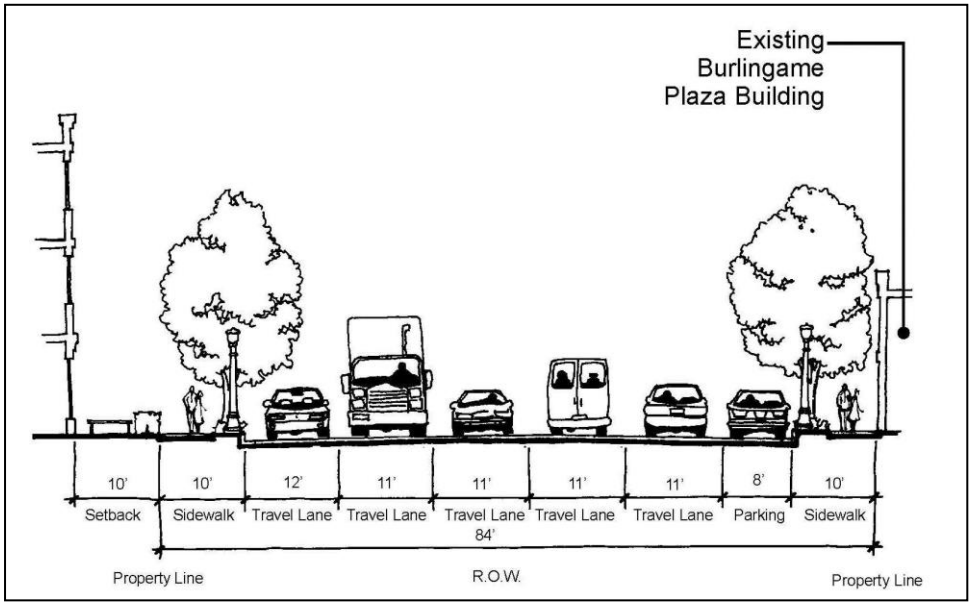


Figure V-3.
Trousdale Drive

Trousdale Drive – Trousdale Drive is a busy four lane arterial, running east-west that connects Interstate 280 with El Camino Real and California Drive. Streetscape improvements on Trousdale Drive, illustrated in Figures 5-3 and 5-6, can enhance the pedestrian environment while also contributing to the reduction of vehicular speeds and the creation of a generally safer environment for pedestrians. The concepts illustrated anticipate a new entrance to Mills Peninsula Hospital on Trousdale Drive at Magnolia Avenue and reconfiguration of travel lanes to accommodate the shifted hospital-related traffic.

Curb extensions at corners, or "bulb outs," at the intersection of Trousdale Drive and El Camino Real would help to reduce traffic speeds at this busy intersection while also creating shorter crossing distances for pedestrians. The bulb out will delineate parking lanes, where they exist, on Trousdale Drive. Tree wells will be cut into the existing ten foot sidewalks to allow the planting of street trees at regular intervals. Pedestrian crosswalks would be added at appropriate locations to facilitate greater and safer pedestrian use. Improvements will include pedestrian-scaled street lighting. These amenities will also improve pedestrian access to Mills Peninsula Hospital for people using BART and other public transit.

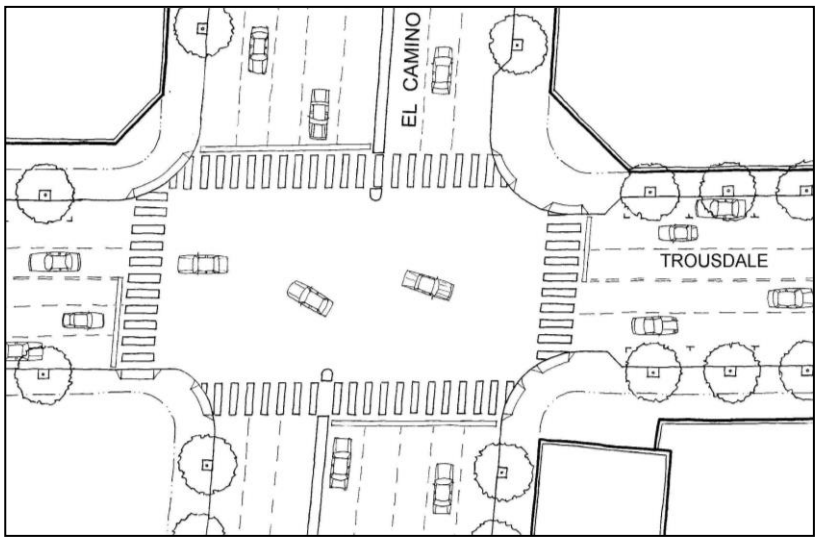


Figure V-4.
Intersection of
El Camino Real and
Trousdale Drive

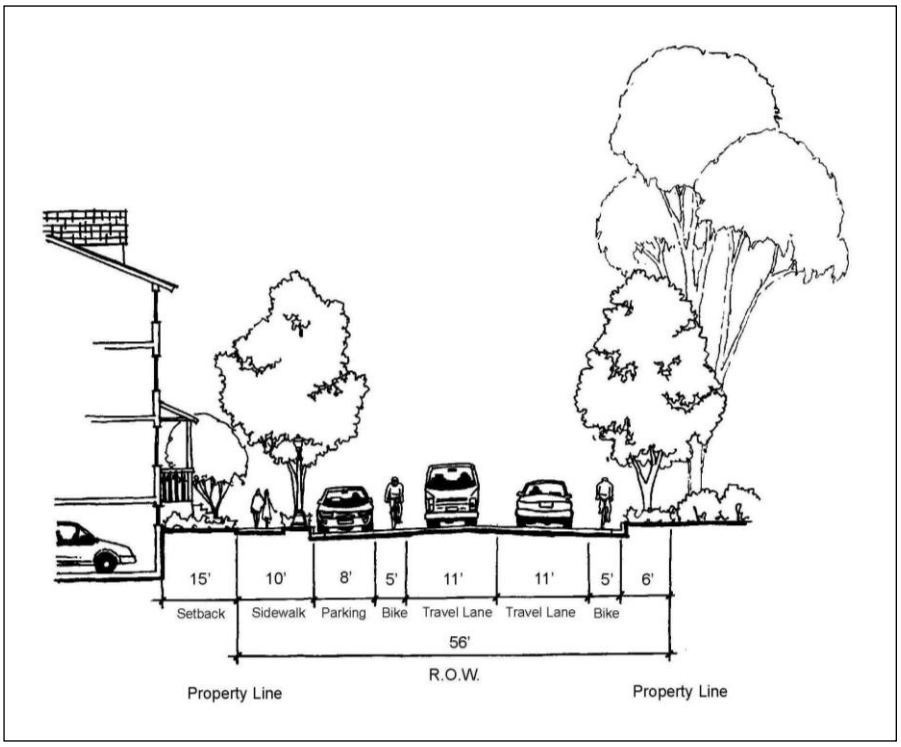


Figure V-5.
California Drive

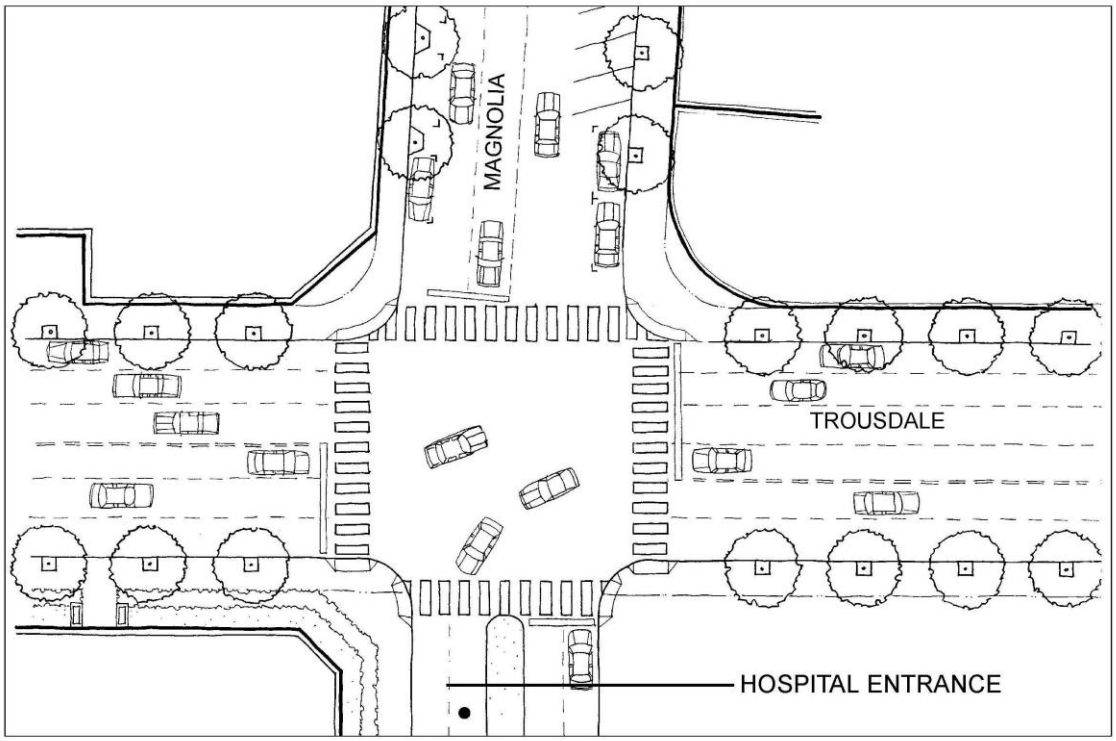
California Drive – Traffic volumes on California Drive are likely to increase with the continued operation of the Millbrae Intermodal Station and as transit patrons south of the Specific Plan area use California Drive to access the station via the Millbrae Avenue underpass. Improvements to the streetscape, shown in Figure V-5, and low fencing with landscaping set back from the edge of the sidewalk along California Drive combined with greater pedestrian activity that will result from new development on California Drive parcels, will calm vehicular traffic and contribute to a safe and pleasant pedestrian environment along this route. Bike lanes in both directions will allow for bicycle access from the transit facility to parts of the Specific Plan Area, including the hospital west of El Camino Real via Murchison Drive or Trousdale Drive.

✓ ***STATUS UPDATE:*** *Although bike lanes have not been installed, bicycle route signage and "sharrow" street markings have been added to California Drive to allow for bicycle access to the Millbrae Intermodal Station and as a north-south connection through Burlingame.*

Magnolia Avenue – Magnolia Avenue is a very wide street laid over a 60-foot wide San Francisco Water District easement. With the completion of the replacement hospital, Magnolia will complete the intersection at the main entrance to the hospital. Magnolia connects Trousdale Drive to Murchison Drive and provides the primary service access for some of the retail establishments at the back of Burlingame Plaza and to the shops which face El Camino Real. The service entries at the rear of the businesses facing El Camino share the Magnolia Avenue street façade with the front doors of many other businesses. Curb bulb outs could be added on Magnolia Avenue at the intersection with Trousdale Drive to improve pedestrian access and safety. The bulbouts would narrow the perceived width of travel lanes and contribute to the reduction of traffic speeds. The bulb outs would also reduce pedestrian crossing distances. The current configuration of parallel parking on the west side and a mixture of parallel and diagonal parking on the east side are proposed to remain.

To break up the street parking visually, street tree bulb outs could be added at regular intervals on the west side and tree wells could be cut into the existing walk on the eastern side to avoid a conflict with the underground water main. Improvements will also include pedestrian scale street lights and additional crosswalks at convenient locations.

Figure V-6.
Intersection of Trousdale Drive and Magnolia Avenue



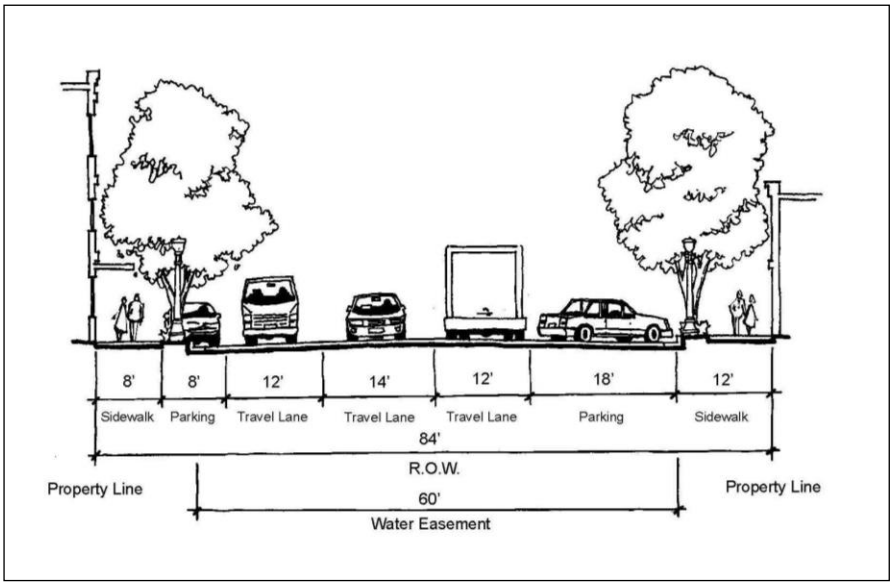


Figure 5-7.
Magnolia Avenue

Rollins Road Gateway – The gateway, illustrated in the conceptual sketches in Figures V-8 and V-9, will signal the entry into the Rollins Road industrial area. Utilizing the unused shoulders of the El Portal Channel bridge the gateway will provide pedestrian seating areas, entry signage and landscape elements. Improvements will include the refurbishments of the bridge to include pilasters and upgraded security fencing and railings.

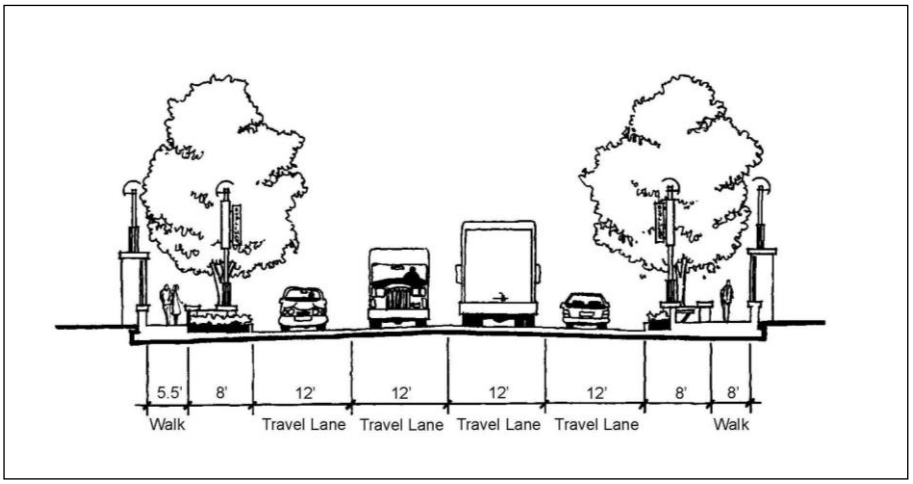


Figure V-8.
Cross-section through northern Rollins Road Gateway

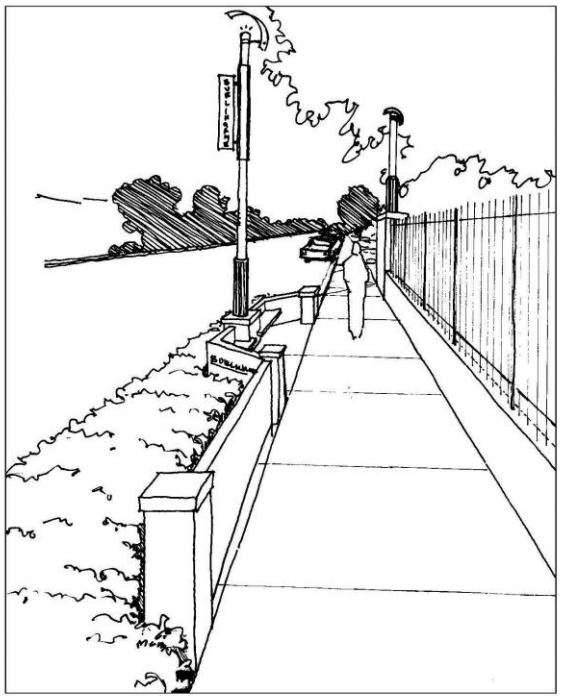


Figure V-9.
Proposed Gateway

Rollins Road – Improvements to Rollins Road, which are illustrated in Figures V-10 and V-11, will include the installation of street trees in tree wells cut into the existing sidewalks. At locations where the street trees are to be planted, the sidewalk will be reconstructed around the tree locations. The goal of this street tree program is to calm traffic by narrowing the perceived street width, which can cause drivers to reduce their speed. Therefore, it is advantageous for the street trees to be as close to the travel lanes as possible. Rollins Road is also a designated bicycle route in Burlingame's adopted Bicycle Transportation plan. Bicycle lanes have been installed along Rollins Road within the Plan area.

Additionally, a significant goal of the North Burlingame/Rollins Road Specific Plan is the creation of a more aesthetically pleasing environment on Rollins Road, and the addition of street trees will help to accomplish that goal. The trees will also shade large areas of the Rollins Road pavement, reducing temperature and glare. The width of the City-owned right-of-way on Rollins Road differs on either side of Easton Creek. South of Easton Creek, the right-of-way is 75 feet, with a sidewalk of approximately 5 feet on either side. North of Easton Creek, the right-of-way is 84 feet, including approximately 5 feet between the back of the sidewalk and the property line. Therefore, as shown in Figures 5-10 and 5-11, construction of the tree wells and realigned sidewalks in the section of Rollins Road below Easton Creek will require the City to acquire an easement from property owners. Construction of this street tree program in this more constrained section of Rollins Road may be limited by other improvements on these properties and will need to be reviewed on a parcel by parcel basis.

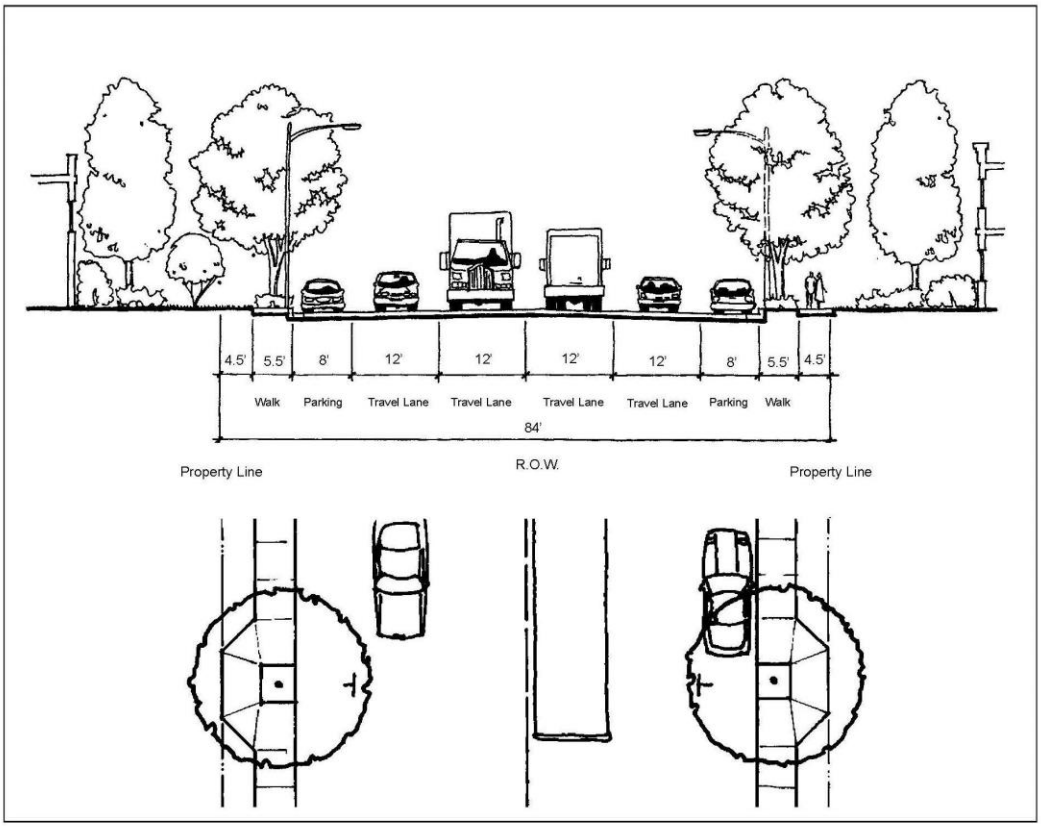


Figure V-10. Rollins Road North of Easton Creek

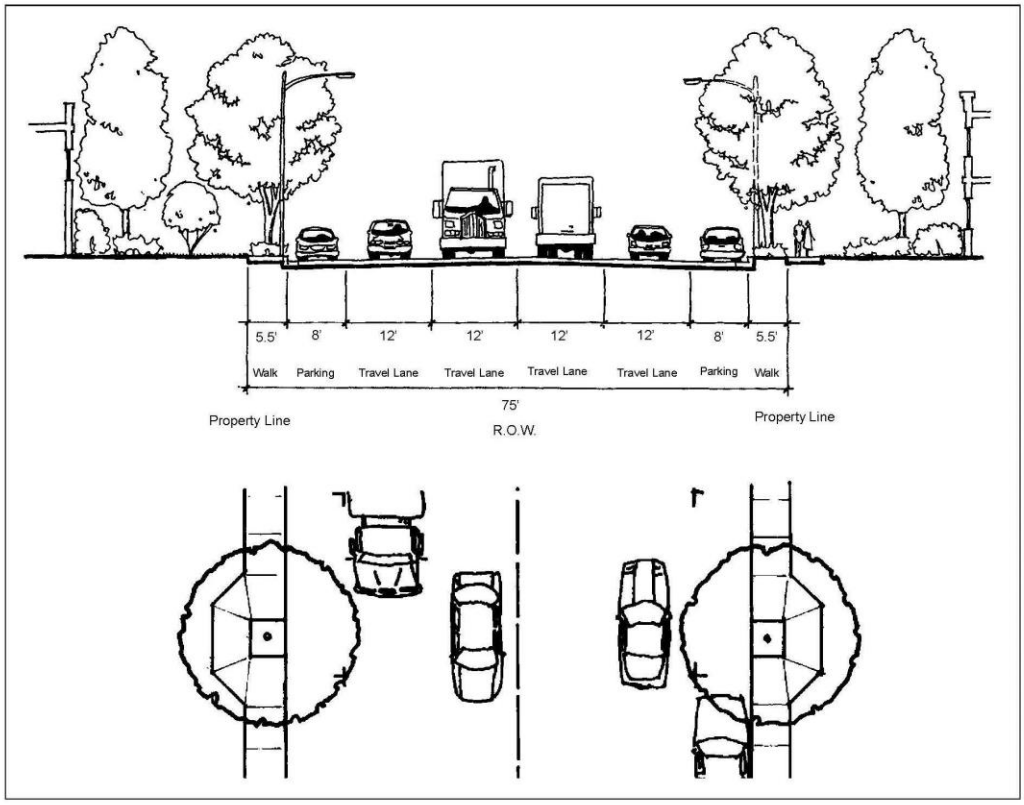


Figure V-11.
Rollins Road
South of
Easton Creek

Street Tree Recommendations – Street trees are recommended with the goal of creating a transition in scale between roadways and adjacent land uses as well as to provide a comfortable pedestrian realm. Trees were chosen based on their long term appeal; however, as with any tree species the interim look and growth pattern of the tree is dependent on the City of Burlingame's tree maintenance program. It is suggested that at the time of planting, steps to increase the future heath of the tree be taken. These efforts include proper soil amendment to reduce soil compaction and water tubes to induce deep root growth. It should be expected that during periods of a tree's normal growth it will encroach on a roadway. The pruning of trees in order to avoid conflicts with roadways will be necessary during these initial periods of growth. Trees should be pruned to minimize this impact and with the future appearance of the tree in mind.

Table V-1 indicates the recommended street trees to be used for streetscape improvements in the Specific Plan Area. Most trees are listed in the City of Burlingame's Planning Department Tree List. The Accolade Elm has been considered as a replacement tree for sections of El Camino Real south of the Plan Area. It is very similar to Elm trees that were historically planted on El Camino Real and is one of the best Elm species for resisting the attack of Dutch Elm disease.

Table V-1 Street Tree Recommendations

Street Area	Proposed	Alternate
El Camino Real	Ulmus Accolade/ Accolade Elm	Ulmus Americana 'Princeton'/ Princeton Elm
Trousdale Drive California Drive	Fraxinus oxycarpus/ Raywood Ash	Acer Rubrum/ Red Maple Koelreuteria paniculata/ Golden Rain Tree
Magnolia Avenue	Magnolia g. 'St. Mary'/ St. Mary Magnolia	Magnolia g. 'Samuel Sommer'
Rollins Road	Quercus rubra/ Red Oak	Acer Rubrum/ Red Maple
Murchison Drive Ogden Drive Marco Polo Way Adrian Road	Acer Rubrum/ Red Maple	Pistacia chinensis/ Chinese Pistache Platanus acerfolia/ London Plane
Accent Tree	Prunus cerasifera/ Purple Leaf Plum	Lagerstoemia indica/ Crape Myrtle

3. PEDESTRIAN NETWORK

In the Rollins Road area, a creekside open space and pedestrian trail system would provide amenities and pedestrian and bike facilities for area businesses as well as recreation opportunities Rollins Road workers and Burlingame residents. These open space areas, combined with streetscape improvements on Rollins Road, will facilitate safer and more attractive non-vehicular connections between Rollins Road employment destinations and transit opportunities to the north in Millbrae and to the south on Broadway. The proposed network is shown in Figure V-12 and a conceptual illustration of these creekside areas is shown in Figure V-13.

The gradual development of a trail network will occur over time as opportunities arise to acquire access by purchase or gift. Except where necessary to mitigate impacts of a particular project, no conveyance of public access rights is intended to be imposed on projects in the area.

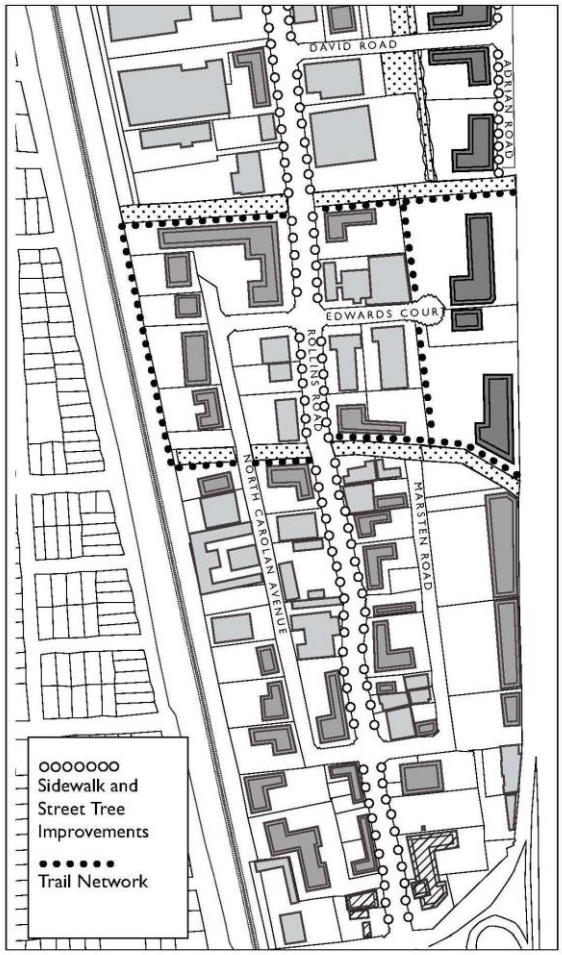


Figure V-12. Creekside Network Plan

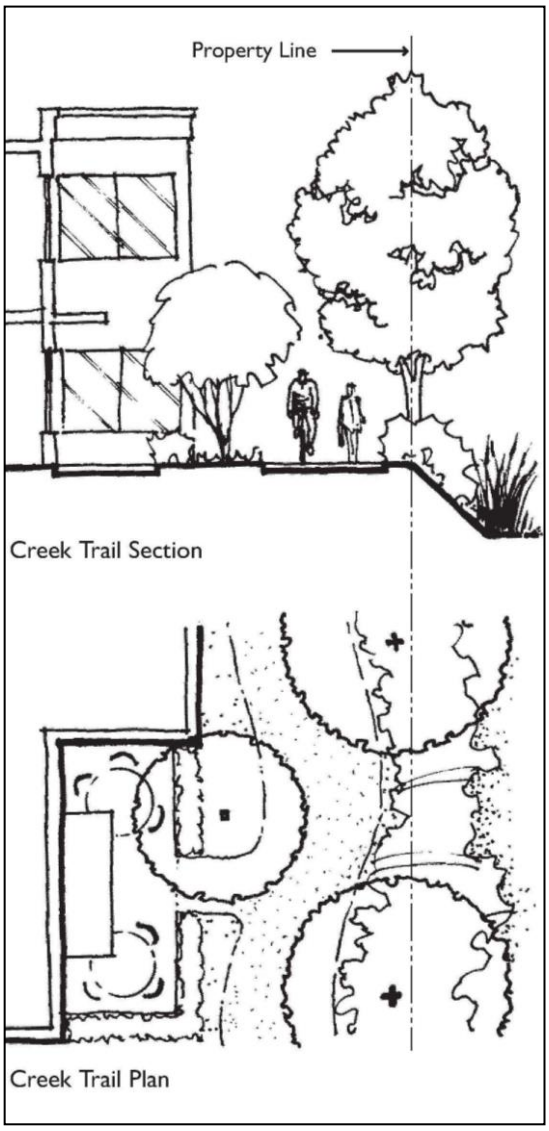


Figure V-13. Creekside Network

4. PARKING

As shown in the design guidelines in Chapter 6, on-site parking throughout the Specific Plan area should be encouraged to be located behind buildings in order to adequately define the pedestrian realm and create safe and aesthetically-pleasing environments on Burlingame sidewalks and streets. However, on parcels with lot frontage on El Camino Real at grade parking visible or accessed from El Camino should be discouraged. This parking will be supplemented by on-street parking, including some portions of El Camino Real, on which parallel curb parking should be provided as part of its redesign.

VI. Burlingame Downtown Specific Plan – Circulation and Parking

On October 4, 2010, the Burlingame City Council, by Resolution No. 73-2010, adopted the Burlingame Downtown Specific Plan. Following is Chapter 7 of the Adopted Specific Plan – Circulation and Parking.

1. RECOMMENDED ROADWAY NETWORK IMPROVEMENTS

The Downtown Specific Plan includes a series of roadway projects intended to either mitigate existing or anticipated traffic conditions, or otherwise satisfy urban design objectives for streetscapes, pedestrian and bicycle access and open space.

Existing Roadway Network – Regional access to Downtown Burlingame is provided via Highway 101 freeway. The closest interchanges with the freeway are located at Peninsula Avenue (southern edge of the plan area) and at Broadway (north of the plan area). The Peninsula interchange provides access in the northbound direction only, while the Broadway interchange provides access for both northbound and southbound traffic. A system of major arterials accommodates the longer distance local trips and connects Burlingame with adjacent communities. These include El Camino Real (State Highway 82) and California Drive providing north-south access. Other major arterials include Peninsula Avenue and Oak Grove Avenue. These arterials carry the major volume of east-west trips and connect with State highways and freeways. The other elements of the street system are secondary arterials, such as Howard Avenue, that connect collector and local access streets to the major arterials. Collector streets feed traffic to the arterials and major centers of activity in Burlingame.

Based on existing travel patterns, the majority of project-traffic would occur along California Drive heading towards Burlingame Avenue and Howard Avenue from the north and south. Additional project-traffic would occur along Howard Avenue, Burlingame Avenue, and Peninsula Avenue, and Primrose Road.

Traffic bound for downtown on El Camino Real is expected to exit from El Camino Real at the first opportunity and utilize the east-west collector roadways. As such, traffic not bound for downtown will likely bypass and continue traveling along El Camino Real, while the majority of downtown-related traffic will likely enter via Park Road, Primrose Road, Bayswater Avenue, Howard Avenue, and Burlingame Avenue. In addition, on- and off-street parking facilities are primarily located along these local roadways, which would attract patrons to exit El Camino Real to access the parking.

Considering location and types of development projected in the plan, traffic generated by future downtown development is expected to primarily affect the following intersections:

- El Camino Real/Howard Ave
- Burlingame Ave/Park Rd
- Primrose Rd/Chapin Ave
- Primrose Rd/Bellevue Ave
- Primrose Rd/Douglas Ave
- California Dr/Lorton Ave
- El Camino Real/Peninsula Ave/Park Rd
- California Dr/Peninsula Ave
- California Dr/Howard Ave/Highland Ave

Traffic mitigation measures, such as signalization and signal timing adjustments have been proposed in order to reduce potential impacts to these intersections. Traffic calming could also be implemented in surrounding neighborhoods if necessary to address cut-through traffic.

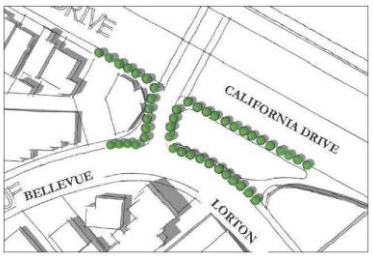
California Drive/Lorton Avenue Intersection – The California Drive/Lorton intersection needs improvement, regardless of possible future development. The unconventional layout of the intersection is inefficient, and is confusing for both vehicles and pedestrians.

The Downtown Specific Plan includes two alternative reconfigurations for the California Drive/Lorton Avenue intersection. Both would be acceptable choices for improving vehicle and pedestrian circulation through the intersection, and both could accommodate traffic from anticipated future development as described in this specific plan.

Option 1: Signalized Intersection
Option 1 would refine the current configuration with a more straightforward intersection design, and the addition of a traffic signal. With this improvement, the intersection will have an improved level of service and reduce vehicle delays significantly. The intersection could also be configured to create a small usable open space, as described in *Chapter 4: Streetscapes and Open Space* of the Downtown Specific Plan.

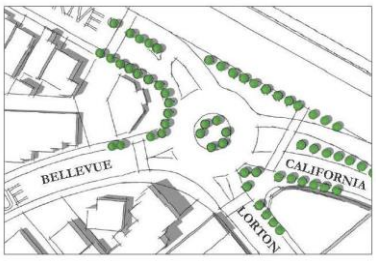
Option 2: Roundabout
City engineering staff has been actively studying the possibility of a roundabout design to mitigate existing and future traffic conditions. This would improve traffic safety and act as a traffic calming measure. In addition, the traffic circle at the center of the roundabout would have attractive landscaping and could have a prominent design element such as flowers or a monument, as described in *Chapter 4: Streetscapes & Open Space* of the Downtown Specific Plan. Traffic would enter the roundabout and circulate one-way around a center circular island, typically in a counterclockwise direction. On California Drive, travel lanes would be reduced from two lanes to one lane at the roundabout entrance in order to allow orderly traffic flow into the circle. Crosswalks would extend around the outer circle of the roundabout, with refuge islands at intermediate positions.

Civic Center Circle – The intersection of Primrose Road, Bellevue Avenue and Douglas Avenue between the Library and City Hall currently is complex, inefficient, and confusing. The existing divided traffic islands could be replaced with a single traffic circle, with crosswalks connecting each corner of the streets leading to the circle. The circle could provide a small open space, as described in *Chapter 4: Streetscapes and Open Space.* This reconfiguration would improve the function of the intersection and provide an additional open space amenity.



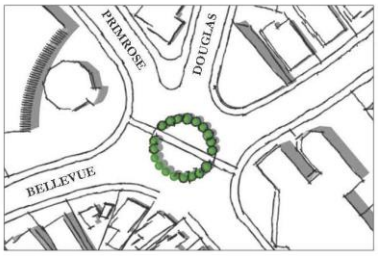
California Drive/Lorton Avenue
Option 1: Signalized Intersection

Highland Avenue – The last block of Highland Avenue between California Drive and Howard Avenue is a one-way street and primarily serves to provide access and parking to the businesses fronting the street, and also provides a short-cut for vehicles turning right from southbound California Drive onto Howard Avenue. Even with this short-cut function, however, there are minimal traffic volumes along this block during the peak hours.



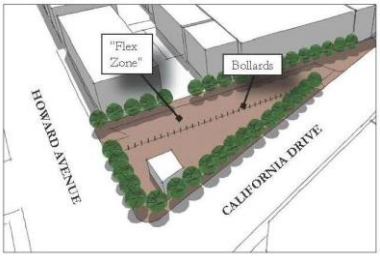
California Drive/Lorton Avenue
Option 2: Roundabout

Given the limited function of the street segment and its potential to complicate traffic patterns, there could be justification for narrowing or closing the street segment to improve the streetscape and increase the size of the adjoining open space. Depending on the mix of businesses alongside, closing the street and replacing it with open space frontage could either be an asset to the businesses or be detrimental. Uses such as restaurants may appreciate frontage on an open space, but retailers may value the proximity of parking and access more than open space. Since the majority of traffic would travel through on California Drive and would not turn onto Highland Avenue, the closure or narrowing of the roadway would not impact the traffic operations at the California Drive/Howard Avenue intersection.



Civic Center Circle

Narrowing the segment and redesigning it to create a more unified composition with the adjoining open space could be a satisfactory option that would retain traffic circulation and parking, but be more oriented to the adjacent businesses rather than to traffic making a short-cut to Howard Avenue. The street could be redesigned with a "flexible zone" where the parking area and traffic lane would be shared by pedestrians, bicyclists, and automobiles. This concept would involve special paving and flush integrated curbs, a greater number of trees, street furniture, and bicycle parking. The intention would be to create a more seamless transition between the street area and the open space area.

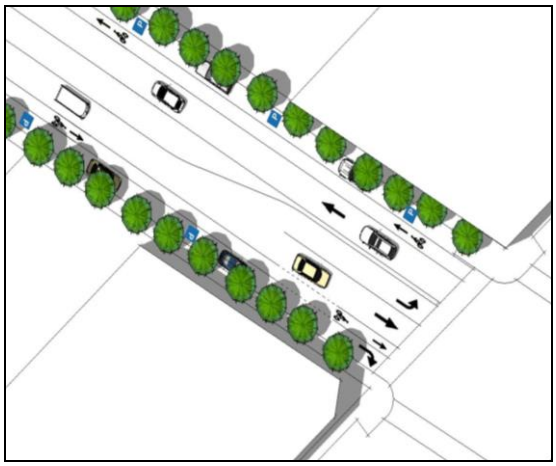


Highland Avenue Plaza

California Drive Reconfiguration – A concept that merits further study beyond the scope of the Downtown Specific Plan would be to reconfigure the California Drive traffic lanes to better serve traffic flow and accommodate bicycles. Currently California Drive has two traffic lanes in each direction, but due to the large number of turns in center lanes, the center lanes effectively do not function for through traffic. A reconfiguration could have one clear, through traffic lane in each direction, together with a center median/turn lane to accommodate turns. The traffic lanes would remain clear of obstructions so traffic flow would be steady (but calm), while turns would be accommodated separately from the through traffic. The redesign would provide enough room for generous bicycle lanes on each side, so California Drive would become a convenient and effective bicycle route through Burlingame and to Downtown. Existing on-street parking would also be accommodated.

This approach, sometimes referred to as a "road diet," has been demonstrated to be very effective elsewhere in the Bay Area on streets with comparable traffic volumes and characteristics to California Drive. Further study would need to consider impacts along the length of California Drive to ensure that traffic does not spill into adjacent neighborhoods. However, with the functional and aesthetic improvements, the expectation would be that California Drive would become a preferred access route into Downtown, as well as between Downtown and the Broadway commercial district.

Currently California drive has two traffic lanes in each direction, but due to the large number of turns in center lanes, the center lanes do not function for through traffic.



Reconfigured California Drive with one travel lane in each direction, center median/turn lane, and bike lanes.

El Camino Real/Peninsula Avenue/Park Road Signalization – Traffic analysis has projected that the El Camino Real/Peninsula Avenue/Park Road intersection could experience a potentially significant reduction in level of service depending on amount of downtown development in the future. However, even with a relatively high level of development in the future, these impacts could be reduced with changes to the traffic signal timing. By increasing the signal green time by ten seconds in the Peninsula Avenue westbound approach and Park Road southwest approach, and removing ten seconds of green signal time in the northbound and southbound El Camino Real approaches, the potential impacts would be reduced to less-than-significant levels.

California Drive/Howard Avenue Signalization – Traffic analysis has projected that the California Drive/Howard Avenue intersection could experience a potentially significant reduction in level of service depending on amount of downtown development in the future. However, even with a relatively high level of development in the future, these impacts could be reduced with changes to the traffic signal timing. By increasing the signal green time by five seconds in the California Drive northbound and southbound directions and removing five seconds of green signal time in the Howard Avenue eastbound and westbound approaches, the potential impacts would be reduced to less-than-significant levels.

2. TRANSIT

The following discussion includes descriptions of each transit service provider that serves Downtown Burlingame. System-level ridership, performance measures, and planned transit improvements specific to transit stations and stops in Burlingame are further reviewed.

Caltrain - Caltrain provides local and commuter train service between San Francisco and San Jose, with weekday commute-hour service to Gilroy. The main objectives of the *Caltrain Short Range Transportation Plan* (2008) included addressing station needs, coordinating service with connecting transit operators throughout the Bay Area, improving station access for all passengers, and enhancing system performance. Over the long-term, Caltrain patronage has risen and is anticipated to continue to do so. Station improvements were completed at the Burlingame station to allow trains traveling in opposing directions to serve the same station simultaneously without incurring delay. Appropriate fencing has also been installed at the station.

The Downtown Specific Plan encourages more intensive development in many of the blocks close to the Caltrain station, which should allow more people to take advantage of the train for some of their transportation needs.

Compared to other Caltrain stations, passenger boardings and capacity utilization rates at the Burlingame Station are relatively moderate-to-low. However, the land use plan for the Downtown Specific Plan encourages more intensive development in many of the blocks within close proximity to the train station, which should allow more people to take advantage of the train for some of their transportation needs. The plan encourages more frequent stops at the Burlingame Avenue station to encourage ridership and capitalize on more intensive development downtown near the train station.

The Burlingame Downtown Shuttle provides access to Downtown Burlingame from the City's bayfront hotel area east of the Bayshore Freeway.

Key SamTrans Improvements relative to Downtown Burlingame include prioritization of service improvements in areas where high density and mixed-use developments are provided.

Burlingame Downtown Shuttle – This local service provides access to Downtown Burlingame from the City's bayfront hotel area east of the Bayshore Freeway. There is a scheduled stop downtown at the Burlingame Caltrain Station. If there is further development in the bayfront area in the future, there may be potential to expand the patronage and extent of service of the shuttle. This could be a benefit to downtown businesses with additional customers, as well as downtown residents who could use the shuttle to access bayfront recreational facilities.

SamTrans – SamTrans provides bus service throughout San Mateo County as well as to San Francisco and Palo Alto. There are several major transit routes which have stops in the Downtown area, on El Camino Real and California Drive, with connections to Caltrain and to the Millbrae BART station. Based on SamTrans Short Range Transportation Plan (SRTP), there are several planned improvements to enhance system performance, increase ridership, and improve accessibility. Key improvements relative to Downtown Burlingame include prioritization of service improvements in areas where high density and mixed-use developments are provided.

In addition, the SRTP states that transit service along El Camino Real experiences significant demand and SamTrans has therefore added an express bus service along the corridor. The land use plan for the Downtown Specific Plan encourages more intensive development in many of the blocks close to El Camino Real, which should help increase transit demand along the corridor.

In order to increase intercity transit use, and to accommodate the growing aging population, Samtrans plans to increase the use of community-based shuttles throughout the transit network.

California High Speed Rail –The California High-Speed Rail (CHSR) is a rail line in the planning stages that will provide a high-speed link between San Francisco and Los Angeles, as well as a number of other key destinations. Though the CHSR will not stop in Burlingame, the proposed corridor for the project runs north-south through the city along the existing Caltrain right-of-way.

Given that the CHSR alignment is proposed to pass through Burlingame and its downtown, there is concern over the potential for the rail line to create a physical barrier through the city if it involves bridging, elevated tracks, or the use of retaining walls. Like other peninsula cities, Burlingame has indicated a preference for having the rail line in an underground tunnel rather than at surface or above grade Having the line underground would be more compatible with the continued economic vitality and quality of life of Burlingame and its downtown. It would also be more compatible with the preservation of valuable historic resources such as the eucalyptus grove and the Burlingame Avenue and Broadway train stations. If all rail lines are accommodated underground along the length of the peninsula alignment, it will enable dozens of surface crossings to be relieved of train conflicts, thereby easing access at many scales and reducing congestion throughout the peninsula.

While the CHSR is beyond the scope of the Downtown Specific Plan, the project will have an important impact on Downtown Burlingame. It is essential that the CHSR planning process thoroughly investigate and mitigate impacts on Caltrain service, utilities, and effects that may concern schools, residents, and businesses.

3. PEDESTRIAN CIRCULATION

Most of Downtown Burlingame is highly pedestrian-oriented and has a high amount of pedestrian traffic. Pedestrian activity is primarily the result of the amount of retail, office, and restaurant land uses in the heart of Downtown, as well as the proximity to surrounding residential neighborhoods.

Increasing pedestrian convenience and safety is an objective in Downtown Burlingame, and several actions are proposed to improve pedestrian conditions. These include implementing traffic-calming measures (mid-block crossings, traffic circles, paving variations), increasing sidewalk "linkages" to improve connectivity to and within downtown, and widening sidewalks. These measures are more thoroughly described in *Chapter 4: Streetscapes and Open Spaces* of the Downtown Specific Plan. Overall, these measures would improve pedestrian safety and encourage residents and visitors to patronize Downtown Burlingame.

Increasing pedestrian convenience and safety is an objective in Downtown Burlingame.

4. BICYCLES

An objective of the Downtown Specific Plan is for bicycles to be a viable choice for getting to downtown. Safety, ease of access, and parking must all be carefully considered so that people are able to consider bicycling as an appealing and realistic means of transportation. If people are able to swap automobile trips for bicycle trips, not only would there be environmental advantages in terms of reduced greenhouse emissions, but there would be less of a need for the City to provide additional, costly parking facilities for autos over the long-term.

Bicycles can be a viable choice for getting to and around downtown.

Bicycle Routes - Bicycle routes in Downtown Burlingame include:

- **Primrose Road** – from Oak Grove Avenue (north) to Howard Avenue (south).
- **Highland Avenue** – from Howard Avenue (north) to Peninsula Avenue (south) and continues south of Peninsula Avenue.
- **California Drive** – from Burlingame City Limits (north) to Howard Avenue (south). Within Downtown, this route intersects with Burlingame Avenue.
- **Howard Avenue** – from Humboldt Road (east) to Occidental Avenue (west). Within Downtown, this route intersects with El Camino Real, Primrose Road, Park Road, Lorton Avenue, and Highland Avenue. Howard Avenue also includes a bicycle lane.

If California Drive is reconfigured as described in Section A, it offers the potential to be a significant bicycle route into Downtown from neighborhoods to the north, south, and east. Cyclists can then access Howard Avenue to reach the side streets, and the side streets to reach the center of the downtown district. As streetscape improvements are implemented along Howard Avenue and the side streets, accommodations for bicycles should be a key design consideration. Lanes should provide adequate clearances, and intersections should be designed to minimize automobile and bicycle conflicts. Side streets can be designed and clearly signed as "sharrows" where it is clear that the roadway are to be shared by bicycles and automobiles, and to alert motorists of the presence of bicycles.

Bicycle Strategies and Guidelines

The desirability and effectiveness of bicycles to serve Downtown can be improved with the following enhancements:

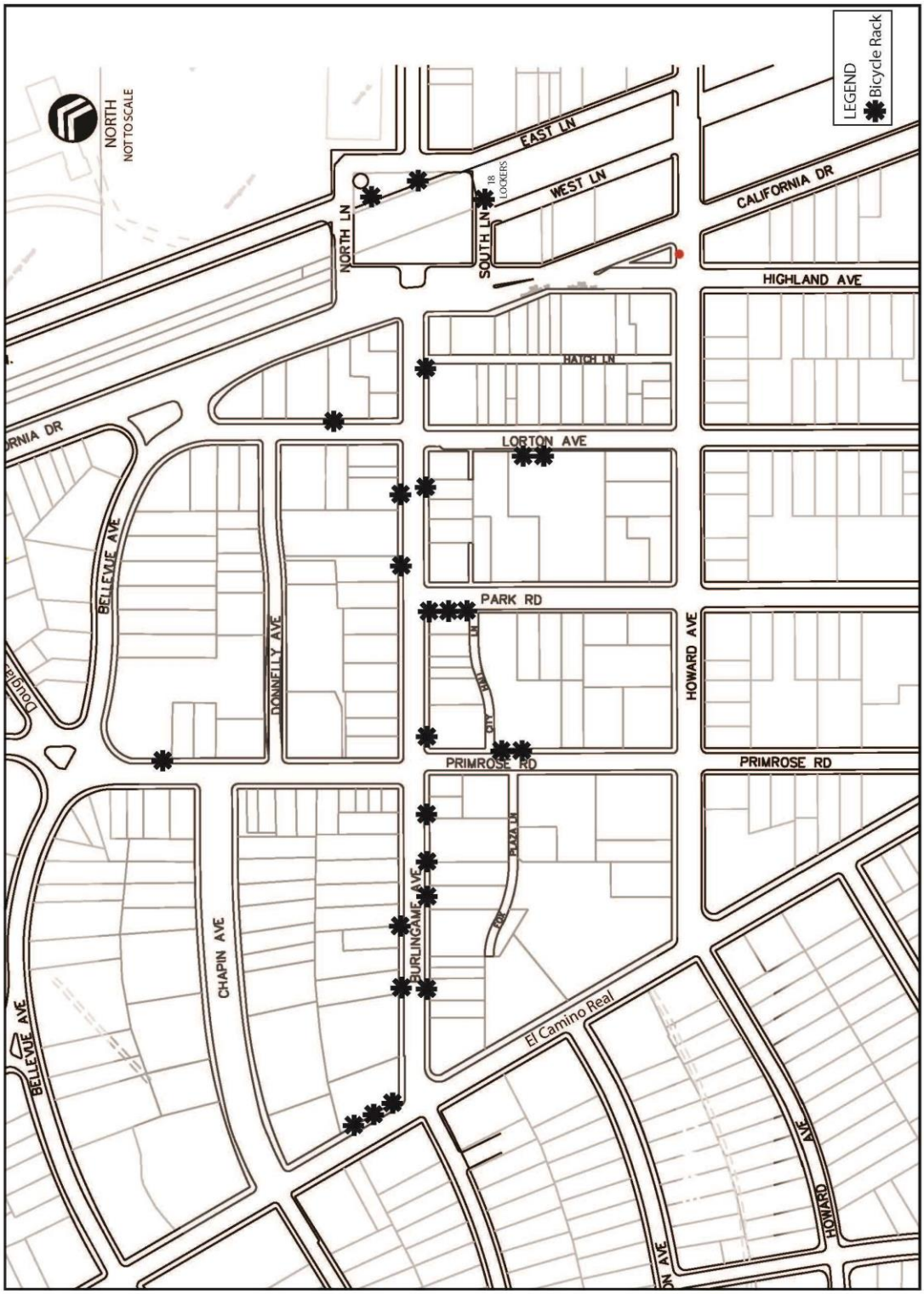
Short-Term Parking – Public Bike Racks: Individual bike racks are part of a two-tier bicycle parking strategy for Downtown. Generally, bike racks are useful for short-term parking (from a few minutes to a few hours), and should be provided throughout the redesigned streetscapes to be convenient to businesses and attractions. Figure 7-1 shows existing locations of bike racks throughout Downtown.

Long-Term Parking – Central Bike Parking Facility. A centrally-located, convenient, and highly visible facility should be established for longer visits downtown (from a few hours to a full day or work shift). As opposed to sidewalk bike racks, which are provided for short-term convenience, the central facility would appeal to those wanting to store their bicycles for a longer period of time. The concept would be that someone cycling to Downtown could proceed directly to the central parking facility with knowledge that they would be able to find convenient and secure longer term parking. Ideally, the parking facility would offer some protection from weather, and could offer a choice of racks and electronic lockers.

The facility should be located in a visible, central location so that it serves as a social hub and offers a measure of security. Initially the facility could be established in one of the central public parking lots, and over time could grow and be located in the Lot E signature open space, or in a nearby parking lot or structure.

"Sharrow" markings can alert motorists to the presence of bicycles where there is not sufficient space for a dedicated bike lane.

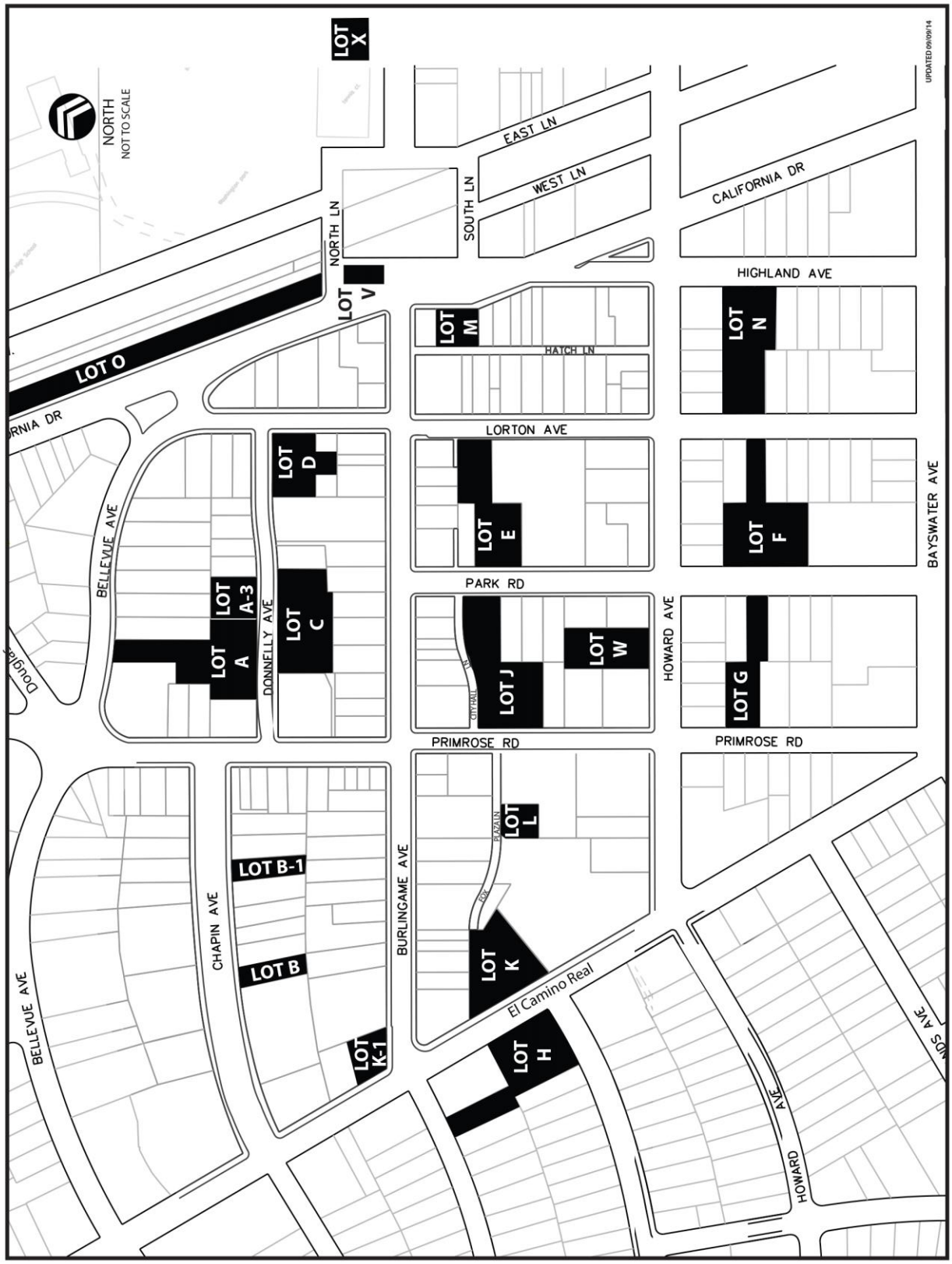
Bike racks interspersed along sidewalks throughout downtown are useful for convenient, short-term parking.


LEGEND
Bicycle Rack
NORTH
NOT TO SCALE
EAST LN
WEST LN
NORTH LN
SOUTH LN
18 LOCKERS
CALIFORNIA DR
HIGHLAND AVE
HATCH LN
LORTON AVE
PARK RD
BELLEVUE AVE
DONNELLY AVE
HOWARD AVE
PRIMROSE RD
CHAPIN AVE
BURLINGAME AVE
PLAZA LN
El Camino Real

Bicycle Accommodations in New Developments: New development should provide safe, secure facilities for bicycles. This can be accomplished in a number of ways, depending on the type of development. Where possible, secured, indoor parking space (i.e. lockable, caged space) for bikes should be provided in all new residential and commercial buildings. New projects should include bike stalls to allow users the opportunity to securely store their bicycles. These can include racks or hooks on walls in front of parking spaces in residential buildings, and designated and secure bicycle storage areas in commercial buildings.

Modest locker facilities in new, larger Commercial/Mixed Use projects should also be provided. Lockers should be sufficient to store helmets and other necessary equipment.

A centrally-located bicycle parking facility would be intended for protected long-term parking and also serve as a social hub.


NORTH
NOT TO SCALE
UPDATED 09/09/14
LOT X
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SOUTH LN
EAST LN
WEST LN
CALIFORNIA DR
HIGHLAND AVE
HATCH LN
LORTON AVE
PARK RD
PRIMROSE RD
PRIMROSE RD
BAYSWATER AVE
HOWARD AVE
BELLEVUE AVE
DONNELLY AVE
CHAPIN AVE
BURLINGAME AVE
El Camino Real
BELLEVUE AVE
HOWARD AVE

7.5. PARKING

This section outlines the parking supply plan for the Downtown Burlingame municipal facilities. It is expected that the parking supply for future development will be met by a combination of on-site parking and an enhancement of the existing public parking facilities in the Downtown area. Parking requirements for development are outlined in *Chapter 3: Land Use* of the Downtown Specific Plan. Generally, retail, restaurant and personal service uses on the ground floor are exempt from parking requirements within the Downtown Parking Sector. For commercial uses that are required to provide parking (upper floors within the Parking Sector, and all floors outside the Parking Sector) requirements can either be met on-site or through payment of an in-lieu fee. In-lieu fees will be used to build structured parking at existing public parking lots in the Downtown areas.

Shared Parking Concept

The vision for Downtown Burlingame is a mix of uses. A mix of uses, as opposed to a predominance of a single use, has positive implications on parking demand. For example, retail land uses tend to experience peak hour parking demand between 3:00 PM and 4:00 PM during the weekday and between 1:00 PM and 2:00 PM during the weekend. Office land uses experience 100 percent parking occupancy between 10:00 AM and 11:00 AM during the weekday, but very little demand on weekends. Hotel uses experience peak parking demand between 5:00 AM and 6:00 AM during the weekday and weekend. Residential uses experience peak hour parking demand between 5:00 AM and 6:00 AM during the weekday and weekend.

As a result of the different times of peak parking demand by these complementary uses, demand is overlapping rather than additive. Thus less parking is required. The ability for different uses to share the common parking areas at different times of day reduces the overall parking demand. However, as Downtown grows, there will be near-term and longer-term parking needs to accommodate.

The Downtown Specific Plan recognizes the opportunities for shared parking. For projects with off-street parking included on site, different uses with different peak demands can utilize the same parking spaces at different times of day, allowing fewer parking spaces than if each use were fully parked. The parking standards outlined in *Chapter 3: Land Use* of the Downtown Specific Plan include provisions to reduce on-site parking when the mix of uses is complementary and can share parking spaces.

The municipal lots also benefit from the shared nature of parking, on a larger scale. The ratios for off-site parking (whether exempt or provided through an in-lieu arrangement) account for the different peak demands for different uses, as well as the ability for patrons to visit more than one use without re-parking. Over the long term, the overlapping demands of different uses and the ability to share the same spaces in the municipal facilities will require fewer new public parking facilities than if each use had its own designated parking.

Make Better Use of Existing Parking Facilities

Downtown Burlingame consists of 20 City-owned off-street parking facilities as well as metered on-street parking located on most local roadways (as shown in Figure 7-2). While parking can be tight in some areas of Downtown (particularly near active shopping and dining areas), as a whole there is available parking supply that can be better utilized to serve near-term needs.

In order to make best use of existing facilities to serve current and near-term demand, strategies can include adjusting parking pricing and time restrictions, implementing valet/attended parking operations, modifying parking enforcement strategies, implementing parking permits for residents/employees, introducing a car-share arrangement, and improving wayfinding and signage for parking facilities. Many of these measures have been implemented in the past with success, and could continue to be adjusted for further optimization of existing resources.

Expand Parking Facilities

As Downtown grows, there may be upper limits to how much optimization can be gained from the existing parking facilities. In order to accommodate some of the demand from new development (since some will be met on-site), as well as to be able to provide amenities such as the signature open space proposed for Lot E, one or more parking structures may be necessary.

Several studies have been completed to determine which city-owned parking lots could most efficiently accommodate parking structures, and there are several options available. A couple of choices are discussed below, although the final decisions should be made when funding is available based on development patterns and projections at that time.

Lot J
Because it is one of the larger lots, Lot J has been recommended for structured parking by the city's parking consultants. This location makes sense because it is centrally located, and because a structure on Lot J could most easily provide the parking that will be needed to compensate for the loss of Lot E, when it is converted to community open space. In fact, constructing a parking structure on Lot J and creating a new open space on Lot E should be thought of as one project with two phases, the first being the construction of the parking structure. While Lot J is closed during construction, downtown Burlingame would lose 69 parking spaces. However, there is sufficient capacity in Lots L, W and C to temporarily make up for this loss.

Lots A and A-3
Another potential site for a parking structure is to combine Lots A and A-3 along Donnelly Avenue, and add an additional story on to the combined structure. At least half of Lot A should be usable during construction, and the other spaces lost during construction can be accommodated through existing capacity in Lots C, O, V, M, J, and L.

Howard Avenue Focus Area

The Downtown Specific Plan provides incentives to encourage new mixed use development along the Howard Avenue. Similar to the parking requirements that have been in place along Burlingame Avenue, the Specific Plan would exempt ground floor retail, personal service and restaurant uses on Howard Avenue from on-site parking requirements, and would allow parking for upper floor commercial uses to be provided off-site through an in-lieu fee arrangement.

Howard Avenue has on-street parking along its length, and there are four off-street parking facilities in the vicinity. Lots F and N have traditionally experienced high parking demand during the weekday peak, whereas Lots G and W have experienced more moderate demand during the weekday peak and could absorb the additional parking demand associated with new development. During the weekend peak, all four lots have traditionally been underutilized, so the additional parking demand associated with new development could be

accommodated. If all residential parking is provided on-site, anticipated parking demand along Howard Avenue can be fully accommodated within existing parking lots.

Ongoing Monitoring and Adjustments

As development occurs in the downtown area, parking and circulation should be regularly monitored so that adjustments can be made to city regulations and/or facilities as necessary.

VI. Next Steps

Begininning in early 2015 the community will be embarking on a comprehensive update of the General Plan. This will provide an opportunity to consider circulation and transportation issues in context with any changes to land use and other elements of the General Plan. Any changes to circulation and transportation policies will be incorporated into the full General Plan update.