3.0 Land Use

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

3.1 BACKGROUND

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

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

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

3.2 DESCRIPTION OF THE AREA

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

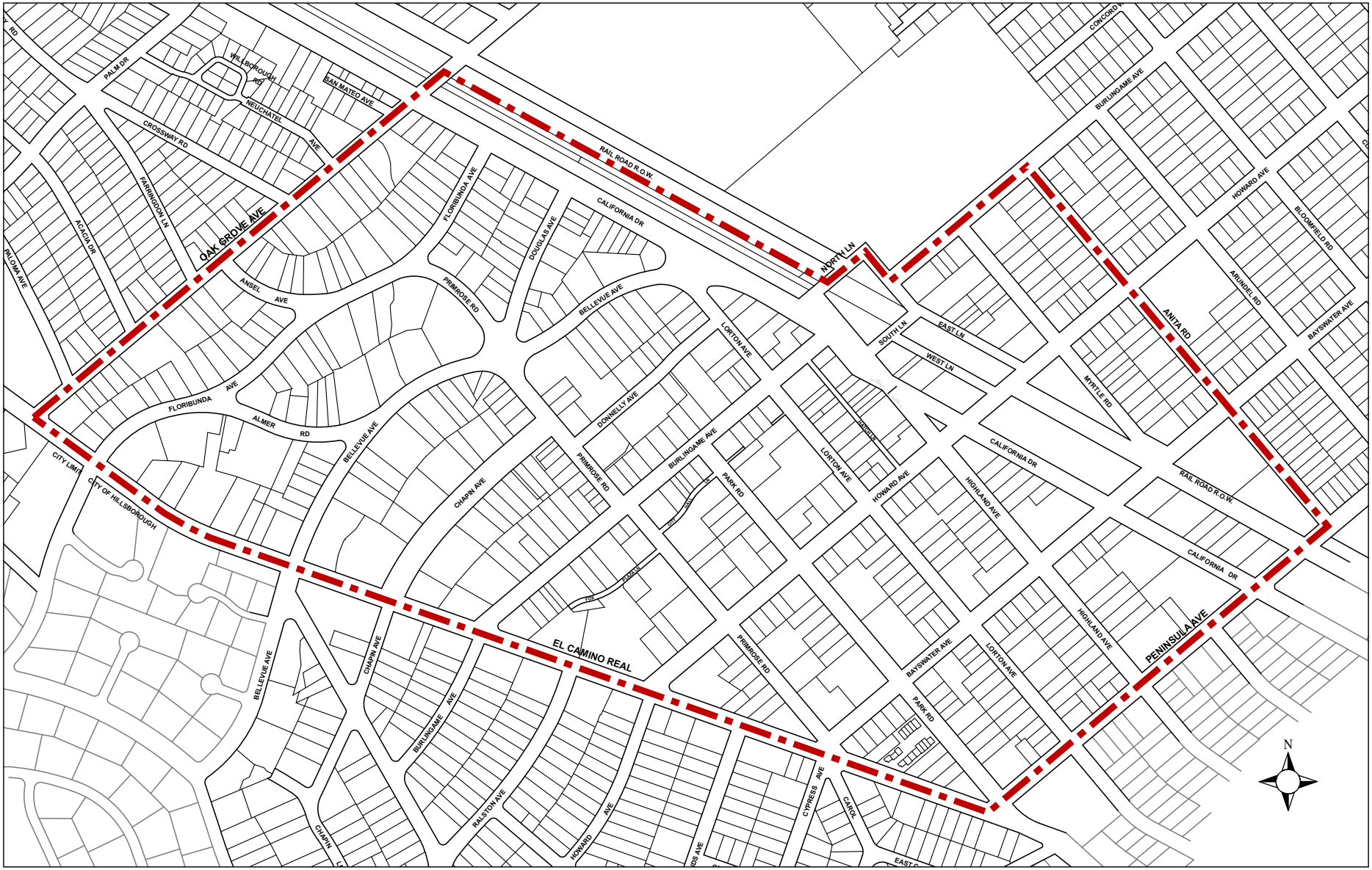

FIGURE 3-1: Downtown Specific Plan Project Area

3.3 PLANNING AREAS

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

3.3.1 BURLINGAME AVENUE COMMERCIAL DISTRICT

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

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

3.3.2 HOWARD AVENUE MIXED USE DISTRICT

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

3.3.3 CHAPIN AVENUE AREA

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

3.3.4 DONNELLY AVENUE AREA

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

3.3.5 CALIFORNIA DRIVE MIXED USE DISTRICT

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

3.3.6 NORTH CALIFORNIA DRIVE COMMERCIAL DISTRICT

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

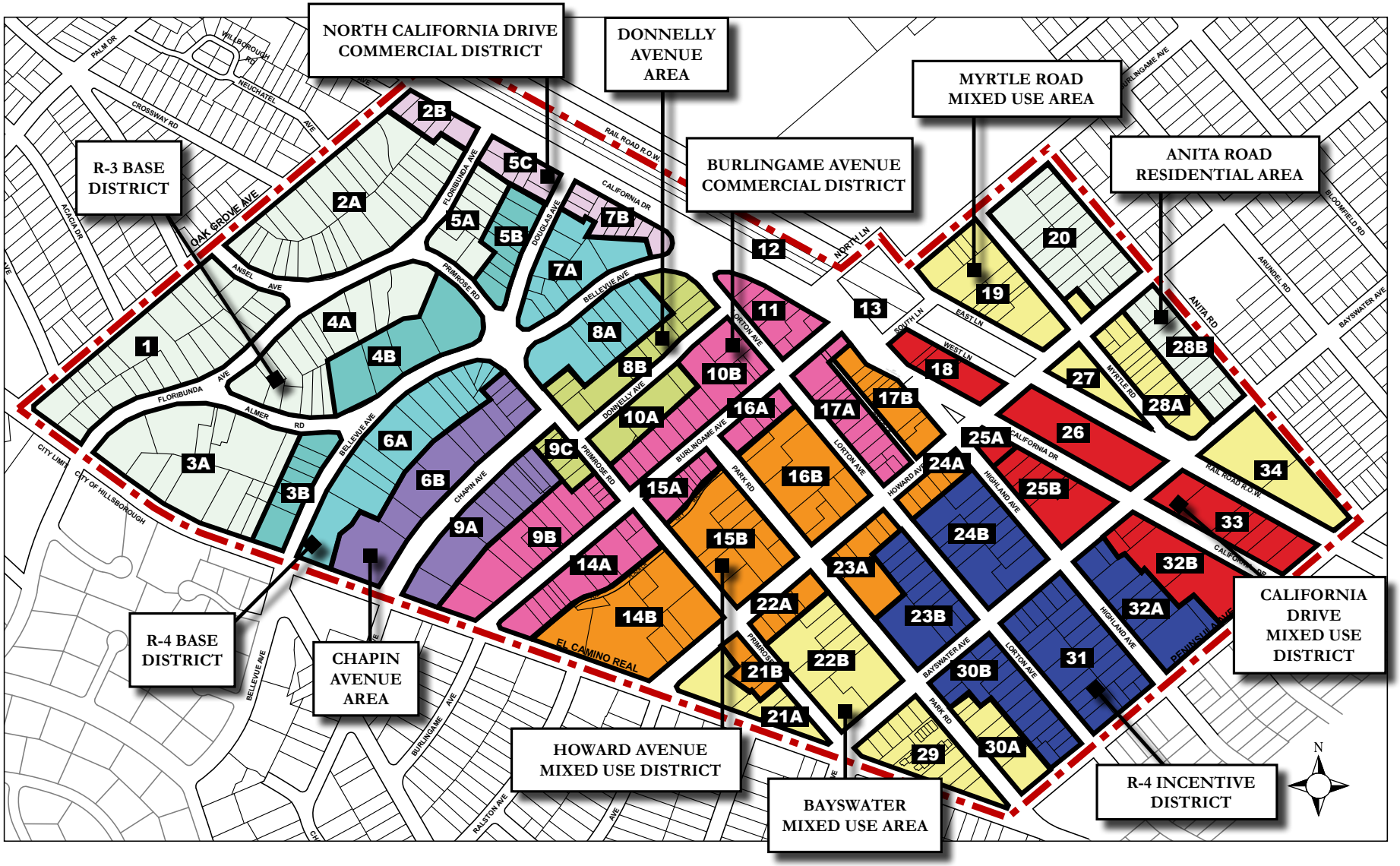

FIGURE 3-2: Planning Areas

3.3.7 MYRTLE ROAD MIXED USE AREA

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

3.3.8 ANITA ROAD RESIDENTIAL AREA

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

3.3.9 R-3 BASE DISTRICT

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

3.3.10 R-4 BASE DISTRICT

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

3.3.11 R-4 INCENTIVE DISTRICT

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

3.3.12 BAYSWATER MIXED USE AREA

The Bayswater Mixed Use area is centered on Bayswater Avenue between El Camino Real and Park Road. Development will be consistent with the existing neighborhood scale of small streets and varied commercial and residential buildings. Existing residential and commercial properties could be improved and expanded at a scale consistent with the adjacent residential areas. The area is meant to serve as a buffer between the downtown commercial district and the residential neighborhoods to the south and east across El Camino Real. For properties with El Camino Real frontage, new development is strongly encouraged to provide egress from side streets rather than El Camino Real, thereby reducing curb cuts and allowing existing trees to remain and new trees to be planted on El Camino Real.

3.4 LAND USE DESIGNATIONS

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

TABLE 3-1 – PLANNING AREA LAND USES

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

P = Permitted

C = Permitted with Conditions

/G = Ground Floor Only

/U = Upper Floors Only

3.5 DEVELOPMENT STANDARDS

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

TABLE 3-2 – DEVELOPMENT STANDARDS

Development Standard	Burlingame Avenue Commercial District	Howard Avenue Mixed Use	Chapin Avenue Area	Donnelly Avenue Area	California Drive/ Auto Row	North California Drive Commercial District	Myrtle Road Mixed Use Area	Anita Road Area	R-3 District	R-4 Base District	R-4 Incentive District	Bayswater Mixed Use Area
Front Setback - Minimum	-	-	-	-	-	10 feet	10 feet	15 feet	15 feet	15 feet	15 feet	10 feet
Front Build-To Line	0 feet	0 feet	0 – 10 feet	0 – 10 feet	0 feet	-	-	-	-	-	-	-
Side Setback - Minimum	-	0 feet[3]	-	-	0 feet[3]	-	0 feet[3]	3-7 feet[2]	3-7 feet[2]	3-7 feet[2]	3-7 feet[2]	0 feet[3]
Rear Setback - Minimum	-	-	-	-	-	20 feet	20 feet	20 feet	20 feet	20 feet	20 feet	20 feet
El Camino Real Setback - Minimum	-	-	-	-	-	-	-	-	-	-	-	20 feet
Height Limit - Maximum	35 feet (55 feet w/ CUP)	55 feet	35 feet (55 feet w/ CUP)	35 feet (55 feet w/ CUP)	35 feet (55 feet w/ CUP)	35 feet (45 feet w/ CUP)	35 feet (45 feet w/ CUP)	35 feet (45 feet w/ CUP)	35 feet (55 feet w/ CUP)	35 feet (75 feet w/ CUP)	55 feet	35 feet (55 feet w/ CUP)
Ground Floor Ceiling Height (Floor-to-Ceiling)	15 feet	15 feet	15 feet	15 feet	15 feet	-	-	-	-	-	-	-
Lot Coverage - Maximum	-	-	-	-	-	75%	75%	50%	50%	50%	50%	75%
Landscape Coverage - Minimum	-	-	-	-	-	10% of front setback	10% of front setback	60% of front setback	60% of front setback	60% of front setback	60% of front setback	10% of front setback
Architectural Encroachments	Certain encroachments (e.g. architectural features promoting good urban design) that extend beyond setbacks and maximum height limits may be permitted through a special Planning Commission design review process.											
Maximum Average Residential Unit Size[1]	N/A	1,250 sq ft	N/A	N/A	1,250 sq ft	N/A	1,250 sq ft	-	1,250 sq ft	1,250 sq ft	1,250 sq ft	1,250 sq ft

- = no requirement

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

[2] 3 feet for lots 42 feet wide or less; 4 feet for lots wider than 42 feet but less than 51 feet; 5 feet for lots wider than 51 feet but less than 54 feet; 6 feet for lots wider than 54 feet but less than 61 feet; 7 feet for lots 61 feet wide and over. Furthermore for all lots the side setback requirement shall be increased one foot for each floor above the first floor.

[3] R-3 District side setback standards shall apply to property lines(s) with an existing residential use on the abutting property.

3.6 PARKING STANDARDS

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

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

3.6.1 Parking Requirements in Downtown

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

- **Within the Parking Sector**: For properties within the core parking sector, ground floor commercial and retail uses are typically exempt from parking requirements. Upper floor commercial uses are required to provide parking by providing them on site, or through the in-lieu fee payment program. Residential parking is required to be provided on site.
- **Outside the Parking Sector:** Parking in these areas must be provided on-site or through the in-lieu fee payment program if municipal facilities are nearby. In all areas, the Specific Plan encourages public/private partnerships to develop structured parking. Provisions are available to account for efficiencies of shared parking for mixed use development.

Parking Regulations in the Parking Sector

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

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

<u>Parking Exemptions</u>

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

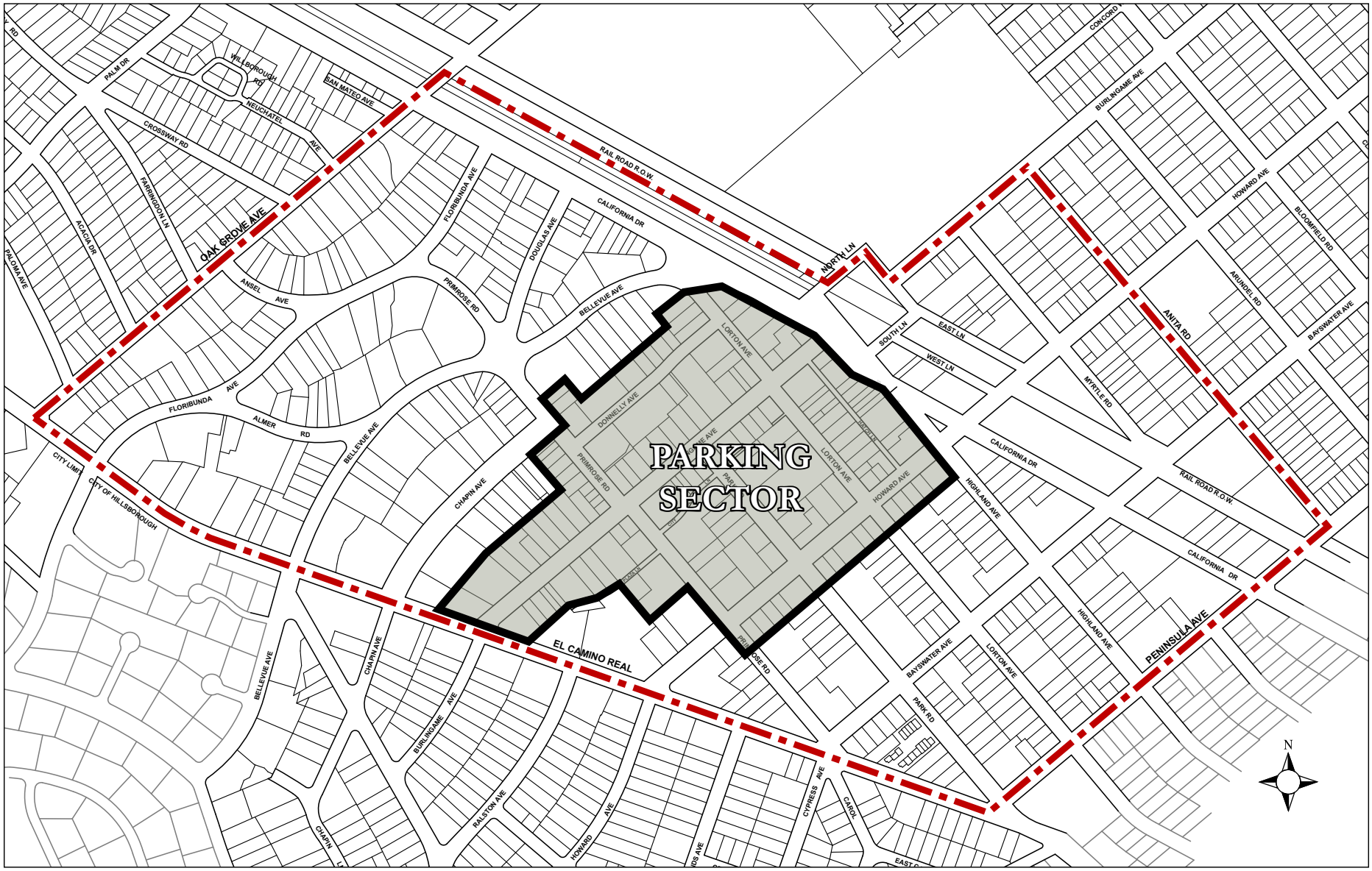

FIGURE 3-3: Parking Sector Boundaries

TABLE 3-3 – PARKING STANDARDS

	Land Use Designation	Parking Requirement Within Downtown Parking Sector	Parking Requirement Outside Downtown Parking Sector *except* Myrtle & Anita areas	Parking Requirement Myrtle & Anita Areas
1	**Retail**			
	Downtown Retail	No parking required on ground floor	1 space for each 400 square feet *may be provided off-site through in-lieu program*	1 space for each 400 square feet
	Corner Store Retail	No parking required for ground floor	One on-street space must be designated as short-term green curb zone	One on-street space must be designated as short-term green curb zone
	Personal Services, Business Services	No parking required for ground floor	1 space for each 400 square feet *may be provided off-site through in-lieu program*	1 space for each 400 square feet
	Restaurants	No parking required for ground floor	1 space for each 200 square feet *may be provided off-site through in-lieu program*	1 space for each 200 square feet
2	**Residential (see Figure 3-4)**	Studio: 1 space/unit 1 Bedroom: 1 space/unit 2 Bedrooms: 1.5 spaces/unit 3 or more bedroom units: 2 spaces/unit Guest Parking: No parking required	Studio: 1 space/unit 1 Bedroom: 1 space/unit 2 Bedrooms: 1.5 spaces/unit 3 or more bedroom units: 2 spaces/unit Guest Parking: No parking required	Studio: 1 space/unit 1 Bedroom: 1.5 space/unit 2 Bedrooms: 2 spaces/unit 3 or more bedroom units: 2 spaces/unit Guest Parking: No parking required
3	**Civic, Quasi-Civic, Cultural**	No parking required	As determined by Community Development Director	As determined by Community Development Director
4	**Office**	1 space for each 300 square feet *may be provided off-site through in-lieu program*	1 space for each 300 square feet *may be provided off-site through in-lieu program*	1 space for each 300 square feet
5	**Service Commercial**	No parking required	1 space for each 400 square feet *may be provided off-site through in-lieu program*	1 space for each 300 square feet
6	**Lodging/Hotel**	1 space per guest room *may be provided off-site through in-lieu program*	1 space per guest room *may be provided off-site through in-lieu program*	N/A

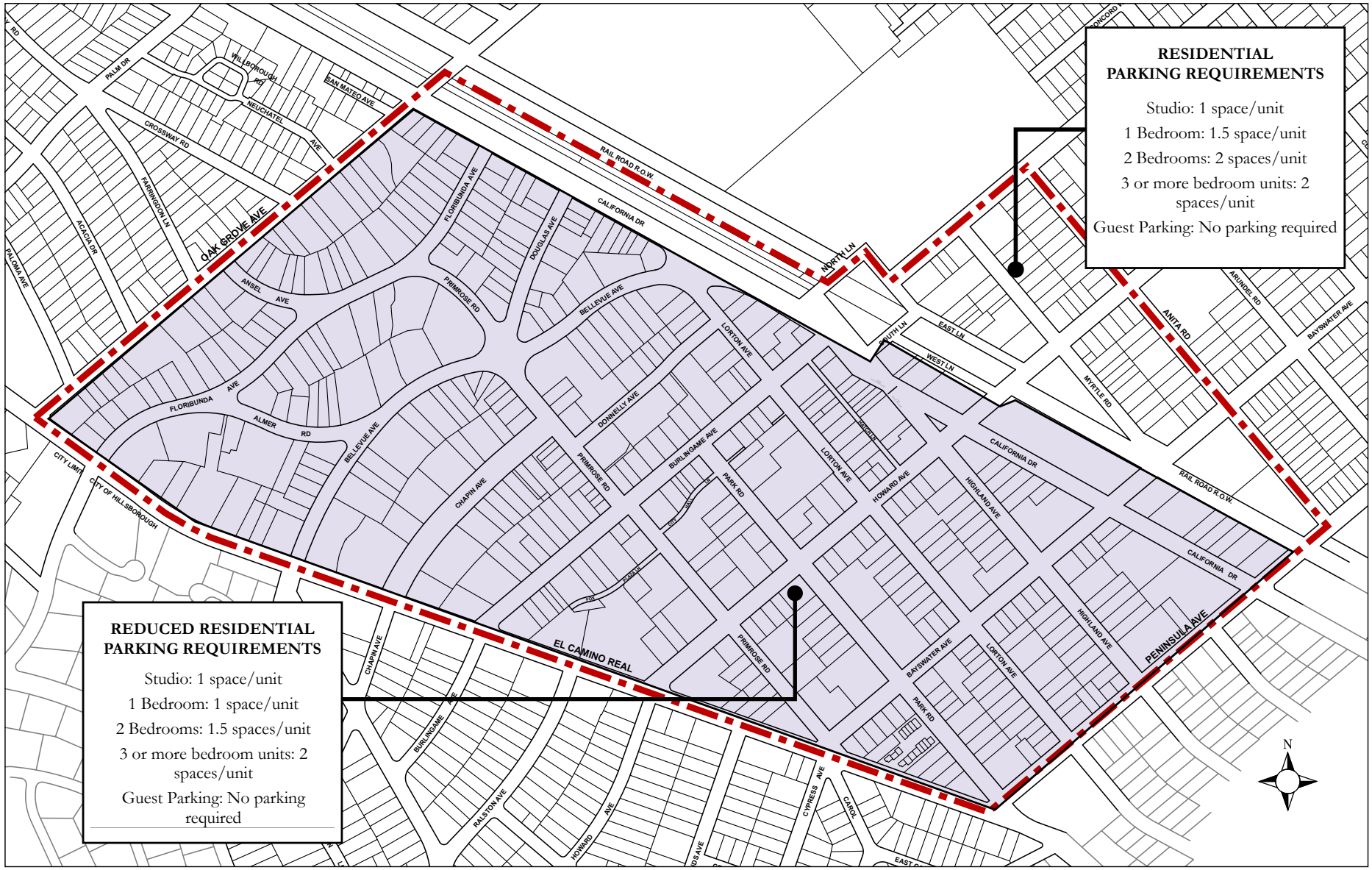

FIGURE 3-4: Residential Parking Requirements

Parking In-Lieu Fees

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

Residential Parking

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

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

Number of Parking Spaces Required

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

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

Shared Parking in Mixed Use Developments Outside the Parking Sector

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

Car Share Parking Bonus

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